BLUE GREENWAY
Planning and Design Guidelines

Draft for Community Review
May 2010

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existing conditions | opportunities | constraints | best practices
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Exhibit 1
Blue Greenway Open Space System Map
1. Introduction

Overview

The Blue Greenway is a City of San Francisco project to improve and expand the public open space network along the City’s central and southern waterfront, from China Basin Channel to the San Francisco County Line. Its focus is to define how new parks and public spaces can be created to complement and connect with existing open spaces in this industrial and mixed use area. Collectively, the Blue Greenway is intended to define how San Francisco will carry out improvements to meet waterfront open space and recreational objectives set forth in the Association of Bay Area Governments (ABAG) San Francisco Bay Trail Plan, and the San Francisco Bay Conservation and Development Commission (BCDC) Bay Area Water Trail Plan for southeast San Francisco. (see Exhibit 1, Blue Greenway Open Space System).

In 2006, Mayor Gavin Newsom created a Blue Greenway Task Force, which developed the following Vision Statement and Guiding Principles for the Blue Greenway:

Vision

“The Blue Greenway is more than a trail; it is a unifying identity for the 13-mile corridor along San Francisco’s southeastern waterfront. The Blue Greenway will link established open spaces; create new recreational opportunities and green infrastructure; provide public access through the implementation of the San Francisco Bay Trail, the San Francisco Bay Area Water Trail, and green corridors to surrounding neighborhoods; install public art and interpretive elements; support stewardship; and advocate for waterfront access as an element of all planning and development processes over time”

Guiding Principles

Identity
A working, urban waterfront that invites public use and enjoyment and access to the water;

Health and Environment
An environmentally sustainable and accessible shoreline on the Bay that is safe and healthy for people as well as wildlife;

Connectivity
A premier public open space system that connects San Francisco’s southeastern neighborhoods to the Bay; and

Economy and Development
A catalyst for responsive and responsible development, employment opportunities, and economic vitality.

The Task Force preliminary recommendations are outlined in the Task Force recommendations, which are illustrated in Exhibit 2, Blue Greenway Task Force Vision Map and can be reviewed at: http://www.bluegreenway.org/PDF/BG_vision_072606-2.pdf.

The Blue Greenway concept evolved out of a recognition that San Francisco’s portion of the Bay Trail is primarily completed on the northern portion of its waterfront from Golden Gate Bridge to AT&T Park, however, the area south of the ballpark requires significant improvement. The Neighborhood Parks Council (NPC) and San Francisco Planning and Urban Research Association (SPUR) initiated the effort to promote coordination between public agencies to continue planning and implementation of Blue Greenway open space improvements.

While much of the area covered by the Blue Greenway is under the jurisdiction of the Port of San Francisco, it also crosses many other regulatory jurisdictions. Therefore, the City has established an Interagency Working Group to coordinate on issues that cross geographical and agency responsibilities.

The Interagency Working Group includes the following agencies:

- Port of San Francisco (Port)
- San Francisco Redevelopment Agency (SFRA)
- Department of Public Works (DPW)
- Mayor’s Office
- San Francisco Recreation and Parks (SFRP)
- Municipal Transportation Agency (MTA)
- San Francisco Planning Department
- San Francisco Public Utilities Commission
- San Francisco Arts Commission
The Interagency Working Group will be coordinated by the Port. The Interagency Group will provide expertise and oversight, coordinate between multiple jurisdictions, provide technical review on best practices, and ultimately be responsible in specified capacities in the implementation of Blue Greenway improvement projects.

In 2008, San Francisco voters approved Proposition A, Clean and Safe Neighborhood Parks General Obligation (GO) Bond, which provides $33.5 million for Port of San Francisco open space projects. Approximately $22 million of that funding is specifically targeted for Blue Greenway projects. In order to facilitate the expenditures of this GO Bond, the Port agreed to conduct a community planning process for the Blue Greenway that will:

- define open space opportunities including programming (where & how parks could be used);
- develop Blue Greenway Design Guidelines to provide continuity and cohesiveness throughout the open space system and the connections between them, including site furnishings, signage, interpretation, and public art amenities and
- prioritize improvements based upon available funds; Proposition A bond funds will be supplemented by other sources as available, which are described in this report.

Blue Greenway Community Planning Process

The Port has developed a scope of work to conduct the community planning process described below. DPW Bureau of Landscape Architects and SFRP are assisting the Port in developing this document, and will support work to develop open space design and program concepts. In addition, the Port will be assisted by a landscape graphic design consultant to provide graphics design services for signage, way-finding and identity development, and other City agencies as required.

The community planning process builds upon work developed through several current and recent community planning and design efforts, and takes advantage of existing community organizations and outreach processes that are already in place.

A Blue Greenway Community Steering Committee has been organized that represents a broad range of neighborhood stakeholder interests to ensure there is ongoing participation and review, including: open space, park, water access and environmental advocates, and design professionals. The Steering Committee representatives have committed to attending all public meetings held during the community planning process, and provide a conduit for reporting back information about the developments of this project. Committee members also may assist in coordinating additional outreach efforts with their representative groups. In addition, they will be responsible for providing input on the Blue Greenway Planning and Design Guidelines and prioritization concepts at all stages of the work program.

The Community Steering Committee includes:

- A representative from the Port’s, Central Waterfront Advisory Group (CWAG), Southern Waterfront Advisory Committee (SWAC) and Maritime Advisory Committee (MCAC)
- Neighborhood Parks Council (NPC)
- Bayview Hunters Point Project Area Committee (BVHP- PAC)
- Hunters Point Shipyard Citizens Advisory Committee (HPSY - CAC)
- Mission Bay Citizens Advisory Committee
- Literacy for Environmental Justice (LEJ)
- Bicycle Coalition
- Bay Access
- SPUR
- Natural Areas
- NPC Blue Greenway Steering Committee
- Green Trust
- State Parks Foundation

Planning Area Organization - Sub-Areas

The Blue Greenway area crosses multiple agency jurisdictions, districts and neighborhoods. To facilitate public participation, planning information will be organized into three sub areas:

1) Northern sub-area located from Mission Creek to Islais Creek and encompassing the Mission Bay and Central Waterfront communities and within the Port of San Francisco and SFRA jurisdictions;
Exhibit 2
Blue Greenway Task Force Vision Map
2) Central sub-area, from Islais Creek to the northern boundary of the former Hunters Point Shipyard, including the Bayview Hunters Point community and within the Port, SFRA and other City agencies jurisdictions; and

3) Southern sub-area including the Hunters Point Shipyard and Candlestick State Parks, in the Bayview Hunters Point community and within the jurisdiction of the SFRA, SFRP and California State Parks.

This approach will allow focused discussions for area stakeholders, which also can be combined to produce a comprehensive set of recommendations and standards for the Blue Greenway. Some sub-area meetings may focus on detail presentations and greater dialogue which could not be accomplished if the entire system needed to be discussed in a single meeting. All public community meetings will be open to all stakeholders.

The work program for the community planning process and the proposed schedule has been divided into five phases, described below and illustrated in Exhibit 3, Blue Greenway Planning Process and Schedule:

Phase 1- Project Initiation (completed)

This task defined the scope of work for the community planning process and identified community and agency stakeholders to form the Interagency Working Group and Community Task Force in 2009. With direction from these groups, the Port worked with DPW and SFRP to research and document background information for all the Blue Greenway resources and opportunities.

Phase 2 – Existing Conditions, Opportunities and Constraints and Best Practices (May and June 2010)

The research conducted in Phase 1 is the basis for this Existing Conditions report. Phase 2 will involve public review and comment of this work at a community workshop and presentation to the Port Commission, which will include solicitation of improvement and programming ideas for Blue Greenway open spaces. This public input will provide guidance for the staff and consultant work prepared in Phase 3, May and June, 2010.

Phase 3- Alternative Program/Use Concepts and Design Guideline Concepts (July to September 2010)

Phase 3 will build upon the work completed for Phase 2 to produce preliminary program use concepts for open spaces; alternative design concepts for site furnishings; signage, way-finding, public art locations and graphic features to define an identity for the Blue Greenway, and preliminary cost estimates. This information will be important to begin understanding how to prioritize Blue Greenway projects, and may suggest improvements that can be implemented early. This information will be presented to the community and Port Commission (and other Commissions as required) for public review and comment.

Phase 4- Revise Concepts, Cost Estimates and Project Prioritization and Funding Opportunities (November 2010 to early 2011)

Phase 4 will revise the concepts, cost and project prioritizations based upon the community and Port Commission feedback gained from Phase 3. The work generated in this task will be presented to the community and Port Commission for review and input, and will include more detailed public discussions about project prioritization and implementation. Phase 4 also will include proposed Blue Greenway Design Guidelines for public comment and review.

Phase 5 – Finalize Blue Greenway Project Priorities and Design Guidelines (Spring 2011)

Based on the public review and comments collected during Phase 4, Port and City staff, and graphic design consultants will refine and produce final concepts for Blue Greenway open spaces, priority and implementation proposal, and final Blue Greenway Design Guidelines. These will be presented for review and consideration to the community and Port Commission (and other Commissions as required).

Implementation

This Blue Greenway Planning process will identify a range of open space improvements that can occur along San Francisco’s southeastern waterfront and identify an appropriate balance of uses across the entire network of open spaces and within individual open spaces. Recognizing that funding is not in place to make all of the improvements immediately, certain projects will be prioritized for immediate implementation based upon available funding. As individual projects are identified for implementation, they will go through a separate community planning and design review process to refine the concepts developed.
As outlined in Phase 3, some projects may be identified for early implementation, which is required to fulfill requirements of the 2008 Proposition A, Clean and Safe General Obligation Bond. These projects will continue to be reviewed and refined through a community planning process and will require Port Commission and other regulatory partners review and approval.

Funding

As stated above, the Proposition A Clean and Safe Parks GO Bond provides a primary funding source which supports this community planning process as well as project implementation. Other funding sources are available and will be considered in the discussions about funding and prioritizing Blue Greenway projects. The Port has a variety of funding sources that may be utilized to help implement those portions of the Blue Greenway within its jurisdiction. Funding sources of other City, State and Regional agencies also will be called upon to implement Blue Greenway projects off-Port property. Secured funding sources are listed below, and some are restricted for certain types of open space improvements.

The Interagency Working Group will continue efforts to identify funding sources as part of this planning process. Further information on funding sources and any restrictions are provided in Appendix A, Funding Sources.

**Blue Greenway - Planning and Design Guidelines Community Planning Process and Schedule**

<table>
<thead>
<tr>
<th>Projects Identified for Early Implementation</th>
<th>Finalize Planning and Guidelines</th>
<th>Initiate Next Projects for Implementation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Phase 1 - Project Initiation</td>
<td>Phase 4 - Revise Concepts, Cost Estimates, Project Prioritization and Funding</td>
<td></td>
</tr>
<tr>
<td>Phase 2 - Existing Condition Opportunities and Constraints, Best Practices</td>
<td>Phase 3 - Alternative Program and Design Guideline Concepts &amp; Cost Estimates</td>
<td></td>
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</tbody>
</table>

Indicates Port Commission Review and Community Outreach

Projects Identified for early Implementation include:

- Bayfront Park Shoreline: $3,000,000
- Planning and Design Guidelines: $300,000
- Heron’s Head Park Expansion: $1,600,000
- Environmental Review: $200,000

Exhibit 3
Blue Greenway Planning Process and Schedule
• San Francisco’s 2008 Proposition A, Clean and Safe Parks General Obligation Bond $22 million
• Port of San Francisco Lease Agreement with Transbay Cable Public Trust Benefit Payments; 550,000/year for 10 years.
• San Francisco Bay Conservation and Development Commission (BCDC) and San Francisco Public Utilities - Islais Creek Mitigation Funds; $700,000
• Port Southern Waterfront Beautification and Public Benefit Policy Funds: $550,000
• California Resource Agency, Environmental Enhancement Mitigation Grant, for Tulare Park; $275,000

In addition to these funding sources, the Port continues to investigate and apply for grants, including to the State of California for funds allocated through Proposition 84, the ABAG Bay Trail Program, the Coastal Conservancy and other funding sources that may be applicable to help improve the Blue Greenway.
2. Planning Context

As previously described, the Blue Greenway overlaps with a number of City, Regional and State agencies that have jurisdiction and adopted plans over the planning area. Each of these plans have been reviewed and are reflected in the description of Existing Conditions, Opportunities and Constraints and Best Practices presented later in this document. Each of these Plans that apply to the Blue Greenway are summarized in Appendix B, Summary of Plans that Apply to the Blue Greenway.

In general, plans and policies that influence the Blue Greenway fall into three categories, presented below:

Plans and Policies that Apply to the Entire Blue Greenway

- California State Lands, Public trust Doctrine
- San Francisco Bay Conservation Development Commission (BCDC)
  1. the BCDC Seaport Plan
  2. the San Francisco Special Area Plan
  3. Draft San Francisco Bay Area Water Trail Plan.
- ABAG – San Francisco Bay Trail Program
- Port of San Francisco Waterfront Land Use Plan and Design & Access Element
- City of San Francisco Recreation and Open Space Element of the General Plan
- City of San Francisco Bicycle Plan

Neighborhood Plans

- Mission Bay Redevelopment Plan
- Central Waterfront Area Plan
- Pier 70 Preferred Master Plan
- Bayview Hunters Point Redevelopment Plan and Area C Plan
- Candlestick Point and Hunters Point Shipyard Draft Redevelopment Plan
- Candlestick State Park General Plan

Other Community Plans

- Green Trust’s effort to improve 22nd Street to better connect the Dogpatch Neighborhood with Third Street and eventually to the waterfront.
- India Basin Neighborhood Association (IBNA) has developed a Concept for The Bayview Hunters Point Redevelopment Area C, area.
- PG&E has developed a concept for the reuse of the former Hunters Point Power Plant site
- State Parks Foundation Yosemite Slough Restoration Project, supported by LEJ, ARC Ecology and other organizations

Resource Deficiencies

The San Francisco Bay is a dominant feature of the Bay Area and provides a unique setting for a variety of open space and recreational opportunities. Due to its unique attributes, it is important in the development of open space programming and planning that uses and programs within the waterfront open space system take advantage of the setting. This premise is outlined in the Public Trust doctrine, in that it recognizes the unique setting and special features that shoreline open spaces must serve the greater population of the region and not be programmed for specific local serving uses.

As outlined in both the Port’s Waterfront Land Use Plan and in the Central Waterfront Plan, much of this area has and continues to be used for industrial types of uses and open space and shoreline access to date has not been appropriate or compatible. These conditions are evolving and some of the areas will become mixed use neighborhoods allowing open spaces and public shoreline access improvements to be made, yet it must be recognized that some areas will continue to be used for industrial uses limiting public access.

Method of Analysis

To determine where resource deficiencies may exist, all parks within approximately a half-a-mile of the Blue Greenway were evaluated to see what amenities were provided. The 1/2-mile dimension is a commonly used “walk-shed” in an open space analysis. Exhibit 4, Blue Greenway Map and Adjacent Open Spaces and Table 1 Open Space Resources, identifies the facilities included in the analysis.

A review of existing and planned amenities along the Northern, Central and Southern sub-areas of the Blue Greenway provided information helpful to the development of the Blue Greenway. Each of the public spaces, existing and planned provided by a variety of jurisdictions were assessed for the type of amenities provided. The areas of focus were:
### Blue Greenway Open Space Programming Matrix

**KEY:** X=PRESENT, P=PLANNED, F=FUNDED

#### OPEN SPACES

<table>
<thead>
<tr>
<th>Name</th>
<th>Bike Access</th>
<th>Water Access and Views</th>
<th>Active Recreation</th>
<th>Passive Recreation</th>
<th>Habitat</th>
<th>Community Facilities and Support</th>
<th>Public Transit Access</th>
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<td>Mission Creek Shoreline North</td>
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**Table 1 Open Space Resources**
• Bay Trail Access (pedestrian and bike trails)
• Water Access (pedestrian, kayak, small boat, fishing)
• Active Recreation (sports fields or courts, playgrounds, skateparks)
• Passive Recreation (views, picnic areas, seating, public art, entertainment, community gardens, dog runs)
• Habitat (wetlands, upland areas, native garden, native plant nursery)
• Community Facilities and Support (restrooms, recreation buildings, food purchase opportunities)
• Transit Access (MUNI, Caltrain, Designated Parking, Boat and Trailer Parking).

Resources

Northern Blue Greenway sub-area Open Spaces

Amenities/Programs Provided: The Northern Blue Greenway sub-area provides considerable Bay Trail and pedestrian access, visual water access, small boat access, active recreation (particularly around Mission Creek), community gardens, a dog run, a small outdoor entertainment venue, public art and interpretation and limited food and restrooms.

Resource Deficiencies: The southern section of the Northern sub-area lacks active recreation and direct water access. Potrero Recreation Center, located at Arkansas and 23rd Street, is on the periphery of the 1/2 mile range, but a very significant elevation change occurs between the waterfront residential areas (Dogpatch) and the facility. In addition, there is little habitat for wildlife provided.

Recommendation: If a suitable location can be identified in the northern portion of the Blue Greenway, consideration for active recreation and habitat restoration space should be given. Active recreation uses require large open areas and are not a public trust consistent use and may prove difficult to program. Habitat opportunities may exist and are consistent with the public trust, but areas that are suitable may be difficult to identify because of environmental contamination or required area to provide valuable habitat.

Central Blue Greenway sub-area Open Spaces

Amenities/Programs Provided: The Central Blue Greenway sub-area provides considerable active recreation at India Basin Shoreline Park and Youngblood-Coleman Park, visual water access is provided in several places, passive recreation opportunities are numerous with picnic and other opportunities. A small craft boat launch is provided at Islais Creek South.

Resource Deficiencies: The Central Blue Greenway sub-area currently lacks a Dog Play Area. There is a proposal to include an official dog play area at the proposed expansion of Herons’ Head Park which would fill this need. There is no indoor active recreation space, such as a recreation center or clubhouse.

Recommendation: The planned Heron’s Head Park expansion/improvement project includes a dog run/play area. Indoor active recreation is not consistent with the public trust or a facility that the Port is positioned to manage. Additionally, the residential population within the central Blue Greenway sub-area is limited and a critical mass of residents may not exist to support an indoor recreation facility.

Southern Blue Greenway sub area Open Spaces

Nearly all of the Southern Blue Greenway sub-area is within former Hunters Point Shipyard and with the jurisdiction of the San Francisco Redevelopment Agency and City Recreation and Parks Department and Navy. The southern portion of the site is within the Candlestick State Park area. Currently there are plans for a Redevelopment of the former shipyard, state and City Candlestick parks as a part of a project referred to as the Shipyard Candlestick Park Draft Redevelopment Plan. This plan would include a nearly entire new park system, including waterfront parks. The State Parks department is in the process of developing a new Master Plan, recognizing the proposed plans.

It is anticipated that once plans are implemented, this portion of the Blue Greenway would provide for the full spectrum of open space and programs appropriate.

The following analysis is based upon what exist in April of 2010, recognizing significant plans are in the process of the entitlement stage and will required further detail planning and design.

Amenities/Programs Provided: The Southern Blue Greenway sub-area provides active and passive recreation opportunities, water access at state parks for human powered craft and water views. In addition Yosemite Slough provides a variety of habitats, including wetlands and upland areas that are planned for restoration and improvement.

Resource Deficiencies: The Southern Blue Greenway provides no formal dog run, lacks art, currently lacks many amenities for pedestrians. There is no indoor active recreation space, such as a recreation center or clubhouse.
All Areas

Amenities/Programs Provides: Northern, Central and Southern sub-areas of the Blue Greenway provide considerable passive recreation opportunities including views and picnic areas. Most areas provide various active recreational opportunities such as sports courts, playgrounds, and sports fields. All areas are well served by Muni Bus Service and Muni Light Rail.

Resource Deficiencies: Northern, Central and Southern sub-areas of the Blue Greenway do not provide many outdoor concert/performance opportunities, art, dog (one at mission creek shoreline north), or skate facilities. In addition, other than some food opportunities in the northern waterfront, all areas lack food access and adequate restroom facilities.

Recommendation: A component of the Blue Greenway project will include public art, which may be included within the signage and interpretation. In addition facilities to help activate the open space in the form of concessions and restroom facilities should be analyzed in program development.
4. **Best Practices**

A thorough review of relevant best practices is a key component in the development of any Plan. By conducting a comprehensive review of various best practice examples from cities with similar waterfront conditions, the Blue Greenway Study will benefit from the lessons learned along other urban waterfronts.

Based upon the preliminary analysis of existing condition along the Blue Greenway and an initial understanding of other waterfront open space system plans, the Best Practices that were analyzed were organized into components that will be applicable to the Blue Greenway, including: signage, interpretation and public art; programming and uses; connections and trails; Site Furnishings; and material selection.

**Best Practices Reviewed**

Projects considered in this best practice review included those that provide considerable new and renovated waterfront open space and public access.

*Port of San Francisco*

- The Port of San Francisco Waterfront Design & Access
- Embarcadero Promenade Standards (draft March 2010)

*San Francisco Bay*

- San Francisco Bay Conservation and Development Commission
  1. Public Access Design Guidelines: Shoreline Spaces
  2. Public Access Signage Guidelines: Shoreline Signs
- Oakland Waterfront Trail

*Southern California*

- San Pedro Waterfront and Promenade

*Non – California*

- Hudson River Park, New York City
- Blueways Plan, City of Vancouver, Canada

**Signage/Interpretation/Art Best Practices**

*Wayfinding Signage*

Several plans recommend different types and scales of wayfinding signage for different uses and users. The San Pedro Waterfront and Promenade project proposes three basic signage types: city or district scale, vehicular scale, pedestrian or bike scale.

The San Francisco Bay Conservation and Development Commission (BCDC) recommends specific signage dimensions for way finding and basic informational signage for both the pedestrian and vehicular user.¹

The Oakland Waterfront Trail’s Feasibility & Design Guidelines employ large vertical lights and markers which range from 15 to 24 feet to provide wayfinding queues and visual interest. The markers use lighting and etched patterns to indicate the different environments the trail passes through such as “marina,” “marshland,” “industrial” and “downtown.”² In addition, the guidelines also recommend fourteen 75-80 feet metal “Archimedes Columns” to mark the existing steams and watersheds.³ These markers serve dual functions of way finding and interpretations, by allowing people to see the trail from a great distance, and provide education about the natural systems present on the site.

**Best Practices to be applied to Blue Greenway:**

A component of the work program of the Blue Greenway planning and design guidelines process is to develop a comprehensive sign program.

*Interpretative Art/Signage*

Signage can do more than provide directions: it can educate. Pedestrian – level signage can provide information about many aspects of a site, allowing the user to have a richer experience and a fuller understanding of the waterfront. BCDC recommends the use of more “comprehensive signs” which “inform and educate visitors of the unique historical, cultural and natural features” and “describe environmental sensitivity and/or any rules and restrictions associated with the management of the area.”⁴

One interesting approach to be used by the Bayfront Parks System in Mission Bay integrates infrastructure and site furnishings with interpretation and education. The project uses a series of four raised access hatches for the Storm Water Pump Station which each have an educational panel describing one of the four storm water treatment steps, characterized as “collect,” “convey,” “cleanse,” and “outlet.” The educational hatches are designed to function as seating. This integrated approach provides information to the users through functional elements in an un-obtrusive way.

**Best Practices to be applied to Blue Greenway:**
A component of the work program of the Blue Greenway planning and design process is to develop a sign and interpretation program that if appropriate can integrate public art.

San Pedro Waterfront and Promenade provides three signage types at three different scales: city or district scale, vehicular scale and pedestrian or bike scale.

The Port of San Francisco’s Waterfront Design and Access plan recommends the use of interpretive signage throughout major open spaces focusing on significant “cultural historic or educational interest”. It also recommends content that can appeal to a wide spectrum of users and ability.

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Public Art from the Micro to the Monumental, Environmentally Grounded to the Whimsical

Art can come in all scales and through partnerships with the community. The San Pedro Waterfront and Promenade Project developed an Art Mater Plan which recommends the establishment of an Art Oversight Board responsible for the implementation of the Art Masterplan. The Board will propose a variety of specific ideas and sites for artwork. Themes for art to be used include: imaginative architecture and land form; “micro-moves” or very small art works integrated into the landscape; “whimsy” or art works which are playful and provide interactivity; “contextual” art which relate to the history of values of the site; “urban scale” or large scale art which bring dramatic energy to the site; and “environment” art which focusing on using the natural forces and intensifying elements like water, light and sound in art. This very comprehensive approach provides a clear way for art to be proposed, reviewed and selected within a larger plan.

BCDC recommends the use of interpretive elements that provide both visual interest and an “art experience” but also provides information about the historic or specific environmental setting. Examples include signage.

Best Practices to be applied to Blue Greenway:
A component of the work program of the Blue Greenway planning and design process is to consider opportunities for public art. In addition, the Port will be developing a waterfront public arts program that will be integrated into the Blue Greenway Project.

Interpretation Through Preservation

Interpretation and historical information can be provided through retaining or reusing selective features on the site. The Port of San Francisco’s Waterfront Design and Access plan focuses heavily on historic resources and the importance of preserving, documenting and providing interpretive exhibits that focus on the areas’ unique maritime, commercial, labor and industrial history.

The Hudson River Park Design Guidelines Master Plan proposes a “park-wide interpretation program” which 1) preserves the existing historical elements in the site, 2) provides information on the historic nature of the site, 3) designs park features inspired in form by historic elements or environmental features, 4) preserves major historical features, and 5) incorporates extensive use of historic materials and elements from the site into the new construction. This same general approach is used in all of the Plans reviewed.
**Best Practices to be applied to Blue Greenway:**
A component of the work program of the Blue Greenway planning and design process is to make certain that interpretation is integrated into all open space improvement projects. The entire length of the Blue Greenway has a rich natural and cultural history, which must be incorporated into all future projects.

**Open Space Programming Best Practices**

The vast majority of all public open spaces are not on the water, because of this waterfront open space provides a unique opportunity – the experience of being on land and viewing the water, or being on the water and viewing land and water. Therefore, focusing the use and programming of these areas along that edge is of utmost importance. The need to protect this legacy is reinforced by Public Trust restrictions, which guide the development along San Francisco’s waterfront to ensure that it reinforces and supports the public’s access and use of these less common places.

**San Francisco Bay Trail and Waterfront Access**

The San Francisco Bay Trail is a trail that will, upon full completion, provide an uninterrupted public access route around the San Francisco Bay. This trail and trails like it have been provided for in waterfront parks in a variety ways.

The Oakland Waterfront Trail and other projects like the Mission Bay Redevelopment Plan bring the Bay Trail alignment to the edge of the water. In both projects, water side access is provided by a trail or built path adjacent to the waters edge. In the Hudson River Park Plan and the San Pedro Waterfront Plan, waterfront access is also provided along the edge but both plans emphasize viewing platforms or an additional raised promenade where water direct access can not be provided.

**Best Practices to be applied to Blue Greenway:**

The alignment of the Blue Greenway is substantially different than most of the waterfront plans reviewed for Best Practices because the Blue Greenway will not be a continuous waterfront pathway through a series of open spaces, but rather a combination of a series of open spaces connected through existing public street rights-of-ways and as a series of waterfront parks. The location of the Blue Greenway, which includes a mix of cargo, maritime and other industrial uses in some conditions precludes public access to some portions of waterfront because of safety and/or operational requirements. Where possible, the Blue Greenway collection of open spaces will be connected by off street access ways, but in some conditions that will not be possible.

**Water Access**

A unique waterfront open space experience is physical water access. The Oakland Waterfront Trail project provides a Boat Launch at the Cryer Site Park which allows the public to enter the water. Along the edge of the pier, “floating wetlands” provide interest and breakdown the hard edge between land and water. 11

Vancouver Canada’s Blueways plan stresses the importance of adding water uses, to the waterfront for marine industries, moorage space for marinas, swimming, fishing, boating, paddle sports and “water-based festivals.”12 The need to provide opportunities for storage and launching areas for hand-powered craft is central to the recreational development in their Blueways plan.13

**Best Practices to be applied to Blue Greenway:**

The “Blue” in Blue Greenway recognizes the newly established San Francisco Bay Area Water Trail. The Port and other City agencies have been working closely with recreational boaters to identify appropriate locations along the Blue Greenway to identify a variety of water access points. The opportunities must be analyzed with conditions or uses that must be recognized, including: maritime and cargo operations, environmental conditions relating to historic activities and climatic conditions.

**Active Recreation**

In many of the best practice examples, active recreation amenities have been provided with the open space development plan. The Oakland Waterfront Trail installation will link several new active recreation amenities including a Skate Park (a park with skateboard facilities), additional soccer fields added to the Oakport Park / Martin Luther King Regional Shoreline and lawns and open spaces that can be used as flexible athletic space as in the Estuary Park Plan. 14 The Mission Bay Parks Redevelopment Plan...
provides a diversity of active recreation facilities including “Children’s Play Hills,” a half-basketball court and an active recreation lawn.

Cabrillo Beach, within the San Pedro Waterfront and Promenade Plan, is perhaps the most actively programmed park within the proposed development. The 33-acre area would provide marine-themed children’s play areas, a beachfront boardwalk, an interactive water feature, an all-ages climbing wall, picnic areas, events area, volleyball courts, open lawn, wind surfing, boating, interpretive elements and satellite educational facilities for the Cabrillo Marine Aquarium. While other parks nearby will provide additional active recreation elements, Cabrillo Beach is concentrated active recreation venue for families and adults.

**Best Practices to be applied to Blue Greenway:**
As previously stated, the Public Trust doctrine applies to all lands within the Port of San Francisco’s jurisdiction of the Blue Greenway, which limits many active recreation uses such as formalized sports fields or playground structures. However these types of uses are allowed and provided within some of the Mission Bay open spaces and planned Candlestick Hunters Point Redevelopment Areas, which should be able to accommodate the adjacent community’s needs. If required some opportunity for a minimal amount of local serving active recreational uses may be considered within the Port’s Pier 70 open spaces.

**Passive Recreation**

The most prevalent and natural recreational opportunity provided in the best practice examples are passive recreational opportunities to allow the public to experience the water. Passive recreational opportunities to view and hear the water and water related amenities are provided in all of the best practice reviewed. Many recent projects provide seating, plazas, picnic areas and water viewing areas to provide users choice and variety in their experience of the waterfront. Mission Bay Shoreline Parks provide seating, plaza areas, picnic areas and a variety of garden environments. Throughout the Oakland Waterfront Trail plan, a variety of passive open spaces with different waterfront plantings are provided. BCDC recommends providing in-car Bay viewing opportunities where appropriate near the water in addition to providing opportunities to view the waterfront by foot or bike. This allows people to visit and view the water in a protected environment in certain weather and enjoy the waterfront in another way. 

**Best Practices to be applied to Blue Greenway:**
A task within the Blue Greenway planning process is to determine the variety of types of uses and programs to occur within the Blue Greenway open space system and to balance the variety of uses. In addition certain uses are likely to be more appropriate in certain locations, so the planning process will identify appropriate locations for the variety of uses along the Blue Greenway.

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4.6 Furnishing Best Practices

By developing a set of recommended furnishings, the Blue Greenway can provide amenities for a variety of user needs. San Francisco’s waterfront has developed many of these furnishing Best Practices in the Port of San Francisco’s Waterfront Design and Access plan. San Francisco’s PortWalk Design Criteria provides a set of recommended features and furnishings which provides design consistency and a unified character. These include many of the features discussed below such as lighting, benches, trash, paving, plantings and signage.¹⁷

**Amenities for Use**

Necessary amenities for the public on site in new open spaces include trash containers, drinking fountains, appropriate lighting, bike racks and restrooms if appropriate. By providing more and versatile amenities, park users are able to stay longer at the park and use the park for more types of uses.

**Amenities for Gathering: Gathering, Picnic, Seating Areas**

Essential to any public space is space for seating. Seating options range from small to larger or group seating/picnic/gathering venues. Most projects provide fixed benches, and picnic tables, but areas for seating can be created with the strategic use of retaining walls, planter seats, grass berms (landform), steps and movable chairs. ¹⁸

**Concessions or Food**

Providing opportunities for the public to purchase food or beverage in or near the recreational space can result in longer stays and more usage of parks. By providing a place to purchase food, a park user may be able to visit a park in a more casual and spontaneous way. Most of the best practice examples discuss immediately adjacent commercial spaces to the waterfront where food can be provided. The San Pedro Plan, for example, discusses up to 320,000 square feet of restaurant and retail space over a 10 year implantation phase.¹⁹

The Hudson River Park Plan creates strong pedestrian connections to the existing streets and business directly adjacent to the length of the park were numerous retail opportunities exist close by to provide food to park users. The San Francisco Recreation and Parks Department is currently proposing new

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¹⁹ San Pedro Waterfront and Promenade, from Bridge to Breakwater, Master Development Plan, Ehrenkrantz Eckstut &Kuhn Architects/GaCon, Inc. for The City of Los Angeles, September 2005, p. 68.
food carts and other small food purchasing opportunities in numerous parks around San Francisco.

Surface Materials
Surface materials range from decomposed granite, mulch, aggregated pavers, and poured paved surfaces. A variety of paving stones and patterns are used in the more "built" examples of shoreline development.

Plantings
Planting design concepts for specific planted zones can provide another type of design guidance for waterfront parks. The Oakland Waterfront Trail does this by defining three types of zones: salt marsh vegetation, the upland areas, and the transition zone between salt marsh and the uplands. In addition, it recommends the use of "vegetative screens" to protect bird areas from visual disturbance of pedestrians. By providing distinct planting zones and landscapes, a diversity of environments and habitat can be provided along with a range of experiences for users.

Principles of Installation: View Focused, Sense of Place, Durable
The provision of furnishing in particular locations can reinforce a site's unique attributes. The San Francisco Bay Conservation and Development Commission recommends providing seating and other amenities in elevated places for viewing the bay and focusing seating towards views. In addition, by using materials that reflect the unique history of the site, the special qualities of the place are further developed and reinforced in the user's experience. Finally, it is important to provide durable features that will withstand considerable usage and the climate in the given location. Many of these qualities are contained within the Port of San Francisco's PortWalk Design Criteria. These four design principles summarized as: functionally appropriate, durability, character and maintainable.

Case Study: A Site Specific but Unified Approach: The Oakland Waterfront Trail Example
In the Oakland Waterfront Trail Design Guidelines, guidelines for the park improvements are developed for paved surfaces, site furniture and railings. Guideline recommendations include materials and how elements are to be used consistent with the character of the park in that area. Along different portions of the waterfront trail, different furnishing palettes are employed. At the same time, a system of matching lighting and markers are used along the entire length of the trail. This provides unique parks and trails within an overall unified system.

Best Practices to be applied to Blue Greenway:
As previously discussed, a variety of environmental and neighborhood conditions exist along the Blue Greenway. Because of the diversity of conditions, the range of materials that may be appropriate along the Blue Greenway will vary. In the next phase of this planning effort, a variety of material palettes will be presented that will be appropriate along the Blue Greenway. Many of these elements may be components that assist in developing the continuity and identity to the Blue Greenway system. In addition, material selection will be based upon experiences gained from past experience and successes along San Francisco's and other similar waterfront settings.
Connections Between Spaces

Connecting Multiple Open Space Elements along a Single Waterfront

The defining feature in the best practice examples reviewed was the use of a continuous pedestrian connection along the waterfront to link the larger open spaces and the creation of pedestrian “loops” as developed in Vancouver. The San Pedro Waterfront and Promenade Plan and the Oakland Water Front trail both provide a connecting pathway linking several open space amenities, including both passive and active elements. The various recreation features accessed from the pathway are varied and change depending on location. In this way a user can choose his/her preferred recreational activity via a continuous and clear access route. The loops in Vancouver provide a connection between neighborhoods and the waterfront and also provide an alternative to a linear system, that requires “back tracking” to return to the point of origin for recreational users.

Vancouver’s Park “Loops” – Vancouver, Canada

Vancouver’s “Blueways” plan focused on improving bus, streetcar, ferry and water taxi access between tourist nodes in the city and the waterfront. In addition to these transportation improvements, the waterfront parks were built to provide a system of connected waterfront open spaces which formed “loops” of bicycle and pedestrian access throughout the city. The standard for a seawall path increased from 25 to 35 feet, allowing both bikes and pedestrians to share the space equally. The city saw a decrease in vehicular congestion and an increase in pedestrian activity. From 1994 to 1999, the pedestrian movements increased by over 55%.

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26 Copy of PowerPoint presentation provided by Gordon Price to NPC 2005
The Promenade - San Pedro Plan

The San Pedro Waterfront plan unites a series of public parks including numerous facilities, active marinas, a future museum, and the Cabrillo Marine Aquarium with a continuous promenade. This Promenade is the plan's organizing feature, connecting all of the waterfront's open spaces. The promenade is divided into two levels, a thirty-foot wide lower level adjacent to the water with seating and more passive viewing and forty-foot wide upper level with more active users like joggers and bikers. The lower level is constructed with wood, while the upper uses paving and includes more landscape elements like trees.
The Continuous Trail - Oakland Waterfront Trail /Bay Trail
The Oakland Waterfront Trail is proposed to run along the entire water’s edge connecting a variety of parks, existing streams and marshlands.  

Along the entire water’s edge, this trail ranges in minimum proposed width of twelve feet to twenty feet depending on the location. 


Red Car Line Trolley and Water Taxi System - San Pedro Plan

The Port of Los Angeles’s San Pedro Plan provides a new trolley line which will link all of the major amenities. This trolley line, called the “Red Car Line,” follows the promenade which will link the waterfront for pedestrians. In addition, a water taxi system is proposed which would make twelve stops along the waterfront and allow visitors to travel by foot and explore the waterfront from the waterside. A water taxi system is also considered in the Hudson River Park plan.
Visual Connections to the Waterfront

Both the Hudson River Park Design and the San Pedro plan discusses the importance of creating clear entrances and clear “view corridors” at major entrances to the facility stating that “no structure or trees will be sited within view corridors from building line to building line.” 29 This provides a sense of openness, visibility and urbanity. The Port of San Francisco’s Waterfront Design & Access Plan provides a view policy which focuses on providing three types of views: 1) view sites (specific “exceptional” locations for water viewing); 2) street views (views of the water or waterfront structures from streets connecting to the waterfront); and 3)view intervals (views provides at frequent intervals along the promenade).

Green Corridor Connections from the City to the Water

The Mission Bay Streetscape Master Plan proposes the use of systematic street tree plantings to develop clear corridors for connect to the waterfront from the surrounding streets.30 This unifies the character of the streets and provides a signal to visitors that they are in district which focuses on the water.

Parking Access - San Pedro Plan

Within the San Pedro Plan, parking is provided for visitors encouraging them to park and then explore the various waterfront parks by foot. These parking garages are high-density, multi-story buildings with ground floor retail. To encourage transit use and not detract from the setting, they are located close to transit, but away from the waterfront and the public views at the water’s edge. 31 This centralized parking is considered a “park once, then walk” approach.32

32 San Pedro Waterfront and Promenade, from Bridge to Breakwater, Master Development Plan, Ehrenkrantz Eckstut &Kuhn Architects/Gafcon, Inc. for The City of Los Angeles, September 2005, p.36.
5. Next Steps

This next phase will build upon the work completed for Phase 2, including input received through the community workshop and public comment. The next phase will include preliminary program use concepts for open spaces; alternative design concepts for site furnishings, signage, identity, way-finding and public art, preliminary cost estimates project prioritization and may suggest recommend projects for early implementation. This information will be presented and reviewed with the community and Port Commission in July and August.