



# SAN FRANCISCO PLANNING DEPARTMENT

**MEMO**

**DATE:** July 31, 2013

**TO:** Historic Preservation Commission

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**RE:** **Pier 70 Crane Cove Park Master Plan Informational Presentation**

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## INTRODUCTION

The Port of San Francisco has requested an informational presentation before the Historic Preservation Commission to provide an update upon the Pier 70 Crane Cove Park, which is part of the eligible Pier 70 National Register Historic District.

Crane Cove Park is an approximately nine acre site identified for development as a future park within the Port of San Francisco's Pier 70 Area, the former Union Iron Works/Bethlehem Steel Shipyard. The park boundaries are generally between Mariposa Street on the north, Illinois Street on the east, a future 19<sup>th</sup> street on the south and the Bay on the east. The Pier 70 Area is approximately sixty-nine acres, generally bound by Mariposa Street on the north, 22<sup>nd</sup> Street on the south, Illinois Street on the west and the Bay on the east. (*See Exhibit 1 - Site Location*)

## PLANNING CONTEXT

Pier 70 and Crane Cove Park have been the focus of significant community planning by the Port of San Francisco (Port) and the City. The Waterfront Land Use Plan policies provide for preserving ship repair and Pier 70's history while introducing new open space and new infill development. The City's Eastern Neighborhoods Central Waterfront Plan adopted in 2008 embraced and incorporated those policy directives into the city's context of improving and connecting the waterfront to Dogpatch and Potrero Hill, and enabling new development consistent with the area's mixed residential and industrial character. In particular, the Eastern Neighborhoods Plan places emphasis on the creation of Crane Cove Park to respond to the current and future need for major new open space associated with changing land uses. Crane Cove Park also is a major element of the City's emerging Blue Greenway open space network within southeast San Francisco. The Blue Greenway focuses on realizing or improving the Bay Trail and Bay Area Water Trail by providing more direct access and connections to the waterfront, from land and water,

from China Basin Channel south to the SF County Line. As a result, the Port led the City's effort to plan for and initiate such shoreline improvements, which also will be carried out in other shoreline areas under the jurisdiction of San Francisco Department of Recreation and Parks, the former Redevelopment Agency, State Department of Parks and Recreation, and within the Hunters Point Shipyard. Lastly, the planning for Pier 70 and Crane Cove Park recognize the opportunity to connect with the Mission Bay, Bayfront Park system. (See Exhibit 2 - Site Setting)

In concert with the Planning Department's Eastern Neighborhoods Area Plan, the Port conducted a three-year community planning process that culminated in the 2010 Pier 70 Draft Preferred Master Plan ("Pier 70 Plan"). Endorsed by the Port Commission, the Pier 70 Plan sets a comprehensive framework to improve Port property for the Crane Cove Park site and the Plan's other goals and needs:

- a) To retain and support the viability of existing ship repair operations;
- b) Create a National Register Historic District and rehabilitation of Pier 70's extraordinary collection of historic resources;
- c) Create a system of shoreline and upland open spaces;
- d) Promote new infill development to reactivate the area and fund a variety of community benefits; and
- e) Rebuild infrastructure and conduct remediation of site contamination.

The Pier 70 Plan balances multiple goals; the funding, infrastructure, historic preservation, ship repair, open space and new development are all required and integrally linked to achieve the plan objectives. (See Exhibit 3 – Pier 70 Plan and Sub-Areas)<sup>1</sup>

Crane Cove Park is one of several projects that would begin to implement the Pier 70 Plan. Additionally, the Port has retained the assistance of private development partners for other portions of Pier 70, including Orton Development Inc., to rehabilitate the buildings within the 20<sup>th</sup> Street Historic Core, and Forest City to develop a 26-acre portion of the site referred to as the "Waterfront Site" with a significant amount of new infill development. The Port continues to work with BAE Systems, the ship repair tenant, to operate and improve the ship repair business. In June 2013 the Port submitted a National Register of Historic Places nomination to the State Office of Historic Preservation (OHP) for the creation of a Pier 70 Historic District. (See Exhibit 3: Pier 70 Plan and Sub-Areas)

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<sup>1</sup> Informational Presentations to the San Francisco Landmarks Preservation Board on May 7, 2008 and the San Francisco Historic Preservation Commission on September 9, 2009.

## SITE CONDITIONS AND SETTING

Pier 70 is recognized as the location of the most important intact Industrial complex west of the Mississippi River and has built or repaired ships since 1884. It is the longest continually operating civilian ship repair yard in the United States and is home to the largest dry-dock in the west coast of the Americas, able to accommodate post-panamax ships for repair. Accordingly, as specified in the Pier 70 Plan, the site has been nominated to the National Register of Historic Places for its history and significance in steel hull ship building and for industrial architecture and design from the period of significance 1884 to 1945. Six of these historic resources, most significantly Slipway 4, are located within the Crane Cove Park site, and in provide the context for the Crane Cove Park Master Plan (Park Master Plan).

Crane Cove Park is located along the northern shoreline of Pier 70. The historic resources within Crane Cove Park, include:

- a) Slipway 4 and its runway, utility racks and whirley crane components;
- b) a historic fence along Illinois Street; and,
- c) Buildings 30, 50, 109, and 110.

All of these site features have been identified as contributing resources to the Pier 70 Historic District, and thus the Park Master Plan and construction phases will be reviewed for consistency with Secretary of Interior Standards for the Treatment of Historic Properties (Secretary Standards). (*See Exhibit 4: Site Elements*)

Slipway 4 is the most prominent feature on the site and bifurcates the park site. Slipways 1, 2 and 3 and other elements are located within the proposed historic district and park site, but are non-contributing resources due to their deteriorated and/or altered condition thus resulting in loss of integrity. In addition to their loss of significance, these non-contributing are infeasible for rehabilitation to accommodate park functions. The site also includes a number of other historic elements, including remnant rail tracks, welding platforms and ship building structures.

The shoreline conditions vary, depending upon the type and quality of the landfill (concrete and steel debris, spilled concrete fill, formed concrete areas) that was created to launch vessels and steel sheet pile walls. The entire site is former tidelands that were filled in the late 1800s and then again in the in the late-1950s and early-1960s.

The primary point of access to the site on the land side is from Illinois Street, which is elevated from the site moving southward. Illinois Street at 18<sup>th</sup> Street is at grade with the site; while along 19<sup>th</sup> Street, there is an approximately seven-foot grade difference

between the site and the street. Currently, there is either no sidewalk (south of 18<sup>th</sup> Street) or a three-foot sidewalk (north of 18<sup>th</sup> Street) on the east side of Illinois Street. The Pier 70 Plan proposes an extension of 19<sup>th</sup> Street into Pier 70. 19<sup>th</sup> Street would provide vehicular access to the park, and connect to 20<sup>th</sup> Street. This street will become the primary access to the ship repair operations, thus allowing 20<sup>th</sup> Street to become more pedestrian oriented.

Today, the park site is largely vacant; the adjacent uses include the Ship Repair operations to the east, interim Port tenants on the west, and the Ramp Restaurant and Boat Repair Yard to the north. To the west of the site is a mix of light industrial and new residential developments. The Pier 70 Plan calls for some new infill development adjacent to the park along Illinois Street north of 18<sup>th</sup> Street and south of the new 19<sup>th</sup> Street.

## PROJECT OVERVIEW

The Port retained a consultant team lead by AECOM to develop the park master plan, phasing plan and cost estimates, as well as a schematic design for an initial phase of improvements to Crane Cove Park. The AECOM landscape architecture and Urban Design team includes sub-consultants: Architectural Resources Group (ARG) for historic preservation; AGS Engineering for civil and structural engineering; and, M. Lee Corporation for cost-estimating.

In March 2012, the AECOM team prepared an existing condition analysis that identified opportunities and constraints in developing a park on this site and project aspirations to help guide the concept development. The aspirations, now project goals include:

1. Historic Preservation
  - Integrate historic resources and celebrate the site's heritage
  - Prepare a program to interpret the site's rich history
2. Program and Activities
  - Provide a diversity of activities
  - Prepare an educational, cultural, recreational program
3. Access and Views
  - Prioritize pedestrian and bike access, and manage limited vehicle access
  - Prevent any potential circulation (land and water) conflicts with the shipyard
  - Maintain and enhance views to/from the site, integrating the "theatre" of the shipyard, and maintaining the Whirley Cranes as visual icons

4. Integration with New Development
  - Suggest the best configurations of adjacent development parcels that would integrate well with the park
5. Sustainability
  - Anticipate sea level rise impacts on site, to maximize park usage
  - Develop a comprehensive approach for the reuse of on-site materials and historic buildings

In Summer 2012, two Alternative Conceptual Park design plans were prepared and presented to the Port Commission and stakeholders for review and public comment. The two concepts were prepared to provide stakeholders the opportunity to pick the best elements from each, thus allowing the Port and consultants to prepare a Draft Park Master Plan, which was a hybrid version of the two. The Draft Park Master Plan was presented at a community meeting and to the Port's Waterfront Design Review Committee (WDAC) and the San Francisco Bay Conservation and Development Commission's Design Review Board (DRB) in December 2012 and January 2013 meetings. Based upon the comments received through the review process, the Draft Park Master Plan was then revised in response to comment and presented again to the community, WDAC, DRB and other stakeholders in June 2013. (*See Exhibit 5: Draft Crane Cove Park Master Plan, December 2012*)

#### *Design Approach*

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 Pier 70 Historic District. (*See Exhibit 5: Draft Crane Cove Park Master Plan, December 2012*)

The Draft Park Master Plan was derived through the development of two alternative plans developed in May 2012, a hybrid Draft Plan presented in December 2012, then a revised Draft Plan in May 2013. Understanding how the park design evolved is important to understanding the design intent.

Two key factors that have most markedly influenced the design process and the ultimate park design include: 1) the management, interpretation and/or use of the existing historic resources; and 2) the seamless incorporation of the proposed recreational programs and uses on a former industrial site.

Based upon the Project Goals described above, the initial two alternatives were prepared. The alternative concepts had similar open space programs, but interpreted the site differently. Each Alternative Concept had several elements in common including:

- a) Retention and adaptive reuse of the contributing historic resources consistent with Secretary Standards, as identified in the Pier 70 Plan;
- b) Interpretation of the site's history;
- c) Shoreline clean up and protection;
- d) Facilities to support human powered boat access;
- e) Extension of 19<sup>th</sup> Street;
- f) A circulation system consistent with the Blue Greenway, including bicycle access and connections to other Pier 70 areas;
- g) Vehicle parking;
- h) Appropriate approaches to handle subsurface contamination consistent with the Pier 70 environmental Feasibility Study and Remedial Action Plan;
- i) Methods to address site storm water;
- j) A variety of program uses;
- k) An approach to address sea-level rise; and
- l) Integration of new infill development fronting on Illinois Street adjacent to the park.

*Alternative No. 1 - "Lines and Existing Traces"*

This alternative took an approach to keep the historic resources that remain (predominately from the World War II era) intact and use them as a framework for programming and interpretation of the site. This alternative centered on matching the proposed open space program with the preservation of the existing historic resources, including the main contributing elements, as well as the "traces" of all other artifacts and remnant objects. Sea level rise is addressed by maintaining the existing site elevation that would allow portions of the site to be inundated during peak storm events.

*Alternative No. 2 - "Patches and Historic Uses"*

This alternative is similar to Alternative No. 1, but altered some of the historic resources and allowed interpretation of the evolution of the site and its many eras, as opposed to primarily the last period of its active use (World War II). Sea level rise would be addressed by raising portions of the site with new fill.

While the Draft Master Plan is a hybrid of both conceptual design plans, it was determined that the "Lines and Existing Traces" concept had stronger elements and that interpreting the multiple eras of the site development would be difficult and hard to interpret by park visitors.

The Draft Park Master Plan concept is based on the preservation of all existing historical contributing resources (including Slipway 4, its runways and the utility racks, Crane 14, Crane 30, Buildings 109, 110, and the historic fence), except for Building 50 and potentially Building 30, which may be removed or relocated. A selection of the historic “traces” and other artifacts and remnant objects, including railroad lines, components of former Slipways 1, 2, 3, paving materials and existing seawalls will also be retained. Some of the contributing elements are preserved intact and in their current location, while others are preserved in scale and character but with some modifications.

#### *Draft Park Master Plan*

Because of the historical use and pattern of existing structures on the site, the park plan includes five distinct areas that each serve a different program of uses, but combined support and strengthen the total park plan as a whole. The areas include: 1) A triangular shaped open multi-use lawn along Illinois Street; 2) Slipway 4, including Crane Plaza and Keel Park; 3) the Buildings 109/110 and forecourt area; 4) the Maritime Fields, including Slipways 1-3; and, 5) the shoreline area to the north. (*See Exhibit 6: Park Areas*)

A transformative element introduced in the design is the fill required for the construction of a 19th Street extension within the southwest corner of the site. The required fill partially buries Slipway 4 and some of the historic “traces” on site (which are in turn re-interpreted), resulting in the creation of a new entry plaza and a large at-grade lawn along Illinois Street. To provide a standard city sidewalk, pedestrian and street access from Illinois Street into the park and Pier 70 site the historic fencing, a contributing resource would be relocated several feet to the east and sections would be removed to provide openings. Portions of the fencing removed may be reused by the Port elsewhere within the historic district.

The following briefly describes each of the Park Area:

- Area 1: Open Green and Gardens (*See Exhibit 7: Perspective of Open Green and Gardens*)
  - This space is envisioned as a triangular shaped open, multi-use lawn area.
  - Additionally, a playground and a seating deck are proposed in the area adjacent to Building #49.
  
- Area 2: Slipway 4-Crane Plaza and Keel Park (*See Exhibit 8 & 9: Perspectives Crane Plaza and Keel Park*)

- In order to create a 19<sup>th</sup> Street Extension, a portion of Slipway 4 would be filled to create a smooth grade transition into the site. The Plan proposes the creation of a new plaza in this area.
  - Crane Plaza is bounded by two edges that trace the former configurations of Slipway 4. The line that marks the edge to where Slipway 4 is filled and matches the former edge of where the historic slipways existed during the WWI configuration of the site, when they were slightly shorter. A second line of steps in the filled area indicates the edge of the current extent of Slipway 4 (buried in this case), providing a visual cue to visitors of the full size of the WWII-era resource.
  - The plaza is flanked by a series of seating steps on its western corner that will function as an amphitheater facing the shipyard and the cove, where large outdoor public events can occur.
  - Whirley Crane 30 would be retained in its current location but raised slightly to meet the new plaza grade, forming a dramatic visual backdrop for Crane Plaza.
  - Keel Park is located within the preserved portion of Slipway 4.
  - Three vessels' plan outlines would be traced onto the existing concrete slab (paving) of the Slipway to "remember" the eras of ship construction at this location: the USS Olympia (World War I era, built at Pier 70, currently preserved as a museum), the USS Sullivans (World War II era, built at Pier 70, currently preserved as a museum), and the section of the BART Transbay Tube (post WWII era, the last significant structure built at Pier 70).
  - On top of these traces, a modular system of reused keel-blocks would form a central line within Slipway 4 providing seating opportunities, forming a floodable launching area for human-powered craft, or pedestals for permanent or temporary art.
- Area 3: Buildings 109/110 Forecourt (*See Exhibit 10: Perspective of Forecourt*)
    - This park space would include only the western end of Building 109 (area not within shipyard lease area) and Building 110
    - The Building 109 Forecourt is envisioned as a tree-planted, decomposed granite zone where outdoor seating, picnicking and other passive activities can occur.
    - A pre-teen (8-to-12-years of age) playground is proposed in this area too.



- The preserved welding platform north of Building 50 would function as a multi-use deck for sun-bathing, seating, and gathering overlooking the cove. This area may be used as an outdoor café area should Building 110 be used as a café.
  - The pathways that traverse the Forecourt follow the trajectory of the remnant railroad tracks found in this location and preserve them within the new paving.
- Area 4: Maritime Fields (*See Exhibit 11-12: Maritime Field Zone Details*)
    - The slipways, which were filled in the early-1960s, would be partially excavated at the shoreline, to subject this area to tidal activity, allowing for a planted soft shoreline edge.
    - The planting and material palette within the two slipways would transition, beginning with, (north to south) intertidal shoreline plantings, to upland scrub, to a “no mow” meadow and then a decomposed granite surface.
    - Existing remnant, concrete “crane foundations” which are located in a linear pattern would be left in place to recognize the form and function of the slipways, but still allow for the entire zone to read and function as a single space and habitat opportunity.
    - The program of Slipways 2 and 3 include, seating and special event space on the decomposed granite surface; relaxation in the “no-mow” meadow; the upland scrub and shoreline inter-tidal areas would include the use of recycled ship building cribbage (from Slipway 4) as a paving surface to allow for informal access, exploration and interpretation; this zone would include a small number of relic features from throughout Pier 70 and include interpretation about the Pier 70 area.
    - Slipway 1, is proposed to remain close to its existing condition, but would be fenced off to allow for a potential off-leash dog area within the park. Due to its structural deficiencies, it is anticipated this feature may eventually be closed off from park use.
  - Area 5: Waterfront Edge (*See Exhibit 13: Waterfront Edge Perspective*)
    - The Waterfront Edge would be composed of three sub-zones: 1). the Shoreline Launch edge between The Ramp restaurant (Mariposa St) and the north end of the western Slipway 4’s runway; 2). Slipway 4; and 3) the

Slipways Boardwalk, which would be the shoreline edge of former Slipways 1, 2 and 3.

- The Shoreline Launch is a sloped, beach-like gravel, pebble, boulder and rip-rap zone, which is designed to accommodate human-powered craft to land and launch. Edging the Shoreline Launch area is a curved walk that connects The Ramp Restaurant and Illinois Street with the location of Whirley Crane 14 on the western runway of Slipway 4.
- Slipway 4 would be improved to accommodate human powered boating access.
- The Slipways Boardwalk would be a linear element located on the northern edge of the former slipways. The Boardwalk would “hover” over the “nub” structures of the former Slipways and provides a large overlook area for visitors.

#### *Treatment of Contributing Resources*

The following section summarizes the design strategies for the rehabilitation and adaptive reuse of the contributing resources. Architectural Resource Group has preliminarily determined that the proposed treatment of these resources would be consistent with Secretary of Interior Standards for the Treatment of Historic Properties.

Existing buildings in the Draft Park Master Plan are rehabilitated and reused as follows:

- Slipway 4 and all of its features would remain, including the Whirley Cranes
- Building 109 would function as a park pavilion with historical artifacts. The eastern part of 109 would be used as limited off-street parking.
- Building 110 would be used as park restrooms and park maintenance facility/storage and potentially as a cafe.
- Building 50 would be demolished in order to facilitate the remediation of contaminated soil at that location.
- Building 30 requires additional analysis, but would likely be relocated for use within the park use or if infeasible demolished
- The fence along Illinois Street will be relocated 15' to the east to accommodate a new sidewalk; certain sections would be removed to allow for new pedestrian and street access.

#### *Project Cost Estimate, Funding and Phasing*

The funding for Crane Cove Park has primarily come from the City of San Francisco 2008 and 2012 Parks General Obligation Bonds. In addition, other Port capital is being invested into the project. The current budget for the project is approximately \$21 million including soft cost.

A preliminary cost estimate for the Concept Plan identified a total project cost of approximately \$44 million (2012 cost) including all soft cost. Recognizing a current funding gap, the Port has identified an initial project phase for construction. Due to the conceptual nature of the design, the cost estimate carries a large contingency, thus as illustrated several alternate items may be included in the initial phase should costs be reduced. It is anticipated that the shoreline area around Building 49 and the area to the north, will be developed as those adjacent properties are developed. The Port will continue to pursue funding to complete the project improvements proposed in the Draft Park Master Plan.

## **PUBLIC REVIEW**

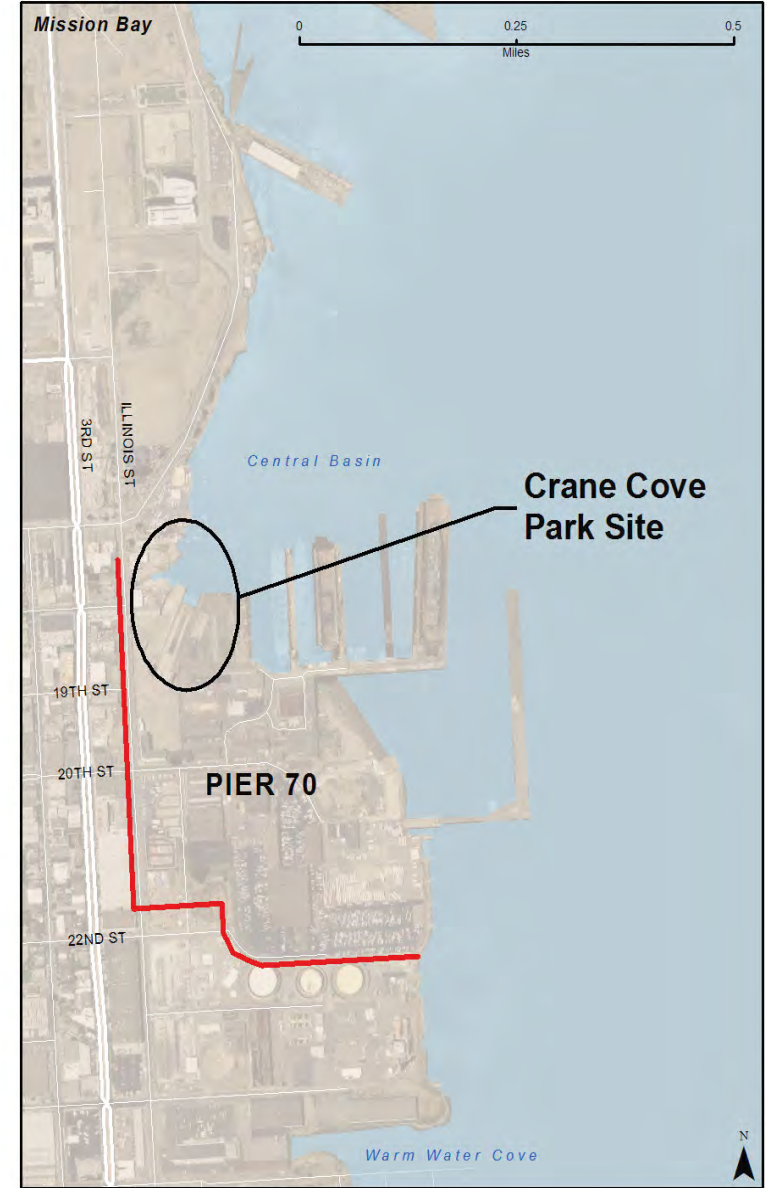
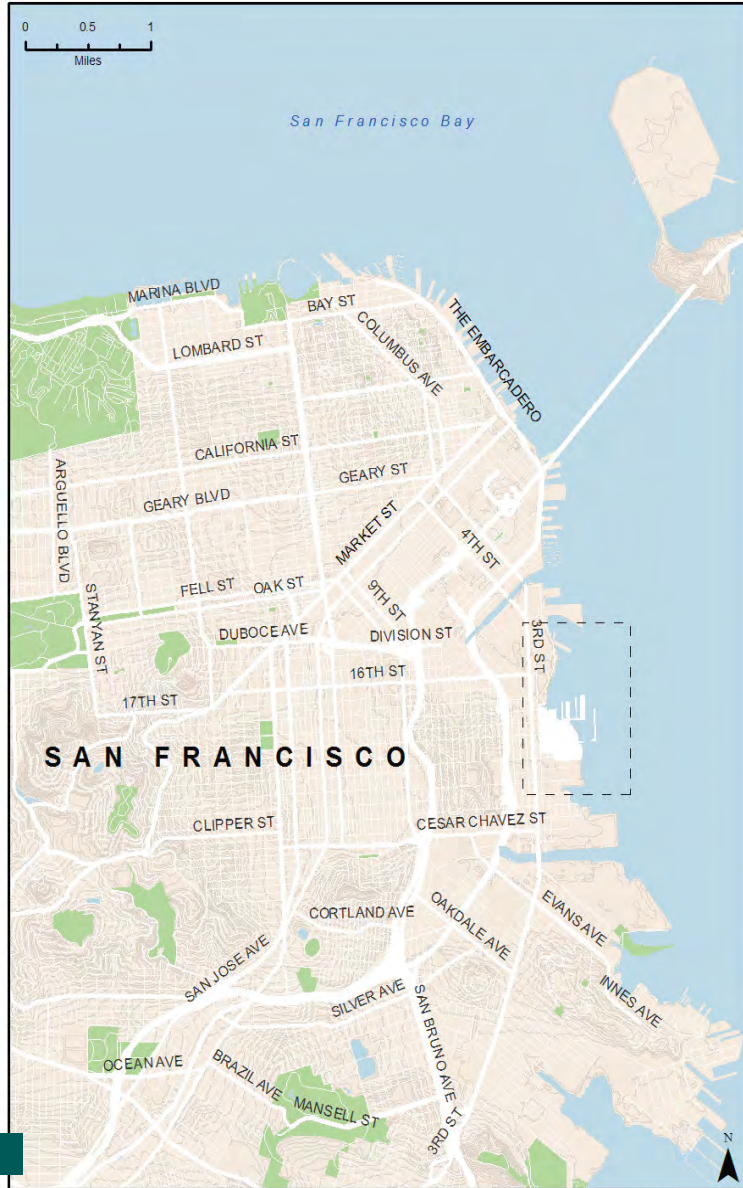
The project has benefited from extensive public review. The Port Commission, the Port's Central Waterfront Advisory Group and Potrero Boosters were presented with the existing conditions and project aspirations in March 2012. In June 2012 the Port Commission reviewed Alternative Concept Plans, in addition a public workshop was held at the Port in which approximately 50 people attended. In July 2012 a public workshop and site tour was held on a Saturday morning and approximately 70 people attended. On December 7, 2012, a community workshop was held at Pier 70 to review the Draft Park Master Plan, cost estimate and phasing plan. Approximately 70 people attended and 44 surveys with public comment were returned to the Port. San Francisco Architectural Heritage, Issues Committee has reviewed and endorsed the Park Master Plan. The WDAC and BCDC DRB reviewed the design twice. Throughout these efforts, the Port worked with the San Francisco Planning Department and Office of Economic and Workforce Development, as well as the Port's development partners, Orton Development, Forest City and BAE Ship Repair, to ensure the park design is integrally planned and responsive to adjacent development and neighborhood-wide needs.

Throughout the planning process information and opportunity for public comment has been available on the Port's Crane Cove Park web site at:

<http://sfport.com/cranecovepark>

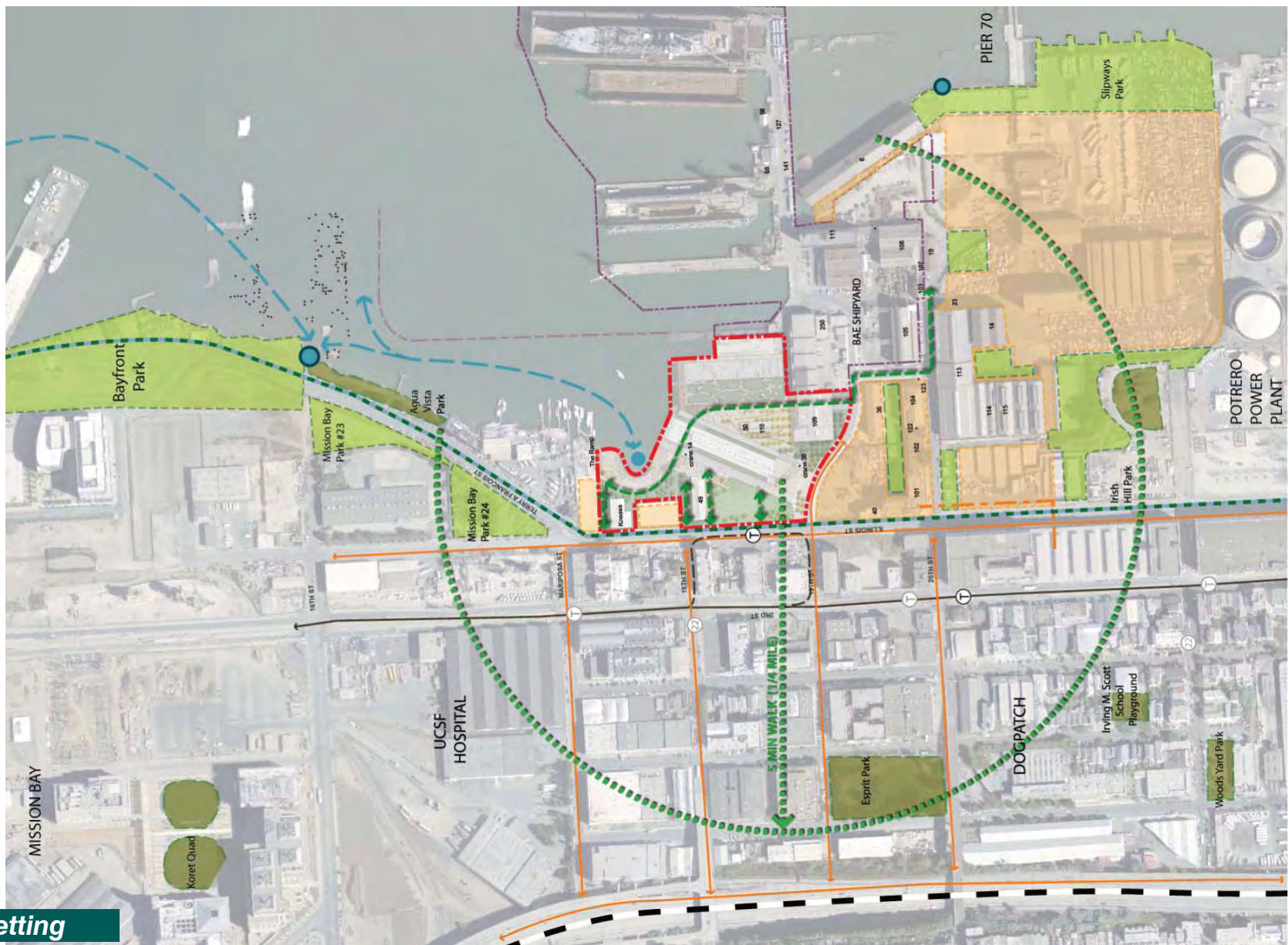
## **NEXT STEPS**

The Project will be reviewed by the Port's WDAC and BCDC DRB, and Port Commission and other stakeholders. The Port is coordinating with the Planning Department on the environmental review for the project. Once the Plan is complete, the Port will begin the schematic design of an initial phase and anticipates beginning construction in early 2015.



**Exhibit 1: Site Location**

-  crane cove park boundary
-  access
-  proposed blue greenway
-  proposed bay water trail
-  existing light rail
-  proposed light rail
-  pedestrian linkage
-  proposed park/open space
-  existing park/open space
-  ship repair zone
-  infill development sites (pier 70 master plan)
-  existing T-line station
-  proposed T-line station
-  existing bus 22 stop
-  proposed ferry terminal (pier 70 master plan)
-  potential human powered boat launches
-  ghost piles (former pier 64)



**Exhibit 2: Site Setting**

-  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



**Exhibit 3: Pier 70 Plan and Subareas**



# Exhibit 4: Site Elements



## LEGEND

### Contributing Historic Resources

- Buildings
- Fences
- Slipway
- Slipway Cranes

### Historic Elements

- Rail
- Slipway cribbage
- Slipways 1-3
- Welding pad
- Other features

### Shoreline Conditions

- Dumped concrete and debris
- Wet concrete dumped
- Steel sheet pile
- Formed concrete

### Site Grade Differences

- Site Grade Differences
- Crane Cove Park Boundary



**Exhibit 5: Crane Cove Park Master Plan**





## PARK AREAS

### POTENTIAL REUSE OPTIONS (historic buildings)

BLDG 30	: maintenance and boat storage
BLDG 49	: park-related commercial, aquatic center
BLDG 109	: park shelter, parking
BLDG 110	: restroom and café
KNEASS	: cafe, community center, boating/recreational retail

### OPEN SPACE TYPOLOGIES

#### Open Green:

multi-use open green  
playground/ tot lot  
seating/amphitheatre  
picnic sites

#### Keel Park (Slipway #4):

crane plaza  
event space  
crane viewing  
reuse of keel blocks  
seating  
gathering  
runway overlooks  
boat launch(phase 1)

#### Bldg 109 Forecourt:

forecourt & sunbathing  
playground 2(welding platform)  
café patio

#### Maritime Fields:

temporary event field  
slipways garden  
intertidal plantings reintroduction of Bay  
no-mow meadow  
gravel patio  
Off-leash dog area

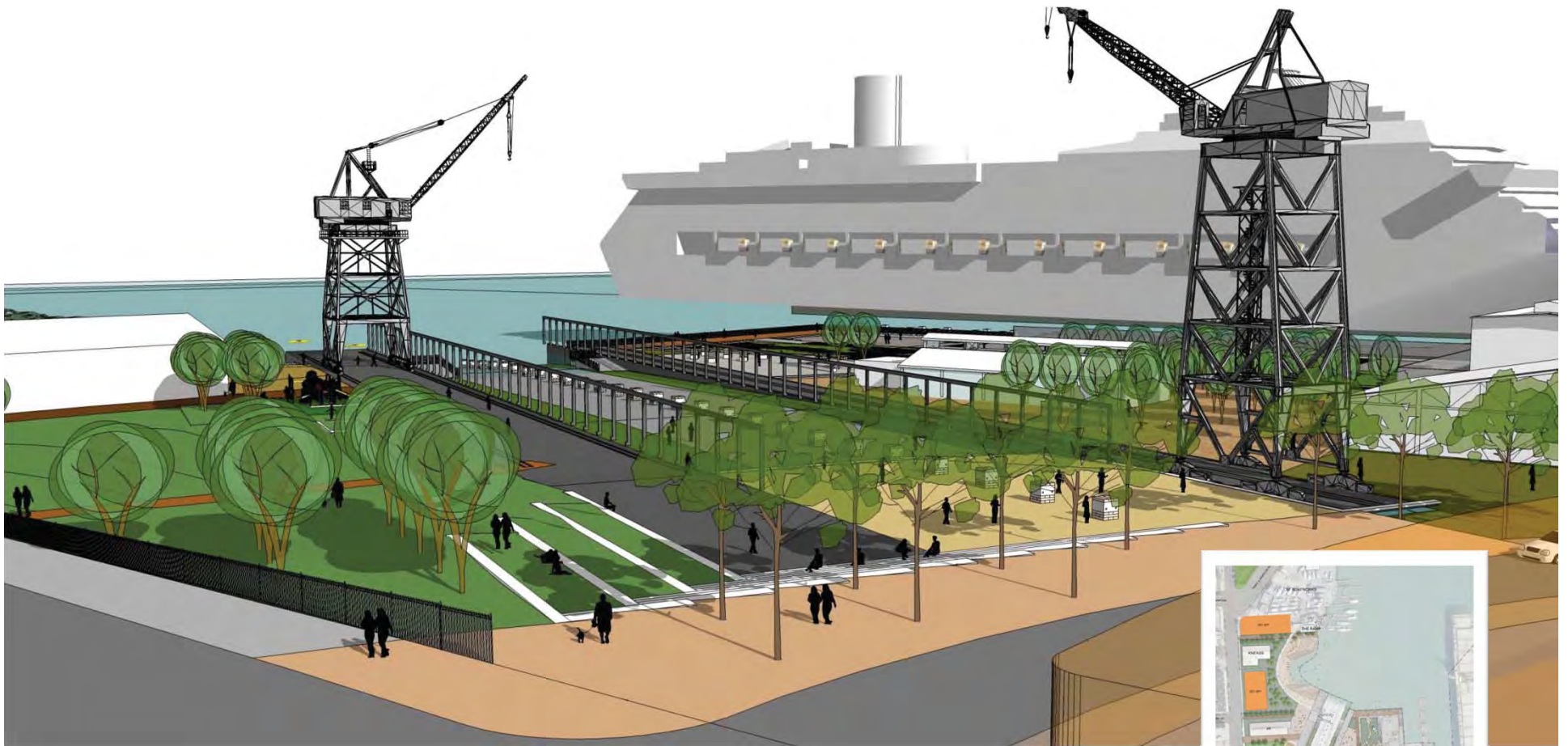
#### Waterfront Edge:

shoreline launch, beach & walk  
boardwalk/bicycle lane  
boat drop-off

- Development opportunity sites
- BCDC 100' Jurisdiction

**Exhibit 6: Park Areas**

## Exhibit 7: Perspective of Open Green & Gardens



*View looking northeast from Illinois at 19<sup>th</sup> Street*



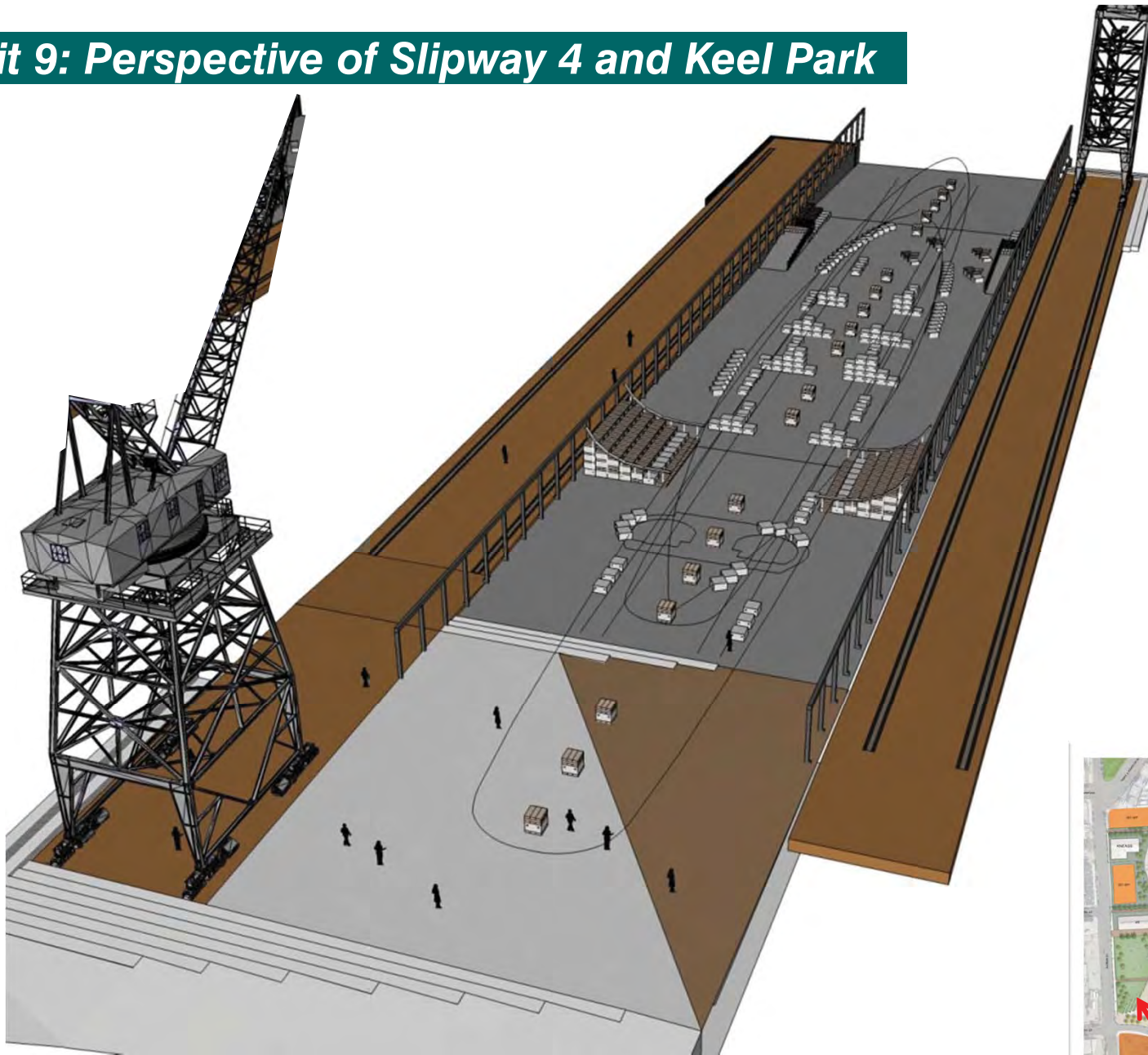
## Exhibit 8: Perspective View of Crane Plaza



*View looking southwest towards Illinois at 19<sup>th</sup> Street*



## Exhibit 9: Perspective of Slipway 4 and Keel Park



View Looking north along slipway 4



## Exhibit 10: Perspective of Building 109/110 Forecourt



*View Looking south towards building 110 and 109*





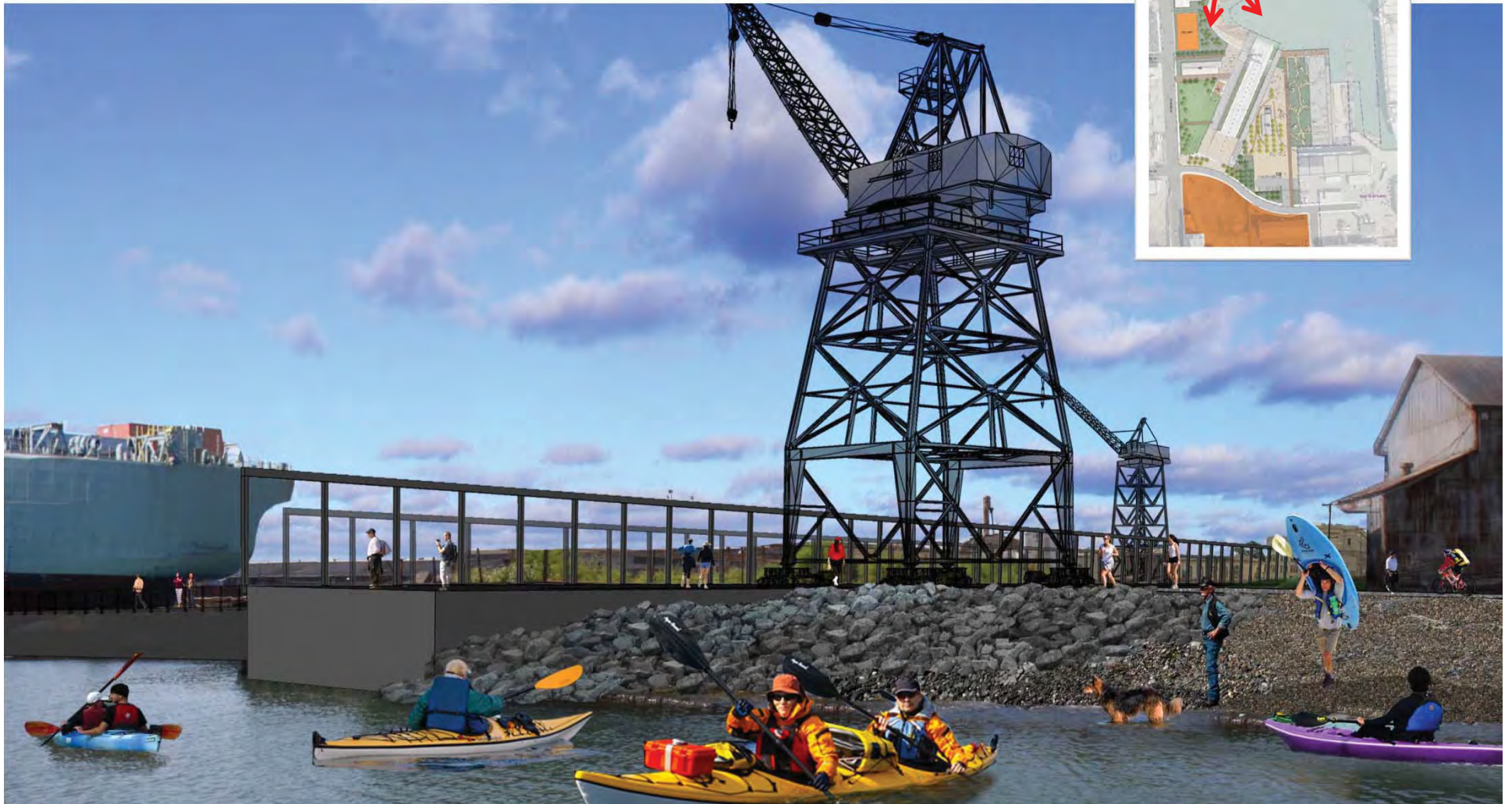
**Exhibit 11: Maritime Field Zone Details**



***Exhibit 12: Maritime Fields Zone Details***



## Exhibit 13: Perspective of Waterfront Edge



*View from area just behind Ramp Restaurant looking south along shoreline*