



## PIER 70

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# PLAN SUMMARY



PORT OF SAN FRANCISCO

APRIL 2010

## ACKNOWLEDGEMENTS

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Roma Design Group

Treadwell & Rollo

*The Port recognizes the time and dedication of the Port's:  
**Central Waterfront Advisory Group (CWAG)***



## PIER 70 MASTER PLAN AREA

Wandering along the Pier 70 shoreline, one is confronted by striking contrasts: shipyard cranes reaching over massive cruise vessels in drydock; fenced-off industrial buildings unmatched in their beauty, simplicity and scale; the scars of 150 years of industrial use; Mission Bay rising in the background, and the great expanse of San Francisco Bay. Sitting at the foot of Potrero Hill, Pier 70 is a place of work and industry, eclipsed over time – a district waiting to be rediscovered and reintegrated into the city.

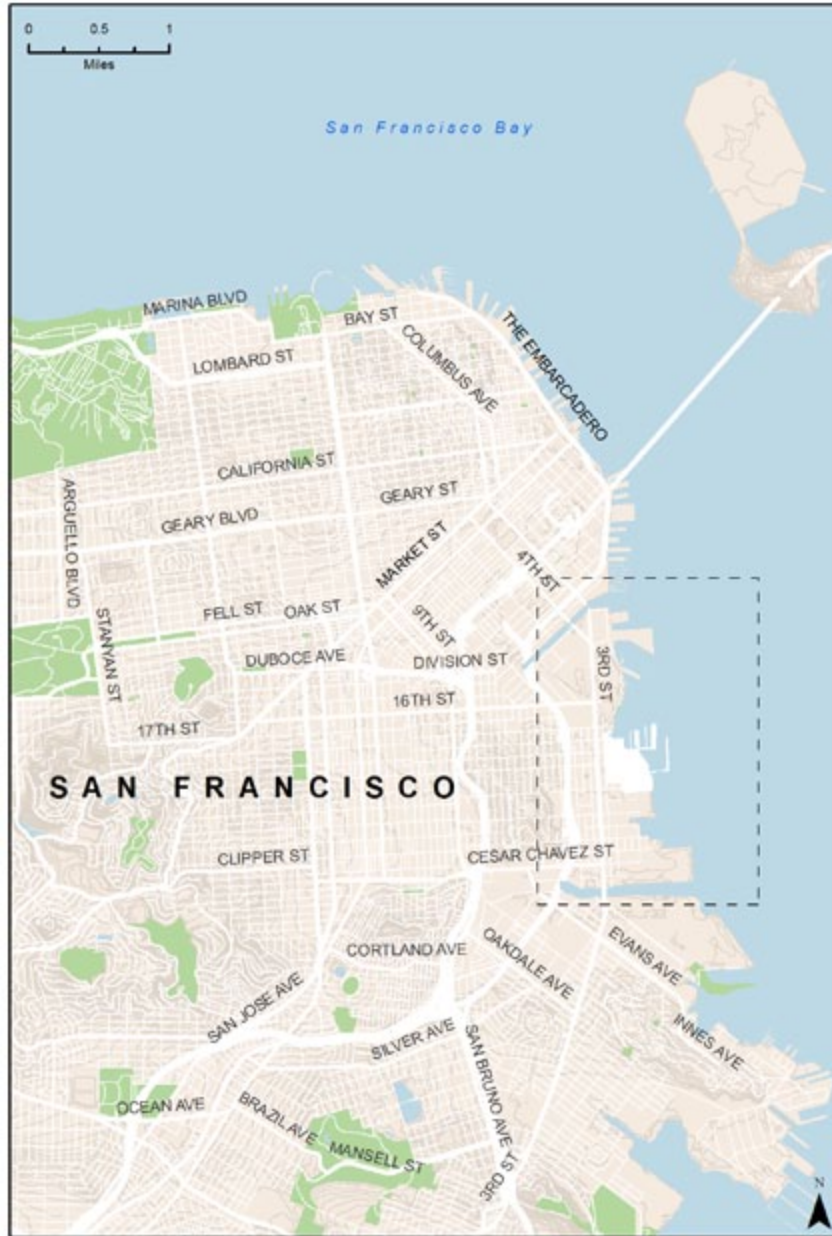
The Port of San Francisco's Pier 70 Preferred Master Plan envisions a vibrant and authentic historic district that re-establishes the historic activity level, activates new waterfront open spaces, creates a center for innovative industries, and integrates ongoing ship repair operations.

This vision combines the legacy of the past and the vitality of the existing shipyard with sustainable and economically viable infill development, while rehabilitating Pier 70's historic buildings.

Pier 70's future public realm will include major waterfront open space – parks, shoreline access areas, and a fabric of buildings, streets, courtyards, and pedestrian ways that reflect Pier 70's distinctive historic character.

This document summarizes the Pier 70 Preferred Master Plan and includes the Introduction and the goals and accompanying exhibits associated with: 1) Historic Preservation, 2) Land Use and Adaptive Reuse, 3) Open Space and Public Access, 4) Form and Character of Infill Development, and 5) Transit, Circulation and Parking chapters.

The full document is available on the Port's web site at [www.sfport.com/pier70](http://www.sfport.com/pier70), which includes the site history, land use, and economic context for the plan as well as the actions required to support the continuing operation of the ship repair industry and implementation of the Plan.



Pier 70 Site Setting and Location



## INTRODUCTION

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In 2007, the Port of San Francisco commenced a public process to develop a master plan for Pier 70, a 67-acre historic shipyard property situated along San Francisco's Central Waterfront, just south of Mission Bay. It is bounded by Mariposa Street to the north, Illinois Street to the west, 22nd Street to the south, and San Francisco Bay to the east shown in Exhibit 1, *Pier 70 Site Setting and Location*.

Pier 70 is an important part of the maritime history of the Bay Area and is the most intact 19th century industrial complex west of the Mississippi River. The site was significant in the industrialization of the United States, where supplies were manufactured for the California Gold Rush, Nevada's mining operations, and the Transcontinental Railway. Ships built at Pier 70 supported United States military engagements from the Spanish American War in the late 1800's through the two World Wars and into the 1970's.

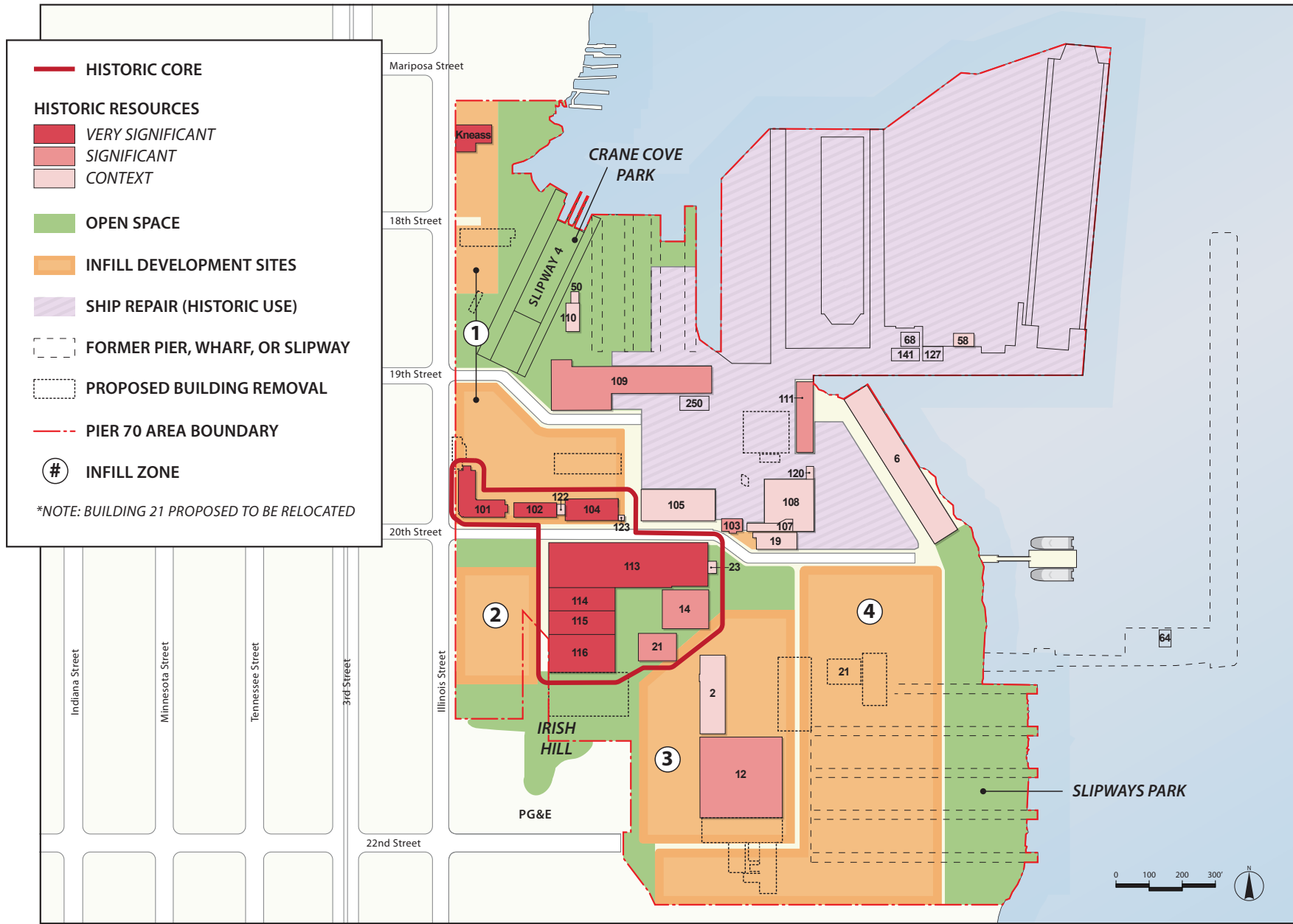
Pier 70's shipyard contains impressive historic buildings that are not only valuable architecturally, but also capture the public's imagination and interest by recalling past shipbuilding, steel manufacturing, and maritime activities that dominated this part of San Francisco's shoreline. This sense of history is alive because ship repair continues at Pier 70 to this day. The Pier 70 shipyard has the largest floating drydock on the West Coast of the Americas, enabling it to accommodate the largest ships in the industry. This shipyard has survived the ups and downs of economic boom and bust, periods of war and peace, and global and technological change by continual retooling and updating.

The City, through the Port, seeks to preserve ship repair and historic resources as the defining features for the public's long-term appreciation and benefit in this Pier 70 Preferred Master Plan (Plan) and to embrace new economic opportunities to help Pier 70 become as important to San Francisco's future as it has been to the city's past.

### Vision for the Future

In 1997, the San Francisco Port Commission identified the preservation of Pier 70's ship repair industry and extraordinary history as key priorities in the Waterfront Land Use Plan. Since then, the Port has led many public efforts to achieve those objectives. The community planning process leading to this Plan reconfirmed many of the goals and concepts of those earlier efforts. Mindful of its historic and maritime values, while addressing 21st century needs, the Port's vision for Pier 70 is to:

***Create a vibrant and authentic historic district that re-establishes the historic activity level, activates new waterfront open spaces, creates a center for innovative industries, and integrates ongoing ship repair operations.***



PIER 70 CONCEPT PLAN

## Planning Goals

The Plan articulates the following goals to provide a policy framework to guide Pier 70's transformation:

1. Create a Pier 70 National Register Historic District and rehabilitate its extraordinary historic resources.
2. Preserve the long-term viability of the ship repair industry.
3. Create a major new shoreline open space system that extends the San Francisco Bay Trail and the Blue Greenway to and through Pier 70.
4. Promote sustainable mixed-use infill development and economic vitality that includes climate adaptation strategies appropriate to this waterfront location.
5. Provide sites for office, research, emerging technologies, light industry, commercial, cultural, and recreational uses to expand San Francisco's economic base and generate revenues to fund public benefits.
6. Promote development that is pedestrian-oriented and fosters use of alternative, sustainable transportation modes and practices.
7. Extend the city street grid to enhance public access and integrate new development with the Central Waterfront.
8. Remediate environmental contamination to enable public use and enjoyment of Pier 70 and its waterfront and improve environmental quality.

## Approach to the Plan

The Plan is an important guide for Pier 70's transformation. The vision, goals, and policies presented in the Plan establish a strong policy framework, created through a community planning process that has built the public consensus for Pier 70's future. This policy framework will be used to evaluate future specific development proposals and implementation strategies.

The Plan defines goals and objectives to support significant development and new public waterfront open space, while respecting the Pier 70 Historic District and continued ship repair operations. It takes a "form-based" approach that provides flexibility yet sets clear historic preservation objectives and locations for new public open spaces with connections to surrounding areas within the Central Waterfront. Past experience shows that evolving market oppor-



20th Street, c. 1945

tunities and fluctuating development cycles may require varying approaches and design solutions to achieve these Plan goals. Thus, the Plan is not “hard-wired” or overly prescriptive in specifying a development program or physical siting of new development. The implementation strategy anticipates the need for an open, collaborative relationship with private development partner(s) and the community to determine how best to balance and achieve the Plan goals and objectives.

To support the Pier 70 planning effort, the Port retained a team of consultants with technical expertise in the fields of historic preservation, land use economics, urban planning and design, environmental analysis, engineering, and cost estimation. In addition, the Port worked through a collaborative process with federal, state, and regional government agencies, other departments within the City family, and the public. Strong government partnerships have enabled the Port to produce a Plan that is informed by key regulatory considerations and that enjoys strong public consensus.

Special attention has been given to ship repair industry needs. The Port has worked closely with BAE San Francisco Ship Repair (BAE),



*Union Irons Works (Building 113/114) - Photo Ralph Wilson*

a subsidiary of BAE Systems, the Port’s ship repair operator, as it develops its own complementary facility plan. This will ensure adequate space and operational latitude for compatible co-existence of ongoing ship repair operations, historic preservation, and new development at Pier 70.

## Guiding Pier 70’s Transformation

The Plan envisions a transformation of Pier 70 that combines elements of the past, present, and future. It calls for maintaining approximately 17 acres of the site for ship repair and identifies a development site plan for the remaining 50 acres that, in round numbers, consist of:

- 700,000 square feet of new uses within historic buildings
- 11 acres of open space along the shoreline and up to 9 additional acres of open space integrated within the development
- 3 million square feet of compatible infill development
- Infrastructure and environmental remediation to support the program
- Generation of 6,000 - 8,000 new jobs

Beyond its historic buildings and continued maritime function, Pier 70’s attributes are a function of its location, size, historic context, and waterfront setting. It is a part of a growth corridor where sustainable infill development has occurred over the past 30 years south of the downtown, from South Beach and Rincon Point to China Basin and Mission Bay.

Pier 70’s proximity to the University of California at San Francisco’s (UCSF) Mission Bay campus, a premier research institution, along with UCSF’s new hospitals and the emerging Mission Bay

biosciences cluster, makes the site a very attractive location for development. Market analysis conducted for the Plan identifies strong opportunities for key economic uses to locate at Pier 70, including: biotechnology; medical/office support; corporate campus and general office; general retail and service commercial; exhibition and museum space; production, distribution, and repair (industrial); and commercial uses specific to the waterfront.

Examining Pier 70 against the backdrop of Mission Bay, the 2008 Eastern Neighborhoods Plan and Rezoning (Eastern Neighborhood Plan), the Blue Greenway, and recent planned public transit improvements along Third Street, clearly Pier 70 will play a defining role along the Central Waterfront. Adaptive reuse and infill development at Pier 70 will promote the Port's public trust mission, respond to the City's economic needs, and preserve a locally and nationally significant part of San Francisco's history. In rejuvenating this area, Pier 70 will become a vital new district that reflects San Francisco's tradition of diverse and colorful neighborhoods.

The unique opportunities Pier 70 presents are accompanied by substantial challenges to development, including historic building rehabilitation costs, obsolete infrastructure replacement, environmental remediation costs, and the construction of open space.

Port and City policymakers have approached Pier 70 from the viewpoint that federal, state, and local law can be modified strategically to support the public interest in adaptive reuse of the site. Port staff stands ready to work with policymakers toward that end.

Further public participation and collaboration with the Port's policymakers, regulatory and administrative partners, and the public

are the keys to realizing the Plan's vision. The Mayor, San Francisco Board of Supervisors, San Francisco Planning Department, San Francisco Municipal Transportation Agency, San Francisco Public Utilities Commission, State Office of Historic Preservation and State Historical Resources Commission, State Lands Commission, San Francisco Bay Regional Water Quality Control Board, and San Francisco Bay Conservation and Development Commission will each play a critical role in shaping Pier 70. The Port values their input and direction and is grateful for the remarkable consensus in support of Pier 70 planning and legislative efforts to date.

Beyond legal and regulatory strategies, realizing the Plan will require a comprehensive financing strategy including a full array of public and private financing mechanisms. Environmental remediation, preservation and adaptive reuse of historic buildings, and construction of new infrastructure and public open spaces are too costly to be supported by private development alone. To address this, the



*Community Workshop*

Port intends to take advantage of a number of public financing tools, including federal historic and new market tax credits, Mello-Roos community facilities district financing, property tax increment financing, park and open space funding mechanisms, grants from various sources, and other sources of low-cost debt.

In 2010, given the unprecedented environment of weak development markets and constrained capital resources, the funding identified by the Port currently is not sufficient to cover fully the financial requirements of the Plan. Nevertheless, Pier 70 is a long-term project, and the Port can progress through the Plan's preliminary



*Interior of Building 113/114, 2005*

entitlement process in response to specific end user opportunities to position the property for major development activity when market and financial conditions improve. Philanthropic financing may become available for adaptive reuse of some of the very significant historic structures that in turn will help leverage the market for other activities on the site. The Port will seek one or more private development partners to pursue these and other opportunities and formulate creative strategies that will lead eventually to the full realization of the Plan.

In November 2008, San Francisco voters approved Proposition D, which streamlines the City's entitlement process and creates a variety of financing mechanisms specific to Pier 70. Approved by 68% of the electorate, Proposition D not only provides unique tools and procedures previously unavailable to the Port to facilitate implementation, it exemplifies San Francisco's commitment to the preservation and revitalization of the Pier 70 area. Invigorated by the support of the larger community, the Port of San Francisco, working in concert with the City and other policymakers and stakeholders, is excited to begin the process of transforming Pier 70 into a place where 21st century industries excel, alongside industrial ship repair, as part of a grand historic district of rehabilitated 19th century buildings.

This Plan embodies the ideals and ideas received from the public, informed by careful interdisciplinary planning and economic analysis, which has been under public review for over two years. The Port looks forward to continuing the civic conversation regarding how to harness the best of the public and private sectors to revitalize Pier 70.



*Star Princess in Drydock at Pier 70 - Downtown San Francisco In Background, 2008*

**HISTORIC RESOURCES**

- 114 VERY SIGNIFICANT
- 109 SIGNIFICANT
- 2 CONTEXT

REMNANT OF IRISH HILL

LINE OF HISTORIC UPLANDS

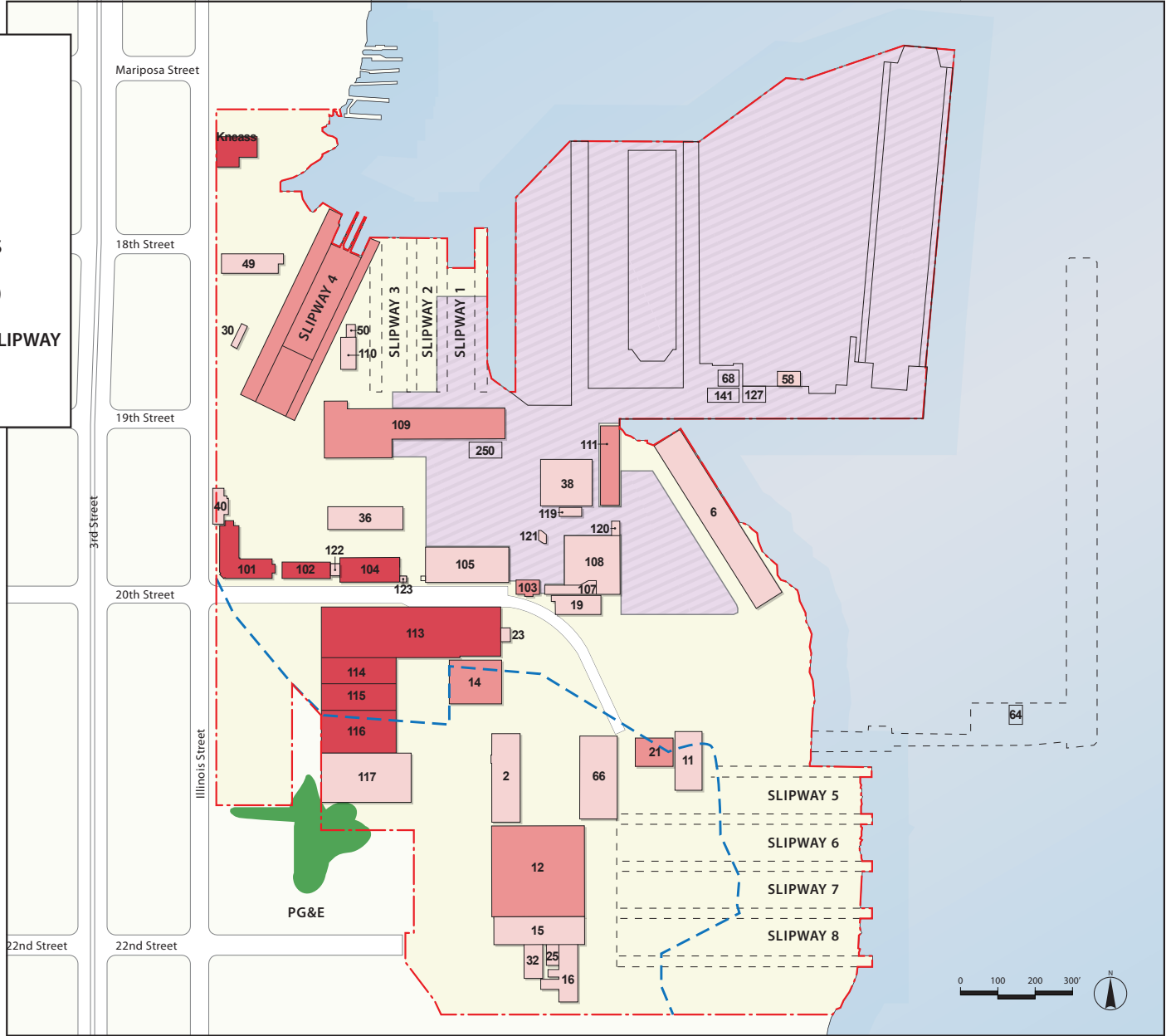
SHIP REPAIR (HISTORIC USE)

FORMER PIER, WHARF, OR SLIPWAY

PIER 70 AREA BOUNDARY

**HISTORIC RESOURCE RATINGS**

Pier 70 hosts a number of individual historic resources of varying significance. In National Register historic districts, resources are classified as “contributing” or “non-contributing” to the district depending on their historic significance, degree of integrity, and whether they reflect the historic period for which the district is significant. For contributing resources, the Port and its consultants used a finer grain of analysis to further refine historic building’s relative significance and to develop the preservation strategy and priorities for Pier 70, including very significant, significant, and context resources.



# HISTORIC PRESERVATION

## Historic Preservation Objectives:

1. Recognize continuation of viable ship repair and drydock operations as an act of preserving Pier 70's history, and give priority to physical shipyard changes necessary to support the contemporary needs of the industry while maintaining the overall integrity of the Historic District.
2. Protect the integrity of the Pier 70 Historic District by directing major new construction to open and vacant areas or locations containing Non-Contributing Resources, reflective of the history of the built environment at Pier 70.
3. Encourage adaptive reuse of the historic resources that add new life to Pier 70, consistent with Secretary Standards.
4. Apply design criteria for new infill development to ensure new construction meets Plan objectives and is sensitively designed, consistent with Secretary Standards.
5. Prioritize the stabilization and rehabilitation of Very Significant resources along 20th Street for public and private investment as early as possible.
6. Promote an understanding of the site's history, significance, and function through a program of coordinated interpretive exhibits in public areas and open spaces and as part of new development and historic rehabilitation improvements.



- HISTORIC BUILDINGS
- SHIP REPAIR (HISTORIC USE)
- OFFICE, BIOTECH, COMMERCIAL, R&D, PDR
- MIXED USE- RESIDENTIAL ALLOWED
- COMMERCIAL/SPECIAL USE- HISTORIC CORE
- OPEN SPACE
- BUILDING PROPOSED FOR REMOVAL\*
- PIER 70 AREA BOUNDARY

\*NOTE: BUILDING 21 PROPOSED TO BE RELOCATED

**LAND USE PLAN**

The land use plan describes the geographic locations for the proposed uses of the site. It designates the 17 acres of land for ship repair and identifies the proposed open space areas. All of the remaining areas are designated for mixed-use in various forms. The historic core along 20th street is prioritized for publicly oriented, cultural and commercial/recreational uses that will generate activity and provide a focus for the district. The southeastern area and other historic resources are targeted for job generating, office, emerging technologies, research and development and PDR (including artist studios) uses. Two sites along Illinois Street are designated for potential residential development if compatible with industrial ship repair uses.

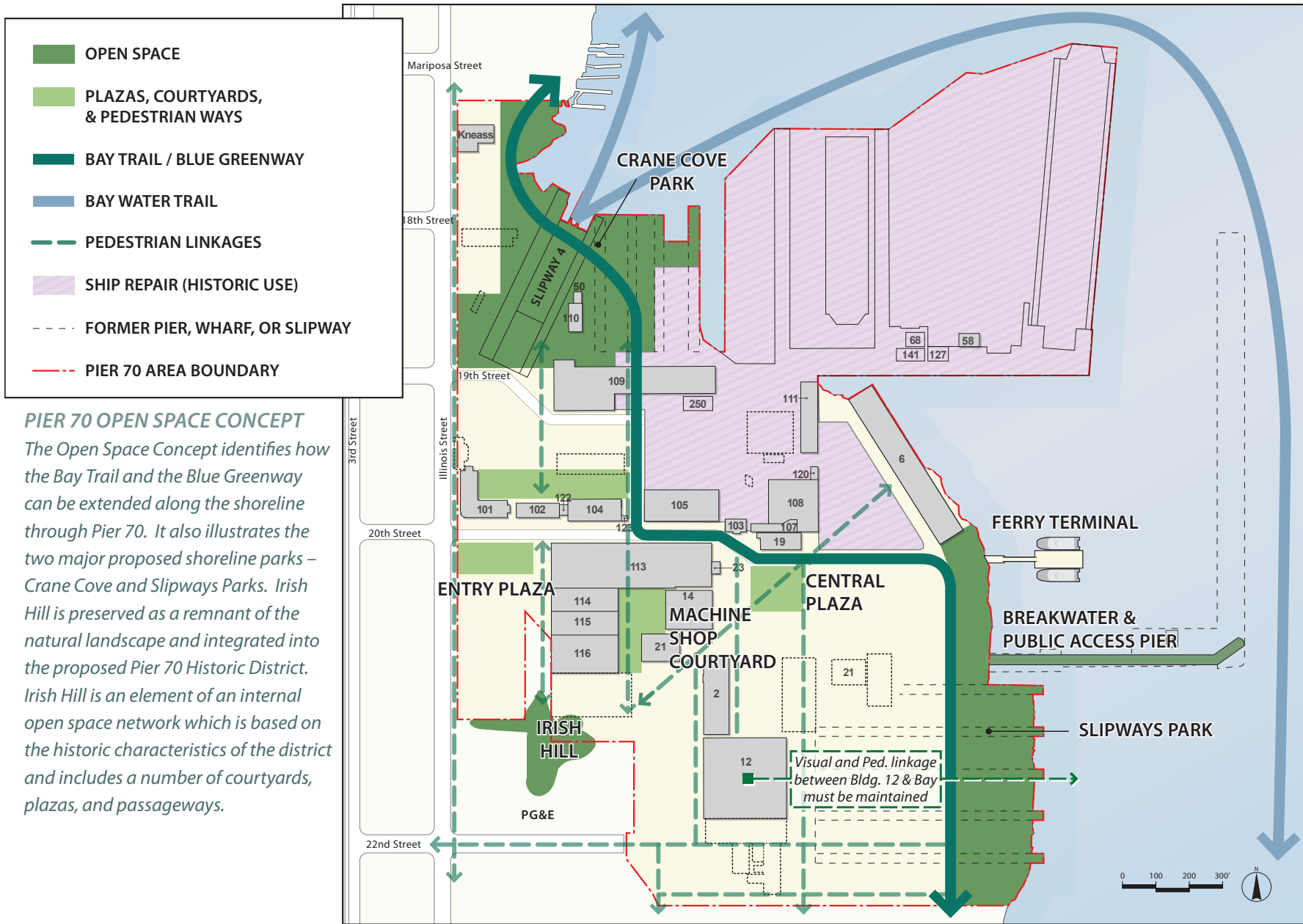


## LAND USE AND ADAPTIVE REUSE

### Land Use and Adaptive Reuse Objectives:

1. Recognize that the continuation of ship repair industry is consistent with the historic preservation objectives of the Plan and the Port's public trust mission. Ensure that new development and land uses are designed and managed to respect and be compatible with the operational needs of ship repair.
2. Invite a wide range of activities that promote public use and appreciation of the waterfront and of the rehabilitation of Pier 70's historic resources.
3. Promote a mix of uses oriented toward commercial, office, educational, retail, cultural, and entertainment uses along 20th Street, to provide an active entrance to Pier 70.
4. Target publicly-oriented uses for the Union Iron Works Machine Shop (building 113/114) as an anchor facility to activate Pier 70's historic core along 20th Street, to attract broad public appreciation of this very significant grouping of historic resources.
5. Allow office, biotech, research and development, light industrial, and institutional uses in new construction and rehabilitated historic resources.
6. Consistent with the open space policies of this Plan, encourage imaginative architectural design of new development to contribute to the experience, activities, and enjoyment of shoreline parks and public spaces.
7. Allow limited residential development opportunities, if conflicts with ship repair operations and other adjacent uses are appropriately addressed.





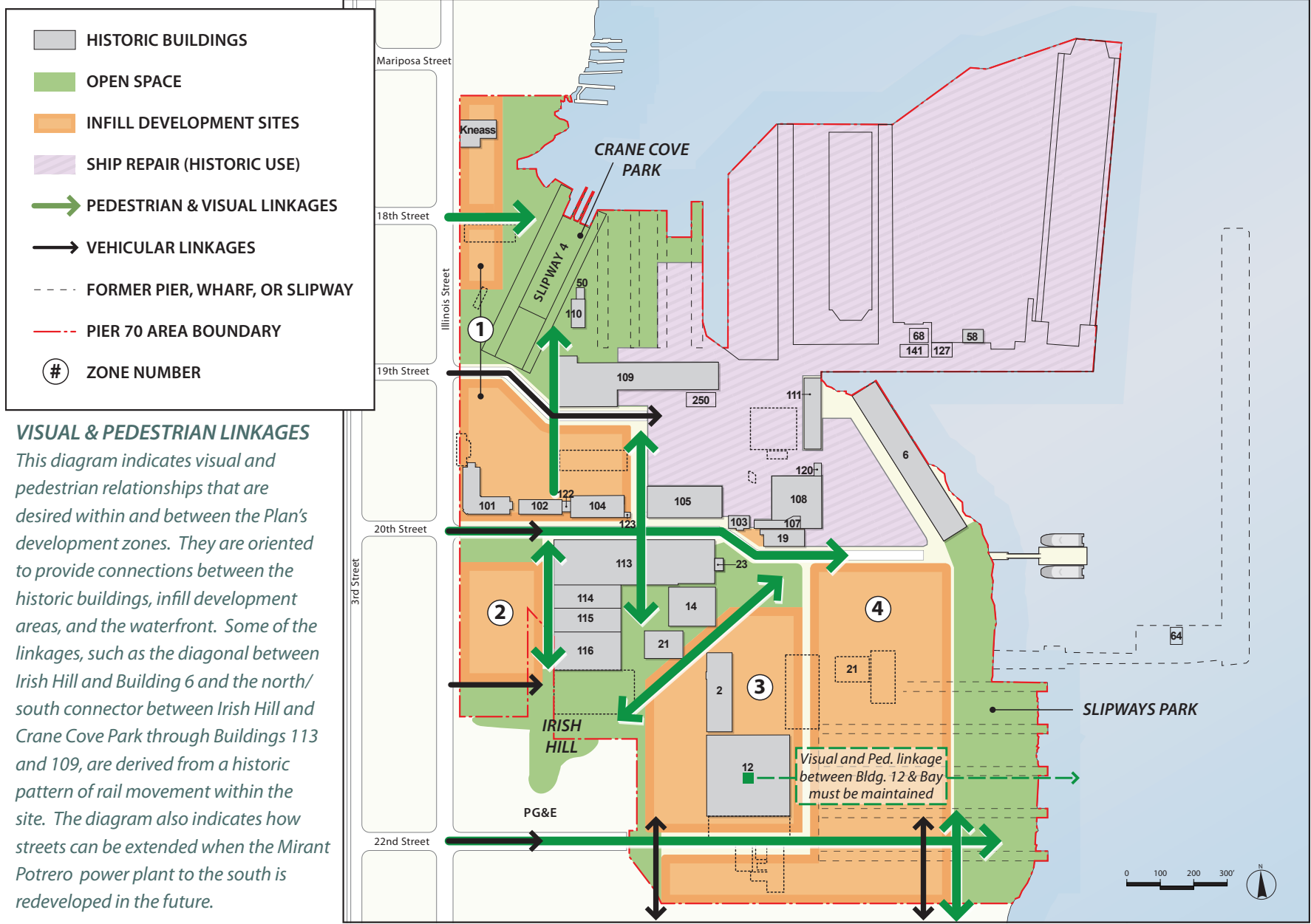
**PIER 70 OPEN SPACE CONCEPT**  
 The Open Space Concept identifies how the Bay Trail and the Blue Greenway can be extended along the shoreline through Pier 70. It also illustrates the two major proposed shoreline parks – Crane Cove and Slipways Parks. Irish Hill is preserved as a remnant of the natural landscape and integrated into the proposed Pier 70 Historic District. Irish Hill is an element of an internal open space network which is based on the historic characteristics of the district and includes a number of courtyards, plazas, and passageways.

## OPEN SPACE AND PUBLIC ACCESS

### Open Space and Public Access Objectives:

1. Create public open spaces that attract a diverse spectrum of users and establish a sense of identity and focus for new development at Pier 70 that is sensitive to ship repair operations.
2. Develop a diverse network and program of parks, paths, roads, and public spaces that recognize historic passages and connect upland areas and adjacent neighborhoods to waterfront open spaces, enjoyment of the Bay, and celebrate and reveal the rich history of Pier 70
3. Integrate the Bay Trail, the Bay Water Trail, and the Blue Greenway into the design of the Pier 70 open space network, which creates an inter-connected path that links public open spaces along the shoreline, includes areas that support natural habitat for wildlife, and provides access into or on the Bay.
4. Require sensitive design and site placement of new development adjacent to the shoreline open spaces that provide comfortable sunlight access and microclimate conditions that support a high level of public enjoyment of those open spaces.
5. Use hardscape paving and materials to improve streets, pedestrian ways, and other public spaces that interface with historic resources to respect the industrial character of Pier 70, and create shoreline access wherever possible.
6. Allow ancillary structures in major open spaces to support water-oriented recreational activities and users, such as an aquatic center, boat rental and supplies, and refreshments.





### VISUAL & PEDESTRIAN LINKAGES

This diagram indicates visual and pedestrian relationships that are desired within and between the Plan's development zones. They are oriented to provide connections between the historic buildings, infill development areas, and the waterfront. Some of the linkages, such as the diagonal between Irish Hill and Building 6 and the north/south connector between Irish Hill and Crane Cove Park through Buildings 113 and 109, are derived from a historic pattern of rail movement within the site. The diagram also indicates how streets can be extended when the Mirant Potrero power plant to the south is redeveloped in the future.

## FORM AND CHARACTER OF INFILL DEVELOPMENT

### Infill Development Objectives:

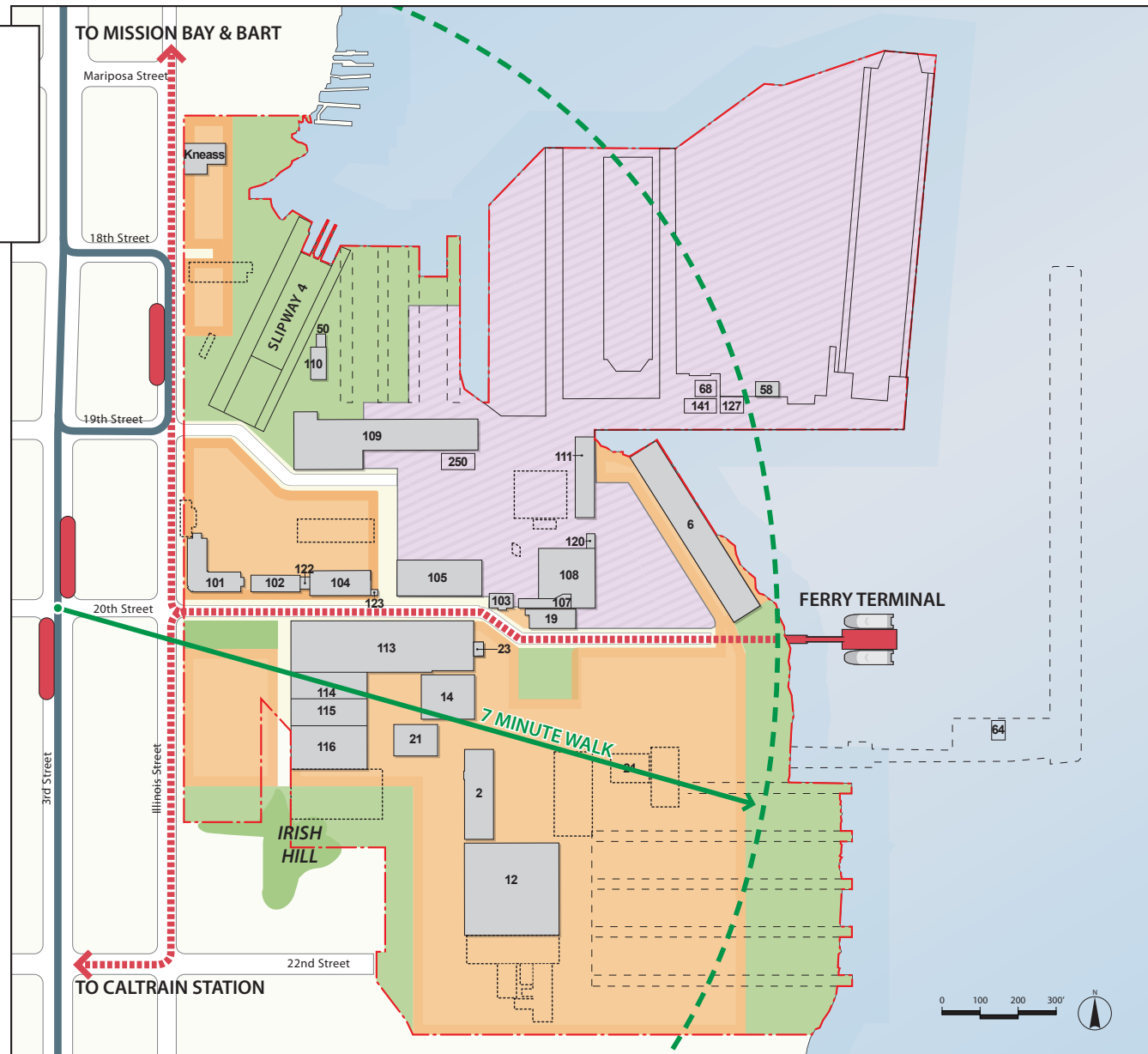
1. Respect the district as a historic landscape that reflects the industrial shipbuilding processes, including the evolution of the Union Iron Works/Bethlehem Steel operations and ongoing ship repair activity.
2. Showcase the historic district's resources, industrial heritage, landscape features, and waterfront location.
3. Develop a pattern that reflects the unique building and open space relationships that are characteristic of the historic district.
4. Allow for architectural diversity that is compatible with the historic character of the district. Add new architecture that complements the surrounding resources and promotes activity in the area.
5. Encourage the design of buildings and open spaces that not only responds to Pier 70's historic qualities but also strengthens connections to Dogpatch and Potrero Hill neighborhoods.
6. Encourage public access and views to the waterfront and connect shoreline parks and promenades with proposed open spaces that are integrated with development.



- - - - - POTENTIAL SHUTTLES
- 3RD STREET LRT MUNI
- LRT MUNI STATION
- - - - - PIER 70 AREA BOUNDARY

**PIER 70 TRANSIT ACCESS**

The preliminary transportation analysis conducted during the planning process suggests that, given the available vehicle capacity of the existing street network, successful development at Pier 70 will require significant use of alternative modes of travel. Thus, the Port and its development partners have a joint interest and responsibility to design and manage new development at Pier 70 that actively promotes high levels of transit, pedestrian, and bicycle access and prioritizes resources and services to increase transit service levels.



## TRANSIT, CIRCULATION, AND PARKING

### Transit, Circulation and Parking Objectives:

1. Increase public transit service by providing ferry and shuttle connections between Pier 70, Mission Bay, and other public transit hubs.
2. Extend 19th Street access to ensure continued reliable maritime industrial access to the shipyard. Rerouting truck traffic will enable 20th Street to be improved as a pedestrian-oriented gateway to Pier 70 and as a vibrant hub of cultural, commercial, and entertainment activity.
3. Establish a street system within Pier 70 that connects with the existing city street grid from the Dogpatch and Potrero Hill neighborhoods, while interfacing with Pier 70's network of historic rail spurs, pathways, and internal access routes.
4. Create walkable and bikeable streets.
5. Introduce a network of pedestrian ways integrated with new development.
6. Locate and manage parking facilities to promote shared use operated on a market-rate pricing basis, consistent with smart growth objectives.



## Union Iron Works Machine Shop

The Union Iron Works Machine Shop (Building 113/114) stands on the south side of 20th Street just east of Illinois Street, and is one of the most valuable and most vulnerable historic resources on the site. With its rich history and grand volume of space, it can become the civic soul of Pier 70. The two-block long building consists of two unreinforced brick structures (built in 1885 and 1886) that were joined in 1914 by a reinforced concrete connector building. The building contains about 90,000 square feet of floor space, 492 feet long by 175 feet wide, and stands about 62 feet tall.

The Union Iron Works Machine Shop changed functions and floor plans several times between the 1880s and WWII. The western portion of Building 113 originally housed the machine shop, while the eastern portion contained the blacksmith and boiler shops. The scale and volume of this complex is a cathedral-like space, an inviting venue for major cultural, market hall, or institutional use, which is promoted in the Plan. The preservation, restoration, and appropriate adaptive reuse of this landmark structure is a primary concern of the Plan. The Port will work closely with the Mayor, the Board of Supervisors, its regulatory partners and the community, as well as potential development partners, to outreach to potential institutions, cultural, public assembly, and other entities to find an appropriate reuse, and secure commitments for the stabilization and rehabilitation of this very special building.



*Building 113/114, 2005*



*West Façade of Building 113, 2004 (Photo: Ralph Wilson)*

## IMPLEMENTATION

The community planning process and technical analyses that culminated in the Plan reaffirmed both the extraordinary opportunity that this site offers and its complexities. An implementation strategy that draws on both public and private sector investment is required to realize the vision and goals of the Plan:

- Historic resources need a broad range of improvements to adapt buildings for new uses. Early investment is needed to stabilize structures for later adaptive reuse.
- Infrastructure including roadways serving the site are in poor condition, not suited to the new uses contemplated, and must be replaced.
- Environmental conditions must be addressed.
- New parks and open space amenities must accompany development.
- Ongoing ship repair operations will require significant improvements to meet the contemporary needs of this evolving industry.
- Piers, wharves, and shoreline areas require demolition, repair, or reconstruction; and
- New development and the ongoing ship repair operations will require transit improvements, including parking.

The Port, with the support of San Francisco's voters and elected officials, has secured significant public financing tools for this project and continues to seek public funds. Attracting private partners is the next step. On May 11, 2010, the Port Commission endorsed the Pier 70 Master Plan and authorized two development solicitation efforts to attract private partners to realize the Plan.

- The first offering is the southeast corner of the site, almost 20 acres with capacity for 2.5 million square feet of new development. This site's rent and tax revenues will support investment in parks, infrastructure and historic buildings for all of Pier 70.
- The 20th Street Historic structures are the second offering. Partnering with developers, businesses, or institutions that can re-purpose these buildings advances the case for public and private investment.
- Later offerings will include vacant infill parcels on Illinois Street.

While these developer solicitations proceed, Port staff will continue to address critical planning and development issues including environmental investigations and remediation planning, park planning, coordination with the shipyard tenant and pursuit of state and federal funds. Separately, critical repairs and building stabilization are advancing as Port-led projects to enhance the future prospects for the site and increase interim leasing revenues.



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 Howard Wong, AIA  
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 Ralph Wilson

### *Stakeholders*

BAE San Francisco Ship Repair  
 Potrero Boosters  
 Dog Patch Neighborhood Association  
 Mission Bay Citizens Advisory Group  
 Neighborhood Parks Council  
 San Francisco Architectural Heritage  
 San Francisco Tomorrow  
 San Francisco Planning and Urban Research  
 UCSF Mission Bay Citizens Advisory Group  
 Ralph Wilson, Pier70sf.org  
 Urban Land Institute

### *Photo and Image Credits*

*Sketches on the cover and pages 9, 11, 13 and 15 by Christopher Grubbs based on concepts by ROMA Design Group.*

*Additional sketches on page 13 provided by the Port of San Francisco.*

*Illustrations by Christopher Grubbs based on open space concepts provided by Hargreaves and Associates.*

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## THE PORT OF SAN FRANCISCO

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<http://www.sfport.com>

### Pier 70 Through Time

