

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

Agenda Item No. 1

Staff Report

Meeting Date: July 14, 2014 – 5:30PM

Location: Port of San Francisco - Pier 1 Embarcadero (@Washington)
Bayside Conference Rooms

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 Advisory Committee (WDAC) five times and the San Francisco Bay Conservation Development Commission (BCDC) Design Review Board (DRB) four times. Additionally the Port has hosted eight community workshops that lead to the development of the Crane Cove Park Master Plan.

This joint design review meeting is to review the schematic design for portions of 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.

Based upon the May 5, 2014 joint design review meeting, the July 14, 2014 meeting is intended to review two specific areas of the schematic design including, 1) the upland area of the northern shoreline between the shoreline path and Illinois Street; and 2) the park entry area at 19th Street and Slipway 4.

This staff report is organized into the following sections:

- 1) an overview of the site location
- 2) an overview of key project assumptions;
- 3) an overview of DRB, WDAC and public comments received at the May 5th meeting and how they have been addressed in the July 14, 2014 Schematic Design;
- 4) Next Steps

Previous staff reports provide details on the a) site conditions, including adaptation strategies for sea level rise; b) planning process; c) evolution of the preparation of the Park Master Plan; and d) the schematic design. 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;
- b) 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;
- c) 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;
- d) 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 streets 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.

3. DRB, WDAC and Public Comment at May 5th, 2014 Design Review meeting of Schematic Design.

On May 5, 2014 the Schematic Design for Crane Cove Park was reviewed through a Joint meeting of the City's WDAC and BCDC's DRB. This section of the staff report reviews the design direction received during the May design review meeting and describes how the July 14th 2014 schematic design responds to those comments.

Exhibit 2, May 5th, 2014 Crane Cove Park Schematic Design, illustrates the May 5th, 2014 Concept and highlights the areas that were changed due to comments received.

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 sidewalks; and e) adaptive reuse of buildings 30 and 109 as illustrated in *Exhibit 3, July 14th, 2014 - 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 May 5th, 2014 design review meeting, the Port and its consultant team revised the schematic design in two specific areas including: 1) the upland area of the northern shoreline between the shoreline path and Illinois Street; and 2) the park entry area at 19th Street and Slipway 4. This staff report only reviews those portions of the park design.

The following is a summary of the comments received during the May 5th, 2014 design review, followed by a description of the revised Schematic Design. This review is grouped by the two areas of the park revised based upon the comments received. For additional information on other aspects of the schematic design, please visit the Port's Crane Cove Park web site at sfport.com/cranecovepark and review the May 5, 2014 WDAC staff report.

Comments on Northern Shoreline Area (between shoreline path and Illinois Street)

1. Playground area - Expressed concern about how the fenced playground could negatively impact the redevelopment of the Kneass Building because of its close proximity and possible view blockage to the launch and Bay. Expressed concern with how the playground may interfere with the promenade circulation, and requested that other locations and other playground options be explored
2. Expressed concern about the height of the berm adjacent to Illinois Street blocking views into the site
3. Expressed concern about the amount of native garden planting area

Revised Schematic Design and Response to Comments

The northern shoreline includes a variety of program uses (see *Exhibits 4 - 6 Northern Shoreline Schematic Plan and Cross Sections*), including: a) the sandy shoreline edge suitable for human powered boating and access into the bay; b) a new look out pier; c)

a seating area just south of the Ramp Restaurant for the public and as an extension of the restaurant's operations; d) a shoreline path; e) a formal children's play area and informal play area; f) native planting areas and lawn; and an area for vehicles to drop off/pick up for small water craft.

In response to the design review meeting, the structured playground area previously located adjacent to the Kneass Building has been moved to an area just north of Building 49 and reduced in size. The current size accommodates toddlers through seven year-olds, which is the age group requiring a more protected space. The structured play area will be designed to reference the ship building artifacts and site history. The area around the Kneass building, now referenced as the Riggers Yard area was simplified and includes an informal play/adventure area not requiring fencing or a defined enclosure. The Riggers Yard area utilizes industrial waterfront forms and structures utilized in ship building to form seating areas and objects that can be used for play or seating. The forms include piles that represent the "ghost piles" that exist near the site and reclaimed slipway cribbage which are 12" x 12" concrete ties of varying lengths between 6'-18' stacked to create benches, retaining walls, beams and other forms that can be played on by older children and adults. The Riggers Yard design revision eliminates the fenced barrier previously considered between the Kneass building and the water's edge and can be passed through and is accessible from most all directions.

The native planting area has been reduced and the path system simplified. A low berm (1-3') between Illinois Street and the multi-use lawn provides a buffer between the busy street and the lawn, provides some enclosure for the area, yet is low enough to maintain views to the site and Bay from Illinois Street.

Comments on Park Entry at Slipway 4 and 19th Street

1. Requested a design be explored that blends the best attributes of both previous designs presented: universal access into the slipway; and a plaza space that creates a comfortable pedestrian environment for appreciating the Slipway and activities within the Slipway.

Schematic Design and Response to Comments

The park entry at Slipway 4 and 19th Street is a primary entrance and transition areas into the park and will allow a park user to view and experience the activities occurring in the slipway as well as the grand scale of slipway 4 and its components including the cranes, runways, ways and utility racks.

Two alternatives were presented at the May 5, 2014 design review meeting (see *Exhibit 2, May 5, 2014 Schematic Design*) including: 1) *Formal Seating Steps Alternative*, in which a series of seating and steps were located as an arrival and termination point along the entire width of Slipway 4. The design kept the profile of 19th Street flat in front of slipway 4 until east of the slipway where it then sloped down to meet existing grade. This design did not provide universal access in that those unable to navigate steps would need to traverse down a sloped walkway approximately 150' to access the Slipway "Ways"; and 2) the Slipway Steps Alternative utilized a series of less formal terraced seating steps into the Slipway also as an arrival and termination to the slipway.

The design profile for 19th Street in this concept was a more natural continual slope east of Illinois Street, which allowed the seating steps to terminate before the eastern side of the “Ways”. While this concept provided universal access, some felt the cross slope of the entry area of 4.5% would not feel comfortable to the users.

Exhibits 7 & 8, Crane Plaza Slipway Steps, illustrates a hybrid version of the two concepts, the steps at the terminus of the slipway are terraced and universal access into the Slipway Ways is achieved. The entry area is divided into two spaces: 1) a 15’ wide sloped (<4.9%) walkway to provide access to the terraced steps and Slipway, Ways; and 2) a 31’ wide upper entry space which is flat with an approximate 2% cross slope. The two spaces are divided with a series of seating and retaining walls utilizing the ship building cribbage previously described in the Northern Shoreline area and used in the Riggers Yard. Additionally the park entry area is flanked with seating and retaining walls with planters also utilizing the form of the ship building cribbage. Providing universal access into the Slipway Ways also accommodates vehicular access into the Slipway Ways for loading and unloading to support special events and other programming.

The material for this area is concrete with a distinct concrete color and finish from that of the historic slipway and use of cobble paving band along the south edge of the seating steps to serve as a transition between the entry and the seating steps.

Use of the concrete cribbing ties form and materials in both the Riggers Yard in the Northern shoreline and 19th Street Park entry areas is one of the materials that helps to establish continuity throughout the park.

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 a 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.

END