Port of San Francisco Joint meeting of the

Agenda Item No. 1

Port of San Francisco Waterfront Design Advisory Committee and Bay Conservation and Development Commission Design Advisory Committee

Staff Report

Meeting Date: May 5, 2014 – 6:00PM

Location: Port Commission Room-

Ferry Building Second Floor

To: Waterfront Design Advisory Committee

From: David Beaupre

Re: Pier 70 Crane Cove Park Master Plan ("Park Master Plan")

(see: sfport.com/cranecovepark)

1. Project Review

The Pier 70 Crane Cove Park project has been reviewed by the Waterfront Design Review Committee (WDAC) four times and the San Francisco Bay Conservation Development Commission (BCDC) Design Review Board (DRB) three times. Additionally the Port has hosted eight community workshops that lead to the development of the Crane Cove Park Master Plan.

In December 2013, the WDAC acknowledged and supported the progress and improvement in the design of Crane Cove Park and the Port's programmatic decisions, including completing a Master Plan. Prior to the December WDAC meeting, the Port agreed to remove the planned development opportunity site adjacent to the proposed Park, which was also located within BCDC's jurisdiction. The DRB concluded its design review of the Park Master Plan of the September Concept with the understanding that the development parcel adjacent to the park along Illinois Street between 18th and Mariposa Streets would be eliminated from consideration.

This joint design review meeting is to review the schematic design for the first phase of Crane Cove Park. The Park Master Plan is for an approximately 9 acre park site, with an estimated cost of \$45 million. The Port has secured approximately \$24.5 million and anticipates delivering approximately 5 acres as an initial project phase, including the adaptive reuse of Slipway 4 and areas west to Illinois Street and north to Mariposa Street.

This staff report is organized into the following sections:

- 1) an overview of the site location
- an overview of key project assumptions;
- 3) an overview of WDAC and public comments received at the December 9th meeting and how they have been addressed in the Schematic Design;
- 4) Next Steps; and
- 5) Committee review of project against Port's Design and Access Element.

Previous staff reports provide details on the a) site conditions; b) planning process; and c) evolution of the preparation of the Park Master Plan. Please reference those staff reports, which are available along with other background information on the project and planning process on the project web site at: www.sfport.com/cranecovepark.

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 west, 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. Key Project Assumptions

There are several key assumptions that help define how the park program and design will respond to various site conditions. These assumptions accommodate site conditions and allow for maximum park enjoyment and integration with the rest of Pier 70 and the adjacent neighborhood. Each of these factors was articulated in previous staff reports and documents, and is summarized below:

- a) Develop a design and program consistent with Secretary of Interior Standards for Treatment of Historic Resources, recognizing the site's location within a National Register Historic District;
- Design the site to accept projected Sea Level Rise and to protect the park investment for 2100 year Sea Level Rise conditions including storm events, recognizing some inundation will occur;
- Develop a design that is consistent with the Regional Water Quality Control Boards approved Risk Management Plan for Pier 70 to protect human and aquatic health from sub-surface contaminants;
- Recognize that the existing elevation and subsurface conditions along the northern shoreline area require reconstruction to accommodate public access to the shoreline; and
- e) Recognize that pedestrian access to the park from both Illinois and 19th Streets is important to the Park and Pier 70; and that the Illinois Street sidewalk between 18th and 19th street on the east side can only be constructed east of the existing historic fence and that 19th Street will be extended eastward to provide access to the park, the ship repair operation, the Historic Pier 70 Core and as a part of the Blue Greenway improvements.

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 sea level rise and assist in improving access to the site from Illinois Street.

3. WDAC and Public Comment at December 9th Design Review meeting & Review of Schematic Design.

On December 9, 2013 the Crane Cove Park Master Plan was reviewed through a Special Joint meeting of the City's WDAC and the Port's Central Waterfront Advisory Group (CWAG). This section of the staff report reviews the comments received during the December design review meeting and describes how the schematic design responds to those comments. Exhibit 2, Crane Cove Park Master Plan Evolution, illustrates both the September and December 2013 Concepts, and illustrates the changes made to address those comments.

Overall Design Concept

As previously stated, the schematic design is being prepared for only those portions of the park that are anticipated to be delivered with the available funding. Based upon the current cost estimates, schematic design is proceeding with the following park areas, a) the northern shoreline; b) the open green; c) slipway 4 including all of its features; d) 19th Street and the Illinois Street sidewalk; and e) adaptive reuse of buildings 30 and 109 as illustrated in *Exhibit 3, Crane Cove Park - Schematic Design*.

The design of Crane Cove Park aims to accommodate and celebrate the multiple site characteristics and layers of history that define this unique place within the Historic District.

There are two key factors that have most markedly influenced the design process and the ultimate park design: 1) the management, interpretation and/or use of the existing historic resources; and 2) the seamless transition to recreation and open space uses on a former secure industrial site.

Based upon the comments received during the December 9, 2013 design review meeting, the Port and its consultant team conducted further geotechnical and coastal engineering as well as further design exploration of specific elements of the park. This staff report focuses on specific program areas of the park based upon the additional analysis completed since December and design review comments received, including: the Northern Shoreline area, Crane Plaza located at confluence of Slipway 4 and 19th Street; and the transition area east of building 49 and between slipway 4 and the northern shoreline. Two alternative concepts were prepared for the Crane Plaza area.

The most significant feature of the park is the Slipway 4, including all of its features. Because of its significance and its relationship to all areas of the park, its individual features are referenced often in the describing its context within the park. *Exhibit 4, Slipway 4 Features*, annotates each of the slipways parts.

The following is a summary of the comments received during the December 9th design review, followed by a description of the Schematic Design. This review is grouped by park program areas:

Comments on Northern Shoreline Area

- a. Confirm through coastal engineering analysis that the sandy shoreline can be maintained and that it does not become a muddy shoreline
- b. Can the shoreline design meet accessibility requirements
- c. Confirm that exposure to water and sediment is safe for people
- d. Attempt to orientate beach for easy access from building 49, which a portion of will be used for a human powered boating aquatic center
- e. Determine if the use of rip-rap can be minimized
- f. Clarify the site circulation where pedestrian/ boaters and vehicles overlap on the east end of building 49
- g. Study the planting palette for the area between the sandy shoreline and Illinois Street and if reuse of the building foundation as a landscape wall is appropriate

Schematic Design and Response to Comments

The northern shoreline includes a variety of program uses (see Exhibit 5 & 6 Northern Shoreline Schematic Plan and 3 Dimensional Views), including: the sandy shoreline edge suitable for human powered boating and access into the bay; a new look out pier; a seating area just south of the Ramp Restaurant for the public and as an extension of the restaurant's operations; a shoreline path; a children's play area, a native garden area, a lawn and area for vehicles to drop off/pick up for small water craft.

Since December, the design team has conducted further geotechnical and coastal engineering design and analysis to confirm that a sandy shoreline could be feasible in this area. The coastal conditions were analyzed for sedimentation rates as well as wave, tidal, storm and propeller wash from tug boats that are used in the ship repair operations. Both geotechnical and shoreline conditions accommodate a sandy shoreline edge design with a majority of the sandy area not exceeding a 5% grade to the Mean Low Water elevation. The sandy area has been expanded to the south to improve the relationship to building 49 and the small water craft drop off area. Additionally as a part of the Pier 70 Shoreline sediment investigation and voluntary clean up under the jurisdiction of the Regional Water Quality Control Board, the Port is evaluating appropriate remedial actions to prevent risk to aquatic life and park visitors related to exposure to contaminated bay sediment.

The widened sandy area with increasing slope at its edges has allowed reduction of riprap stabilization at the edges. The schematic design also includes a seating area just south of the Ramp Restaurant, and a pier structure that allows over water access and viewing.

A children's play area is sited into a protected area adjacent to the Kneass Building and is nearby to the Ramp restaurant outdoor seating area. The play area is accessed from a secondary pathway off of the primary shoreline path. The shoreline path is 18' wide

and accommodates multiple users including pedestrians, bicyclist and those carrying kayaks, canoes and other small water craft.

A lawn area is located west of the sandy launch area and just north of building 49 and the vehicle drop-off area. The lawn could be used for un-programmed recreation and picnicking, and as a laydown area for boaters. Between the lawn and Illinois Street is a colorful coastal garden area, with its east facing slope planted in no-mow grass. The garden area is elevated to protect Illinois Street from sea level rise, provide a buffer from Illinois Street noise and traffic and is planted utilizing the existing palette found in the site and adjacent neighborhood. The garden area is separated from the lawn with a low wall and secondary walkway.

Just north and east of Building 49 is a vehicle drop-off/pick up area to accommodate small water craft. The vehicle access way would be both a driveway and walkway, anticipating that vehicle use would be minimal and brief. The drop off area accommodates a three-point turn around and can accommodate trailers that transport multiple small water craft. This area is also a transition and circulation point from the slipway 4 and open green area to the northern shoreline area, and includes protections to reduce conflicts between pedestrians and bicyclists and vehicles along the shoreline path.

Comments on Slipway 4 and 19th Street

- a) Concern was raised about the narrowness of the 19th street sidewalk and the lack of gathering space within the plaza
- b) Requested further analysis about how lawn area meets 19th and Illinois Street
- c) Suggested that if Illinois Street fence be moved, it should be considered in the context with the existing portion south of 19th street

Schematic Design and Response to Comments

The combination of existing conditions (site contamination, Sea Level Rise, topographic difference) 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 the Slipway 4 historic resource, which is a major resource and entry point into the park. Two alternative schematic designs were developed for this area of the park. In both scenarios, Crane 14 would be relocated bay-ward on the its runway to align with the access to the park from 18th Street, functioning as a visual terminus, gateway and icon. The Crane 14 runway is the primary park pathway and at 19th Street would include a new sloped walkway to provide access into the slipway.

The program of the slipway is a hardscape plaza able to accommodate seating, small and large special events (food trucks, portable stages, etc), and site interpretation about the ships and machinery that were built at Pier 70.

In response to the last design review meeting, the consultant team revised the geometry to the 19th Street alignment, the new alignment of 19th street shifts it slightly south and provides more space for the plaza area at the south end of slipway 4, providing a generous sidewalk along 19th street (20') and a buffer area between the roadway and

crane plaza. In further analyzing the design of 19th Street, the schematic design retains the historic fence along Illinois Street in its current location, with the Illinois Street sidewalk located east of it.

Two concepts were developed for Crane Plaza, including: 1) Formal Seating Steps; and 2) Slipway Seating Steps. Each concept is described below.

1. Formal Seating Steps Concept: (see Exhibit 6 & 7, Formal Seating Steps)
This concept utilizes a series of seating and steps as an arrival and termination to slipway 4. The design keeps the profile of 19th Street flat in front of slipway 4 until east of the slipway where it then slopes down to meet existing grade. The new seating and steps are constructed outside the original foot print of the slipway, with the bottom step aligning with the historic terminus of the slipway. The formal seating step concept utilizes the width of the "Way" (ramp) portion of the slipway as a seating area. In addition, a series of planters and seat walls parallel to 19th Street are required to accommodate the cross slope for the width of the Way (100'). The planters and wall provide a buffer between the street and park and help to define bicycle and pedestrian movement. The crane 30 runway on the east side is accessed via steps.

This concept formalizes the terminus of the runway, however to meet Secretary of Interior Standards for the treatment of Historic Resources, the seating steps must read distinctly different than the historic slipway. Materials being considered for improvements in this area include:

- Varying concrete finishes and color, to intentionally make a distinction between the historic slipway and new hardscape;
- The slipway's concrete Way (ramp) would be repaired and refinished, as would the slipway's two runways. Both historic elements will have the same concrete color, but will have slightly different finishes;
- The seating and steps of Crane Plaza would have a distinct material and color and finish from that of the historic slipway;
- The sloped walkway along the Crane 14 runway would differ in color and materials from the original runway to be explicit of the fact that it is not a historic element; and
- Concrete pavers are proposed at Crane Plaza, to highlight and accent the plaza as a grand entry into the historic slipway.

In this alternative the entrance to the park at 19th and Illinois street includes a low wall and planter area matching the material and design that runs along the northern side of 19th Street.

2. Slipway Seating Steps (see Exhibit 8 & 9, Slipway Seating Steps)
This concept utilizes a series of terraced seating steps into the slipway, which are also located outside the existing slipway footprint and serves as an arrival and termination to the slipway. The design profile for 19th Street in this concept is a more natural continual slope east of Illinois Street, which allows the seating steps to terminate before the eastern side of the "Ways". The plaza is flanked by a series of seating steps on its western corner that will function as an amphitheater and seating area facing the

shipyard and the cove, where large and small public events can occur. This concept requires less fill at the end of the slipway, allows the user to recognize and distinguish the original form and function of the slipway, provides for universal access into the slipway from the south end and provides more flexibility for access into the slipway. Materials considered for this approach are the same as those described in the Formal Seating Steps alternative, except the seating and steps of Crane Plaza will utilize a concrete material but with a distinct concrete color and finish from that of the historic slipway and use a cobble paving band along the south edge of the seating steps to serve as a transition between the plaza and the seating steps.

In this alternative, the entrance to the park at 19th and Illinois Street includes a paving pattern that matches the seating steps with raised seat walls with direct access into the Open Green

Slipway 4 - Keel Park (see Exhibit 10, Keel Park Schematic Design)

Keel Park is located within Slipway 4. Three vessels' plan view outlines would be traced onto the existing concrete slab (paving) of the Slipway to celebrate and interpret the eras of ship construction at this location: the USS Olympia (World War I era, built at Pier 70, currently preserved as a museum), the USS Sullivans (World War II era, built at Pier 70, currently preserved as a museum), and the section of the BART Transbay Tube (post WWII era, the last significant structure built at Pier 70). Additional interpretation about tides and sea level rise would also be included in the slipway. On top of these traces, a modular and moveable system of reused (or reinterpreted) keel-blocks would form a central line within Slipway 4 providing seating, exercise (boot camp like), and other recreation opportunities and areas for large special events.

A new pier overlook structure would be constructed at the eastern terminus of the Crane 30 runway. The new pier structure/overlook would align with the primary park entrance and access pathway from building #109 and serve as a focal and destination point within the park.

Directly east of Keel Park is a former welding pad that supported ship building in Slipway 4, this existing concrete pad has great views and requires minimal improvements to function as a seating/sun deck. Utilizing the keel block forms, the area would be furnished with sun lounge chairs. A small ramp from the crane runway would provide access to this area.

Open Green

The Park's primary green space is a triangular shaped open, multi-use lawn. The lawn would slope modestly in the northern portion and have a maximum slope of 5% as it nears the intersection of Illinois and 19th Street. The grading encourages views towards the bay and ship repair operations. Access to the lawn is provided from Illinois at 18th and 19th Streets and from slipway 4 crane runway. The lawn area is large enough for relaxing, picnicking informal sports activities, and large gatherings,

Materials

The palettes of materials, furnishings, lightings, interpretations and planting are selected to celebrate the unique historic character of the site. Concrete would be the predominate hardscape material, with varying colors and finishes to highlight paths and gathering areas. The overlooks would have the distinct treatment of either metal grating or recycled plastic planks that resemble wood, as they are additive shoreline structures and would have a different treatment than the historic landward surfaces.

Guardrails and handrails materials would be simple in their design so as not to compete with the character of the historic resources (such as the utility racks). The ramps within the slipway that allow visitors to cross the slipway would be metal grating, identifiable as elements that are new additions to the historic resource.

Site furnishings would be a combination of the reuse or reinterpreted historic keel blocks and carefully selected benches, tables, bike racks, etc. The keel blocks have been incorporated in the design of seating, picnic tables and lounge seating. Their placement along the center line of the slipway is strategic and part of the interpretive program.

Other interpretive proposals include tracing the outlines of key historic vessels built in the slipway, with the outlines illustrated with metal strips imbedded into the concrete surface, and using historic rails as the edges for pathways.

The planting palette is inspired from coastal native planting and plants currently found in the park and the Dogpatch neighborhood public realm. Crane Plaza would also have distinct, accent planting to mark the park entrance.

4. Next Steps

The Port will continue to refine the Schematic Plan and is projected to begin detail design and construction drawings and specifications suitable for construction bidding late this summer. It is anticipated that the project will be bid for construction in late spring 2015.

Historic Resource Evaluation

As noted, Crane Cove Park is within an National Register Historic District. The design will continue to be reviewed to make certain it is consistent with Secretary Standards. Through the design development process, Port Historic Preservation staff and Architectural Resource Group have reviewed the concept and have determined that the park design and resource alterations are consistent with Secretary Standards, this process will continue as the concept is refined. The design will also be reviewed by the San Francisco Planning Department Preservation staff through the environmental review process, consistent with the California Environmental Quality Act. The Port has also reviewed the Plan with San Francisco Architectural Heritage, who supports the Plan. Lastly the California State Historic Preservation Office and National Park Service have informally communicated their view of Pier 70 as a "functionally related" complex and may seek review of all work within the district that could affect the district's eligibility or listing in the National Register of Historic Places.

Environmental Review

The Port is working with the Planning Department to complete the environmental review requirements for the project. The City completed a Final EIR for the Eastern Neighborhoods Plan, which includes many improvement initiatives for Pier 70, including park improvements for the Crane Cove Park site. The Port will seek a Community Plan Exemption for Crane Cove Park as a component of the City's Eastern Neighborhoods Plan.

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.

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 sand shoreline, rip-rap, overlook structures and the historic slipway.

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... While not a component of the park project, the Port intends to utilize Building The 49 to provide ancillary commercial uses for the park. Uses may include a café, restrooms, human powered boat aquatic center, commercial boating center or a restaurant. Additionally, the plan accommodates the potential for the existing Ramp Restaurant to expand outdoor dining and take out service to the south, helping activate and spill out into the park.

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 109 and 110 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 the northern shoreline area.

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.

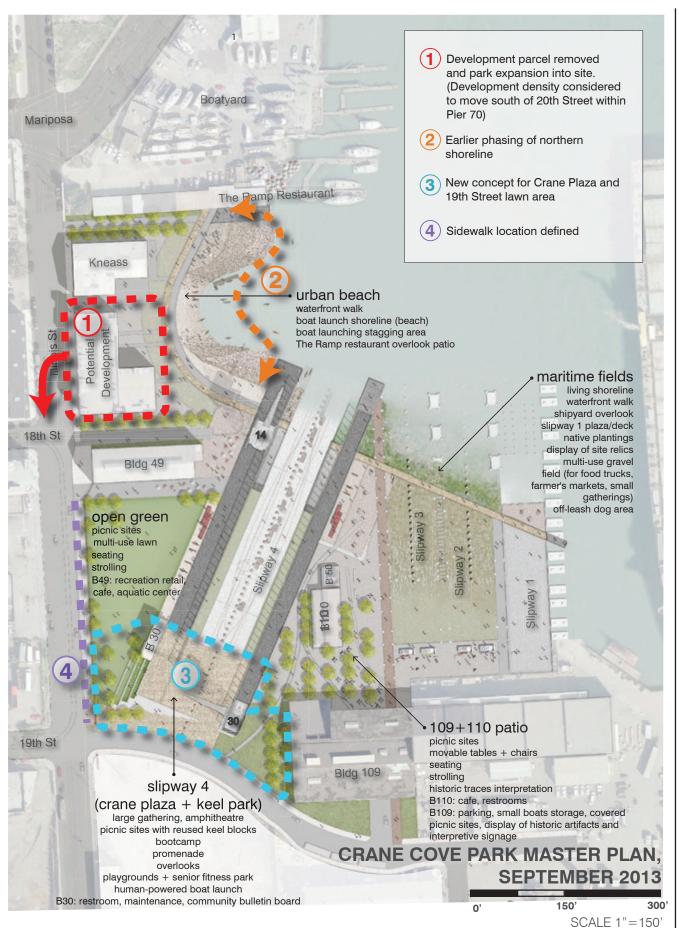
The project includes a shoreline pathway and access point at Illinois just south of Mariposa Street providing a short connection to the Mission Bay open space system. In addition the park concept includes a 19th Street extension east of Illinois that would connect with 20th Street at the entrance to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

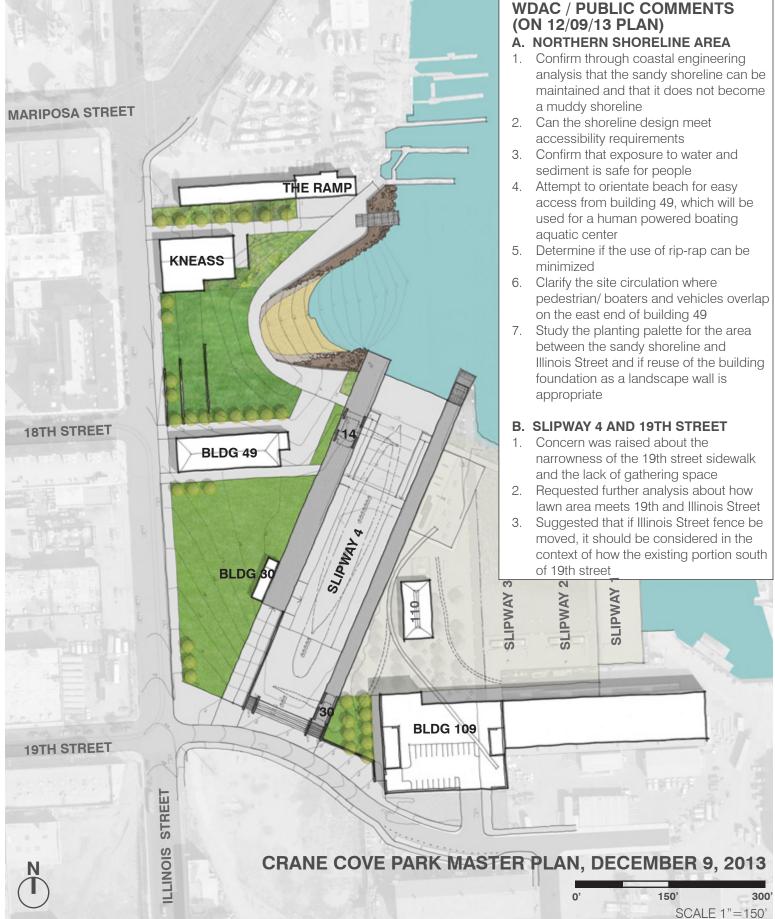
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Joint Review



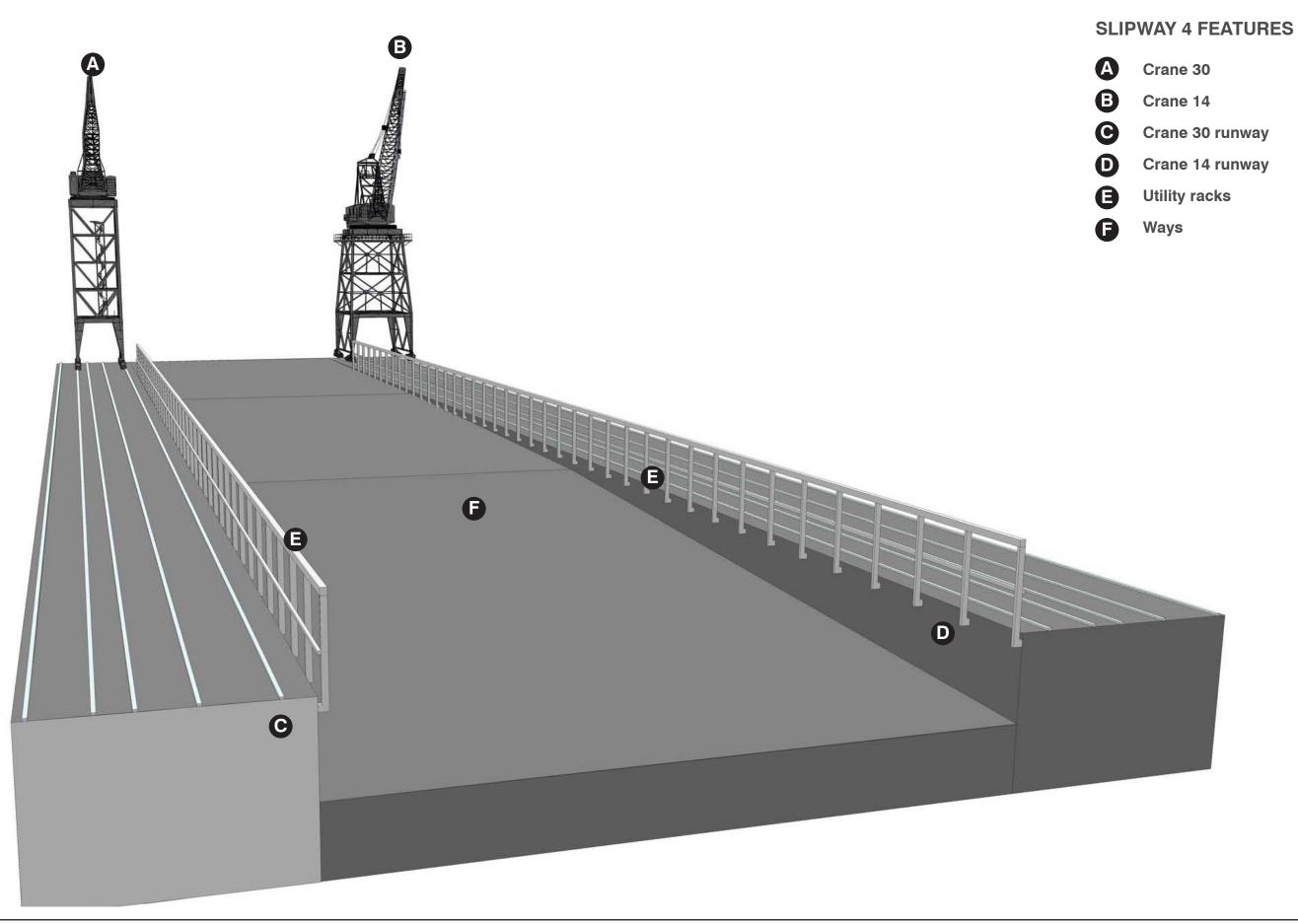


Joint Review



NOTE: This site plan reflects Crane Plaza Option 1. For Option 2, please see Exhibit #8.







Joint Review

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