

San Francisco Bay Conservation and Development Commission

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Agenda Item #10

November 8, 2019

Application Summary Pier 70 Mixed-Use Development

(For Commission consideration on November 21, 2019)

- Permit Application Number:** 2018.008.00
- Applicants:** FC Pier 70, LLC, and Port of San Francisco
- Project Description:** Develop a 28-acre mixed-use development project, including a waterfront park.
- Location:** Within the 100-foot shoreline band, in the approximately 28-acre area generally located between 20th Street, Michigan Street, 22nd Street, and the Bay, in the City and County of San Francisco.
- Application Filed Complete:** August 30, 2019
- Deadline for Commission Action:** November 30, 2019
- Staff Contact:** Ethan Lavine (415/352-3618; ethan.lavine@bcdc.ca.gov)

Figure 1. The project site is located on the Southeast San Francisco Waterfront, adjacent to Pier 70.



Project Overview

Project Description

The Pier 70 project (also known as the “28-Acre Site”) would include a mixed-use district in a formerly industrial area along the southeast San Francisco shoreline. The project would be built in phases over an anticipated period of approximately 10 to 15 years. The project would include a new mixed-use district, streets, parks and open spaces, and associated utilities and infrastructure. At full build-out, up to 11,250 people could use the site daily.

The project would involve development both within and outside the Commission’s permitting jurisdiction. The majority of the site, including the residential and commercial development components of the project, are located outside the Commission’s permitting jurisdiction. Within the Commission’s 100-foot shoreline band, the project consists primarily of a waterfront park, as well as a portion of a street, and areas reserved for outdoor restaurant dining. The project does not involve any work in the Commission’s Bay jurisdiction, and would result in no Bay fill.

Public Access

At present, the project site is inaccessible to the public and no shoreline access exists. The project would include approximately 2.6 acres (114,265 square feet) of new shoreline public access areas, including 2.4 acres (106,053 square feet) within the Commission’s 100-foot shoreline band jurisdiction and 0.2 acres (8,212 square feet) outside of the Commission’s permitting jurisdiction. The project would also develop an additional approximately 4.4 acres of open spaces elsewhere on the interior of the project site.

Figure 2. Rendering of public access areas adjacent to the shoreline, showing a pavilion structure that frames a view of the Bay at the terminus of 22nd Street.



A waterfront park would be constructed running along the approximately 1,380-foot-long shoreline. The waterfront park would include a minimum 20-foot-wide segment of the San Francisco Bay Trail (Bay Trail) along the perimeter of the project site, as well as a secondary 6- to 8-foot-wide Shoreline Path running at a lower elevation closer to the water. It would also feature several large recreational lawns, sitting and picnic areas, and pavilion structures. The historic Craneway piers at the site, a remnant of the ship repair facilities formerly at Pier 70, would be rehabilitated to serve as viewing platforms.

Flooding and Sea Level Rise

The applicants propose to place clean fill to raise the grade of the majority of the site by approximately 5.5 feet. In doing so, the Bay Trail and the majority of the public access areas would be raised in elevation to reduce the potential that they would be subject to flooding resulting from rising sea levels. However, some lower-lying areas, including the historic Craneway structures and the lower Shoreline Path, would remain at the grade of the existing site. The applicants anticipate that these areas would be subject to occasional flooding over time, but that they would remain viable as public access areas through at least mid-century. These lower-lying areas would be temporarily closed to the public during storm events that result in flooding. When flooding becomes more regular, the applicants propose that these lower-lying areas be retrofitted (by installing short parapet walls or raised curbs to extend the useful life of the lower Shoreline Path) or permanently closed to allow for managed retreat. For instance, the lower Shoreline Path could be removed to allow for establishment of intertidal habitat.

Schedule and Cost

Site preparation activities for construction would begin as early as 2019 and occur over three to four major phases. The Development Agreement between FC Pier 70, LLC, and the Port establishes a schedule of performance with outside dates by which construction of each phase is to commence and be completed. By this schedule, the project may be built out as early as 2028 or as late as 2037. The estimated total project cost is approximately \$1.5 billion.

Issues Raised

The staff believes the primary issue raised by the proposed project is whether the proposed public access is the maximum feasible consistent with the project, and otherwise consistent with McAteer-Petris Act and Bay Plan policies related to public access.

Staff Notes

The staff notes the following considerations for the Commission:

- **Design Review Board.** The Board reviewed the project at its meetings on October 17, 2016 and February 26, 2018.
 - At the Board's initial hearing on October 17, 2016, members asked for additional clarification from the applicant to various aspects of the project, including how the public access areas would be used by the public (and by specific segments of



the public, such as children and people with dogs), how operations and maintenance of the public access areas would occur, how clearly the project would provide a connection to the shoreline from the Dogpatch neighborhood, and how the project would incorporate elements to educate the public on the history of the site. The Board also commented on the viewing pavilions, mostly favorably, with one member cautioning that it would be important to carefully design the pavilions if they were to maintain the beautiful, subtle profile shown on the submitted renderings.

- At the Board's second hearing on February 26, 2018, which it held jointly with the Port of San Francisco's Mission Rock–Pier 70 Design Advisory Committee, Board members expressed approval of the evolution of the design since its first meeting. The Board discussed historic interpretation elements of the design, and generally found the interpretation to be well done and appropriate to the site. Additional comments were provided about the design of the viewing pavilions, which Board members overall found were compatible with maintaining Bay views. The Board expressed approval of maintaining the lower-lying Craneways and the Shoreline Path at the existing grade of the site, even though in doing so they would be subject to flooding earlier than those other portions of the site. This design was felt to provide a closer sense of connection to the water in the several decades before regular flooding of these areas is anticipated to occur, though the Board cautioned that the design of the materials used for the Shoreline Path would need to be able to withstand occasional flooding.

Applicable Policies

The following policies are applicable in the Commission's review of the proposed project:

- McAtteer-Petris Act: Sections 66602 (Water-Oriented Land Uses and Public Access) and 66632.4 (Maximum Feasible Public Access)
- San Francisco Bay Plan policies on: Recreation; Public Access; Appearance, Design, and Scenic Views; and, Other Uses of the Bay and Shoreline
- San Francisco Waterfront Special Area Plan (SAP) policies

Exhibits

1. Vicinity Map
2. Proposed Site Plan

