

Staff Report

Meeting Date: December 9, 2013 – 6:30PM – 8:30

Location: Port of San Francisco, Pier 1, Embarcadero (@ Washington)
Bayside Conference Room

To: **Waterfront Design Advisory Committee**
Central Waterfront Advisory Group

From: David Beaupre

Re: **Pier 70 Crane Cove Park Master Plan (“Park Master Plan”)**
(see: sfport.com/cranecovepark)

Introduction

The Pier 70 Crane Cove Park project will be presented for joint review by the Waterfront Design Advisory Committee (WDAC), and the Port of San Francisco’s Central Waterfront Advisory Group (CWAG) on December 9, 2013. The Crane Cove Park Master Plan has been developed through an extensive community planning process to create a major new public waterfront park that serves the City, Pier 70, and Dogpatch and Potrero neighborhoods, and integrates with the Port’s network of waterfront open spaces and the City’s Blue Greenway. This park master plan provides a framework for defining the improvements for design and construction of the first phase of Crane Cove Park, which is the subject of review at the December 9th meeting.

This staff report provides:

- 1) an overview of the site location
- 2) an overview of WDAC and public comments received at the September 9th meeting and purpose of the special joint meeting;
- 3) an overview of key park site conditions and design considerations;
- 4) Proposed Changes to the Plan in response to the WDAC and public comments;
- 5) WDAC Committee Review Issues
- 6) Next Steps

1. Project Site Location

Crane Cove Park is an approximately 9 acre site located within the Port’s Pier 70 Area. The park boundaries are generally between Mariposa Street on the north, Illinois Street on the east, a future 19th street on the south and the Bay on the east. The Pier 70 area is a 69 acre area, generally bound by Mariposa Street on the north, 22nd Street on the

south, Illinois Street on the west and the Bay on the east (see: *Exhibit 1 - Site Location*).

2. WDAC and Public Comments at September 9th Design Review meeting

The WDAC was established to review Major Projects on Port property and provide design recommendations to the Port, Planning Department, and to the Bay Conservation and Development Commission (BCDC) for projects within its jurisdiction. These design recommendations are intended to ensure that the urban design of Port projects complies with applicable goals, policies and design criteria set forth in the *Waterfront Design and Access Element* of the *Waterfront Land Use Plan*. The WDAC meets jointly with BCDC's Design Review Board to review projects within BCDC's jurisdiction. These two design committees have met three times previously to review the project, in January, June and September 2013.

The CWAG has played an active role in planning and promoting the revitalization of Pier 70 for over 15 years, including participating with a broad stakeholder community in the development of the Pier 70 Preferred Master Plan in 2010, and more specific design for the Crane Cove Park Master Plan. Because of this long-standing community involvement and the park design issues that will be the focus of review at the December 9th meeting, Port staff scheduled this special joint meeting of the WDAC and the CWAG to promote the greatest understanding of issues and opportunities.¹

The Crane Cove Park Master Plan was last reviewed at a joint meeting of the WDAC and BCDC's Design Review Board on September 9, 2013. During the meeting, the Crane Cove Park Master Plan was reviewed and public comments were given. The following is a summary of the comments received:

- a. There was a strong desire to relocate the development parcel along Illinois Street, between 18th and Mariposa Streets, adjacent to the Park to another area in the Pier 70 site.
- b. There was a strong desire to have the phasing of the park revised to prioritize the improvement of the northern shoreline area (north of 18th Street from the Bay to Illinois Street) prior to the southern shoreline area east of Slipway 4;
- c. It was expressed that the site grading needs to be studied further, particularly as relates to the lawn area between 18th and 19th Streets, and possibly the plaza at the south end of Slipway #4;
- d. The park's design should continue to express the historic industrial "grit" character of the shipyard and Pier 70 of the site;
- e. There was a desire to further understand the design of the proposed beach shoreline edge, and how the site grading would meet the adjacent uses; and
- f. There was a request to consider an alternative alignment of 19th Street

¹ Previous Port and WDAC staff reports provide details on the Park's site conditions; master planning process and previously identified design issues. Please reference those staff reports or visit the project web site at www.sfport.com/cranecovepark for more background information on the project and planning process.

As described further below, there are a number of design changes that are proposed for review at the December 9th meeting, in response to public comments at the last WDAC/Design Review Board meeting. One of them is to relocate the development parcel and to expand the park size and open it up more to Illinois Street, between Mariposa and 19th Streets. In sharing this change with BCDC, BCDC staff indicated that no further Design Review Board review would be required.

3. Key Park Site Condition and Design Considerations

There are several key site conditions that help define the park program and design. The treatments to address these conditions are also designed to allow for maximum park enjoyment and integration with the rest of Pier 70 and the adjacent neighborhood. Each of these factors has been articulated in previous staff reports and documents and are summarized below, including:

- a) Developing a design and program that is consistent with Secretary of Interior Standards for Treatment of Historic Resources, particularly as relates to preserving and rehabilitating Slipway 4, Cranes 14 and 30, Buildings 30, 49 109 and the Kneass Building. Crane Cove Park is located within the proposed Pier 70 Historic District, nominated for listing on the National Register of Historic Places;
- b) Design the site to accept sea level rise conditions projected for Year 2100, which allow for some inundation to occur during 2100 year storm events;
- c) Design the site consistent with Regional Water Quality Control Board's approved Risk Management Plan for Pier 70 to protect human and aquatic health from sub-surface contaminants, by capping unpaved areas with 24"
- d) Recognize that the existing elevation and subsurface conditions along the northern shoreline area require removal and reconstruction of the existing shoreline; and
- e) Recognize that pedestrian access to the park from both Illinois and 19th Street is important to the Park and Pier 70; that, due to the physical requirements of the Muni Metro turnaround loop, the Illinois Street east side sidewalk between 18th and 19th Streets can only be constructed east of the existing historic fence.
- f) Recognize 19th Street will be extended eastward to the Pier 70 ship repair yard as well as providing direct access to the park, which enables 20th Street to function effectively as the gateway to Pier 70. Additionally, alternative alignments of 19th street were studied, but were not feasible because of engineering design standards, access and traffic related issues.

Many of these project assumptions complement one another and are consistent with developing a design that supports the goals of the project. An example is that the Risk Management Plan requires non paved areas to have a 24" "clean fill cap placed" on the site, this cap can also raise the site to protect against seal level rise and assist in improving access to the site from Illinois Street.

4. Proposed Changes to Address Comments Received

In response to September 9th comments received from the community, the WDAC and BCDC's Design Review Board, the Port proposes two significant changes to the project (*See Exhibit 2, September 9th Master Plan and Proposed Changes*): 1) to remove the planned development site that was located along Illinois Street, adjacent to the park, between 18th Street and Mariposa Street; and 2) constructing the Northern Shoreline improvements as part of the first phase to the extent possible within the budget. The Port proposes to shift the development density planned for the site along Illinois Street north of 18th Street to the Pier 70 area south of 20th Street along Illinois Street, as its density and revenue are integral to the overall vision and success of the Pier 70 plan. As a result of this move the size of the park will expand to over nine acres, with frontage along the entirety of Illinois Street, between Mariposa and the proposed 19th Streets.

The Port and its consultant team developed an alternative concept for the Crane Plaza and 19th Street entry area into the Park and the area previously occupied by the development parcel, which are described below.

Crane Plaza

The combination of existing conditions (site contamination, sea level rise, topographic differences and access into the site require that the park site and the 19th Street extension be elevated to the same grade as Illinois Street. This condition creates an opportunity to celebrate Slipway 4 and Cranes 14 and 30, which give Crane Cove Park its identity, promotes public appreciation of the City's rich ship building history and the industrial character of Pier 70, and creates a grand entry point into the park. In both scenarios, Crane 30 is repositioned to align with 18th Street and Crane 14 stays in its current location, having each crane boom reach towards the centerline of the slipway, and enhancing street corridor views to the waterfront from Potrero Hill.

Both alternatives preserve the character defining features of Slipway 4, maintaining its concrete platform that provides a large hardscape plaza suitable to accommodate large special events, access into the slipway for vehicles (food trucks, portable stages, etc) if desired and site interpretation about the ships and machinery that were built at Pier 70.

The September 9th Plan

The southernmost portion of Slipway 4 would be filled to create a smooth grade transition and entry plaza into the site from 19th Street. Crane Plaza is bounded by two edges that trace the World War I configuration of Slipway 4. The line that marks the edge to where Slipway 4 is filled matches the previous slipway that existed during the World War I. A second line of steps in the filled area indicates the edge of the current extent of Slipway 4 (buried in this case), providing a visual cue to visitors of the full size of the WWII-era resource. The plaza is flanked by a series of seating steps on its western corner that would function as an amphitheater facing the shipyard, the cove and access into the slipway. This plaza area helps define an entry into the park, softens the transition from 19th Street into the slipway, creates a defined space within the slipway for events and activities and provides an easy circulation pattern for bicyclist, pedestrians and persons with disabilities on the Blue Greenway route.

December 2013 Plan (New Concept)

This concept retains the current grading and scale of Slipway 4 in full form and does not involve fill as in the September Plan. Instead, the transition from 19th Street to the park would be provided in a constructed overlook area at the southern end of Slipway 4 that provides access down into the slipway through a new 25' wide ramp that utilizes the Crane 30 runway and steps on either side of grand seating walls located the width of the runway. This alternative has a steeper slope in the lawn area between the slipway and Illinois Street, however it is still at a grade that is comfortable for sitting and viewing ship repair and the Bay. The transition between 19th Street and the slipway is smaller and access for bicycles and persons with disabilities into the slipway and along the primary shoreline path is fixed to the crane runway.

Northern Shoreline

During the community planning process to develop the Crane Cove Park Master Plan, the park's northern shoreline was identified as a highly desirable location for a human powered boating launch and landing facility. Historically, this area of the site has supported small boat access, either through boat building or as the original location of the San Francisco Outrigger Canoe Club. Furthermore, in evaluating existing and future opportunities to increase access points for kayaks or other human-powered water recreation craft, the northern shoreline offered a rare opportunity to provide for a beach launch area, rather than floating docks.

The current shoreline condition is structurally inadequate and un-engineered, and is subject to flooding, making it unsafe for access. The shoreline area and eastern portions of this area must be elevated to protect the park and Illinois Street against flooding and sea level rise. The concept provides new grading that would match existing conditions of the Ramp Restaurant lease area.

Access from Illinois Street into the park would be provided at several locations: a) directly south of the Ramp Restaurant building; b) where the previous planned development parcel was; and c) vehicular access for human powered boat drop off would be on the south side of building 49.

It is anticipated that Building 49 would be used as a human powered boating aquatic center with boat storage, restrooms, locker rooms and also include recreation based retail and potentially a café.

The removal of the proposed development parcel along Illinois Street between 18th and Mariposa Street allows the park to expand to Illinois Street. The design for the area between the shoreline edge includes elevating the site grade to protect the area from sea level rise and creating a terraced area recognizing the existing form and structure of the site and landscaping the area with a no-mow meadow and natural shoreline plantings drawing from the existing plant palette that currently exist on the site.

Because removal of the development parcel is a new proposal to the park, this is the first time the design will be reviewed, as stated in next steps section of this report, additional design review will occur throughout schematic and detail design phases.

The overall December Park Master Plan concept balances new landscaped areas and hardscape plaza areas providing opportunities for a mix of activities and uses. The former slipways 1 – 3 and building 110 forecourt area will be phased later, however the program for these areas including bringing the bay back into the site, a natural shoreline edge, planting with native species and site interpretation was supported and the final concept for this area will be revisited and reviewed prior to the implementation phase.

5. Committee Review

The *Waterfront Design Advisory Committee* should consider making recommendations to ensure that the Project is consistent with policies and design criteria in the *Waterfront Land Use Plan's Waterfront Design & Access Element*. The following summary addresses the most relevant policies and criteria in the *Design & Access Element* pertaining to the Project:

Page 21, Chapter 3, Public Access and Open Space – Policy

Variety. *Develop a variety of public access and open spaces that offer many recreational opportunities and enhance other uses along the waterfront.*

The site setting and location of Crane Cove Park offer a tremendous opportunity to diversify the portfolio of the Port and City's waterfront open space network, Crane Cove Park is within the Pier 70 area which is recognized as the most important intact industrial complex west of the Mississippi River and is located directly adjacent to the Port's ongoing ship repair operations. The Historic resources within the site offer opportunity to interpret the site and tell the rich history of industrialization of the west and ship building and repair. In addition, the program of uses within the park offer variety for the park visitors and will attract a diverse group of users.

Page 21, Chapter 3, Public Access and Open Space – Policy

Character. *Emphasize San Francisco's waterfront setting by designing most public open spaces as an architectural backdrop to the waterfront's spectacular natural and built features.*

A balance of landscaped and paved areas within the open space are proposed to reflect the large-scale industrial history of the site, rehabilitation of Slipway 4 and its features and access to the Bay highlight both the natural and built forms of the site. The large size of the park site also provides the opportunity to include a proposed major green for passive recreation, which has been called out as a community priority to serve existing and future residents and visitors to the Central Waterfront.

Page 30, Public Access and Open Space General Siting and Location, "Visible Connection to the Water"- New public access and open spaces should include views to the Bay, maritime activities, and if feasible, the City. New public access and open spaces also should include contact with a pier edge, seawall edge, or other waterfront edge wherever feasible.

The project provides views of the adjacent ship repair operations, the City and the Bay Bridge. A variety of edge conditions are proposed including boardwalk, rip-rap, overlook structures, slipway/ramp for human powered boat access, and an urban beach.

Page 31, Public Access and Open Space General Siting and Location, “Commercial Facilities Within and Adjacent to Public Access and open Space” Design public access so that the user is not intimidated nor is the user’s appreciation restricted by structures or incompatible uses. Allow accessory commercial activities...to spill out onto public access and open space areas...

The project proposal includes rehabilitation of the historic building 110 and potentially 49 to provide ancillary commercial uses for the park. Uses may include a café, restrooms, human powered boat aquatic center, commercial boating center and restaurants.

Page 31, “Microclimate Conditions” - The design and placement of new public access and open spaces should address microclimatic conditions by providing, for example, places that are sheltered from wind and places which receive maximum sun exposure.

The project includes many benches and seating areas with opportunities to face all directions. Trees create shade and wind protection, building 109 will be adaptively reused as a park pavilion.

Historic Resource Policies

Page 51, “Preservation” – Preserve and adaptively reuse significant historic resources where feasible.

Slipway 4 and its components, the historic fence and buildings 49 and 109 will be adaptively reused and rehabilitated consistent with Secretary Standards.

Page 51, “Information” – Help San Franciscans understand and enjoy their heritage, by providing interpretive signage and informational displays about the waterfront’s cultural and natural history. Depending on the character of specific subareas, interpretive exhibits may focus on maritime, commercial, labor, or industrial history. They will be provided throughout the waterfront. Key locations for exhibits are Fisherman’s Wharf, the Ferry Building, Pier 70, and along the Bayside History Walk.

The design of the park will ultimately include interpretive signage; the current design highlights historic resources through various design methods, which tells the unique story of Pier 70.

Site Specific and Sub- Area Design Criteria

Page 124, “Site Coverage - City Street Grid” Where not in conflict with historic buildings or maritime activities, extend the City street pattern and acknowledge the terminus of street corridors with views of the Bay, historic buildings or architecture with a waterfront identity.

A component of the project is to construct an extension of 19th Street to the east, the street curves to avoid historic resources, but extends the street grid and provides greater access to the site. The Slipway 4 cranes are located in alignment with both 18th and 19th Street view corridors.

Page 125, “Site - Open Space” Create public access to the water’s edge adjacent to Pier 68 with views of the Pier 70 shipyard and with access from

Illinois Street, if feasible with new development, and if it does not interfere with ship repair or related maritime activities.

The project creates multiple vantage points for viewing the ship repair operations, Pier 68 area, Bay Bridge and City. The concept also includes multiple access points for contact with the water for human powered boating or human contact; waterfront access would be from slipway 4 or a created urban beach.

Page 125, "Site - Open Space - Continuous Walkway" Connect waterfront destinations and open spaces by establishing a walkway along Illinois Street from 20th Street to the Mission Bay open spaces to the north." Create public access to the water's edge adjacent to Pier 68 with views of the Pier 70 shipyard and with access from Illinois Street, if feasible with new development, and if it does not interfere with ship repair or related maritime activities.

The project includes a shoreline pathway and access point at Illinois just south of Mariposa Street providing a short connection to the Mission Bay open space system. In addition the park concept includes a 19th Street extension east of Illinois that would connect with 20th Street at the entrance to the Historic Union Iron Works Machine Shop. Access to the park would be directly from Illinois Street and the new 19th Street.

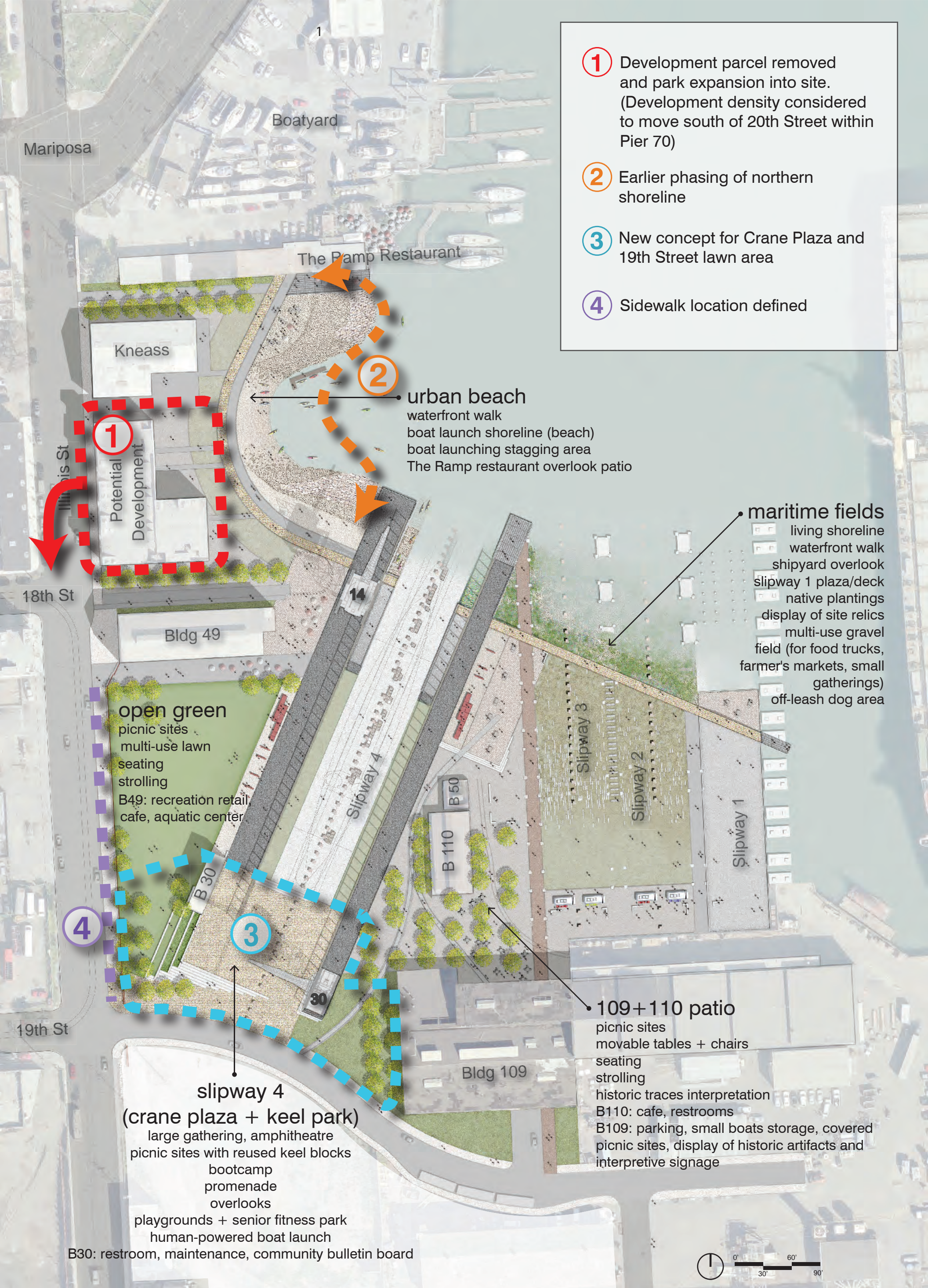
6. Next Steps

The WDAC Design Review process for Crane Cove Park includes: approval of the Park Master Plan. Once approved two additional reviews are required, and include: 1) review of schematic design for the first phase of the park including grading details, use and types of materials and other key design elements and 2) review of detail design, specifically on site furnishings, including tables, benches, lights, signage and other amenities. Each of these meetings will be open to the public and noticed.

END



exhibit 1: Site Location



- 1** Development parcel removed and park expansion into site. (Development density considered to move south of 20th Street within Pier 70)
- 2** Earlier phasing of northern shoreline
- 3** New concept for Crane Plaza and 19th Street lawn area
- 4** Sidewalk location defined

1

Potential Development

2

urban beach
waterfront walk
boat launch shoreline (beach)
boat launching staging area
The Ramp restaurant overlook patio

maritime fields

living shoreline
waterfront walk
shipyard overlook
slipway 1 plaza/deck
native plantings
display of site relics
multi-use gravel field (for food trucks, farmer's markets, small gatherings)
off-leash dog area

4

open green
picnic sites
multi-use lawn
seating
strolling
B49: recreation retail, cafe, aquatic center

3

slipway 4 (crane plaza + keel park)
large gathering, amphitheatre
picnic sites with reused keel blocks
bootcamp
promenade
overlooks
playgrounds + senior fitness park
human-powered boat launch
B30: restroom, maintenance, community bulletin board

109+110 patio

picnic sites
movable tables + chairs
seating
strolling
historic traces interpretation
B110: cafe, restrooms
B109: parking, small boats storage, covered picnic sites, display of historic artifacts and interpretive signage

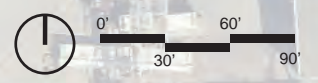


exhibit 2: September 2013 Crane Cove Park Master Plan and Proposed Changes



0' 30' 60' 90' scale 1" = 30'

exhibit 3: December 2013 Crane Cove Park Master Plan