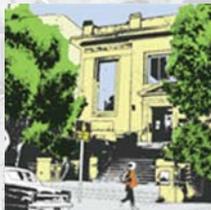


Draft for Public Review

# The Central Waterfront Neighborhood Plan



San Francisco Planning Department  
As Part of the Better Neighborhoods Program  
December 2002

San Francisco Planning Department

BETTER NEIGHBORHOODS  
2002



# III Plan Elements

1. Land Use | 2. The System of Parks and Open Spaces | 3. Historic Preservation | 4. Moving About | 5. Urban Design



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This is the heart of the plan. It contains the objectives, policies, principles, and guidelines that together support the overall goals of the plan presented earlier. There are five main subject areas: Land Use, the System of Parks and Open Space, Historic Preservation, Moving About, and Urban Design.

# 1

## Land Use

1

**OBJECTIVE 1**

Reinforce the Central Waterfront's character as a place for living and working.

**OBJECTIVE 2**

Strengthen and expand the Central Waterfront as a residential, mixed use neighborhood.

**OBJECTIVE 3**

Reinforce the Central Waterfront's role as an important location for production, distribution, and repair activities.

**OBJECTIVE 4**

Protect maritime and maritime-related activities in the Central Waterfront.

**OBJECTIVE 5**

Encourage the presence of shops and services that will serve residents, workers, and visitors.

**OBJECTIVE 6**

Encourage new development to be oriented to transit, pedestrians, and bicycles.

This section presents the vision for the use of land in the Central Waterfront. It identifies activities that are important to protect or encourage and establishes their pattern in the neighborhood. This pattern is based on the need to create a balance between providing space for production, distribution, and repair, and encouraging the development of a vibrant housing and mixed use area. Where and how these activities occur is critical to ensuring that any change the neighborhood experiences in the future contributes positively to the city as well as to the area's vitality, fostering the Central Waterfront as a place to live and work.

## OBJECTIVE 1

### **Reinforce the Central Waterfront's character as a place for living and working.**

To reinforce the Central Waterfront as a residential neighborhood, land use controls must allow for the expansion of housing beyond the few areas where it is now permitted as-of-right. A place for living also means it is a place where everyday needs can be met; neighborhood-serving businesses should be encouraged where they will best serve workers and residents. In order for the Central Waterfront to continue in its role as an important location for PDR businesses, land must be designated for such uses and controlled in a more careful fashion than the existing industrial (M-2) designation permits.

#### **Policy 1.1**

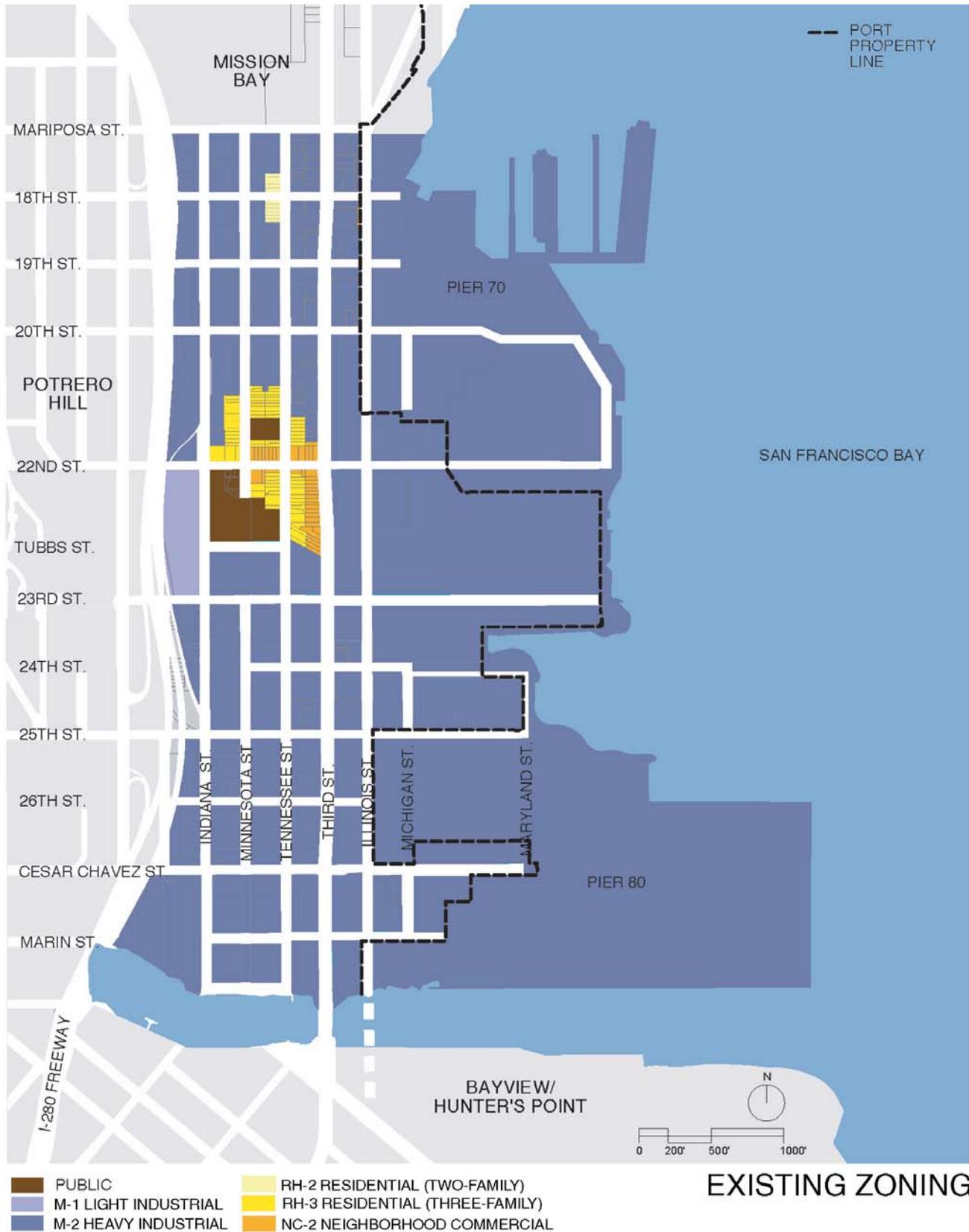
#### **Establish land use districts that foster the Central Waterfront's mixed use character.**

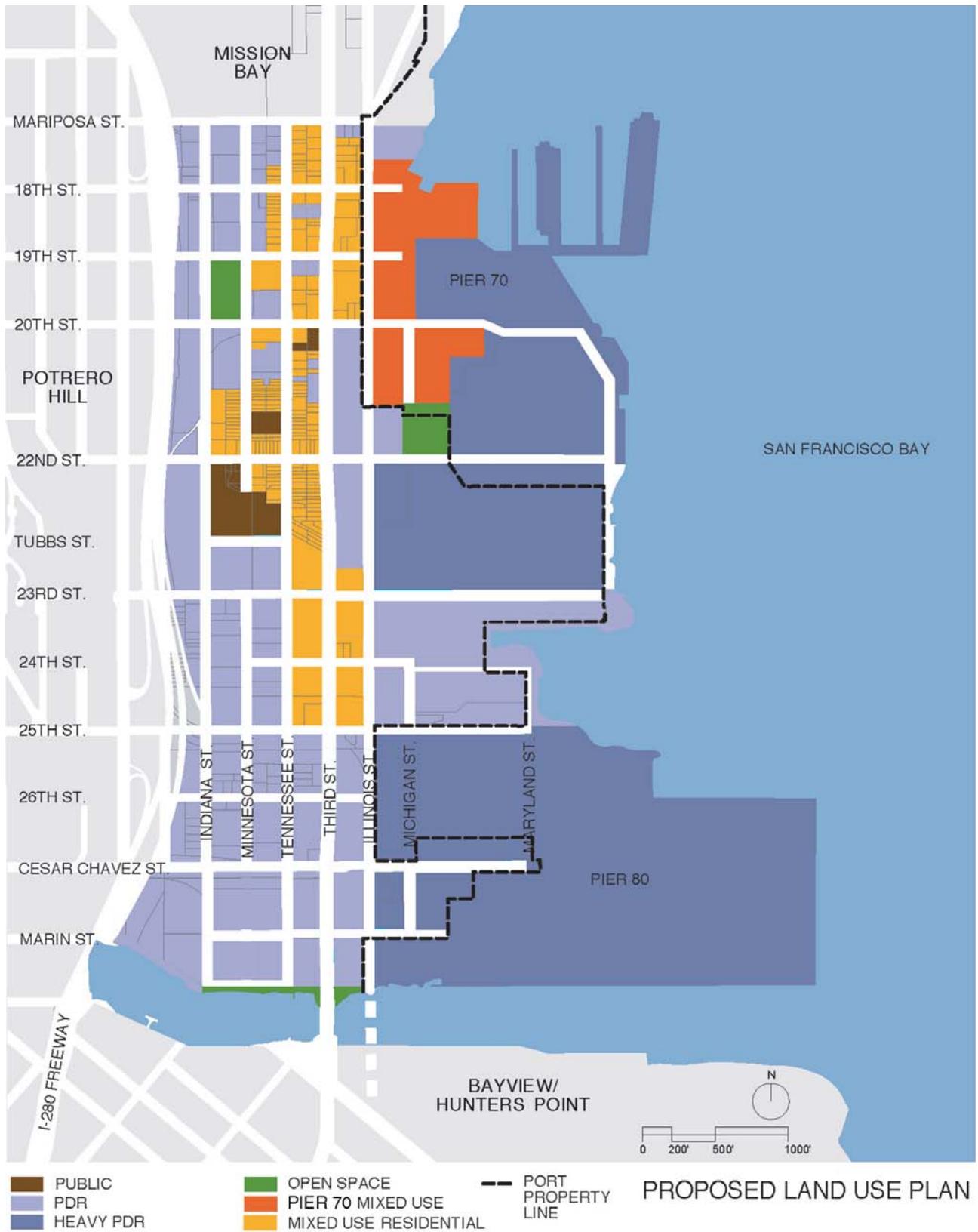
The following general principles guided the process for determining the land use designations that would be appropriate for the Central Waterfront:

- Preserve the character of the Central Waterfront
- Encourage additional housing
- Establish residential mixed use areas
- Protect important production, distribution, and repair activities, especially south of 23rd Street

#### ***Central Waterfront Mixed Use Residential District***

The Central Waterfront Mixed Use Residential District (CWMURD) is a moderately scaled and moderately dense transit-oriented residential district centered on the existing Dogpatch residential enclave. It includes those parcels in the area most appropriate for new housing or neighborhood commercial development because of the opportunity for infill development, their suitability for housing, and the presence of less important PDR structures than those found in the PDR District. The CWMURD is separated from the most intensive heavy industrial uses in the area by at least a one-half-block-wide PDR District.





The Mixed Use District would enable the creation of up to 1,100 housing units in the Central Waterfront within 5 years, and up to 1,600 housing units over the next 20 years, according to the Planning Department’s analysis of sites likely to be redeveloped.

This district is intended to protect existing housing enclaves and encourage new housing and neighborhood commercial activities. PDR activities compatible with housing are permitted as of right. The controls governing this district distinguish permitted uses based on building story, similar to traditional NC district controls in San Francisco. Residences are permitted at all stories of buildings. Neighborhood retail, housing-compatible PDR, and small office uses are principally-permitted uses on the ground floor; a smaller subset of these commercial uses are permitted on the 2nd floor; on the third floor and above only housing is permitted. Neighborhood-serving retail is encouraged throughout the district, but is required on the ground floor of new development along a portion of 22nd Street and around transit stops on Third Street at 20th and 23rd Streets. To help ensure that retail businesses are primarily neighborhood serving, a conditional use permit is required for individual retail uses greater than 5,000 square feet. Office uses are restricted to less than 5,000 square feet.

### Central Waterfront Proposed Zoning Districts and Uses

*Note: This is a very generalized table. A detailed zoning table is included as an appendix of the plan.*

P = permitted as a principal use  
 NP = not permitted as a principal use  
 X = permitted as accessory use (max 20% of total square footage) to a principally permitted use  
 C = permitted as a principal use by Conditional Use authorization only

<i>Use</i>	<i>Zone: Mixed-Use Residential</i>	<i>PDR</i>	<i>Heavy PDR</i>	<i>Pier 70 Mixed Use</i>
<b>Dwelling Unit</b>	P (permitted all floors; required above 2nd floor)	NP	NP	NP
<b>Office</b>	P (1st and 2nd floors only)	NP, X	NP, X	NP, X
<b>R&amp;D-related office</b>	NP	NP	NP	P
<b>Retail</b>	P (1st floor, 2nd floor limited)	P	X	P
<b>Light PDR</b>	P (1st and 2nd floors only)	P	P	P
<b>PDR</b>	NP	P	P	P
<b>Heavy PDR</b>	NP	NP	P	C
<b>Noxious Uses</b>	NP	NP	NP	NP
<b>Research &amp; Development</b>	NP	P	P	P
<b>Institution</b>	C	C	NP	C
<b>Arts and Arts Activities</b>	P	P	NP	P

Small assembly and entertainment uses (occupancy less than 100) are permitted, medium-sized uses require a conditional use and are allowed only on 3rd, 22nd, and 24th Streets. Large assembly and entertainment uses (occupancy greater than 750) are not permitted anywhere in the Central Waterfront MUD.

More intense development is encouraged around transit nodes and along certain sections of Third Street. In these areas parking minimums are replaced by parking maximums, and height, bulk, and density requirements are intended to encourage well-designed, active places that support and are supported by transit service.

### ***PDR District***

The PDR District encompasses those parts of the Central Waterfront that either contain the most significant or important PDR building stock, existing vibrant PDR clusters, or are the most appropriate places for such activities because of the character of surrounding uses. To the greatest extent feasible, the boundaries of the districts establish continuous areas. However, a few non-contiguous parcels have been included because they contain substantial PDR buildings. Overall, the pattern of this district reflects the fine-grained mix of uses that characterizes the area.

This district is designed to protect existing and encourage new production, distribution, and repair activities. As such, they are not conceived of in the same way as the traditional M-1 or M-2 industrial districts, which allow increasingly wider ranges of activities. Rather, the PDR District is more restrictive because it does not allow housing (even as a conditional use, including planned unit developments), or office other than as an accessory use. Furthermore, retail is allowed only as an accessory use, with a maximum use size of 10,000 square feet for any one retail establishment. However, retail is encouraged on the ground floor of the corners facing the Muni stop at Third and Marin Streets and along Third Street north of 25th Street. Demolition of existing PDR structures is permitted only if replaced at least 1:1.

The PDR District allows a range of uses similar to those permitted in M-1 districts as currently defined in the Planning Code; exceptions include heavier and more noxious activities, institutional uses, automotive sales, and certain very large assembly and entertainment uses. Because the PDR District does not allow the more noxious activities, in some instances

## HOW LAND USE DISTRICTS ARE DELINEATED

The boundaries that delineate land use districts reflect both important features that exist now and considerations for the land use pattern that is planned for the future.

The boundaries were drawn based on the following “factors” or “criteria.” As much possible, the boundaries were drawn to create coherent districts.

For the Central Waterfront MUD:

- Near existing housing
- Focused at or near transit stops
- Absence of significant PDR
- Historic resources

For the PDR District:

- Buildings with large floor plates or floor-area ratios, loading docks or areas, clerestories, and other features attractive to a range of PDR users.
- Buildings in good condition (based on field surveys and data on recent investment)
- Important clusters or concentrations of PDR activities
- Half-block areas around the power plant, Muni’s Metro East facility, and along the I-280 freeway

For the Heavy PDR District:

- The most intensive or noxious uses, maritime industrial activities, the Muni Metro East facility, and the Potrero Power Plant.

In reviewing earlier drafts of land use districts, several community members asked that the area north of 23rd Street be designated entirely as a mixed use district and that PDR be designated south of 23rd Street only. They argued that mixed use is more appropriate than PDR in relation to what is planned across Mariposa Street as part of Mission Bay, and that it makes for livelier streetfronts along 18th and 20th Streets, which everyone acknowledges to be important pedestrian connectors between the Central Waterfront and Potrero Hill. After conducting additional analysis of the uses and building stock in this portion of the plan area as a result of this public comment, and as part of the Department’s continuing refinement of the plan to optimize both its housing and PDR options, land use designations have been revised to extend the mixed use district as much as possible, while respecting a very important PDR cluster north of 23rd Street (and especially north of 20th Street). The delineation of the PDR District north of 23rd Street is based upon one or more of the following:

- parcels accommodate significant concentrations of PDR businesses,
- buildings are suitable for PDR uses,
- buildings are in good condition or have been recently improved,
- parcels are adjacent to the freeway, and so for environmental and urban design reasons are determined to be least appropriate for housing,
- the uses proposed for southern Mission Bay across Mariposa Street are designated to be “commercial industrial.” These are less appropriate neighbors to housing in the Central Waterfront than PDR would be (Mission Bay itself buffers its residential neighborhood from these uses).

it serves as a buffer between more intensive industrial uses, such as the Potrero Power Plant, I-280, and the Muni Metro East, and the Central Waterfront's Mixed Use Residential District, which is the area designated for housing expansion and neighborhood commercial development.

Small assembly and entertainment uses are permitted. Medium-sized uses require a conditional use and are not allowed adjacent to or across the street from existing residential parcels or areas designated as part of the Central Waterfront MUD. Large assembly and entertainment uses (occupancy greater than 750) are not permitted within 500' of the Central Waterfront MURD.

### ***Heavy PDR District***

The Heavy PDR District encompasses the areas that contain the most intensive PDR or industrial uses found in the Central Waterfront. It differs from the PDR District primarily in that it also allows for these uses. Because this district is based on current uses, it is not contiguous. The land use controls for this district are designed to protect existing and encourage new production, distribution, and repair activities, especially maritime and maritime-related activities. Like the M-2 districts, the Heavy PDR District permits almost all PDR and maritime activities. However, it does not allow housing at all (even as a conditional use, including planned unit developments) or assembly and entertainment. Office and retail are allowed only as accessory uses. Demolition of existing PDR structures is permitted only if replaced at least 1:1.

### ***Pier 70 Mixed Use District***

Similar to the PDR District, the Pier 70 Mixed Use District is intended to foster a lively working environment based on industrial, research and development, or creative activities. Pier 70 is very near to Mission Bay, which is planned to accommodate biotechnology firms. Mission Bay will also be the home to a new UCSF campus, now under construction. For firms that need proximity to such activities, Pier 70 may become an attractive location. Generally, uses permitted in this district allow the flexibility to create a mix of arts-oriented, light industrial, research and development (R&D), institutional, and entertainment activities. The proliferation of general office as a principal uses is not allowed. However, a limited amount of office space related to or supportive of R&D, creative, or industrial activities at Pier 70 or the immedi-

ate area is permitted. This district allows more office use as a percentage of the total site area than would be allowed under normal rules for accessory uses—as long a significant proportion of the overall site square footage is used for research and development activity. Retail activities up to 10,000 square feet are allowed, as is retail that is accessory to primary uses. Small and moderately scaled assembly and entertainment is permitted by right. Housing is not allowed.

## **OBJECTIVE 2**

### **Strengthen and expand the Central Waterfront as a residential, mixed use neighborhood.**

One of the primary goals of the plan is to address the city's ongoing need for housing. While this goal is related to larger, citywide needs, more housing can also be a great benefit to the immediate neighborhood, especially to the lightly populated Central Waterfront. An increase in the area's residential population is critical to creating a more practical place to live, and to bolstering the community in general. Currently, little of the Central Waterfront is zoned to allow housing as-of-right; an expanded area should be designated that allows housing and housing-compatible activities.

#### **Policy 2.1**

##### **Designate areas for new housing and maximize the opportunities for new residential in-fill, especially affordable housing.**

Appropriate areas for new housing must be established in order to properly encourage its development. Such areas should build on existing housing and mixed use areas, and take advantage of features of the neighborhood that are most supportive of housing and community while balancing the need to preserve important areas of PDR. Residential only districts are not delineated separately. Rather, housing is permitted as-of-right, and is required above the second story, as one component of the mix of uses of the Central Waterfront MUD. Converting existing residential land use designations to the Central Waterfront MUD designation will not remove any protections from the existing residential buildings, and will help to create more consistent and coherent districts.

See policy 1.1 for a discussion of how and where areas were designated for new mixed use residential development.

**Policy 2.2****Encourage compatible uses and activities to mix in areas not designated for PDR or Heavy PDR uses.**

One of the defining elements of the Central Waterfront is its unusual mix of uses. Because such a collage can help to create a distinctive and vibrant neighborhood, areas should be designated that allow certain PDR uses, residences, and neighborhood commercial businesses to be near one another, and in some instances, to occupy the same building. Some PDR activities are compatible with housing because they do not generate significant noise, fumes, early-morning or late-night activity, or do not use or create large amounts of hazardous or toxic materials. These uses are defined in Policy 1.1 as part of the Central Waterfront MUD.

The intermingling of these kinds of PDR activities and housing is part of what makes the Central Waterfront an unusual, intriguing, and functional place.

**Policy 2.3****In the Central Waterfront Mixed Use Residential District, discourage the continuation of PDR activities that are incompatible with housing.**

Some PDR activities are incompatible with housing because they generate significant noise, fumes, early-morning or late-night activity, or use or create large amounts of hazardous or toxic materials. In order to ensure that existing and future residential areas can prosper, they should be protected as much as possible from such uses. These uses are defined in Policy 1.1 as part of the Central Waterfront Heavy PDR and Central Waterfront PDR land use designations.

**Policy 2.4****Discourage the demolition of existing housing.**

The existing housing stock is essential to the character of the neighborhood, especially historically, and is an important resource. Demolition of existing sound housing should be discouraged. Development that would result in a net decrease in the number of housing units on a parcel should be rejected.

**Policy 2.5****Eliminate dwelling-unit density maximums.**

Traditionally, the number of units allowable in a given structure is established by setting a maximum number of units or by a ratio of units to lot size (for instance the RM-1 designation allows one dwelling unit per 800 square feet of lot area). This method of determining density restricts flexibility in meeting diverse housing needs. Developers should be allowed to build any number of residential units within the established height and bulk limitations, subject only to building code restrictions. This would allow developers to produce a higher number of smaller units or a lower number of larger units as needed, rather than being constrained by density restrictions that may not reflect market realities. Compatibility of such buildings with neighborhood character is addressed by the policies pertaining to height and bulk in the Urban Design section.

**Policy 2.6****Produce housing for a variety of household sizes and income levels, and for a mix of rental and ownership housing.**

Developing a wide variety of new housing units of various sizes, styles, and prices, will help to ensure economic, ethnic, family, and lifestyle diversity.

**Policy 2.7****Require or encourage that parking costs be separated from housing prices or rents in new residential development.**

Currently, most new ownership and rental housing has parking included in the base price of a unit. This encourages auto ownership and use because the cost for storing the vehicle is an already “sunk” and “invisible” cost. Individuals or families who do not own or need a car must pay for these spaces anyway, needlessly increasing the cost of their housing. Where possible, the city should require parking spaces to be sold or rented to residents for a price separate from that of the unit itself, so that only those who need them have to pay for them.

**Policy 2.8**

**Establish programs, such as location-efficient mortgage lending, to lower the cost of housing built in the plan area.**

The Bay Area is a pilot location for the Location Efficient Mortgage Program. This program recognizes the lower costs of transportation for households in neighborhoods that are well-served by transit and allows these households to qualify for higher mortgage amounts based on these lower transportation costs. Lenders should be encouraged to include the plan area in the eligibility zone for this new program.

**Policy 2.9**

**Commensurate with the goals of this plan, ensure that development of the Port's Pier 70 Mixed Use Opportunity Site will support the Port's goals and that it will be complementary to the maritime and industrial nature of the area.**

The Port Commission's Waterfront Land Use Plan designates a portion of Pier 70 fronting on Illinois Street between 18th and 20th Streets as one of a number of "Mixed Use Opportunity Areas," where non-maritime uses may be developed along the waterfront. These mixed use areas are intended to assist the Port in funding an extensive set of public improvements required of the Port. Because the Port does not receive city or state funding (other than from grants or bonds), it is necessary that it pursue development to help finance such improvements, which include maritime development, rehabilitation of

Artist's rendering of Pier 70 street scene after redevelopment, looking west on 20th Street.





Aerial view of MUNI Woods facility.



Switching yard with power plant in background, viewed from Illinois Street.

historic resources, and the creation of public access to and open space along the Bay shoreline. At the Pier 70 Mixed Use Opportunity Site, non-maritime and non-PDR activities such as commercial and research and development uses must be carefully integrated into the larger Pier 70 area and the adjacent neighborhood so that they are not disruptive to surrounding uses. Offices, which are intended by city policy to be concentrated downtown, should not be allowed as primary uses.

#### Policy 2.10

**Should the site of the Muni Woods facility become available for other uses in the future, it should become a high-density, mixed use residential development.**

In the event that Muni consolidates or relocates its Woods facilities, surplus parcels should be developed so as to take advantage of the site's location. The Woods facility is adjacent to the 22nd Street CalTrain Station and at the end of one of Dogpatch's main neighborhood commercial streets, making high density, mixed use residential development the most appropriate use of the site.

#### Policy 2.11

**Discourage residential development adjacent to I-280 and prohibit it adjacent to the power plant.**

In most instances, the width of the street that separates differently zoned areas is a sufficient buffer between them. However, in the case of the I-280 freeway and the power plant, a more substantial buffer is called for. Because they are both sources of pollution, noise, are unsightly, and in the case of the power plant, the site of toxic materials, residences should not be located immediately adjacent to either structure.

In the past, San Francisco has allowed residential development in proximity to freeways, or has allowed freeways to be built through residential neighborhoods. However, this fact should not be used as a precedent for furthering such a pattern, unless the benefits of developing housing on a location near a freeway are shown to outweigh the disadvantages. In this plan, the possibility of developing housing at the Muni Woods site, should that facility ever relocate, has been retained despite its location near I-280, because it is immediately across from the 22nd Street Caltrain Station and a few blocks from the future Third Street Light Rail. Should the use ever relocate and environmental analysis support residential development in this location, housing should be developed.



Looking east down 24th Street toward Warm Water Cove.

Earlier drafts of the plan did allow for the potential development of 500 units of housing facing 24<sup>th</sup> Street between Illinois Street and the waterfront.



With the power plant gone, the area east of Illinois Street might ultimately support a new neighborhood of 1,900 to 2,500 dwelling units—or 4,370 to 5,750 people given San Francisco's current average household size of 2.3.

### The Potential for Housing East of Illinois Street

This plan does not propose any housing east of Illinois Street. Primarily, this is due to the existence and nature of viable industrial uses in the area. The most prominent are the Potrero Power Plant, which may be expanded in the future, immediately to the north on 23<sup>rd</sup> Street and the Muni Metro East facility, now under construction, which is to the south on 25<sup>th</sup> Street near the waterfront. There has also been community opposition to earlier drafts that proposed housing along 24<sup>th</sup> Street. Concerns seem to be based primarily on the perceived environmental hazards stemming from the power plant and its expansion.

There were, however, compelling reasons for earlier drafts of this plan to allow for 500 units of housing in a mixed use district facing 24<sup>th</sup> Street between Illinois Street and the waterfront:

- Waterfront land between 22<sup>nd</sup> and 25<sup>th</sup> Streets is one of the few portions of San Francisco's eastern shoreline unencumbered by Public Trust restrictions against housing, and therefore one of the few places where there is the potential for waterfront housing.
- There seems to be no clear scientific basis that housing should be kept any particular distance from the power plant solely for reasons of public health. Limiting housing to a depth of a half-block along both sides of 24<sup>th</sup> Street allowed for a minimum ½-block buffer of non-residential land uses between both the Muni Metro East facility and the power plant. It also provided an even greater buffer between any housing and the smokestack or toxic materials storage facilities associated with the power plant, which are internal to the site.
- Housing along 24<sup>th</sup> Street could do much to activate this stretch of 24<sup>th</sup> Street, and to make Warm Water Cove an integral part of the neighborhood and therefore a safer public open space with stronger ties to the neighborhood and the city.

### Potential Waterfront Neighborhood Without the Power Plant

There is some possibility that the Potrero Power Plant will not be expanded, and may in fact be phased out over time and replaced by a system of distributed power generation or alternative energy sources, or both. Should this occur, the power plant site could be an ideal location for housing, if toxics issues would not preclude it. Should the power plant move, the power plant site and the land between it and any housing fronting 24<sup>th</sup> Street could accommodate a new neighborhood of as many as 1,400 to 2,000 units of housing. This assumes that one-third of the land is given over to public right-of-ways and open space and the remainder is developed at a density of 75 to 100 units per acre. All together under this scenario, then, the area east of Illinois Street ultimately might support a new neighborhood of 1,900 to 2,400 dwelling units—or 4,370 to 5,750 people (based on San Francisco's current average household size of 2.3 people).





The Central Waterfront is home to several clusters of creative activities, such as printing, publishing, and graphic design.



Many flexible PDR structures exist throughout the Central Waterfront.

### OBJECTIVE 3

**Reinforce the Central Waterfront's role as an important location for production, distribution, and repair activities.**

PDR businesses continue to be an important part of the city's economy, even as it changes. The Central Waterfront has long been a center of PDR activity, from rope manufacturing to sugar refining, from container handling to printing, warehousing, and garment manufacturing. While many of the particular industries and businesses have changed, the area remains primarily industrial. To foster and protect PDR activities, a place must be preserved for them where they will not have to compete with other uses, especially housing and office, which generate higher rates of return. Moreover, the area designated for PDR activities should also protect good existing building stock. If existing buildings are destroyed, affordable PDR space will be lost. Even if new PDR buildings replaced old ones, they would not be affordable to many PDR industries because of higher land and construction costs. By preserving the kind of space and buildings found in the area, in effect building on the neighborhood's character, the Central Waterfront will be able to sustain existing businesses and encourage new PDR, creative endeavors, and incubator firms that are important to the city's economy.

#### Policy 3.1

**Provide space for production, distribution, and repair activities.**

The special real estate requirements of PDR businesses, including creative industries and incubator firms, must be met in order for them to thrive. Thus, land should be designated for PDR activities where appropriate structures, yards, and storage areas can be maintained and encouraged, and where such functions can persist without threat of displacement by non-PDR uses.

#### Policy 3.2

**Discourage demolition of existing, sound PDR buildings.**

It is important to maintain building stock suitable to PDR. The city's supply of PDR structures has dwindled substantially as a result of demolition and conversion to other uses, particularly office and live/work development. Existing PDR buildings should be retained as long as possible because they are more

affordable and well-suited to a wider variety of PDR businesses. New construction is almost always more expensive because sunk and capital costs have not yet been recovered by the builder or developer. Within districts designated for PDR, prohibit demolition of sound structures unless new buildings suitable to PDR uses replace them at least at a 1 to 1 ratio. Buildings suitable to PDR typically have large floor plates, interiors designed for flexibility, and often have loading docks or areas, clerestories, and other features attractive to a range of users.



The area has seen recent investment in new PDR structures.

### **Policy 3.3**

**Promote redevelopment or infill of PDR uses at underutilized sites in PDR and Heavy PDR districts.**

Encourage sites that currently have structures of marginal value or that are either economically or visually “soft” to be redeveloped with more intensive PDR buildings and uses.

### **Policy 3.4**

**Encourage development of flexible buildings with high floor-to-ceiling heights, large floor plates, and other features that allow adaptability to changes in use.**

In order to thrive, PDR businesses require certain kinds of buildings. The stock of these buildings should be improved and expanded in order to support existing PDR businesses and encourage new ones to locate in areas designated for them.

### **Policy 3.5**

**Prohibit construction of new housing and office in PDR and Heavy PDR districts.**

As mentioned elsewhere in this plan, most PDR businesses are unable to compete successfully with residential and office uses, which command much higher returns per square foot. Furthermore, PDR businesses need places uninhibited by incompatible uses. For instance, some PDR business must use noxious materials, receive goods early in the morning, or store equipment out of doors; residents tend to be sensitive to these kinds of things, and have the ability to force businesses away if they consider them disruptive or unsightly. Therefore it is critical to establish areas that will allow PDR businesses to operate without the threat of displacement by competing or incompatible uses.

**Policy 3.6**

**Enhance the infrastructure and working environment within areas designated for PDR and Heavy PDR to serve business and industry.**

The physical environment, particularly streets and services, should be optimized to support the activities of businesses located in PDR and Heavy PDR areas. Businesses should be surveyed to determine what improvements would help their activities; results should be implemented to the fullest extent possible.

Refer to the Moving About section for a discussion of proposed street treatments for PDR areas.

**OBJECTIVE 4**

**Protect maritime and maritime-related activities in the Central Waterfront.**

The Central Waterfront has long been the home to maritime activities, including the existing dry dock. As a response to the advent of containerization in the 1960s, the Port of San Francisco began to focus its cargo operations at Pier 80, and south of Islais Creek at Piers 94-96. Maintaining and supporting these activities, including ship repair, maritime support, warehousing and storage, and shipping, is important to both the Port's mission and more generally to San Francisco's economy. The various industrial activities occurring on and near Port land need to be able to carry out their operations without the impediments caused by the presence of sensitive land uses such as housing or neighborhood-related activities.

**Policy 4.1**

**Support the continued operation of the dry dock facility at Pier 70.**

Shipbuilding and ship repair have been carried out at the Pier 70 dry dock since the late 1880s. In fact, Pier 70 is the longest continually operating, non-military dry dock on the West Coast. Any development adjacent to the dry dock facility should not impinge on its use. In particular, to avoid conflict, uses sensitive to a 24-hour, industrial operation should not be located nearby.



The Pier 80 facility handled fifty thousand cargo containers in 2000.

#### **Policy 4.2**

**Support the continued operation of the Pier 80 container facility.**

The Port's terminal at the 69-acre Pier 80 is in active use, providing the Port and city with modern container- and non-container-cargo handling facilities. The businesses at and related to Pier 80 are well integrated with the city's economy; they employ a substantial number of people, generate income for the Port, and taxes for the city. Continued, efficient access by freight rail and truck from the peninsula, freeways, and via city streets is fundamental to the viability of the pier and the industries related to it. Therefore, land use and transportation infrastructure in the vicinity of Pier 80 should not be changed in ways that would interfere with its continued efficient operation, or impinge on access to it.

#### **Policy 4.3**

**To better serve businesses and industry, enhance the infrastructure and working environment within areas designated for maritime uses.**

The physical environment, particularly streets and services, should be optimized to support the activities of maritime uses located in PDR and Heavy PDR areas. In coordination with the Port, businesses should be surveyed to determine what improvements would help their activities; results should be implemented to the fullest extent possible. Refer to the Moving About section for a discussion of proposed street treatments for PDR areas.

### **OBJECTIVE 5**

**Encourage the presence of shops and services that will serve residents, workers, and visitors.**

Neighborhood commercial uses not only provide for private or personal needs, but are also an important part of the public realm in that they help to activate streets and so emphasize the role of streets as public gathering places. Such uses make streets safer, more interesting, enjoyable, and generally help to define a "neighborhood heart." The Central Waterfront now has a dearth of shops and services, largely a result of the area's small population. In order to attract local-serving businesses, the neighborhood's residential population must increase. Growth in the number of employees and visitors will

also help to sustain a wider range of amenities. Land use designations and controls should encourage, and in some instances require, space for neighborhood commercial businesses. However, the economic ability of the Central Waterfront to support new neighborhood commercial businesses is and will be limited, even should the neighborhood grow to the full potential of this plan. Therefore, caution has been taken not to require too much neighborhood commercial activity, and instead to allow it as an option in most of the Central Waterfront MUD. This will allow the market to determine what is possible in the neighborhood while ensuring that if and when it does occur, it will be in the right places and done in the right ways.

*The addition of 1,500 housing units in the Central Waterfront would internally support an additional 25,000 square feet of neighborhood retail. The Planning Department's analysis indicates plenty of capacity exists for this amount on sites likely to be seen in new development, with more possible should the market strengthen beyond simple local neighborhood patronage.*

#### **Policy 5.1**

#### **Require ground-floor retail in places along 22nd Street between Third and Minnesota Streets.**

Twenty-Second Street is already the focus of retail activity for the neighborhood and is the street that connects the CalTrain Station to Third Street. Requiring retail on the ground floor between Third and Minnesota Streets builds on the existing character of the street, concentrates activity, and helps to create a “neighborhood heart.”

#### **Policy 5.2**

#### **Encourage retail development as part of any development proposed for the Pier 70 Opportunity Site.**

Development of the Pier 70 Opportunity Site will greatly increase activity in this part of the Central Waterfront and will provide the chance to bring the neighborhood and the waterfront together. To realize the potential of this connection, limited retail or entertainment uses should be included in any development for the Opportunity Site. Such uses will make residents and visitors feel welcome, and will support proposed open space for Pier 70 by helping to make the area safer and more vital through a diversity of uses.

**Policy 5.3**  
**Encourage limited retail and entertainment attractions at the eastern terminus of Mariposa Street.**

Mariposa Street ends at a point near the Bay occupied by a restaurant, a boat repair facility, and new access to the shoreline. Any change to this area should complement the existing uses and take advantage of the dramatic backdrop provided by San Francisco Bay and the San Francisco Dry Dock. Retail and entertainment uses both support and are supported by unusual destinations such as this, and help to bring activity and thereby a feeling of safety to places that do not benefit from busier locations. With the right combination of active uses, this unique place could become a destination not just for San Franciscans but also for people around the Bay Area.



**Policy 5.4**

**As described elsewhere in this plan, increase housing and encourage the retention and expansion of PDR employment.**

Without a growing residential and worker population, and without good accessibility, new neighborhood commercial businesses will be unlikely to come to the Central Waterfront.

**OBJECTIVE 6**

**Encourage new development to be oriented to transit, pedestrians, and bicycles.**

In order to create a vibrant and livable neighborhood, new development in the Central Waterfront must both take advantage of and support a variety of modes of transportation. Land use plays a critical part in promoting alternatives to the car. For instance, bus lines require a certain density to function efficiently, pedestrians feel comfortable walking when streets are lined with active uses and services are not distant, and bicyclists need a share of the roadway and places to lock their bikes. As land use changes in the Central Waterfront, it must do so in ways that will ensure as much as possible that people are mobile and the neighborhood is accessible.

**Policy 6.1**

**Focus higher density mixed use development around transit nodes.**

A powerful synergy is created when higher density development is located around transit nodes. The activity that comes with more concentrated use of land supports transit use, partly by making the immediate area safer and more appealing. This arrangement also brings passengers within reach of transit, making alternatives to the automobile appealing. Furthermore, housing in close proximity to good transit service can be built with less parking, making the housing more affordable. Similarly, commercial uses are more accessible and thus more convenient, allowing people to meet their daily needs by using transit instead of relying on the automobile. In turn, businesses near transit benefit from the increased activity.

**Policy 6.2**

**Require neighborhood commercial uses on the first floors of the corners facing light rail stops on Third Street at 16th, 20th, and 23rd Streets.**

Concentrating neighborhood services and retail at the most important light rail stops establishes these places as important neighborhood destinations. Such uses help to focus activity, making both the stations and the nearby areas safer, more welcoming, and more practical. Retail uses are encouraged, but not required, on Third Street at the Marin Street light rail stop.

**Policy 6.3**

**Require new development to incorporate design features that support pedestrians, bicyclists, and transit users.**

Refer to the Urban Design section for a discussion of such features.