

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:

1. The proposed project is consistent with the current Project Selection Criteria and Guidelines.
 2. The proposed authorization is consistent with the purposes and objectives of the San Francisco Bay Area Conservancy Program, Chapter 4.5 of Division 21 of the Public Resources Code, sections 31160-31165.”
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PROJECT SUMMARY:

Staff recommends the Conservancy modify the Conservancy’s previous authorization to the Port of San Francisco to improve the southeast San Francisco waterfront to allow funds to be disbursed for the renovation of the Copra Crane.

On December 6, 2012, the Conservancy authorized a grant of 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. At the time of the Board authorization in December 2012, the Port of San Francisco had not completed the California Environmental Quality Act (CEQA) environmental review process for the renovation of Copra Crane so the Board only authorized funding for the design of the Copra Crane renovation. CEQA review has now been completed for the Copra Crane renovation work and the Port of San Francisco has requested to use Conservancy grant funds for the renovation work.

The project description, site description, and project history remain as described in the December 6, 2012 staff recommendation (Exhibit 1).

PROJECT FINANCING

The proposed modified project remains consistent with the project financing described in the December 6, 2012 staff recommendation (Exhibit 1). No additional funding is being requested.

CONSISTENCY WITH CONSERVANCY’S ENABLING LEGISLATION:

The proposed modified project remains consistent with Chapter 4.5 of Division 21 of the Public Resources Code sections 31160 *et seq.* regarding San Francisco Bay projects.

The proposed project is located in the City and County of San Francisco, which is within the nine-county San Francisco Bay Area, consistent with Section 31162.

Pursuant to Section 31162(a), the Conservancy may grant awards that will “improve public access to and around the bay, coast, ridge tops, and urban open spaces . . . through completion . . . of regional bay, coast, and ridge trail systems. . . and through the provision and preservation of related facilities, such as interpretive centers, picnic areas, staging areas, and campgrounds.” Consistent with Section 31162(a), the proposed project will improve public access by improving the waterfront adjacent to the San Francisco Bay Area Water Trail and the San Francisco Bay Trail planned for Islais Creek in the Blue Greenway Project, and by completing the renovation of a waterfront labor history landmark on San Francisco’s southeast waterfront.

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.

**CONSISTENCY WITH CONSERVANCY'S 2013
STRATEGIC PLAN GOAL(S) & OBJECTIVE(S):**

The proposed modified project remains consistent with goals and objectives of the Conservancy's 2007-2012 Strategic Plan, as described in the December 6, 2012 staff recommendation (Exhibit 1).

The proposed modified project is also consistent with Goal 3, Objective B of the Conservancy's 2013-2018 Strategic Plan, as the project will implement a waterfront revitalization project that enhances a historic resource.

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

The proposed modified project remains consistent with the Conservancy's Project Selection Criteria and Guidelines, last updated on November 10, 2011, for all the reasons specified in the December 6, 2012 staff recommendation (Exhibit 1).

CONSISTENCY WITH SAN FRANCISCO BAY PLAN:

The proposed modified project remains consistent with the San Francisco Bay Plan, as described in the December 6, 2012 staff recommendation (Exhibit 1).

COMPLIANCE WITH CEQA:

On April 22, 2013, the City of San Francisco Planning Department determined that the project is categorically exempt from the California Environmental Quality Act (CEQA) under 14 Cal. Code of Regulations section 15331 (Exhibit 2).

Conservancy staff concurs that the Copra Crane restoration work is categorically exempt from CEQA in that the project is limited to repair, rehabilitation, and restoration of a historical resource in a manner consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings (1995), Weeks and Grimmer (14 Cal. Code of Regulations section 15331). The reconstruction of the Copra Crane would be guided by detailed architectural and engineering drawings and would meet the Secretary of Interior's Standards for Reconstruction. The new timber wharf would match the original timber wharf in location, design, size, and appearance. Ultimately, the reconstructed Copra Crane would serve as a monument to recognize and interpret the history of the Copra Crane and its contribution to San Francisco's waterfront.

Staff will file a Notice of Exemption upon Conservancy approval of the project.