

San Francisco Bay Conservation and Development Commission

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TO: Design Review Board Members

FROM: Lawrence J. Goldzband, Executive Director (415/352-3653; larry.goldzband@bcdc.ca.gov)
Andrea Gaffney, Bay Design Analyst (415/352-3643; andrea.gaffney@bcdc.ca.gov)

SUBJECT: Approved Minutes of December 5, 2016 BCDC Design Review Board Meeting

1. **Call to Order and Safety Announcement.** Design Review Board (Board) Acting Chair Gary Strang called the meeting to order at the Bay Area Metro Center, 375 Beale Street, Yerba Buena Room, 1st Floor, San Francisco, California, at 5:33 p.m., and asked everyone to introduce themselves.

Other Board members in attendance included Cheryl Barton, Tom Leader, and Stefan Pellegrini. BCDC staff in attendance included Erik Buehmann, Andrea Gaffney, Ethan Lavine, and Jaime Michaels. Also in attendance were Jack Bair (San Francisco Giants), David Beaupre (Port of San Francisco), Ben Botkin (San Francisco Bay Area Water Trail), Shauna Dunton (Lotus Water Engineering), Maureen Gaffney (San Francisco Bay Trail), Kristin Hall (Perkins and Will), James Lord (Surface Design), Willett Moss (CMG Landscape Architecture), Dale Riehart, Marc Slitkin (San Francisco Office of Community Investment), Luke Stewart (Mission Bay Development Group), and Roderick Wyllie (Surface Design).

Andrea Gaffney, the BCDC Bay Design Analyst, stated Board Chair Karen Alschuler recused herself from the discussion and decision-making with regard to Mission Rock pursuant to Commission policy.

Ms. Gaffney reviewed the safety protocols, meeting protocols, and meeting agenda.

2. **Report of Chief of Permits.** Jaime Michaels, the BCDC Chief of Permits, presented her report:

a. The San Francisco Bay Area Water Emergency Transportation Authority's (WETA) San Francisco Ferry Terminal Expansion Project was heard at the November 17th Commission meeting. The permit issued will allow a farmer's market in the public plaza area one day per week for a period of approximately two years. At the end of that trial period, the Commission will consider extending the farmer's market on a more permanent basis.

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b. The San Francisco India Basin project proposals were heard at the last Board meeting. One stakeholder concern was the conflict between kayak and bird use at the basin. Staff met with representatives from the environmental community last week to better understand the conflict issue. Staff continues to gather information and will present their report at a future Board meeting.

3. **Approval of Draft Minutes for November 7, 2016, Meeting.** The Board approved these minutes with no revisions.

4. **Mission Rock Mixed-Use Development; Seawall Lot 337 Associates, LLC and the Port of San Francisco (First Pre-Application Review).** The Board reviewed a proposal by the Port of San Francisco and San Francisco Giants to develop a 28-acre site, which includes approximately eight acres of new or redeveloped parks located at the Port of San Francisco-owned Seawall Lot 337 and Pier 48 in the Mission Bay area of the city and county of San Francisco. The proposed project would include 1.4 million square feet of office and retail commercial space, and 1,500 housing units.

a. **Staff Presentation.** Ethan Lavine, the BCDC Principal Permit Analyst, introduced the project and summarized the issues identified in the staff report, including public access that maximizes public use and enjoyment of the area, an appropriate mix of programming and amenities for the public, physical and visual connections to and through the project site, and viable public access in the event of future sea level rise or flooding.

b. **Project Presentation.** Jack Bair, the Executive Vice President and General Counsel of the San Francisco Giants, summarized the background, values, themes, design controls, and process to date.

Kristin Hall, of Perkins and Will, provided an overview, accompanied by a slide presentation, of the project location, existing elements, proposed site plan, open space network, programming, land use, ground-floor land use, public realm, phasing, and adaptive strategy for sea level rise of the Mission Rock project.

Willett Moss, of CMG Landscape Architecture, provided an overview, accompanied by a slide presentation, of the waterfront access strategy; Terry A. Francois Boulevard improvements; proposed open space network at Channel Wharf; Mission Rock Square and Channel Street connections.

c. **Board Questions.** Following the presentation, the Board asked a series of questions:

Ms. Barton asked if the elevation rise to four feet is from all edges. Mr. Moss stated it will be raised according to existing grade, so it varies. For example, Third Street is two feet higher than the rest of the site, so it will only be raised two feet.

Mr. Leader asked about the transition from the streets that rise five percent up to the center plaza. Ms. Hall stated those are the shorter blocks and have fewer building entries, therefore requiring less morphing of the sidewalks. They will transition with a step slab inside the building.

Mr. Leader asked about the entrance to the parking garage. Ms. Hall stated it would be in Block D, which incorporates a residential building. Destinations farthest from the parking garage are approximately a five-minute walk away.

Mr. Pellegrini asked about the anticipated space between the buildings, if the heights of the buildings will be stepped, and the dimensions of Mission Rock Square. Mr. Moss stated the distance between the buildings on all streets is 60 feet. Ms. Hall stated she has a plan for maximum podium heights for buildings that she did not bring today. Mission Rock Square is 250 feet square.

Mr. Pellegrini asked for clarification about the public access to the Pier 48 apron. Ms. Hall stated the southern portion of Pier 48 is currently used for tying off tug boats. There is an ongoing question about maintaining security around that part of the apron. Mr. Bair stated the anticipated outcome is there will be public access around the pier and channel.

Mr. Strang asked about flex/PDR uses along Terry Francois Boulevard and future uses in that area. Mr. Bair stated sites J, I, and H are flex parcels. The other parcels have been identified for either residential or office uses. The goal is to have residential and office uses on both China Basin Park and Mission Rock Square so the areas feel as though they are in continual use around the clock. I or J is likely to be residential while H is likely to be offices, but the goal is for a mixed-use development. Ms. Hall stated the PDR requires industrial and production uses on the ground floor to ensure it feels like a working waterfront.

d. **Public Hearing.** Maureen Gaffney, the Bay Trail Planner at the San Francisco Bay Trail, commended the designers for the attention given to the planning of the Bay Trail in this project. She stated maritime use locations are generally incompatible with the Bay Trail. The Channel Wharf is important to designate as public open space. She asked about the Bay Trail at Terry Francois Boulevard and south of Exposition Street between completion of Phases 1 and 4. She also asked about the turnaround for delivery trucks at Pier 48. She stated the concern that delivery trucks may briefly park on or by the Bay Trail. She suggested that access to the China Basin Park entry plaza from the Lefty O'Doul Bridge be carefully coordinated for safety.

Ben Botkin, the Planner at the San Francisco Bay Area Water Trail, stated the need for a low freeboard side of the proposed dock with Americans with Disabilities Act (ADA) enhancements, ADA-accessible launch areas, and appropriate loading/unloading zones and short-term kayak storage near the dock. Long-term boat storage would be helpful in the residential areas. He suggested that public parking allow for at least four hours, the path of travel between the parking area and the dock be accessible to kayakers with little intrusion, a wash-down station or shower-tower be included near the docks, that the dock be sufficiently sized if it will include an outfitter, and that the outfitter provide kayak dollies to and from the parking area. A boat ramp near the northern point was shown in some drawings and would be a nice addition.

e. Board Discussion. The Board members discussed the following:

Mr. Leader suggested fun and energetic art in keeping with the atmosphere should be incorporated at the site.

Ms. Barton stated this project will differ from other sites around the Bay because it includes a working waterfront, which is good but may also present a conflict with the Bay Trail and Water Trail.

Mr. Pellegrini stated the north-south and east-west conditions are equally important when thinking about public access and the number of users. He asked for more detail on the amenities for pedestrians along the streets, such as sidewalk widths, corner signs, and ambience. He stated a loading-dock frontage appended to the front face of the buildings has a different physical character than a true gallery in terms of openness and being in that space. Mr. Leader stated he liked that because it anticipates raising the floors on these buildings in the future.

(1) Does the proposed design provide adequate, useable, and attractive public access that maximizes public use and enjoyment of the area?

Mr. Strang stated the access to the boat launch and the parking are far apart with no vehicle access to the waterfront.

Ms. Barton stated the junior baseball diamond is in an odd location. More green may be simpler.

(2) Does the proposed project include the appropriate mix of programming and amenities for the public?

There were no Board comments provided to this question.

(3) Are the physical and visual connections to and through the project site adequate and appropriate?

Mr. Pellegrini asked for greater detail along China Basin Park, particularly regarding the frontage conditions of residential buildings A and K.

Ms. Barton asked for greater detail on the number of public and private parking spaces.

(4) Is the public access designed to be viable in the event of future sea level rise or flooding?

Mr. Pellegrini stated the long-term use of the promenade may need to turn into something that functions more like the Bay Trail in the future in the event the park is regularly inundated due to sea level rise.

Ms. Michaels encouraged Board members to visit the site next week during the King Tide.

Mr. Strang commented that the elevation and feasibility of Pier 48 needs further study in relation to rising sea levels.

f. **Applicant Response.** Ms. Hall asked Mr. Botkin to send her the parameters for the kayak facilities.

Mr. Bair stated the existing Jr. Giants Field is close to the kayak launch area and is in keeping with the family and youth theme of that section in which the emerging neighborhood expressed an interest. Tug operations are currently part of the southern apron and Channel Wharf is currently a moving truck company parking area.

g. **Board Summary and Conclusions.** The Board made the following summary and conclusions:

Mr. Strang stated the Board is positive about the direction of the project. There is a need for further development of a number of topics and greater detail on the effects of sea level rise and the relationship between finished floors and outdoor space.

5. **Mission Bay P22 Bayfront Park Project; BCDC Permit No. 2000.005.04; City and County of San Francisco (First Post-Permit Issuance Review).** The Board reviewed a proposal by FOCIL-MB, LLC, the Port of San Francisco, and the City and County of San Francisco to redevelop the Mission Bay P22 Bayfront Park. The proposed project is a 5.4 acre waterfront park that's part of a high-density, mixed-use community development in the Southeastern part of the city.

a. **Staff Presentation.** Erik Buehmann, the BCDC Principal Permit Analyst, introduced the project and summarized the issues identified in the staff report, including public access areas, connections to and through the public spaces that maximize the public's use and enjoyment of the site, and appropriate topographical elements.

b. **Project Presentation.** David Beaupre, of the Port of San Francisco, introduced the design team members and summarized their roles in the project.

Project representatives Roderick Wyllie and James Lord, from Surface Design, provided an overview, accompanied by a slide presentation, of the project location, existing elements, a proposed new ferry landing at 16th Street, proposed site plan, regulatory language, community feedback, the park design based on specific unobstructed long-distance views, natural edge, phasing, topography, plazas and terraces, shade structure using repurposed Bay Bridge steel, Bayfront Green, and view corridors of the Mission Bay P22 Bayfront Park project.

Project representative Shauna Dunton, of Lotus Water Engineering, continued the slide presentation and discussed the adaptive strategy for sea level rise and storm surge of the Mission Bay P22 Bayfront Park project.

c. **Board Questions.** Following the presentation, the Board asked a series of questions:

Mr. Strang asked if something was removed from the end of 16th Street. Mr. Beaupre stated piles were removed from Pier 64 but some objects cannot be removed. Nesting tern platforms were added.

Mr. Pellegrini asked if a wind analysis had been done for the site. Mr. Wyllie stated a study has been done on trees that will do well in high-wind areas.

Mr. Pellegrini asked if soil will be imported to create the varied landscape. Mr. Wyllie stated it may be a combination of geofoam and soil.

Mr. Pellegrini asked about the stormwater management strategy and the portion of the site that is less subject to public access. Ms. Dunton stated the stormwater management features have yet to be sited. She stated there are opportunities adjacent to the hardscape that could include bio retention and native vegetation.

Mr. Pellegrini asked if there is a Class 2 bicycle lane on Terry Francois Boulevard. Luke Stewart, of Mission Bay Development Group, stated there is a 15-foot sidewalk along the park adjacent to a two-way bicycle track being constructed along Terry Francois Boulevard.

d. **Public Hearing.** Dale Riehart asked if there is coordination back and forth between the arena and the plaza. Marc Slitzkin, of the City of San Francisco Office of Community Investment and Infrastructure, stated it is still being developed. Mr. Wyllie stated they will complement each other as open spaces, but the design team imagines the plaza area as separate. Mr. Stewart stated the sidewalks will be wider than standard issue sidewalks to address the large crowds.

e. **Board Discussion.** Following the presentation, the Board asked a series of questions:

Mr. Leader stated the ferry terminal will need a strong relationship to the park and will need to continue across the street to the arena. He stated the hope to plan for that now.

Mr. Strang agreed and stated an associated question is South Street and its strong association with the UCSF campus. He asked Board members for input on how it enhances the view of the water and topography of the mounds.

Mr. Leader stated the connection is tentative from the street to the water's edge. He suggested that a piece of paving interconnected with the design of the arena go across Terry Francois Boulevard crosswalks and anticipate something for the ferry terminal.

Mr. Strang asked if the restaurant can accommodate the potential crowds coming from the arena and ferry terminal, and whether the circulation paths through the park are sufficiently sized.

Mr. Leader suggested one of the areas could be more pulled together because there are many things happening at once around the 16th Street plaza. He suggested that the shade structure be worked together with the plaza. He spoke in support of the topography and encouraged more work on the promontory to get the most emphasis out of the elements.

Mr. Strang stated the high point creates a bowl facing west to the street and arena. He stated, if the high point was moved to the west, it may create more gathering space facing the water.

Ms. Gaffney asked for input on hardscape and planting.

Mr. Strang suggested the BCDC booklet on recommended shoreline plants. Shoreline trees are generally evergreen.

Ms. Barton asked if the soil conditions can support trees along the shoreline.

Mr. Strang suggested the diagram depicts the things in the distance the site is relating to. The pathway seems narrow.

Mr. Pellegrini stated the scale of the surroundings and the shipbuilding facility is huge; he suggested coming up a notch in the scale of the pathways.

Mr. Strang asked for greater detail on how the character of the design of the sidewalk and trees along Terry Francois Boulevard blends with the park.

Mr. Leader asked, if a line was struck coming across South Street, if the soft green area to the left could change character a bit to a grove or beer garden that creates a specific environment for the restaurant to help expand its operations on game day.

Ms. Gaffney asked if the promontory over the shoreline is part of the old Pier 64.

f. **Applicant Response.** Mr. Beaupre talked about the integration of the ferry terminal and arena. The primary ingress and egress location for large events at the arena is at 16th Street and Terry Francois Boulevard. The Market Hall entrance is secondary and is mainly for food and restaurant opportunities. The idea is that the sidewalk in the small plaza area will be bumped out to receive some of the crowd heading to the ferry terminal. The construction timeline of the arena is scheduled to break ground in 2017 with an opening date anticipated for 2019. The park should be open at the time of the arena opening.

Mr. Beaupre stated there is a multi-purpose lawn at South Street that can support a number of activities. If the pathway is brought across South Street, it loses some of its functionality.

Mr. Beaupre stated the location of the restaurant was determined because the permit requires the restaurant to be outside BCDC shoreline jurisdiction. The configuration may change as the design process moves along.

Mr. Beaupre stated the shade structure location was chosen to benefit the larger lawn area and the plaza.

Mr. Beaupre stated the narrow, more informal pathway better connected the lawn together.

g. **Board Summary and Conclusions.** The Board made the following summary and conclusions:

Ms. Gaffney asked the Board if they would like to see this plan again. Board members collectively stated they do not feel they need to see it again; the design team is moving in a good direction.

Mr. Strang emphasized that a thorough review of project assumptions be conducted during design development. He expressed concern about the community engagement process and wanted to know about how this process directed the height and location of the hills.

Mr. Strang stated the Board asked about wind analysis, trees and soil, street design, greater detail on the sidewalk section, South Street connection, and connection to the restaurant.

Mr. Leader asked about the design of the promontory and aggregating the elements to make it stronger and more emphatic.

Mr. Pellegrini asked about looking for opportunities where the framework can be more public by combining or enlarging elements.

Ms. Michaels asked about the adequacy of site furnishings. Mr. Strang stated the furnishings have been integrated into the design, which is a good approach.

Ms. Gaffney stated there have been conversations similar to the suggestion by the Board to nudge the top of the hill further west. Mr. Beaupre stated moving the top of the hill may be an opportunity, but he cautioned against moving the entire hill because it would impact the functionality of the lawn.

Mr. Strang asked if the hill location makes it constricted on the east side.

6. **Adjournment.** Mr. Strang adjourned the meeting at 8:11 p.m.

Respectfully submitted,

ANDREA GAFFNEY
Bay Design Analyst