

San Francisco Bay Conservation and Development Commission

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January 12, 2018

TO: All Commissioners and Alternates

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: Draft Minutes of the December 11, 2017, BCDC Design Review Board Meeting

1. **Call to Order and Safety Announcement.** Design Review Board (Board) Chair Karen Alschuler called the meeting to order at the Bay Area Metro Center, 375 Beale Street, Yerba Buena Room, First Floor, San Francisco, California, at approximately 5:30 p.m., and asked everyone to introduce themselves.

Other Board members in attendance included Cheryl Barton, Jacinta McCann, and Tom Leader. BCDC staff in attendance included Erik Buehmann, Andrea Gaffney, and Brad McCrea. The presenters were David Beaupre (Port of San Francisco), Robin Chiang (Robin Chiang and Company), James Connolly (COWI Engineering), Michal Kapitulnik (Surfacedesign, Inc.), and Roderick Wyllie (Surfacedesign, Inc.). No members of the public addressed the Board.

Andrea Gaffney, BCDC Bay Design Analyst, reviewed the safety protocols, meeting protocols, and meeting agenda.

2. **Report of Chief of Permits.** Ms. Gaffney presented the report on behalf of Jaime Michaels, the BCDC Chief of Permits, who was unable to be in attendance.

a. Ms. Michaels will be retiring at the end of this month - retirement party invitations will be sent out soon - and Tinya Hoang's last day with the BCDC will be Thursday.

b. The DRB may meet twice in February or March to accommodate future project scheduling. Staff will be contacting Board members to coordinate the meeting dates.

c. The January 22, 2018, meeting will be a joint meeting with the Waterfront Design Advisory Committee for the Port of San Francisco to review the National Park Service Alcatraz Embarcation project.

d. Today's Encinal Terminals Briefing has been canceled. The Briefing will be presented at the February meeting.

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DRB MINUTES
December 11, 2017

3. **Approval of Draft Minutes for November 6, 2017, Meeting.** Ms. McCann asked that the second sentence of the second paragraph on page 8 be changed to “Ms. McCann stated the delivery of the park needs to occur in the initial phases of development of the project.”

Ms. Alschuler stated Item g(4)(a) on page 9 should then be changed to “Develop the phasing commitment specifically to public access and open space as much as possible at this point in time. This is important as development proceeds and as water rises.”

Ms. McCann suggested adding point g(1)(d) to the list on page 8 to read “Ensure the main park has a clearly-defined program that accommodates family groups.”

Ms. McCann suggested adding point g(3)(e) to the list on page 9 to read “Ensure views through the park as sufficiently open in respect to the mounds to provide for personal safety for park users.”

Ms. McCann asked to change her comment under Item c on page 10 from “Ms. McCann asked about the retail expected” to “Ms. McCann asked how much retail is being proposed.”

Ms. McCann asked to change her comment under Item e(1)(j) on page 13 from “beyond this conversation” to “beyond the scope of this project.”

Ms. Alschuler stated “of” should be “or” in the third paragraph on page 5, so it would read “38 percent or .86 acres.” Ms. Gaffney stated she will listen to the audio to check the figures.

MOTION: Ms. McCann moved approval of the Minutes for the November 6, 2017, San Francisco Bay Conservation and Development Commission Design Review Board meeting as revised, seconded by Mr. Leader.

VOTE: The motion carried with a vote of 4-0-0 with Board Chair Alschuler and Board Members Barton, Leader, and McCann voting approval with no abstentions.

4. **Encinal Terminals, City of Alameda, Alameda County Briefing.** This item was tabled to the February meeting.

5. **Mission Bay Ferry Landing Project (First Review).** The Board held their first review of a proposal by the Port of San Francisco to construct a ferry landing and a water taxi landing in the Mission Bay neighborhood within the proposed Bayfront Park and within Agua Vista Park in the city and county of San Francisco. The proposed single-float, two-berth ferry landing project would include a ramp connecting to a fixed pier, a gangway, a float, and a canopy. The proposed separate single-float, two-berth water taxi landing project would include a landside platform, a gangway, and a float. Public access improvements include a new plaza at the ferry building, a water taxi landing plaza, benches, lighting, trash containers, and wayfinding signage.

a. **Staff Presentation.** Erik Buehmann, Principal Coastal Program Analyst, provided an overview, accompanied by a slide presentation, of the location, context, and existing conditions of the proposed project. He stated the Board previously reviewed a design for this park on December 5, 2016, and the plan of the park from that meeting is included in the meeting packet.

b. **Project Presentation.** David Beaupre, Senior Planner, Port of San Francisco, introduced the project team. He provided an overview, accompanied by a slide presentation, of the background, context, and existing site conditions of the project.

James Connolly, Engineering Consultant and Project Manager, COWI Engineering, continued the slide presentation and discussed the general site plan, ferry landing plan, water taxi plan, and adaptive strategies for sea level rise.

Robin Chiang, Project Architect, Robin Chiang and Company, continued the slide presentation and discussed the future development site and event center design contexts, ferry landing canopy design principles and material, ferry landing circulation, and gates and guardrail design.

Michal Kapitulnik, Project Landscape Designer, Surfacedesign, Inc., continued the slide presentation and discussed creating an interface between Bayfront Park, Agua Vista Park, P23 Park, and the Ferry Terminal.

Mr. Beaupre ended the slide presentation by discussing the project schedule. He stated the project is scheduled for construction beginning Summer 2019 and will be operational by the fourth quarter of 2019. He also noted that Bayfront Park and Terry Francois Boulevard are scheduled to be open by Fall 2019. They are trying to meet this schedule and use only one in-water work window in Summer 2019.

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

Ms. Barton stated she liked the exuberance of the canopy design. She asked about the human condition and winds at the fixed pier and float areas. Mr. Chiang stated this question was one of the first asked by the mayor's office. He stated the wind direction is primarily from the south, so the canopy over the fixed pier has been designed lower on the south side. He stated it can be designed even lower than the current eight feet from the floor, if necessary. He stated the height must be maintained on the float area to clear the functional operations of the ferry boats.

Ms. Gaffney asked if the canopy on the float is affixed to the piles or if it moves up and down with the float. Mr. Chiang stated the canopy is fixed to the columns that are supported on the float.

Mr. Leader asked if the headroom under the canopy will become lower as the float reaches the end of its lifespan. Mr. Beaupre stated the canopy structure is attached to the float and is not affected by sea level rise. As the float goes up, the canopy goes up.

Mr. Leader asked if the canopy framing is the result of a structural analysis. Mr. Beaupre stated there has been a preliminary analysis, but refinements will be made upon further analysis.

Ms. McCann asked about the capacity of a ferry. Mr. Beaupre stated it ranges from 225 to 450 passengers.

Ms. McCann asked if a land canopy had been considered. Mr. Beaupre stated it was considered early on but it became a barrier between the plaza and the water, and was limited due to view corridor obstruction.

Ms. McCann asked about lighting. Mr. Chiang stated the ferry landing will have indirect lighting at approximately ten foot candles at shoulder height, similar to a parking structure. The lighting will be seen from the outside and will seem to make the canopy glow. Mr. Beaupre stated the terminal lighting and under the canopy will only be used during commute time. After the last commute, it will go dark. Ms. Kapitulnik noted there will be single pole lights with multiple heads in the plaza, similar to Bayfront Park, and there will be street lights along Terry Francois Boulevard, but no other lights proposed for Aqua Vista Park.

Ms. McCann asked if the project will be built concurrently with Bayfront Park. Mr. Beaupre stated he expects the project to be in the beginning stages at the completion of Bayfront Park.

Ms. Alschuler asked when the Chase Center will open. Mr. Beaupre stated the current projection is July of 2019.

Ms. Alschuler asked if the plaza and part of the park will be a place for food services, festivals, and other events. Mr. Beaupre stated the plaza is sized to accommodate large special events and activities.

Mr. Leader asked about active programming overlap between the project and Bayfront Park. Mr. Beaupre stated the Mission Bay Park System has actively programmed their existing parks. Project proponents are balancing the collaboration with the programming at the Bayfront Park with the public's desire to access and enjoy the parks without programs.

Ms. McCann asked about the number of special event nights. Mr. Beaupre stated there are 80 game days and 80 additional special events estimated.

Ms. Alschuler asked about the relationship between the project and the Blue Greenway. Mr. Beaupre stated the Blue Greenway alignment follows the San Francisco Bay Trail. The water recreational aspect is best served by Pier 54, a few blocks to the north, and Crane Cove Park, a block to the south.

Ms. Alschuler asked if the ferry service can be expanded. Mr. Beaupre stated the feasibility of doing an inner-city ferry operation is being studied, which could land at either the ferry or water taxi landing and would travel between Hunters Point, Mission Bay, China Basin, Ferry Building, Fishermans Wharf, and Treasure Island.

Ms. Gaffney asked if the public gates will be unlocked or physically open. Mr. Beaupre stated the public gates on the east side of the facility will be open at or before the first ferry at sunrise and will not close until sunset. The fixed pier will be publicly accessible from sunrise to after sunset and locked in the evening for security and safety reasons.

Mr. Leader asked if the concrete brown and grey seat walls along the edge of the plaza on page 15 are extensions of the pallet from the park. Ms. Kapitulnik stated there are two sets of materials and two benches - weathered steel on the water side and concrete benches. Both are extensions of those used in Bayfront Park.

Mr. Leader asked if the reason the benches are behind the metal grate is to differentiate the surface. Ms. Kapitulnik stated it is to scale the space and to create a delineation between the queuing area, the Bay Trail, and the plaza zone. It is also an extension of materials being used in overlooks in the park.

Ms. McCann asked what material would be seen through the grate. Ms. Kapitulnik stated it will be a tight-knit grate that will be part of the stormwater retention for the site.

Ms. Barton noted the integral color is asphalt as a challenge for maintenance. She asked if that work will be sourced locally. Ms. Kapitulnik offered to share the contact information of her local source.

d. **Public Hearing.** No members of the public addressed the Board.

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

(1) Would the proposed project provide attractive new public access areas? Does the site layout provide usable and inviting public spaces that are oriented to the Bay, incorporate unique and special amenities that draw the public to them, create a "sense of place," are safe, and feel public during commute, non-commute, and event hours?

Ms. Alschuler stated lessons can be learned from studies done by transportation planners in thinking about how these places work, particularly understanding them at peak hours.

Ms. Alschuler stated the terminal and canopy will establish an iconic image.

Mr. Leader stated he liked the design of the terminal. He suggested softening the knife-shape points coming out of the canopy.

Mr. Leader stated page 50 shows a cross-section perspective and suggested distributing the stresses caused by the heavy structure, further refining the structural design.

Ms. Alschuler stated this will be an important water transportation piece in the Bay that will run 18 hours a day. She suggested that the canopies do not have to look like ships or sails. She suggested adding more colors in the design.

Ms. McCann noted the two renderings on page 15 in the packet and stated she liked the overall idea and did not mind a shipping-inspired design. She stated different angles are depicted in the renderings of the three segments, where the number of sections in the canopy look awkward, particularly the third segment with the float. She cautioned to test it out and try not to be too complicated with the three segments. She suggested that the middle segment could become something slightly different.

Mr. Leader suggested making a good-sized model of the project to show how the light works.

Ms. McCann stated it would be a shame if the canopy segments looked temporary and not something that will last for 50 years as important piece of civil architecture on the waterfront.

(2) Is the design of the ferry plaza designed to provide seamless connections to Bayfront Park and Aqua Vista Park? Does the proposal create one cohesively-designed shoreline space?

Ms. Alschuler stated the programming and understanding how it works differently at different times will be important and will probably mean that these areas will need to be staffed at the time of major use. Management structure or commitment needs to be clear.

(3) Are there additional improvements to the design of the public access plazas and Agua Vista Park that would enhance public use of the shoreline and reduce conflicts with the queueing areas for the ferry landing and water taxi landing? Does the proposed water taxi landing minimize potential conflicts with the park uses including the Bay Trail and the fishing Pier?

Ms. McCann stated she liked the simplicity of the plaza and that it engages with two other parks. She suggested thinking about the array of activities that will be in the arena in the longer-term and the way in which individuals will arrive at those events - slowly filtering in and a fast exit at the end of the event. There is an opportunity to make the most of sporting and cultural activity connections between the individuals coming to the events and whatever temporary programs can be put into the plaza.

Ms. Alschuler suggested showing what the plan is like at certain moments in time, ie. weekday commute times, event days, weekends with different vendors and activities.

Ms. McCann agreed and suggested showing possible outdoor activities where a large tent may be erected for a specific event.

Mr. Leader asked what the major maritime artifact will be. Mr. Beaupre stated it is not certain but an acoustic mirror, which was used for navigating, is being considered. The acoustic mirror is currently at Pier 50.

Mr. Leader asked about the lifespan of the canopy material and if it will last for 50 years. Mr. Beaupre stated it comes with a 20-year warranty.

(4) Are there adequate amenities, such as seating, lighting, and trash receptacles proposed for the ferry plaza and the water taxi within Agua Vista Park to accommodate anticipated levels of uses?

Ms. Alschuler asked if there are restrooms in the park. Mr. Beaupre stated restrooms are at the arena, on the ferry, and at the Mission Rock restaurant.

Ms. Alschuler asked if there will be water and other services to support festivals. Mr. Beaupre stated water and electric services are being looked into to support programs.

Ms. Gaffney noted there is a requirement for a bathroom at Bayfront Park.

(5) Is the water taxi landing designed sufficiently to allow for hand-launched watercraft? Are there opportunities to provide additional public access to and/or over the water?

Ms. Alschuler asked if the water taxi landing can be used for hand-launched watercraft. Mr. Beaupre stated it cannot. That service is provided at nearby Crane Cove Park and Pier 54.

(6) Are the connections to and through the public access spaces adequate and appropriate? Are there potential conflicts between passengers queuing in the plaza and public access on the Bay Trail and in the plaza? How can potential conflicts be avoided or minimized? Are the queueing zones designed appropriately to maintain and enhance visual and physical access to the Bay and along the Bay shoreline?

Ms. Gaffney asked how 16th Street will be closed during events. Mr. Beaupre stated, during large arena events, 16th Street is closed to traffic, except for bicyclists and pedestrians. The east side of Terry Francois Boulevard, between 16th and South Street, will be reserved for taxis, TNCs, and limousines. Several parking control officers will address traffic during events and can help with queuing and demand needs.

(7) Is the proposed ferry terminal designed to maximize views to and along the shoreline? Does the proposed ferry shelter minimize view impacts to the Bay? From directed views at the proposed Bayfront Park? Can the proposed shelter and entry gate be sited or designed to minimize view impacts from Terry Francois Boulevard?

Ms. Alschuler stated the only view that is compromised is the view to the shipyard, which is an important part of the San Francisco Bay.

(8) Are the public areas appropriately designed to be resilient and adaptive to sea level rise?

Board members agreed that 36 inches is reasonable for end of the Century sea level rise. The project proponents explained that the ferry landing deck could be raised by up to two feet as part of an adaptable framework.

Mr. Leader asked where the overland flood spot is. Mr. Beaupre pointed out the overland flow on the presentation slides (just south of the ferry landing aligned with the outfall location.)

f. **Applicant Response.** Mr. Beaupre responded positively to the Board's suggestions and stated the design team will take the Board's comments into consideration and will come up with an improved design. He noted that angles in the digital models distort the canopy.

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

(1) Joint programming, staffing, and management of Bayfront Park, Agua Vista Park and the Ferry Plaza is necessary to ensure the success of the waterfront public access.

(2) Understand what it is really going to take to make this waterfront plaza work in different times and events and have an initial plan of the expectations of these scenarios.

(3) Seamless composition of Bayfront Park, 16th Street Ferry Plaza and Aqua Vista Park is critical. Test out the space for different kinds of uses at different times, and ways that it can be adaptively used.

(4) The Board supports the use of a maritime artifact (the Acoustic Mirror) as a land mark.

(5) Services such as electric and water are important to go along with the different uses.

(6) It is important for the design of the ferry landing and canopy to be carefully considered as it evolves into more detail and that it is as exciting and elegant as it can be.

The Board would like to see this project again to review the development of the terminal, plaza, and layouts for different programming scenarios.

6. **Adjournment.** There being no further business, Ms. Alschuler adjourned the meeting at approximately 7:30 p.m.