

SAN FRANCISCO BAY CONSERVATION AND DEVELOPMENT COMMISSION

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TO: All Design Review Board Members

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**SUBJECT: Crane Cove Park at Port of San Francisco Pier 70, City and County of San Francisco
(First Pre-Application Review)**
(For Board consideration on January 7, 2013)

Project Summary

Project Proponent and Property Owner: Port of San Francisco

Project Site. Pier 70 is a 69-acre site owned by the Port of San Francisco, generally bound by Mariposa Street at the north, 22nd Street at the south, Illinois Street at the west and San Francisco Bay at the east (Exhibit 1). The site is the longest continually operating civilian ship repair yard in the United States and is home to the largest drydock on the west coast of the Pacific. Ship repair uses are limited at the northeastern waterfront of the project site, which the *San Francisco Bay Plan* (“Bay Plan”) designates as a Port Priority Use Area (Exhibit 2). The remaining areas are primarily composed of deteriorated and unused industrial facilities related to historic shipbuilding uses. The shoreline consists of discarded concrete and debris, and sheet pile walls.

The review for this Design Review Board meeting is limited to the eight-acre area proposed for the creation of Crane Cove Park located within the Pier 70 boundaries. The proposed Crane Cove Park surrounds an intact concrete ship-building slipway (Slipway 4), a boat ramp used to construct ships -- and includes three buried slipways, buildings, an historic fence, remnant rail tracks, welding platforms, two cranes, other industrial structures, and debris (Exhibit 4). The Ramp Restaurant borders the proposed Crane Cove Park site at the north, and light industrial and residential structures border the property across Illinois Street at the west.

Proposed Project and Public Access. The Port of San Francisco conducted a multi-year planning process with the goal of developing Pier 70 into a mixed-use district with restored historic structures, public open space, and on-going ship repair operations at the northeastern corner of the project site. Crane Cove Park would be the first project implemented under the Port’s plan and would create a National Register Historic District. Future projects would include rehabilitation of historic buildings near 20th Street and the development of the southern waterfront portion of the site (Exhibit 2). A portion of the proposed Crane Cove Park site would be built within the Commission’s 100-foot shoreline band jurisdiction. Proposed shoreline treatment and rehabilitation would occur within the Commission’s Bay jurisdiction.

As proposed, Crane Cove Park would consist of different “zones” (Exhibit 6).

- **Zone 1.** An open, multi-use lawn bordering Illinois Street constructed with a playground and seating areas adjacent to Building 49 (Exhibit 7). Creation of the open space would involve removal of a building along the Illinois Street. An historic iron fence would remain in place along Illinois Street with openings at 19th Street, Building 49, and at the center of the street.



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- **Zone 2A.** Crane Plaza would be created using the edges of Slipway 4 (Exhibit 8). 19th Street would be extended to Pier 70, south of the proposed plaza and provide vehicular and pedestrian access to Crane Cove Park. One of two large cranes at the slipway would be preserved and used as a visual element at the plaza.
- **Zone 2B.** Keel Park would be constructed within the preserved portion of Slipway 4 (Exhibit 9). Keel blocks would be reused at the concrete slab at Slipway 4 as seating areas, ramps, and visual interest elements. The keel blocks would possibly be situated to outline the profile of historic ships built in the slipway. The concrete slipway would offer water access for launching human-powered boats. The second of two large cranes at the slipway would be placed near the shoreline at the slipway, in line with 18th Street.
- **Zone 3.** A forecourt would be created around Buildings 109/110 (Exhibit 10). The forecourt would consist of decomposed granite and be planted with trees for shade, and provide seating, picnicking areas, and possibly a playground. A welding platform would be preserved and used for seating and gathering. Building 110 is proposed as an outdoor café. The pathways along the forecourt would follow the remaining railroad tracks.
- **Zone 4.** At Maritime Fields—the area of the buried Slipways 1, 2, and 3—Slipway 3 would be used as a native plant garden with small pathways constructed of paving materials originally from the site, and curated with maritime relics and interpretive elements; and Slipway 2 would be a multi-use area for temporary events and installations, and include walkways (Exhibit 11). Slipway 1 is not structurally sound and would remain undeveloped.
- **Zone 5.** The waterfront edge would be cleared of debris (Exhibit 12). A landing and launching area for human-powered boats would be located between Slipway 4 and the Ramp Restaurant at Mariposa Street, and would consist of a sloped beach of gravel or rounded pebbles bordered by riprap. A curved walkway would connect the public access adjacent to the Ramp Restaurant and Illinois Street to the interior of Crane Cove Park. As stated above, water access for boats would also be available at the proposed Keel Park inside Slipway 4. A boardwalk would be constructed along the northern edge of Slipways 2 and 3 to provide an overlook for visitors.

Access to Crane Cove Park would be along 19th Street, which is proposed to be extended and be connected to regional access points, as shown in Exhibit 3. The proposed Crane Plaza would be open at the intersection of 19th and Illinois Streets. Access would be available along Illinois Street through openings in a preserved historic fence. Building 109 would include a pedestrian walk through the building opening to Slipway 3. The area north of the Kneass Boatworks building at the northern end of the project site and an opening at 18th Street would provide a gateway into the waterfront and boat launch area in Zone 5. Water access would be available at the boat launch beach and at Slipway 4. The park would be adjacent to the San Francisco Bay Trail.

Relevant Commission Law and Policies. The McAteer-Petris Act (“Act”) provides—and the Bay Plan reiterates—that maximum feasible public access consistent with the project be provided.

The Bay Plan policies on **public access** state, in part:

“[Required] public access improvements...should be consistent with the project and the physical environment...and provide for the public's safety and convenience. The improvements should...permit barrier free access for persons with disabilities to the maximum feasible extent, should include an ongoing maintenance program, and should be identified with appropriate signs.”

“Access to and along the waterfront should be provided by walkways, trails, or other appropriate means and connect to the nearest public thoroughfare where convenient parking or public transportation may be available. Diverse and interesting public access experiences should be provided...”

“Public access should be sited, designed, managed and maintained to avoid significant adverse impacts from sea level rise and shoreline flooding.”

The Bay Plan policies on **appearance, design, and scenic views** state, in part:

“All bayfront development should be designed to enhance the pleasure of the user or viewer of the Bay. Maximum efforts should be made to provide, enhance, or preserve views of the Bay and shoreline, especially from public areas, [and] from the Bay itself...”

The Bay Plan policies on **recreation** state, in part:

“General Recreation Facilities should...be well distributed around the shores to the Bay...”

“New beaches should be permitted if the site conditions are suitable for sustaining a beach without excessive beach nourishment.”

“Public launching facilities for a variety of boats and other water-oriented recreational craft, such as kayaks, canoes and sailboards, should be provided in waterfront parks where feasible...”

“Because of the need to increase the recreational opportunities available to Bay Area residents, small amounts of Bay fill may be allowed for waterfront parks and recreational areas that provide substantial public benefits and that cannot be developed without some filing.”

Design Review Board Issues. The above-cited provisions of the Commission’s McAteer-Petris Act and the Bay Plan state, among other things, that maximum feasible public access consistent with the project be provided and that the design take into account Bay views and connections with nearby roads and trails. The Board’s review of this project is limited to the areas within the Commission’s 100-foot shoreline band and Bay jurisdiction at the proposed Crane Cove Park site. Board should consider the following issues in reviewing the proposed project:

1. **Access Within the Proposed Park and Connections to the Park and Shoreline from Adjacent Public Areas and Streets (issue relates to Bay Plan Public Access policies above).** The Commission’s “*Shoreline Spaces: Public Access Design Guidelines for San Francisco Bay*” (“Guidelines”) state, in part, that projects should provide connections to and continuity along the shoreline. The proposed park is preliminarily designed to include a variety of trails and walkways. Further, the park would be accessible at multiple points along Illinois Street at Mariposa Street, at 18th Street, and at 19th Street (including from its proposed extended alignment).

The Board should consider how continuous shoreline access in the area might be best accomplished as one moves within and beyond, to the north and south of, the park site. The Board should consider whether the proposed access connections to the park from public streets, spaces, and trails are desirable and adequate.

2. **Visual Access (Issue relates to Bay Plan Public Access and Appearance, Design, and Scenic View policies above).** The Guidelines state, in part, that projects should provide, maintain, and enhance visual access to the Bay and shoreline. The project would provide new open spaces. The proposed project includes installation of an industrial crane as a visual element.

The Board should consider whether adequate and desirable visual access to the Bay would be achieved by the proposed park design.

3. **Proposed Park Amenities (Issue relates to Bay Plan Recreation policies noted above).** The Guidelines state, in part, that projects should be designed to provide usable public spaces. The project provides a variety of amenities and activities at multiple and different environments throughout the site, including amenities for picnicking, sitting, boating, playing, and viewing. The project provides opportunities for users to get close to the water at Slipway 4 and also includes a boat launch beach area.

The Board should consider whether the proposed park amenities are appropriate for the area and the site.

4. **Water Access (Issue relates to Bay Plan Recreation policies noted above).** As proposed, the project includes two water access locations at Slipway 4 and at the boat launch beach area near 18th Street. Adjacent to these proposed access locations is an industrial ship repair use built to accommodate extremely large "Post-Panamax" classification ships.

The Board should consider how the proposed water access points for non-motorized small boats could best function given navigational safety concerns with the adjacent ship repair use. The Board should consider how the water access points would provide access to persons with disabilities. The Board should also consider whether adequate access and amenities, such as parking, paths to the shoreline edge, and boat storage, would be provided within the park for non-motorized small boat users.