

# SAN FRANCISCO BAY CONSERVATION AND DEVELOPMENT COMMISSION

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**TO:** All Design Review Board Members

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**SUBJECT: Mission Rock; Second Pre-Application Review**  
(For Board consideration on November 6, 2017)

## Project Summary

**Project Proponents.** San Francisco Giants (“Giants”) and Port of San Francisco (“Port,” Property Owner)

**Project Representatives.** Jack Bair, Fran Weld and Julian Pancoast, San Francisco Giants (Master Developer); Phil Williamson and Ming Yeung, Port of San Francisco (Property Owner); Kristen Hall, Perkins and Will (Urban Designer); Willet Moss, CMG Landscape Architecture (Landscape Architect); Claire Maxfield, Atelier Ten (Environmental Designer); James Dallosta, BKF Engineers (Civil Engineer); Harry O’Brien, Coblenz Patch Duffy & Bass (Attorney); Marc Bruner, Perkins Coie (Attorney); Michael Ahern, Ever-Green Energy (District Energy System Developer); Lori Simpson, Langan (Geotechnical Engineer); Dilip Trivedi, Moffat & Nichol (Coastal Engineer); Jeff Tumlin, Nelson Nygaard (Transportation Engineer); Mike Josselyn and Justin Semion, WRA (Regulatory Guidance).

**Project Site.** The approximately 22.5-acre site is located at Seawall Lot 337, adjacent to Piers 48 and 50, at the San Francisco waterfront, in the Mission Bay neighborhood, in the City and County of San Francisco (Exhibit 2). The project site is bound by: McCovey Cove (north); Terry A. Francois Boulevard and China Basin (east); Mission Rock Street (south), and Third Street (west).

**Existing Conditions.** The site includes China Basin Park, AT&T Park’s Lot A parking lot, and Terry A. Francois Boulevard. China Basin Park includes a lawn area, a waterfront promenade, and a junior baseball diamond. Lot A is used for parking and occasional special events and contains The Yard at Mission Rock which is an interim retail and event space housed in repurposed shipping containers. Terry A. Francois Boulevard is a two-lane street with striped bike lanes, running north-south along the perimeter of the project site from Mission Rock Street to China Basin Park, where it jogs to an east-west orientation running along the park and connecting to Third Street.

At Pier 48, located immediately east of the project site, the northern shed is used primarily for ballpark overflow parking and Giants’ special events and the southern shed is used for the Department of Elections storage. Pier 48 and Pier 48 ½ (the marginal wharf between Piers 48 and 50) were previously proposed as part of the project area, but are no longer part of the project. Pier 50—not included in the subject project area—is used for marine industrial activities, including vessel dry docking.

**Project Description.** The project in this report does *not* illustrate a specific design, but rather a conceptual one along with design controls to be used as a framework and the parameters for the ultimate design of the project site. The proposed project includes development of a redesigned street grid and utility network to support a proposed mixed-use community and an approximately 6.8 acres (total) of new or redeveloped public parks. At buildout, the Mission Rock development is anticipated to accommodate up to approximately 9,630 residents and employees at the site, as follows:

- 3,525 residents (assumes a citywide average of 2.35 persons per household and 1,500 residential units);
- 45 people employed in the on-site housing;
- 3,985 employees could be employed by commercial uses at the project site;
- 765 employees could be employed by active/retail uses at the project site.

These estimates do not reflect short-term visitors at the park and commercial businesses or the significant visitor influx anticipated on baseball game days and non-sporting events at nearby AT&T Park and the planned Warriors' arena located 0.5 miles south of the project site.

Specific proposed project elements are as follows:

1. **Mixed-Use Development.** The Mission Rock development, at full build-out, would result in 1.4 million square feet of office and retail commercial space, and 1,500 units of rental housing. Building heights would range from 90 to 240 feet (Exhibit 3). The development would provide for 3,100 parking spaces, including a shared public parking garage that would be constructed at Mission Rock Street in Phase 2 (Exhibit 4). All proposed residential and commercial buildings (with the exception of proposed kiosks and structures in China Basin Park) would be located outside of the Commission's jurisdiction.
  2. **Public Streets and Right-of-Ways.** The proposed project would result in a new public street grid of 11 blocks, most of which would be less than 200 feet in length (Exhibit 4). Muni's T-Third Street rail line (existing) runs along the project perimeter at Third Street.
    - a. **Terry A. Francois Boulevard (Exhibits 14-17).** At the east end of the project site, Terry A. Francois Boulevard would be redesigned as a waterfront shared public way to allow a mix of commercial vehicular traffic, loading and unloading zones, and shared bicycle and pedestrian access. The street level would be maintained at existing grade and connect the Bay Trail with China Basin Park to the north. The Bay Trail would be separated from the shared multi-use public way by furnishings, lighting, contrasting paving, and other visual or tactile detection cues, yet remain flush to the roadway to create a continuous public realm. The north end of the Boulevard would terminate in a paseo and transition into China Basin Park. At the paseo area, emergency vehicle access and short-term passenger and cargo loading and unloading would be provided. Traffic calming measures would be incorporated at the south end of Terry A. Francois Boulevard at the Mission Rock Street intersection.
- Internal Streets.** Two new public rights-of-way (Exposition Street and Long Bridge Street) would be established connecting Third Street to Terry A. Francois Boulevard. Bridgeview Street would be extended from Mission Rock Street to China Basin Park, and another north-south shared public way (Exhibits 12 and 13) would run between China Basin Park and the parking garage at the southwest corner of the project area.

- b. **Channel Street (Exhibit 19).** Channel Street is proposed as an east-west pedestrian connection. The project proponents indicate that an unimpeded view from Third Street to the Bay would be provided at Channel Street, but that the elevated grade of the development site may alter the view along this corridor compared to its current condition.
- 3. **Mission Rock Square.** The proposed public square (Exhibits 18 and 19), designed with a large lawn and plaza, would be located centrally in the Seawall Lot 337 site. The park would include a large multi-use area at the center of the square to accommodate large events. A sculpture or small structure would be included in the square and serve as a meeting spot. The multiuse area would be enclosed by a grove of trees to provide wind protection, but allow views and circulation routes along key corridors including the path to the Bay along Channel Lane. Special program areas would be located adjacent to the central multi-use area, including a stormwater treatment garden. Intimate social spaces would be provided adjacent to the center of the square with furnishings for gathering. The square would also feature a small-scale, permanent retail and food structure that includes public restrooms.
- 4. **China Basin Park.** The existing 2.2-acre China Basin Park would be redeveloped and expanded to 4.4 acres, and consist of the following major elements (Exhibits 21-23):
  - a. **Gateway Plaza (Entry Plaza and Upper Plaza Areas).** At the west end of the park, a Gateway Plaza would consist of an Entry Plaza (approximately 2,185 square feet) and an Upper Plaza (approximately 17,835 square feet, approximately 5,935 square feet of which would be located within in the 100-foot shoreline band). The Upper Plaza would transition grades between the Waterfront and Park Promenades with a variety of seating and planting areas. The Gateway Plaza would provide an entrance to the site from Third Street and the Lefty O'Doul Bridge, framed by the proposed development adjacent to the Park Promenade.
  - b. **Stormwater Treatment Gardens.** Approximately 18,260 square feet of stormwater treatment gardens would be constructed in the northern region of the park and within the shoreline band. Plantings would, in places, provide a transition from the existing riprap shoreline up to the park. Plant species would be selected and maintained to provide ecological benefit and to be resilient to flood events. Planted areas would not be physically accessible to the public.
  - c. **San Francisco Bay Trail (Waterfront Promenade).** A minimum 16-foot-wide and approximately 1,000-foot-long segment of the Bay Trail, covering approximately 16,075 square feet would run through China Basin Park (approximately 870 feet and 13,955 square feet of which would be within the 100-foot shoreline band). The Bay Trail would be a paved, universally accessible multi-use trail that would accommodate pedestrians and bicyclists. The width may vary along its length but would be at minimum 16-feet wide. Paving materials would be appropriate for the waterfront character and coastal conditions and comfortable for walking, running, skating, and users in wheelchairs. The Bay Trail would provide connections to plazas and promenade areas at the east and west ends of the park.
  - d. **Picnic Area.** An approximately 1,620-square-foot area for public picnics would be constructed adjacent to the Bay Trail, along the eastern edge of the park. The picnic area would include picnic tables and benches, as well as trash receptacles for the public's use.

- e. **Active Recreation.** An active recreation area would be constructed in the central area of the park, covering approximately 30,835 square feet (approximately 4,890 square feet of which would be constructed within the 100-foot shoreline band). Active recreation areas could include a fenced, small baseball diamond, a family play area with playground amenities, and food kiosks along the Park Promenade.
- f. **Great Lawn.** A lawn area would be constructed in the eastern region of the park covering approximately 42,305 square feet (approximately 17,455 square feet of which would be located within the shoreline band). The Great Lawn would provide open space for play and picnicking with expansive Bay views, sloping toward the Bay. The Great Lawn would be able to accommodate light recreational uses and large outdoor gatherings of up to 5,000 people. Trees would be clustered in specific areas to provide wind breaks.
- g. **Waterfront Café.** An approximately 3,000-square-foot waterfront café would be constructed near the Great Lawn and mostly within the 100-foot shoreline band. The café would be a lightweight building and may be pile-supported, depending on the results of future geotechnical assessments. The café would have public entrances or large openings at grade on at least two sides to provide visual connections and access between interior spaces and the park.
- h. **Restroom.** China Basin Park would include at least one restroom facility located within a small structure such as the Waterfront Café or another similar facility.
- i. **Park Promenade.** A minimum 24-foot-wide promenade would run the length of China Basin Park between Third Street and Terry A. Francois Boulevard, adjacent to ground-floor retail that would front onto the park. Of the 24-foot width of the promenade, 12 feet would remain clear for circulation of pedestrians, while the remaining area could be utilized for café seating, kiosks, and small stand-alone retail spaces.
- j. **Art Installations (Exhibit 5).** Permanent and/or temporary art installations would be placed within the park both within and outside of the shoreline band.
- k. **Short-Term Events.** As proposed, within China Basin Park, the project proponents would hold up to 100 to 150 events during the calendar year, including concerts, picnics, the “Sunday Streets” program, and cultural events. On days when there are simultaneous events at both the Giants’ and Warriors’ sites, park events would have a maximum capacity of approximately 5,000 people. According to the project proponents, these events would involve varied levels of restricted public access. Up to 50 of the proposed events may required an entry ticket.

**Construction Phasing.** Construction would occur over four major phases, as shown on Exhibits 7 and 8. For each phase, construction activities will include site preparation including demolition, geotechnical improvements, elevating site grades with fill or structures (including structured streets), installation of wet and dry utilities, and surface improvements. Phase 1 is expected to commence as early as 2019 and as late as 2027, and would include China Basin Park, the entire length of Exposition Street, the northern block of the Shared Public Way, one block of Channel Street, and pedestrian paseos at the northern ends of the Shared Public Way, Bridgeview Street, and Terry A. Francois Boulevard. Four buildings are also anticipated to be constructed during Phase 1. Phase 2 is anticipated to commence as early as 2021 and as late as 2032, and would consist of build-out of the remaining southern portion of the Shared Public Way, the entire length of Long Bridge Street, and the southern block of Bridgeview

Street. Three buildings are also anticipated to be constructed during Phase 2, including the shared parking garage. Phase 3 is anticipated to commence as early as 2023 and as late as 2037, and would include Mission Rock Square and a two-block segment of Bridgeview Street. During Phase 3, two buildings are anticipated to be constructed. Phase 4 is anticipated to commence as early as 2025 and as late as 2047, and would include redevelopment of Terry A. Francois Boulevard. Three buildings are anticipated to be built during Phase 4. Phasing is subject to change based on market conditions and other factors.

**Resilience and Adaptation to Rising Sea Level.** The proposed project's approach to resiliency to future sea level rise varies across the site (Exhibits 8-11).

*Internal Blocks.* The internal blocks of the site would be elevated above grade (to +15.3' NAVD88) to avoid inundation during a 100-year storm and up to 66 inches of sea level rise.

- a. **China Basin Park (Exhibits 24-26).** The grade of China Basin Park would be raised to varying elevations based on site conditions and proposed programming. The portion of the Bay Trail that runs through China Basin Park transitions from the existing grade at Third Street and Pier 48 (approximately +11.4' NAVD88) to elevation +13.3' NAVD88 to provide six feet of freeboard above the 2016 King Tide (1-year storm at elevation +7.3' NAVD88). The Waterfront Promenade section of Bay Trail would be resilient to 24 inches of sea level rise at the 100 year storm, which is a high estimate for mid-century levels. The Park Promenade, the pedestrian-only promenade located along the south edge of China Basin Park, would be elevated to +15.3' NAVD88, to provide for protection under a scenario of up to 66 inches of sea level rise and match with the elevation of development blocks adjacent to the park.
- b. **Terry A. Francois Boulevard.** The existing street grade would remain the same (approximately +11' NAVD88) in order to maintain access to Piers 48 and 50, which are at the same elevation as Terry A. Francois Boulevard. An early adaptation may include construction of a seawall along the length of the right-of-way between Piers 48 and 50. A longer-term approach would likely be developed in conjunction with the anticipated redevelopment of Pier 48, which is located at the same grade as Terry A. Francois Boulevard.

**Prior DRB Review.** At its December 5, 2016 meeting, the Board reviewed an earlier version of the proposed project. At that time, the project included the reuse of Pier 48 for a commercial/industrial tenant, as well as public access along the Pier 48 apron, a non-motorized boat launch from the Pier 48 apron, and a pocket park on the Pier 48 ½ marginal wharf. The work at Piers 48 and 48 ½ may occur at some future date, but is no longer part of the project being considered by BCDC. In the interim, approximately 1,400 square feet of public access on the Pier 48 ½ marginal wharf is available, as required under BCDC Permit No. M2014.042.00. No public access is currently proposed on the Pier 48 apron, and this area would be off-limits to the public until such time as it is redeveloped as part of a separate project.

During the earlier review, the Board asked for additional detail and clarification on various elements of the project, including: the likely effects of rising sea levels on the project; the interface design between the public realm and buildings fronting onto China Basin Park; and the number of public and private parking spaces provided. Members of the Board commented on aspects of the design that may need further refinement, including: the potential for conflicts between pedestrians, cyclists, and trucks in the working waterfront area at Terry A. Francois Boulevard; the public experience along the internal streets' north-south and east-west connections to the waterfront; and the design of China Basin Park, including the siting of recreational facilities such as the baseball diamond.

## Commission Findings, Policies & Guidelines

**San Francisco Waterfront Special Area Plan Policies.** The *San Francisco Waterfront Special Area Plan (SAP)* policies on **Public Access** state that “maximum feasible public access should be provided in conjunction with any development in the area,” and that access “should be located at ground or platform level, but minor variations in elevation intended to enhance design of open space may be permitted. Public access should also be open to the sky, although some covering may be allowed if it serves the public areas and does not support structures.”

SAP policies on **View Corridors** state that “[i]mportant Bay views along the Embarcadero and level inland streets should be preserved and improved.” Minor encroachment into the view corridors from level inland streets may be permitted “a. Where the encroaching element has a distinct maritime character, is separated from the shoreline by water, and adds variety to the views along the waterfront; b. Where minor structures (such as kiosks) are desirable to provide public amenities contributing to a continuity of interest and activity along the waterfront; and c. Where essential maritime facilities cannot reasonably be located and designed to avoid view blockage.” The project includes a corridor at Channel Street that permits views between Third Street and the Bay, though the grading to elevate the site will alter the view somewhat from its current condition. View corridors across China Basin Park to China Basin and the opposite shoreline have not been proposed, but might exist from Terry A. Francois Boulevard and the Shared Public Way. Views of the Bay at Bridgeview Street may be obstructed by a waterfront café structure.

**San Francisco Bay Plan Policies.** The *San Francisco Bay Plan (Bay Plan)* **Public Access** policies state in part that 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,” be conveniently located near parking and public transit, “permit barrier free access for persons with disabilities to the maximum feasible extent...and include an ongoing maintenance program.” The project proponent indicates that ongoing maintenance of the proposed parks and open spaces would be the responsibility of the onsite neighborhood master association that would be established with the planned mixed-use development once it is operational. The proposed master association operating governing documents (e.g., Covenants, Conditions, and Restrictions [CC&Rs]) would require building owners to pay association dues to fund maintenance of public access areas. Additional funding for maintenance projects including repair, replacement and adaptation improvements will be funded through a Community Facilities District tax to be levied on planned future buildings.

These policies state in part that “whenever public access to the Bay is provided as a condition of development, on fill or in the shoreline, the access should be permanently guaranteed.” The project proponents propose to permanently dedicate the Bay Trail as public access. The remaining public access areas proposed are required by Proposition D, however the project proponent has not proposed to permanently guarantee them as public access areas at this time.

These policies further state that, “[a]ny public access provided as a condition of development should either be required to remain viable in the event of future sea level rise or flooding, or equivalent access consistent with the project should be provided nearby.” The Bay Plan’s **Climate Change** policies state, in part, that “[w]herever feasible and appropriate, effective, innovative sea level rise adaptation approaches should be encouraged.” The proposed project would include several different adaptation responses, including raising the ground elevation of the interior of the site, portions of the street grid,

and portions of China Basin park to avoid inundation in the event of 66 inches of sea level rise. Along Terry A. Francois Boulevard, a future project phase would involve construction of a seawall or other protective structure if a superior adaptation response is not developed in conjunction with the possible future redevelopment of Pier 48.

The Bay Plan **Appearance, Design and Scenic Views** policies state, in part, that “all bayfront development should be designed to enhance the pleasure of the user or viewer of the Bay” and that “maximum efforts should be made to provide, enhance, or preserve views of the Bay and shoreline, especially from public areas...” These policies also state, in part, that “[s]horeline developments should be built in clusters, leaving open area around them to permit more frequent views of the Bay.” The proposed project has been designed to concentrate future proposed development on small dense blocks with a network of streets that each lead directly to the shoreline. The majority of the open space in the proposed project is provided along the shoreline or along view corridors to the shoreline.

The Bay Plan **Transportation** policies state in part that shoreline projects “should include pedestrian and bicycle paths that will either be a part of the Bay Trail or connect the Bay Trail with other regional and community trails.” The proposed project includes a new alignment of the Bay Trail along Terry A. Francois Boulevard and through China Basin Park, connecting to Third Street near the Third Street Bridge.

The Bay Plan **Recreation** policies state in part, that “recreational facilities, such as waterfront parks, trails, marinas, live-aboard boats, non-motorized small boat access, fishing piers, launching lanes, and beaches, should be encouraged and allowed by the Commission, provided they are located, improved and managed,” following certain standards. As they relate to non-motorized small boats, the Recreation policies state, in part, that “where practicable, access facilities for non-motorized small boats should be incorporated into waterfront parks, marinas, launching ramps and beaches, especially near popular waterfront destinations,” that “access points should be located, improved and managed to avoid significant adverse affects on wildlife and their habitats, should not interfere with commercial navigation,” that “site improvements, such as landing and launching facilities, restrooms, rigging areas, equipment storage and concessions, and educational programs that address navigational safety, security, and wildlife compatibility and disturbance should be provided, consistent with use of the site,” that “facilities for boating organizations that provide training and stewardship, operate concessions, provide storage or boathouses should be allowed in recreational facilities where appropriate,” and that “launching facilities should be accessible and designed to ensure that boaters can easily launch their watercraft. Facilities should be durable to minimize maintenance and replacement cost.” The proposed project does not include recreational facilities that provide direct access to the Bay for small boats or swimmers.

The **Public Access Design Guidelines** state that public access should feel public, be designed so that the user is not intimidated nor is the user’s appreciation diminished by structures or incompatible uses, and that there should be visual cues that public access is available for the public’s use by using site furnishings, such as benches, trash containers, lighting and signage. The *Public Access Design Guidelines* further state that public access areas should be designed for a wide range of users, should maximize user comfort by designing for weather and day and night use, and that each site’s historical, cultural and natural attributes provide opportunities for creating projects with a “sense of place” and a unique identity.

## Board Questions

**The Board’s advice and recommendations are sought on the following issues regarding the design of the proposed public access:**

***China Basin Park:***

1. Does the proposed design for China Basin Park provide the appropriate sort of public amenities given its location, the existing and proposed surrounding uses, and the populations it will serve?
  - Are there opportunities for water-oriented or other recreational facilities that should be explored as part of future iterations of the design?
  - Are the facilities adequate in terms of scope and size given the anticipated number of users, occupants and employees? Will they be adequate during the 100 to 150 short-term events proposed during the calendar year, or on game days?
  
2. Does the arrangement of the various facilities proposed within the park, including trails, stormwater plantings, proposed public art and other amenities that might be included within the conceptual “three rooms” (plaza, play area, and great lawn), result in the best possible configuration in terms of circulation, views, enjoyment, and safety?
  - Does the design and alignment of the Bay Trail, Park Promenade, and the secondary pathways through the park provide for adequate circulation through the park for a variety of users?
  - Is the width of the Bay Trail (at minimum 16-feet wide with no shoulder) adequate to support the anticipated level of use and a mix of pedestrians and bicyclists?
  - Is the width of the Park Promenade adequate at a minimum 24-feet wide, with 12 feet dedicated for circulation and the remaining available to various retail uses, such as kiosks and café seating?
  - Does the Board anticipate conflicts or congestion at points within the park, and what measures could be taken to avoid or minimize such conflicts?
  - Does the proposed design preserve important views to the Bay? Does the Board have concerns related to the proposed siting of structures such as the waterfront café and kiosks, trees, or other project elements in terms of their effect on views?
  
3. Does the entry to the park at the proposed Gateway Plaza provide a sense of arrival and guide visitors to the Bay or other points of interest? Is it adequate in size to avoid congestion at the Third Street sidewalk?
  
4. Does the board have any comments or suggestions on furnishing, lighting and signage?
  
5. Does the Board think that the proposed response to sea level rise at the park—which includes raising the grade of the Bay Trail and Park Promenade, and which would allow for potential inundation of low-lying areas within the park during extreme storm events toward the end of century—will provide for and maintain adequate, usable public access for the life of the project?



***Terry A. Francois Boulevard:***

6. Does the proposed design of Terry A. Francois Boulevard provide for the best experience for the public, in terms of safety, ease of use, and balancing the public access and marine industrial users?
7. Does the proposed design provide adequate access to the Bay, both in terms of visual access and physical proximity to the water, along Terry A. Francois Boulevard?
8. As the improvements to Terry A. Francois Boulevard will not be complete until Phase 4 of the project (which could occur between 2025 at earliest and 2047 at latest), will the interim condition of Terry A. Francois be safe and adequate to support users of the Bay Trail?
9. Does the Board feel that the proposed response to sea level rise at Terry A. Francois Boulevard—which might involve construction of a wall or other protective device, if a superior adaptation response is not identified—will provide for and maintain adequate, usable public access to the waterfront and along the street for the life of the project?

***Other Issues:***

10. As construction will occur in phases over at least several years, does the Board have thoughts on the condition of the project site during each phase and ways in which public access to the Bay can be maintained to the greatest extent possible during these interim periods?