

SAN FRANCISCO BAY CONSERVATION AND DEVELOPMENT COMMISSION

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TO: All Design Review Board Members

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**SUBJECT: Mission Bay P22 Bayfront Park; First Review After Permit Issuance
(BCDC Permit No. 2000.005.04)
(For Board consideration on December 5, 2016)**

Project Summary

Project Proponent and Property Owner. FOCIL-MB, LLC (Mission Bay Development Group), and Port of San Francisco (property owner), City and County of San Francisco.

Project Representatives. David Beaupre, Dan Hodapp, Wendy Proctor (Port of San Francisco); Marc Slutzkin, Michelle De Guzman (OCII); Luke Stewart, Laura Tepper (MBDG); Roderick Wiley, James Lord, Michal Kapitulnik (Surface Design, Inc., Landscape Architect)

BCDC Permit and Additional Design Review Board Review. On December 12, 2000, the San Francisco Bay Conservation and Development Commission (“Commission” or “BCDC”) issued Permit No. 2000.005.04 for the Mission Bay Redevelopment Project, which authorized the construction of a high-density, mixed-use community with housing and office space for approximately 11,000 residents and 30,000 employees. The permit authorized the development of approximately 80,800 square feet of retail and residential buildings within the Commission’s 100-foot shoreline band, and approximately 94,450 square feet of fill in the Bay for shoreline protection, stormwater management infrastructure, fill mitigation, and public access improvements. The permit also required the approximately 749,232 square feet of public access to be constructed in phases within and outside of the Commission’s jurisdiction at a series of parks along Mission Creek and the Bay shoreline. The permit requires the permittee to return to the Design Review Board for approval of preliminary plans for some of the public access areas prior to submittal of final plans for review.

The subject review is limited to a BCDC-required public access area of Bayfront Park (P22) which will be constructed contiguous with Blocks 29-32 located directly west of the proposed realigned Terry A. Francois Boulevard. (Exhibit 2) The BCDC permit requires that the park should include: approximately 20,000 square feet of public pathways; approximately 32,000 square feet of landscaping; an approximately 14,000-square-foot public plaza at the terminus of 16th Street; and sidewalk improvements along an authorized realigned Terry Francois Boulevard, 20 to 37 feet

wide in front of the Bay View Boat Club and Mariposa-Hunter's Point Yacht Club. The permit requires that the following improvements should be included within the required public access areas: "a suitable number and type of site furnishings, including seating, picnic tables, trash receptacles, lighting, railings, Bay Trail and Public Shore signage, fishing facilities, drinking fountains, restrooms, crosswalks linking the required public access areas across adjacent roadways, and pedestrian crossing warning lights and signage at crossings (particularly at Terry Francois Boulevard)." Exhibit A of the permit includes a restroom be located at Bayfront Park. The San Francisco Waterfront Special Area Plan does not have particular policies related to Bayfront Park.

Existing Site Conditions. The approximately 5.4-acre Bayfront Park (P22) project site with a shoreline measuring about 1,100 feet long is located east of Terry A. Francois Boulevard, which is planned for realignment roughly between 16th Street and Pierpoint Lane (Exhibit 1). An approximately 109,000-square-foot (2.5-acre) area is located within BCDC's 100-foot shoreline band. Located north of the site, the first phase of Bayfront Park (Park P21) was completed in 2006, and hosts various public amenities including a 16-foot-wide San Francisco Bay Trail, a launch ramp for non-motorized boats, and a surface parking lot. (Exhibit A)

At a currently-undeveloped site located west of the project site and the realigned Terry A. Francois Boulevard, an 18,000-seat Golden State Warriors event center and mixed-use project is scheduled for construction. It is important to note that the event center is scheduled for use during the entire calendar year and not only during basketball season. BCDC Permit No. 2002.005.04 requires that the park, which is the subject of this DRB review, be completed before the event center and mixed-use project be used. If needed, the permittees would apply for an amendment to the permit to adjust delivery timing of the park.

Proposed Project Description. When presented to the DRB in 1999, and subsequently authorized in Permit No. 2000.005.04, the Bayfront Park (P22) was designed with a flat open green space. The design now under review has changed. (Exhibit 6) Specifically, the center of the park would be defined by a flexible-use open space with landscaped mounds ranging of varying widths and heights—seven to 13 feet above the grade of Terry A. Francois Boulevard. The open space would be located east of a north-south direction cyclist and pedestrian connection along Terry A. Francois Boulevard and would connect to the San Francisco Bay Trail and the Blue Greenway (Exhibit 9). The park would connect to Agua Vista Park to the south, which is proposed for the site of a future ferry terminal, and Mariposa Bayfront Park (P23, P24) to the south/southwest, and the first phase of Bayfront Park (P21) at the north. (Exhibit 3b). Proposed facilities and park programming elements are shown in Exhibit 6 and initial planting concepts are shown in Exhibits 12-13. No details have yet been provided about site furnishings, paving, signage, or lighting. Specific site elements are described as follows:

1. **Bayfront Green.** An approximately 60,000-square-foot (1.37-acre) area with flexible-use lawn area at the center and topographic elements at the western edge to create "The Promontory," including mounds partly landscaped and barrier-free. "The Terraces" at the southeastern slope are designed to provide informal seating, which refer to the industrial character of the waterfront. The southern end would be anchored by a proposed shade pavillion, constructed of reclaimed Bay Bridge steel, to mark the transition from the proposed Bayfront Green to the proposed 16th Street Plaza (Exhibit 24).

2. **16th Street Plaza.** An approximately 18,000-square-foot (.41-acre) plaza defines the terminus of 16th Street, and would include: picnic facilities with barbeques and moveable tables, interpretive exhibits, bicycle parking, and trees (Exhibit 22).
3. **Waterfront.** An approximately 1,100-foot-long section of the shoreline with a 16-foot-wide segment the Bay Trail; an elevated pathway located west of the Bay Trail providing an alternative waterfront experience with enhanced views, and Bay Vista Points on land and cantilevering over water (Exhibit 7).

The north end of the park would include a plaza with a 7,500-square-foot restaurant operated by the Port of San Francisco. The restaurant has not yet been designed or programmed, but is currently scheduled to open by 2020. The permittees state that the restaurant could include a restroom. As proposed, a 8,500-square-foot area of the plaza would possibly be used for outdoor restaurant dining. The project currently under review by the DRB does not include the restaurant building, but it does include the plaza and the restaurant foundation pad with necessary utilities to support the future restaurant (Exhibit 24).

4. **South Street Plaza.** At the park's western edge located east of the realigned Terry Francois Boulevard, the park will include a 10-foot-wide promenade adjacent to the sidewalk along Terry Francois Boulevard, and "South Street Plaza" consisting of an approximately 1,800-square-foot plaza defining a park entrance at Terry Francois Boulevard and South Street with connections to barrier-free pathways leading visitors to the interior of the park (Exhibit 24).

Commission San Francisco Bay Plan and San Francisco Waterfront Special Area Plan. In considering the proposed design for the project site, the Board should consider the following Commission policies and guidelines.

The San Francisco Bay Plan (Bay Plan) Public Access policies state, in part, that maximum feasible public access to and along the waterfront should "be provided in and through every new development in the Bay or on the shoreline." The Bay Plan further explains that public access should be designed—using the Commission's *Public Access Design Guidelines*—"to encourage diverse Bay-related activities and movement to and along the shoreline," "permit barrier free access for persons with disabilities to the maximum feasible extent...and include an ongoing maintenance program."

The Bay Plan Appearance, Design and Scenic Views policies state, in part, that, "maximum efforts should be made to provide, enhance, or preserve views of the Bay and shoreline, especially from public areas, from the Bay itself, and from the opposite shore." These policies also state, in part, "views of the Bay from vista points and from roads should be maintained by appropriate arrangements and heights of all developments and landscaping between the view areas and the water."

The Public Access Design Guidelines state, in part, that public access should feel public, be designed so that users are not intimidated or that their appreciation diminished by structures or incompatible uses. Further, the Guidelines state that there should be visual cues that public access is available for public use through the inclusion of site furnishings, such as benches, trash

containers and lighting. The Guidelines state that public access areas should be designed for a wide range of users, and to maximize user comfort by designing for weather and day and night use, and so each site's historical, cultural and natural attributes provide opportunities to create projects with a "sense of place" and a unique identity.

BCDC Permit No. 2000.005.04 was originally issued prior to the Commission's adoption of Public Access policies related to climate change in 2012, as a result these policies do not apply to the design of Bayfront Park. However, for the Board's information, Exhibits 20-21 include sea level rise projections demonstrating that the park would be above a 36-inch sea level rise projection including a 100-year storm event.

Design Review Issues. The Board's comments and recommendations are sought on the following:

1. Does the proposed design of Bayfront Park (P22) provide adequate, usable and attractive public access areas that maximize the public's use and enjoyment of the site?

- Does the design provide the appropriate mix of public-serving amenities to enhance use of the area as a park? What, if any, additional public access amenities and related programmatic elements should be provided (such as fishing, swimming, basketball, etc.)? Does the Board have advice on site furnishings, paving, signage, or lighting for the site? Is the programming for the park appropriate considering the adjacent uses such as a water trail to the north, the proposed boat launch to the south, and the proposed Event Center to the west?
- Are the proposed overlooks along the waterfront appropriately designed to enhance views?
- Does the Board have advice on the design and plan for a future restaurant operated by the park, including outdoor dining and the location and use of a restroom?

2. Are the connections to and through the public spaces adequate and appropriate to maximize general public use and enjoyment of the site?

- Is the design of the San Francisco Bay Trail adequate, appropriate, and close enough to the Bay shoreline? Does the proposed trail network provide connections between the locations where various users may wish to go?
- Are the bicycle and pedestrian connections to the Bay Trail from adjacent properties and public access areas appropriate, usable and enjoyable?
- Are the park entrances and access points located in such a way to maximize access to the park from the adjacent community?

3. Are the topographical elements in the park appropriate?

- Are there adequate, usable, and attractive views through the project to the waterfront, including from the nearest public roadways considering the addition of topographical elements up to 13 feet high within the park?
- Does the topography proposed for the park encourage diverse Bay-related activities and movement to and along the shoreline?