

COASTAL CONSERVANCY

Staff Recommendation
June 20, 2013

ISLAIS CREEK ACCESS IMPROVEMENTS AND COPRA CRANE RESTORATION

Project No. 12-049-01
Project Manager: Betsy Wilson

RECOMMENDED ACTION: Modify the Conservancy's December 6, 2012 authorization to the Port of San Francisco to improve the southeast San Francisco waterfront access by removing creosote-treated pilings at Islais Creek and designing plans for the renovation of the Copra Crane at Pier 84 as a waterfront labor history landmark, to also authorize funds to be disbursed for the renovation of the Copra Crane.

LOCATION: City and County of San Francisco

PROGRAM CATEGORY: San Francisco Bay Area Conservancy

EXHIBITS

Exhibit 1: December 6, 2012 Staff Recommendation

Exhibit 2: City of San Francisco Planning Department CEQA
Determination

RESOLUTION AND FINDINGS:

Staff recommends that the State Coastal Conservancy adopt the following resolution pursuant to Sections 31160 *et seq.* of the Public Resources Code:

“The State Coastal Conservancy hereby modifies its December 6, 2012 authorization to the Port of San Francisco to improve the southeast San Francisco waterfront access by removing creosote-treated pilings at Islais Creek and designing plans for the renovation of the Copra Crane at Pier 84 as a waterfront labor history landmark, to also authorize funds to be disbursed for the renovation of the Copra Crane. This authorization is subject to the conditions imposed by the Conservancy's December 6, 2012 authorization, specified in the staff recommendation attached as Exhibit 1 to the staff recommendation accompanying this resolution.”

Staff further recommends that the Conservancy adopt the following findings:

“Based on the accompanying staff report and attached exhibits, the State Coastal Conservancy hereby finds that:

Pursuant to Section 31162(b), the Conservancy may grant awards that will “protect, restore, and enhance natural habitats and connecting corridors, watersheds, scenic areas, and other open-space resources of regional importance.” In addition, under Section 31165, the Conservancy may undertake projects and award grants “for activities that are compatible with the preservation, restoration, or enhancement of ocean, coastal, bay, or watershed resources, or that facilitate environmental education related to these resources.” The proposed project will enhance water quality and bay habitat through the removal of creosote-treated pilings and wharf material and will rehabilitate a structure currently posing a hazard to bay resources.

Pursuant to Section 31162(d), the Conservancy may grant awards that will “promote, assist, and enhance projects that provide open space and natural areas that are accessible to urban populations for recreational and educational purposes.” Consistent with Section 31162(d), the proposed project will enhance public open space on the San Francisco waterfront by removal of creosote-treated pilings and wharf materials and will restore a historic waterfront structure to promote public recreation and education on bay waterfront labor history, in an area easily accessible by urban populations.

Section 31163(a) states that the Conservancy shall “cooperate with cities, counties, and districts, the bay commission, other regional governmental bodies, nonprofit land trusts, nonprofit landowner organizations, and other interested parties in identifying and adopting long-term resource and outdoor recreational goals for the San Francisco Bay Area, which shall guide the ongoing activities of the San Francisco Bay Area Conservancy Program.” Consistent with Section 31163(a), the proposed project will complete improvements for public access on the San Francisco Bay waterfront, goals identified in The Association of Bay Area Governments *The Bay Trail Plan*, 2) *The Enhanced San Francisco Bay Area Water Trail Plan*, and 3) the Port of San Francisco’s *Waterfront Land Use Plan*.

The proposed project satisfies all of the criteria for determining project priorities under Section 31163(c) in that:

- 1) The project is consistent with approved plans including: BCDC’s *San Francisco Bay Plan (amended October 2011)*, BCDC’s *Special Area Plan*, and the Port of San Francisco’s *Waterfront Land Use Plan* and *Blue Greenway Project*;
- 2) The project serves a regional constituency by enhancing public access and habitat in Islais Creek and Pier 84 and by supporting the larger efforts outlined in the Blue Greenway Project to complete the San Francisco Bay Trail and San Francisco Bay Area Water Trail on the southeast San Francisco waterfront;
- 3) The project can be implemented in a timely way as the Port of San Francisco is prepared to begin work upon project approval;
- 4) The improvement of public access at Islais Creek and Pier 84 provides an opportunity for public access and habitat benefits that could be lost without this funding; and
- 5) The project includes significant matching funds from the Port of San Francisco and the Copra Crane Labor Landmark Association.

COASTAL CONSERVANCY

Staff Recommendation
December 6, 2012

ISLAIS CREEK ACCESS IMPROVEMENTS AND COPRA CRANE RESTORATION

Project No. 12-049-01
Project Manager: Deborah Hirst

RECOMMENDED ACTION: Authorization to disburse up to \$616,534 to the Port of San Francisco to improve the southeast San Francisco waterfront access by removing creosote-treated pilings at Islais Creek and designing plans for the renovation of the Copra Crane at Pier 84 as a waterfront labor history landmark.

LOCATION: City and County of San Francisco

PROGRAM CATEGORY: San Francisco Bay Area Conservancy

EXHIBITS

Exhibit 1: Islais Creek Location Maps

Exhibit 2: Photographs of Islais Creek and the Copra Crane

Exhibit 3: Project Letters

RESOLUTION AND FINDINGS:

Staff recommends that the State Coastal Conservancy adopt the following resolution pursuant to Sections 31160 *et seq.* of the Public Resources Code:

“The State Coastal Conservancy hereby authorizes disbursement of up to six hundred sixteen thousand, five hundred and thirty-four dollars (\$616,534) to the Port of San Francisco to improve the southeast San Francisco waterfront access by removing creosote-treated pilings at Islais Creek and designing plans for the renovation of the Copra Crane at Pier 84 as a waterfront labor history landmark, subject to the following conditions:

1. Prior to the disbursement of funds, the Port of San Francisco shall submit for the review and approval of the Executive Officer of the Conservancy:
 - a. A final work program, schedule and budget.
 - b. The scopes of work and the roster of contractors to be employed in the project.
 - c. A sign plan acknowledging the Conservancy and displaying its logo in a manner approved by the Executive Officer.
2. Prior to initiating construction, the Port of San Francisco shall provide written evidence to

community waterfront and Islais Creek will be enhanced by the removal of the deteriorating piles and wharf-related fill no longer necessary to support maritime commerce.

Also located at Pier 84 in Islais Creek, the Copra Crane is the last remaining artifact along San Francisco's waterfront of the days when the Longshoreman used hand-operated machinery to on- and off-load material from bulk cargo vessels. It is the last surviving reminder of the largest dried coconut meat processing plant in the western United States, which Cargill, Inc. operated from the World War II era through the mid-1970s at Pier 84. For decades, cargo ships brought dried coconut meat, known as "Copra", to the southeast waterfront from the Philippines to be processed for coconut oil. A by-product from oil processing was a Copra-based animal feed that waterfront workers loaded back on to cargo ships using the Copra Crane. This imposing 5-story high structure weighs approximately 16,000 pounds and still remains standing on its now dilapidated wharf support structure at Pier 84. The Copra Crane fell into disuse in 1974 when Copra became too expensive to import and the plant shut down. The Crane now poses a risk to Bay subtidal habitat and waterfront resources due to significant deterioration and hazardous conditions of the crane and the wharf supporting it.

The proposed project involves completion of design documents for the crane and a portion of its supporting wharf structure to be refurbished as a visual landmark with interpretive signs and recognition of the important role waterfront labor has played for commerce in the Bay. The project to save the crane will honor its historic Labor significance and contributions to San Francisco's waterfront history by seeking official Landmark designation and protection afforded by Article 10 of the City Planning Code, the City's landmarks preservation ordinance. Currently the crane is recognized by the City Planning Department and State Office of Historic Preservation as a historic resource that is eligible for listing on the National Register of Historic Places pursuant to the City's Planning Department's 2001 Central Waterfront Cultural Resources Survey. The Port of San Francisco supports the proposed crane restoration, to be designed through the proposed project, and has found the intended restoration to be consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

The proposed project will enhance public access and waterfront subtidal habitat in Islais Creek through removal of dilapidated creosote-treated pilings and wharf structure, as well as completion of a design for the Copra Crane. The Port of San Francisco will provide the funding necessary to complete the renovation of the Copra Crane. The renovation will be completed by 2014, following the final renovation design to be funded through the proposed project.

The Port of San Francisco is a department of the City and County of San Francisco and is, "...a public enterprise committed to promoting a balance of maritime, recreational, industrial, transportation, public access and commercial activities on a self-supporting basis through appropriate management and development of the waterfront for the benefit of the public." The Conservancy has previously granted funds to the Port to complete urban waterfront improvement projects including Pier 14 and Pier 52, habitat improvements at Pier 94 and Heron's Head Park, and public access improvements for the San Francisco Bay Trail and San Francisco Bay Area Water Trail.

Site Description: The project is located at Pier 84 where Indiana Street terminates at Islais Creek on San Francisco's southeast waterfront. Islais Creek's channel runs from its western edge at Pennsylvania Avenue to the east under 3rd Street to meet the San Francisco Bay just south of Cesar Chavez Street and Pier 80 in the City and County of San Francisco.

Copra Crane Labor Landmark Association.

**CONSISTENCY WITH CONSERVANCY'S 2007
STRATEGIC PLAN GOAL(S) & OBJECTIVE(S):**

Consistent with **Goal 10, Objective C**, the proposed project will enhance subtidal habitat by the removal of creosote-treated pilings and wharf material from the southeast San Francisco Bay waterfront.

Consistent with **Goal 11, Objective E**, the proposed project will enhance access, recreation and educational facilities on San Francisco Bay by removing creosote-treated piling and wharf material and completing the design to restore a historic waterfront crane to promote public education on waterfront labor history of the San Francisco Bay.

**CONSISTENCY WITH CONSERVANCY'S
PROJECT SELECTION CRITERIA & GUIDELINES:**

The proposed project is consistent with the Conservancy's Project Selection Criteria and Guidelines, last updated on November 10, 2011, in the following respects:

Required Criteria

1. **Promotion of the Conservancy's statutory programs and purposes:** See the "Consistency with Conservancy's Enabling Legislation" section above.
2. **Consistency with purposes of the funding source:** See the "Project Financing" section above.
3. **Support of the public:** The proposed project enjoys support from the public, Friends of Islais Creek and other local organizations, BCDC, and elected officials including Supervisor Malia Cohen. Please see letters of support in Exhibit 3.
4. **Location:** The proposed project is located on the southeast San Francisco Bay waterfront at Islais Creek in the City and County of San Francisco.
5. **Need:** The wharf and pilings at the mouth of Islais Creek are a visual blight and obstacle to navigation, in addition to a source of toxic creosote impairing water quality. Without this funding, the Port of San Francisco would be unable to complete the proposed project to address the pilings and wharf or plan for the deteriorated crane at Islais Creek.
6. **Greater-than-local interest:** The removal of creosote-treated pilings and the ultimate restoration of the Copra Crane will offer the public a unique landmark for the interpretation of waterfront labor history and the Islais Creek watershed, improve water quality, and eliminate navigational hazards to recreational boaters. The project is located along two regional trails, the San Francisco Bay Trail and the Bay Area Water Trail, and will benefit visitors to the trails and the area's Blue Greenway Project.
7. **Sea level rise vulnerability:** The removal of pilings and wharf material will not be impacted by sea level rise. The plan to restore the Copra Crane will involve future work to be completed on a piling supported wharf structure that will not be accessible to the public.

The proposed project is also consistent with Part IV, Development of the Bay and Shoreline: Findings and Policies Sections of the Bay Plan.

Public Access Policy No. 8 states: 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 which would encourage users to remain in the designated access areas to avoid or minimize potential adverse effects on wildlife and their habitat.

Consistent with Public Access Policy No. 8, the proposed project will improve public access on the waterfront that connects to a public thoroughfare where public transportation is available (the southeast San Francisco waterfront is accessible by the Light-rail T-line and MUNI No. 19 bus), and will provide a diverse and interesting public access experience (the historic Copra Crane landmark for waterfront labor history) that will encourage users to remain in designated public access areas.

Appearance, Design and Scenic Views Policy No. 2 states in relevant part that: “[a]ll bayfront development should be designed to enhance the pleasure of the user or viewer of the Bay,” and “[m]aximum efforts should be made to provide, enhance or preserve views of the Bay and shoreline, especially from public areas...” Consistent with this policy, the proposed project will enhance the pleasure of the user or viewer of the Bay by removing wharf and piling blight at Islais Creek and by designing a plan for restoration of a significant landmark to waterfront labor history at the Copra Crane on Pier 84.

Recreation Policy No. 3 states that recreational facilities should be encouraged by BCDC if they are located, improved and managed such that they (1) are concentrated as close to major population centers as is feasible, (2) do not preempt land or water area needed for other priority uses, (3) are feasible from an engineering standpoint and (4) are consistent with public access policies that address wildlife compatibility and disturbance. The proposed project constitutes an upgrade to a recreational facility that is close to a major population center (the City and County of San Francisco), does not preempt land or water area needed for other priority uses, is feasible from an engineering standpoint, and does not disturb wildlife.

COMPLIANCE WITH CEQA:

The proposed project was included within the 34th America’s Cup and the James R. Herman Cruise Terminal and Northeast Wharf Plaza project (AC Project) as reviewed for the California Environmental Quality Act (CEQA). As the lead agency under CEQA, the City of San Francisco Planning Department (City) certified The 34th America’s Cup and James R. Herman Cruise Terminal and Northeast Wharf Plaza Final EIR (EIR) on December 15, 2011, and approved CEQA Findings, the Project, and a Mitigation Monitoring and Reporting Program (MMRP) on December 16, 2011.

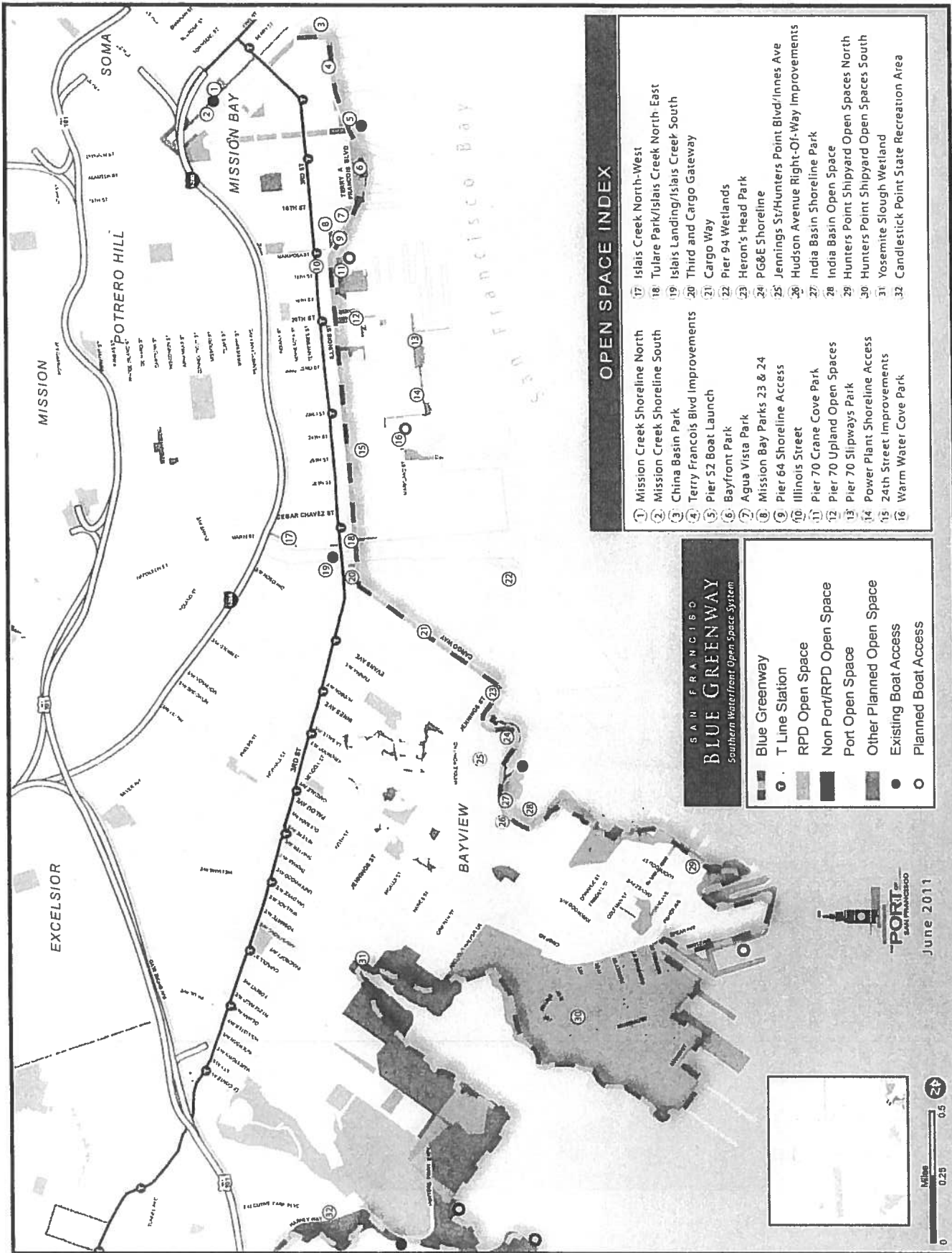
Subsequently, the City and America's Cup Event Authority consolidated the Event and eliminated all long-term development rights contemplated under the City and County of San Francisco’s bid to host the 34th America’s Cup in San Francisco in 2013 and 2014, the Host and Venue Agreement (HVA). The Environmental Planning Division of the San Francisco Planning Department reviewed the modifications and issued a Note to File regarding Changes to the

5.16 Hydrology and Water Quality

“Removal or replacement of creosote - treated pilings with non-toxic materials would result in a long-term improvement in water quality, although temporary water quality effects could occur during removal due to re-suspension of sediments containing organic compounds from the sediments, and debris potentially produced during removal. However, as discussed in Chapter 3, Project Description, and consistent with practices recommended in the *San Francisco Bay Subtidal Habitats Goals Project Report*, the project sponsor would conduct removal activities using best management practices in accordance with applicable regulatory permits and would cut or break the piles off at least one - foot below the mudline. The project sponsor would minimize sediment disturbance during removal, and would use a floating boom around the work area to contain and capture debris and would have absorbent pads available in the event that petroleum sheen develops during removal of the structures. With implementation of water quality protection measures consistent with permit requirements, and water quality BMPs as described in Chapter 3, Project Description, water quality impacts related to removal of creosote - treated piles and remnant wharf/piers would be *less than significant*”(Volume 2, pages 5.16-83-84).

No potentially significant environmental effects of the AC Project result from the wharf, piling and fill removal work in the proposed project being considered for Conservancy funding. All potential effects of the proposed project are not considered significant. Accordingly, Conservancy staff has concluded that the proposed project will not have significant environmental effects. Therefore, staff recommends that the Conservancy find that there is no substantial evidence that the proposed project will have a significant effect on the environment.

Staff will file a Notice of Determination upon the Conservancy’s approval of the project.



OPEN SPACE INDEX

- 1 Mission Creek Shoreline North
- 2 Mission Creek Shoreline South
- 3 China Basin Park
- 4 Terry Francois Blvd Improvements
- 5 Pier 52 Boat Launch
- 6 Bayfront Park
- 7 Agua Vista Park
- 8 Mission Bay Parks 23 & 24
- 9 Pier 64 Shoreline Access
- 10 Illinois Street
- 11 Pier 70 Crane Cove Park
- 12 Pier 70 Upland Open Spaces
- 13 Pier 70 Slipways Park
- 14 Power Plant Shoreline Access
- 15 24th Street Improvements
- 16 Warm Water Cove Park
- 17 Islais Creek North-West
- 18 Tulare Park/Islais Creek North East
- 19 Islais Landing/Islais Creek South
- 20 Third and Cargo Gateway
- 21 Cargo Way
- 22 Pier 94 Wetlands
- 23 Heron's Head Park
- 24 PG&E Shoreline
- 25 Jennings St/Hunters Point Blvd/Innes Ave
- 26 Hudson Avenue Right-Of-Way Improvements
- 27 India Basin Shoreline Park
- 28 India Basin Open Space
- 29 Hunters Point Shipyard Open Spaces North
- 30 Hunters Point Shipyard Open Spaces South
- 31 Yosemite Slough Wetland
- 32 Candlestick Point State Recreation Area

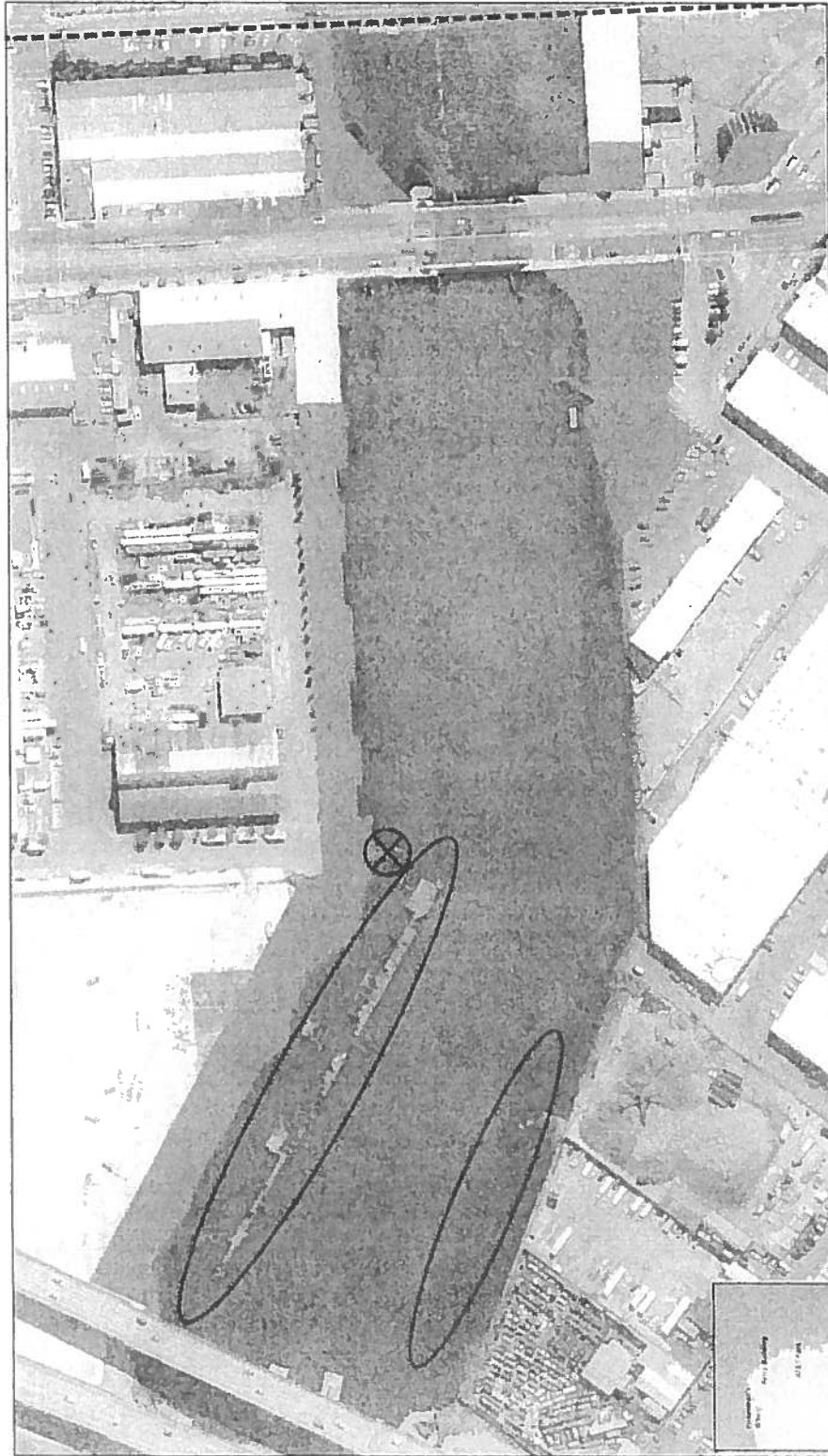
**SAN FRANCISCO
BLUE GREENWAY**
Southern Waterfront Open Space System

- Blue Greenway
- T Line Station
- RPD Open Space
- Non Port/RPD Open Space
- Port Open Space
- Other Planned Open Space
- Existing Boat Access
- Planned Boat Access



June 2011





PROJECT SCOPE
 Isis/Creek Pile Removal and Copra Crane Restoration
 GRANT APPLICATION TO CALIFORNIA COASTAL CONSERVANCY

- Existing
- Planned
- Pile Removal
- Copra Cove Restoration
- Bay Trail
- Bay Area
- Water Trail



September 2012

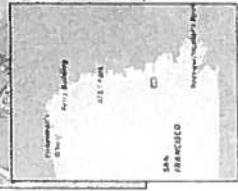


EXHIBIT B

CERTIFICATE OF INSURANCE

ISSUE DATE (/ /)

State Coastal Conservancy, State of California

Grant Agreement #: 12-068 SCC Project Mgr: B. Wilson

PRODUCER (Agent or Broker)

THIS CERTIFICATE OF INSURANCE IS NOT AN INSURANCE POLICY AND DOES NOT AMEND, EXTEND OR ALTER THE COVERAGE AFFORDED BY THE POLICIES BELOW.

INSURED

		COMPANIES	BEST'S RATING
COMPANY LETTER	A	_____	_____
COMPANY LETTER	B	_____	_____
COMPANY LETTER	C	_____	_____
COMPANY LETTER	D	_____	_____

THIS IS TO CERTIFY THAT THE POLICIES OF INSURANCE LISTED BELOW HAVE BEEN ISSUED TO THE INSURED NAMED ABOVE FOR THE POLICY PERIOD INDICATED. NOTWITHSTANDING ANY REQUIREMENT, TERM OR CONDITION OF ANY CONTRACT OR OTHER DOCUMENT WITH RESPECT TO WHICH THIS CERTIFICATE MAY BE ISSUED OR MAY BE ISSUED OR MAY PERTAIN, THE INSURANCE AFFORDED BY THE POLICIES DESCRIBED HEREIN IS SUBJECT TO ALL THE TERMS, EXCLUSIONS AND CONDITIONS OF SUCH POLICIES. LIMITS ARE SHOWN MAY HAVE BEEN REDUCED BY PAID CLAIMS.

CO LTR	TYPE OF INSURANCE	POLICY NUMBER	POLICY EFFECTIVE DATE (MM/DD/YY)	POLICY EXPIRATION DATE (MM/DD/YY)	ALL LIMITS IN THOUSANDS	
	GENERAL LIABILITY <input type="checkbox"/> COMMERCIAL GENERAL LIABILITY or <input type="checkbox"/> COMPREHENSIVE GENERAL LIABILITY <input type="checkbox"/> ISO form (1973) or comparable with Broad Form Comprehensive General Liability endorsement. <input type="checkbox"/> Other: _____				EACH OCCURRENCE	\$
	<input type="checkbox"/> OCCURENCE <input type="checkbox"/> OTHER _____				FIRE DAMAGE (Any one fire)	\$
	<input type="checkbox"/> General Aggregate applies per project				MEDICAL EXPENSE (any one person)	\$
					PERSONAL & ADVERTISING INJURY	\$
					GENERAL AGGREGATE	\$
					PRODUCTS-COMP/OPS AGGREGATE	\$
	AUTOMOBILE LIABILITY <input type="checkbox"/> ANY AUTO (ISO Form Number CA 0001, Code or equivalent.) <input type="checkbox"/> OTHER: I ALL OWNED AUTOS II SCHEDULED AUTOS <input type="checkbox"/> HIRED AUTOS <input type="checkbox"/> NONOWNED AUTOS <input type="checkbox"/> GARAGE LIABILITY				COMBINED SINGLE LIMIT (each accident)	\$
					BODILY INJURY (Per person)	\$
					BODILY INJURY (Per accident)	\$
					PROPERTY DAMAGE	\$
	EXCESS LIABILITY <input type="checkbox"/> UMBRELLA <input type="checkbox"/> OTHER THAN UMBRELLA FORM				EACH OCCURRENCE	\$
	<input type="checkbox"/> WORKERS' COMPENSATION AND EMPLOYERS' LIABILITY				AGGREGATE	\$
					STATUTORY	\$
					EACH ACCIDENT	\$
					DISEASE-POLICY LIMIT	\$
					DISEASE-EACH EMPLOYEE	\$
	PROPERTY INSURANCE <input type="checkbox"/> COURSE OF CONSTRUCTION				AMOUNT OF INSURANCE	\$
					PERCENT REPLACEMENT VALUE	

DESCRIPTION OF OPERATIONS/LOCATION/VEHICLES/RESTRICTION/DEDUCTIBLES/SELF INSURED RETENTIONS/SPECIAL ITEMS

THE FOLLOWING PROVISIONS APPLY:

- None of the above-described policies will be canceled until after 30 days' written notice has been given to the State Coastal Conservancy at 1330 Broadway, 13th Floor, Oakland, CA 94612.
- The State of California (State), its officials, officers, employees and volunteers are added as insureds on all liability insurance policies listed ABOVE.
- It is agreed that any insurance or self-insurance maintained by the State will apply in excess of and not contribute with, the insurance described above.
- All rights of subrogation under the property insurance policy listed above have been waived against the State.
- The workers' compensation insurer named above, if any, agrees to waive all rights of subrogation against the State for injuries to employees of the insured resulting from work for the State or use of the State's premises or facilities.

CERTIFICATE HOLDER/ADDITIONAL INSURED

AUTHORIZED REPRESENTATIVE

State of California

SIGNATURE _____
TITLE _____
PHONE NO. _____

EXHIBIT C

EXHIBIT C