

San Francisco Bay Conservation and Development Commission

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March 1, 2024

TO: Design Review Board Members

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SUBJECT: **Ferry Building Alterations Project in the City and County of San Francisco; Second Pre-Application Review**
(For Design Review Board consideration March 11, 2024)

Project Summary

Project Proponents

Hudson Pacific Properties (Hudson Pacific); Port of San Francisco.

Project Representatives

Jane Connors, Chris Pearson, and Carl Cade, Hudson Pacific Properties (Project Proponent); Lada Kocherovsky and Peter Birkholz, Page & Turnbull (Architect and Historic Consultant); Sarah Kuehl, EinwillerKuehl (Landscape Architect).

Project Location (Exhibits 6 and 7)

The proposed project site is the Ferry Building and adjoining Ferry Plaza, located on the San Francisco waterfront, in the City and County of San Francisco. The site is approximately 5 acres bounded on the west by the Embarcadero and by the Bay on the east. It is located directly north of the Embarcadero (WETA) Plaza and south of the Embarcadero's Pier 1 (Figure 1).

Project Overview (Exhibits 3-6)

The proposed project involves alterations to the San Francisco Ferry Building and adjoining Ferry Plaza that would affect existing public access areas in the plaza and along the building's exterior. The proposed physical improvements to the plaza include installing lighting and increasing the amount of public seating. The proposed project would introduce a new café/market zone at the South Promenade, formalize a cafe/market zone along the Embarcadero, and include alterations to the building along the Embarcadero. The proposed alterations to the building would involve relocating doors and glazing in the building's entry portico to create a uniform face and enclose a portion of the entryway, constructing metal canopy structures in the designated café/market zones on the western side of the building, and enclosing the arcades on the western side of the building for commercial uses.





Figure 1: Project Location

Prior Review by the Board

The Design Review Board previously reviewed this project on April 10, 2023, as part of a joint review with the Port of San Francisco's Waterfront Design Advisory Committee (WDAC). Since the previous review, the proposed project has been revised in the following ways:

- The "Bayfront Kitchens" concept, which would have expanded the restaurant dining areas onto the Eastern Promenade public access area, has been removed from the proposal. There are no longer any proposed alterations to the eastern face of the building or the central breezeway through the building.
- The paving improvements and kiosk proposed for the Ferry Plaza have been removed from the proposal.

Issues discussed by both the Board and the WDAC included the following:

- **Equity and Publicness.** In their review, the boards were concerned that public spaces and amenities would be removed but that the demand for them may not be accommodated in the new design, and were interested in seeing metrics for amenities such as seating in order to compare existing and proposed conditions. It was noted that the Ferry Building and surrounding public areas are an equalizing space for tourists and local residents alike, the reviewers were concerned that the public nature of the site would be reduced.

- **Materiality and Character.** The boards discussed how the gravitas of civic architecture contributes to the public character of the building and plaza, and how more substantial materials could ground the public areas of the site and more playful, lighter materials could help define private, commercial areas. The boards also discussed improving the continuity in materials and design between the proposed project and neighboring civic sites such as the WETA Plaza to ensure it is legible as a single, cohesive site.
- **Circulation and Wayfinding.** Members noted the importance of the transportation program that the plaza supports, and that the space plays a significant role in making connections to all modes of transit. Members expressed concerns with the transition from public transportation hub to more private uses. They also suggested considering the pathways that draw people to the plaza and different destinations at the site, and finding a balance in wayfinding between using the building as a landmark, design elements to draw people in, and appropriate signage.

The Board asked to review the project again and requested additional details and clarity around existing conditions, distribution of public amenities such as seating, materials and design of vertical elements proposed for the plaza, operations of the arcade and Bay Kitchens glazing systems, programming and use of the Ferry Plaza on different days and under different conditions, operations and design of the kiosk, circulation, and underlying reasons for the shift from the market hall towards more restaurant uses.

Project Site

Site History (Exhibits 8 and 9)

The Ferry Building is located on the San Francisco waterfront at the foot of Market Street, in the ancestral territory of the Yelamu people of the Ramaytush Ohlone. The site is located on artificial fill placed in the 1800s to expand the shoreline outward from its historic location near modern-day Montgomery Street. The modern-day shoreline was established by the construction of the Embarcadero Seawall, completed in 1916, which underlies the Embarcadero roadway.

The Ferry Building opened in 1898 as the Union Depot and Ferry House, and functioned as a main transportation hub connecting San Francisco to rail services in the East Bay and the broader Bay Area. Before the construction of the Golden Gate and Bay bridges, ferry and rail travel were the main means of transportation for visitors from the north and east bay, and the Ferry Building was one of the busiest transportation centers in the world. The building originally had two floors, where the ground floor was used primarily for ticketing services, baggage and freight handling, and storage, and the second floor provided public access and circulation to the ferries. The 235-foot-tall Ferry Building Clock Tower, with its four 22-foot-diameter clock faces, provides a focal point at the end of Market Street and at the edge of San Francisco Bay.

In 1967, the Commission issued BCDC Permit No. 1967.011.00 for the removal of abandoned ferry slips and the construction of approximately 8.08 acres (352,000 square feet) of pile-supported fill, which was subsequently amended in Permit No. 1967.011.01 to allow for 5.03 acres of pile-supported fill, including what is now the approximately 138,000-square-foot platform over the BART tube and ventilation structure, of which the Ferry Plaza is a part. The permit also allowed fill for later phases of the project that were never built, as well as the use of the filled areas for a ferry landing and terminal.

In 1998, the Commission approved BCDC Permit No. 1997.007.00 for the Port to place new fill for a new north ferry terminal portal (now Gate B), a new south ferry terminal portal (now Gate E), a publicly accessible sheet pile breakwater (Pier 14), a new North Promenade, an extension and widening of the East Promenade on the Bay side of the building, and extensions to the South Promenade. The permit also authorized other improvements in the building's vicinity.

The Ferry Building was rehabilitated in 2003 to transform it into a market hall. Taking advantage of the demolition of the Embarcadero Freeway following the 1989 Loma Prieta Earthquake, and undoing layers of renovations from the 1950s, 1960s, and 1970s, the 2003 rehabilitation made alterations to the building to improve economic viability and openness, while restoring much of the exterior and the second-floor nave to their historic configurations. The rehabilitation included work authorized under BCDC Permit No. 2000.001.00. Authorized improvements included an extension of the second floor cantilevered over the East Promenade which would provide weather-protected public access, further widening of the East Promenade, and the renovation of the Ferry Building for restaurants and a market hall on the ground floor and offices on the upper floors. Subsequent amendments through 2019 established the farmers market and defined public access improvements for the 49,000-square-foot Ferry Plaza.

The Ferry Building was designated a City and County of San Francisco Landmark in 1977 and listed in the National Register of Historic Places (National Register) in 1978. In 2006, the Ferry Building was also listed as a contributor to the National Register Port of San Francisco Embarcadero Historic District.

Existing Conditions (Exhibits 10, 11, 12, 15, 18, 19, 21, 31, 46, 48)

The project site covers approximately 5 acres of the San Francisco waterfront, and includes the Ferry Building, the Ferry Plaza, and surrounding promenades. These areas see a wide variety of users, including ferry passengers (commuters as well as other visitors); marketplace vendors; office tenants; tourists and shoppers in the building, in the plaza, and along the Embarcadero; restaurant patrons; ferry and BART operators; and farmers market vendors, operators, and visitors.

The Ferry Building has a footprint of approximately 3 acres and consists of a publicly accessible ground floor retail area (called the marketplace), and a second and third floor with private office tenants. The building is managed by Hudson Pacific, which leases the building and plaza from the Port of San Francisco (Exhibit 10). The western face of the building is characterized by arcades and a portico, as well as "café/market zones" that are designated by BCDC Permit No. 1990.008 as parts of the dedicated public access area that may be used for outdoor dining. The North Arcade is used by vendors and related seating areas, while the South Arcade is used for storage and farmers market operations. The north café zone is currently occupied by an outdoor dining patio for Gott's restaurant north of the pass-through entrance, and space used by the farmers market and seating for Fort Point Brewery south of the pass-through. The south café/market zone includes a currently unoccupied dining patio (previously used by Market Bar), with the remainder of the space utilized by the Ferry Building farmers market on market days.

The Ferry Plaza, including the South Promenade, is approximately 1.5 acres in size. On non-market days, the Ferry Building currently provides public seating for 60 persons at 15 tables in the center of the plaza (Exhibits 11 and 21). The farmers market operates on Tuesdays and Thursdays from 10 AM to 2 PM, and on Saturdays from 8 AM to 2 PM (Exhibit 12). The Saturday market utilizes the Ferry Plaza as well as the Ferry Building café zones and portions of the greater ferry platform, while the weekday

markets are limited to the café zones. Access for delivery and utility vehicles is permitted along the South Promenade—also used by pedestrians to access both the plaza and the building—although access times and parking are limited by BCDC Permit No. 2000.001 (Exhibit 18). Hudson Pacific currently has an active permit amendment request with BCDC for a special events program that proposes full and partial use of the Ferry Plaza for publicly accessible events (such as markets, performances, and exhibitions), as well as full and partial closures of the Plaza for private events (such as happy hours, receptions, and galas), including private micro-events (such as small wedding ceremonies).

Public Access (Exhibit 15)

There are a number of existing BCDC permits associated with public access on and around the project site. Relevant public access requirements are summarized below and in Figure 2.

- **1967.011 (currently on Amendment 1)** authorized Bay fill for the ferry platform (including the area of Ferry Plaza) and additional platforms that were not constructed. The permit required public access on the perimeter of the authorized platforms that are not required for ferry operations and that do not interfere with berthing, to be landscaped and permanently maintained. The public access area was not specified in a permit exhibit but shown on Figure 2 based on the text of the Special Condition.
- **1973.010 (currently on Amendment 17)** authorized the restaurant bayward of the Ferry Plaza, as well as the Golden Gate Ferry terminal and ferry landing on the northern side of the Ferry Plaza. The permit requires public access on those areas of the proposed ferry terminal that can be used for public access consistent with ferry operations, including the second-floor observation area of the terminal, as well as around the perimeter of the restaurant building. The permit originally also required the entire plaza east of the easterly wall of the Ferry Building to be used for public access, except where needed for the ferry terminal or restaurant access, but the obligation was transferred in 2003 to BCDC Permit No. 2000.001 to better coordinate use and maintenance with the Ferry Building.
- **1990.008 (currently on Amendment 13)** authorized a number of roadway projects on the Embarcadero as well as the Muni Metro turnback. The permit required the provision of the Embarcadero Promenade fronting the Ferry Building as dedicated public access. The permit allows for 30-foot-wide café/market zones in front of the Ferry Building to be used as outdoor dining (now also used for the farmers market).
- **1997.007 (currently on Amendment 9)** authorized the placement of up to 13,066 square feet of fill for a north ferry portal, a south ferry portal, a publicly accessible sheet pile breakwater, the North Promenade, an extension and widening of the East Promenade, extensions to the South Promenade, and demolition of Pier 1/2. Required guaranteed public access includes the North Promenade, the new South Promenade extension, the East Promenade, access along a trestle to the breakwater, as well as other improvements. Required reserved public access includes the central east-west concourse through the building and a 12- to 15-foot-wide pedestrian connection between the Embarcadero Promenade and the Ferry Plaza north of the drive aisle.
- **2000.001 (currently on Amendment 7)** authorized the Ferry Building rehabilitation project and the farmers market on the Ferry Plaza. Required public access areas include the additional

expansion of the East Promenade, two additional 10-foot-wide pass-throughs through the Ferry Building and any café zones or retail markets, improvements to the pass-through entrances, ground floor public restrooms, 24 bike parking spaces, removal of a portion of the Golden Gate Ferry terminal extending over the East Promenade, and the Ferry Plaza (including that area assumed from BCDC Permit No. 1973.010).

- **2016.001 (currently on Amendment 3)** authorized new gates for the Water Emergency Transportation Authority (WETA) San Francisco Bay Ferry, including the relocation of Gate E and new gates F and G, a Bayside promenade and passenger area, the Embarcadero Plaza, and an evaluation period for the Embarcadero Plaza farmers market. Public access requirements include the East Bayside Promenade, the Embarcadero Plaza, and a walkway connecting the promenade to Herb Caen way.



Figure 2: BCDC-Required Public Access

Site Access (Exhibits 17 and 18)

The project site is a regional transportation hub, serving as an embarkation point for multiple ferry lines in proximity to local San Francisco Muni bus and streetcar services, while also being located along the Embarcadero roadway.

Ferry services include San Francisco Bay Ferry (operated by the Water Emergency Transportation Agency, or WETA) routes to Vallejo, Richmond, Harbor Bay, and Alameda/Oakland; and Golden Gate Ferry routes to Tiburon, Larkspur, Sausalito, and Angel Island. Golden Gate Ferry currently operates from Gate B, located at the northwest corner of the Ferry Building, and from a Gate C at the terminal building on the north side of the Ferry Plaza. WETA operates from Gates E, F, and G, located just south of the Ferry Building and Ferry Plaza, on the Bay side of the Embarcadero Plaza and the Agriculture Building.

The west side of the building opens onto the Embarcadero Promenade, a multi-use segment of the Bay Trail that runs from Pier 45 to 2nd Street. Additional bicycle lanes are provided in the Embarcadero right-of-way. The Embarcadero offers vehicular access to I-80, which provides regional access to the East Bay and South Bay. The San Francisco Muni F-Line runs heritage streetcars between Market Street and Fisherman's Wharf along the center of the Embarcadero, with a dedicated Ferry Building stop.

The Ferry Building is about 0.2 miles from the Embarcadero Station, serving all San Francisco Muni streetcar routes (with the exception of the F-line) and BART routes serving all destinations. The building is also about 0.5 miles from the Salesforce Transit Center, 0.7 miles from the Greyhound bus station, and about 1.6 miles from the Caltrain Station at 4th and King streets. Muni bus routes 9, 14, 2, and 6 directly serve the Ferry Building, with several others operating in the vicinity.

Social and Environmental Context

The Commission has developed a Community Vulnerability Mapping Tool to help inform its analysis of how socioeconomic indicators and contamination burdens contribute to a community's vulnerability to climate change. The mapping tool collects information at the level of Census block groups using 2020 data and at the level of the Census tract using CalEnviroScreen 3.0, and is used by the Commission Staff to help identify certain Equity Priority Communities. These communities include those disproportionately affected by environmental pollution and hazards that can lead to negative public health effects, exposure, or environmental degradation, and those with higher concentrations of people with socioeconomic characteristics associated with a higher degree of social vulnerability. Figure 3 shows the mapping tool's results for the area around the project site.

According to the mapping tool, the social vulnerability of areas approximately one mile around the project site ranges from low to highest. While the characteristics of each block group varies, some general observations are as follows:

- Areas identified as highest social vulnerability all have indicators in the 90th percentile for renter occupancy, no vehicle, no high school degree, limited English proficiency, and very low income, while most have indicators in the 90th percentile for disability rates, individuals over 65 living alone, non-U.S. citizens, and people of color.
- Areas identified as having high social vulnerability all have indicators in the 90th percentile for no vehicle, and most are in the 90th percentile for renter occupancy. Most have indicators in the 70th percentile (some in the 90th percentile) for individuals over 65 living alone, no high school degree, non-U.S. citizens, limited English Proficiency, and disability. Some have indicators in the 70th or 90th percentile for children under 5 and single-parent households.

- Most areas identified as having moderate social vulnerability have indicators in the 90th percentile for no vehicle ownership. Most also have a combination of indicators in the 70th percentile (some in the 90th percentile) for renter occupancy, individuals over 65 living alone, and non-U.S. citizens. Other indicators of note in some block groups include households with children under 5 and individuals with limited English proficiency.
- Areas identified as having low social vulnerability all have indicators in the 90th percentile for no vehicle ownership. Most are in the 70th percentile for renter occupancy. Other indicators in the 70th percentile include non-U.S. citizens, very low income, single-parent households, and individuals over 65 living alone.

Areas north of Market Street are indicated as having lower contamination vulnerability, characterized by indicators in the 90th percentile for hazardous waste and impaired water bodies, while some have indicators in the 90th percentile for hazardous waste. Areas south of Market Street are indicated as having moderate contamination vulnerability, characterized by indicators in the 90th percentile for cleanup sites, hazardous waste, and impaired water bodies, while many also have indicators in the 70th percentile for groundwater threats.

The two block groups closest to the project site are both identified as having moderate social vulnerability, with high rates of renter occupancy, no vehicle ownership, individuals over 65 living alone, and non-U.S. citizenship. The block group containing the Ferry Building has contamination vulnerability indicators in the 90th percentile for hazardous waste facilities, and the 80th percentile for impaired water bodies. The next closest block group, directly south, has indicators in the 90th percentile for hazardous cleanup activities, hazardous waste facilities, and impaired water bodies, and indicators in the 70th percentile for groundwater threats.

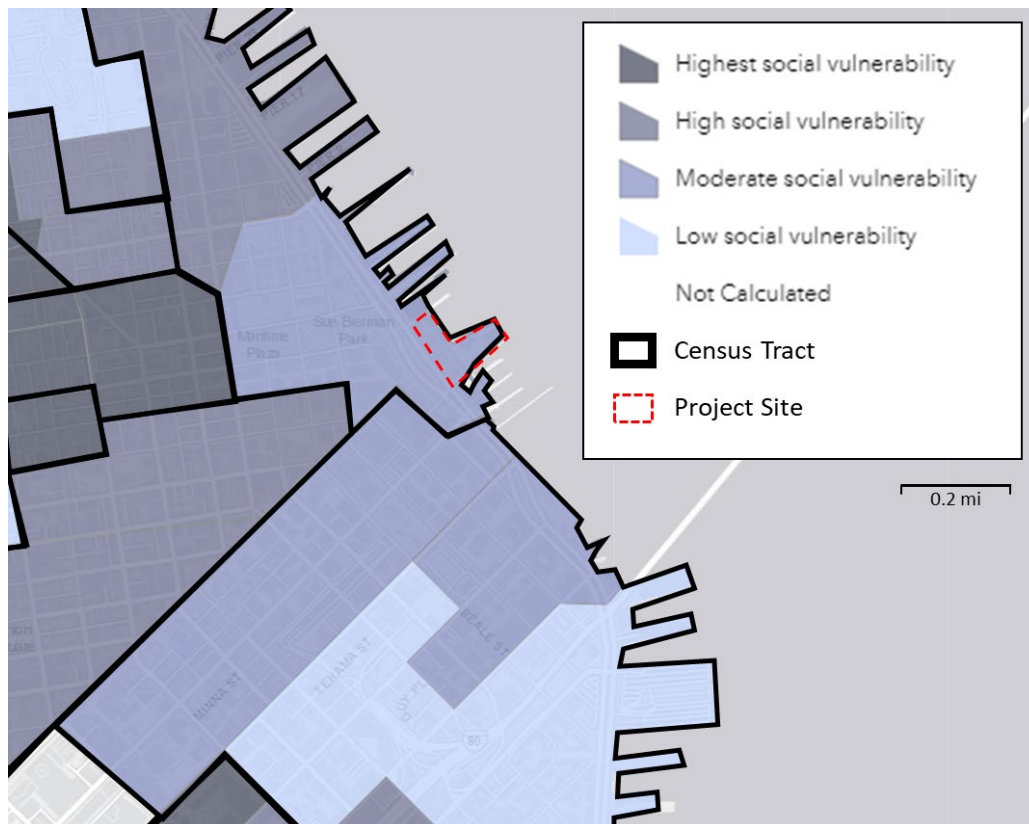


Figure 3: Community Vulnerability

Proposed Project

Project Purpose and Scope (Exhibit 2, 13, 14, 16, 20, 22, 23)

As the operator of the Ferry Building, Hudson Pacific is responsible for providing and maintaining its public access amenities and managing its market tenants and commercial activities. They are seeking ways to support the building's small business tenants, who are facing long-term trends of higher construction, labor, and food costs and fluctuating customer traffic. Additionally, Hudson Pacific has reported that although the Ferry Building is open from 6AM to 10PM seven days a week, foot traffic generally declines by 6PM, such that the building and the plaza are underutilized during the evening hours. Given these conditions, Hudson Pacific has identified four goals for the proposed project:

1. Build a strong evening customer base to support Ferry Building merchants' businesses.
 - Provide light, heat, and shelter to address the needs of evening visitors around the building.
 - Introduce warm lighting at the front of the building to pull people into an active evening food hall.
 - Grow the number of local restaurants that draw foot traffic to food hall merchants in the evenings.
 - Activate the west and south faces of the building.
2. Improve the quality of public space and amenities.
 - Support expanded events program at Ferry Plaza with new lighting and electrical infrastructure.
 - Increase public seating across the site.
3. Create clearer identity and awareness for public spaces and pathways.
 - Draw the public to the Ferry Plaza with a Ferry Plaza gateway sign.
 - Frame plaza with lighting on two sides.
 - Use the gateway signage to clearly direct ferry passengers to gates.
 - Formalize and frame the gateway to the Ferry Plaza with a cornerstone and pathway graphic that reference the WETA Plaza opposite.
4. Continue stewardship of the historic resource, transit hub, and Foodwise Farmers Market.

The proposed project includes alterations to the Ferry Plaza and the South Promenade, as well as to the interior and exterior of the Ferry Building's western face, including the entry portico, arcades, and café/market zones. Proposed improvements include: increasing the amount of tenant space for restaurant use along the western side of the building; providing lighting, shade, and heating to provide

more dining space and increase the amount of time visitors can comfortably use the outdoor dining areas; and providing visual cues that the building and its businesses continue to be open after dusk.

On the plaza and along the southern side of the building, the project will provide new lighting and furnishings to draw the public into the plaza and facilitate additional event programming, and will create a new activation zone on the southern face to provide additional outdoor space for tenant use. New signage elements are proposed in the South Promenade to direct foot traffic to the plaza and to ferry gates. Each proposed improvement is addressed in greater detail below.

Ferry Plaza and South Promenade (Exhibits 25 – 42)

The Ferry Plaza is an approximately 49,000-square-foot existing public access area that was required to be dedicated under BCDC Permit No. 2000.001 (and previously under Permit No. 1973.010). The plaza is a broad paved area that is currently used for public seating, weekly markets, and one-time special events. Hudson Pacific has reported two main concerns with the space: first, that while the plaza is highly activated during the Saturday farmers market, it is less utilized during the remainder of the week; and, that the plaza lacks clear edges and cues to define the pedestrian space, leading it to seem like a vast area of pavement during a typical day or evening.

Proposed new elements in the Ferry Plaza include the following:

- **Public Seating (Exhibits 22 – 24, 39-40).** BCDC Permit No. 2000.001.07 currently requires tables, chairs, and/or site furnishings to accommodate at least 50 people in the center of the plaza, as well as at least two moveable picnic tables, although the Ferry Building has been approved to provide additional outdoor seating since the beginning of the pandemic. The project would provide movable tables and chairs in the center of the plaza to accommodate 80 people, to be relocated to the southern edge of the platform on market days.
- **Lighting.** The project would frame the Ferry Plaza with light poles along its southern and western edges to support evening activation of the plaza for the public and patrons of Ferry Building merchants.
- **Mosaic Medallion.** Ground mosaics would be installed to mark the Ferry Building's three eastern entrances.

For purposes of the proposed project, the South Promenade is the area directly south of the Ferry Building, including the areas of required and reserved public access required by BCDC Permit No. 1997.007.09 and the drive aisle that connects the Embarcadero to the Ferry Plaza. Note that this differs from the area referenced as the "South Promenade" in BCDC Permit No. 1997.007.09, which ran north-to-south between the edge of the ferry building and the southern edge of what is now WETA Plaza. Hudson Pacific's concern for the south side of the Ferry Building is that the southern façade does not provide sufficient orientation – not necessarily inviting visitors into the building nor directing them towards the Ferry Plaza.

Proposed changes along the Southern Promenade are intended to provide a clearer visual structure to differentiate between pathways, vehicular access, and plaza spaces, and to guide the movement of people from the Embarcadero to the Market Hall, ferry gates, and Ferry Plaza. They are also intended to provide public amenities and activate the space. These include:

- **Identity Features.** These include a new approximately 20-foot-high, 24-foot-wide gateway sign situated on the drive aisle that would be visible from the Embarcadero and would direct visitors to the Ferry Plaza and ferry gates; a new granite cornerstone designed to mirror the materials of the WETA Plaza that would provide seating and frame the arrival onto the South Promenade from the Embarcadero; and a ground mosaic to mark the Ferry Building's southern entrance.
- **New Café/Market Zone.** The project proposes a new café/market zone in the eastern portion of the South Promenade consisting of movable tables and chairs and enclosed by a barrier of movable planters. The café/market zone is proposed to provide additional outdoor dining opportunities for Ferry Building vendors and to visually activate the southern façade of the building. On market days, the tables and chairs would be removed, and the barriers would be relocated against the building wall so that the space could be used for market stalls.

The proposed café/market zone would overlap with the reserved public access area required by Special Condition II.B.5 in BCDC Permit No. 1997.007.09, which identifies the area as a 12- to 15-foot-wide corridor along the Ferry Building side of the drive aisle (shown in Figure 2 and Exhibit 29). The Findings of the permit state that while this area is reserved for public access purposes, including walking and related uses, it was not required to be dedicated in order to allow the Port and BCDC the flexibility to consider revisions to the public's use of the area at a later time when the Ferry Building was renovated.

- **Public Seating.** The proposed project includes movable tables and chairs to seat 12 people west of the building entrance, separated from the drive aisle by movable planters. The public seating area would be removed on market days so that the space can be used for market stalls.
- **Drive Aisle Paving.** The project proposes a graphic in the drive aisle/fire lane to differentiate it from the surrounding sidewalk and plaza space. The proposed graphic would take cues from the graphic paving on WETA Plaza.

The Ferry Plaza and its surroundings may be impacted by future infrastructure updates to address sea level rise and by improvements to accommodate a potential new tenant at the Ferry Plaza East Building at the eastern end of the plaza. This proposal is intended to allow for experimentation and testing of wayfinding strategies that could be integrated with any future projects.

Entry Portico (Exhibits 45 – 50)

The entry portico is centrally located on the western face of the Ferry Building, fronting the Embarcadero, and serves as the building's primary entryway. Hudson Pacific's assessment of the site is that the area inside the portico can appear dark when viewed from outside and that this can feel uninviting to visitors by giving the impression that the building and marketplace might be closed. To address this issue, and to increase utilization of the portico as the building's front door, the project proposes to pull the glazing toward the street to allow some of the space inside the portico to be enclosed, with the intention of creating a more comfortable environment with new lighting on the interior and on the façade. These enhancements would aim to establish a stronger visual connection between the building and the city, particularly at night.

Figure 4 Shows the proposed changes to the portico's glazing. The portico comprises five bays: bay 1 provides access to the northern section of the ground floor marketplace, bay 2 is an elevator vestibule,

bay 3 provides access to the central breezeway through the building, bay 4 includes the stairway to the second-floor offices, and bay 5 provides access to the southern section of the marketplace (see Figure 4). Currently, bays 1, 2, 3, and 5 incorporate non-historic glass partitions and glazed doors, but the glazing for bays 1 and 5 are located farther within the structure (at line B in Figure 4) than the glazing for bays 2 and 3 (at line A in Figure 4). The project proposes to relocate the glazing of bays 1 and 5 to be in line with the existing glazing at bays 2 and 3, allowing for more of the portico area to be enclosed.

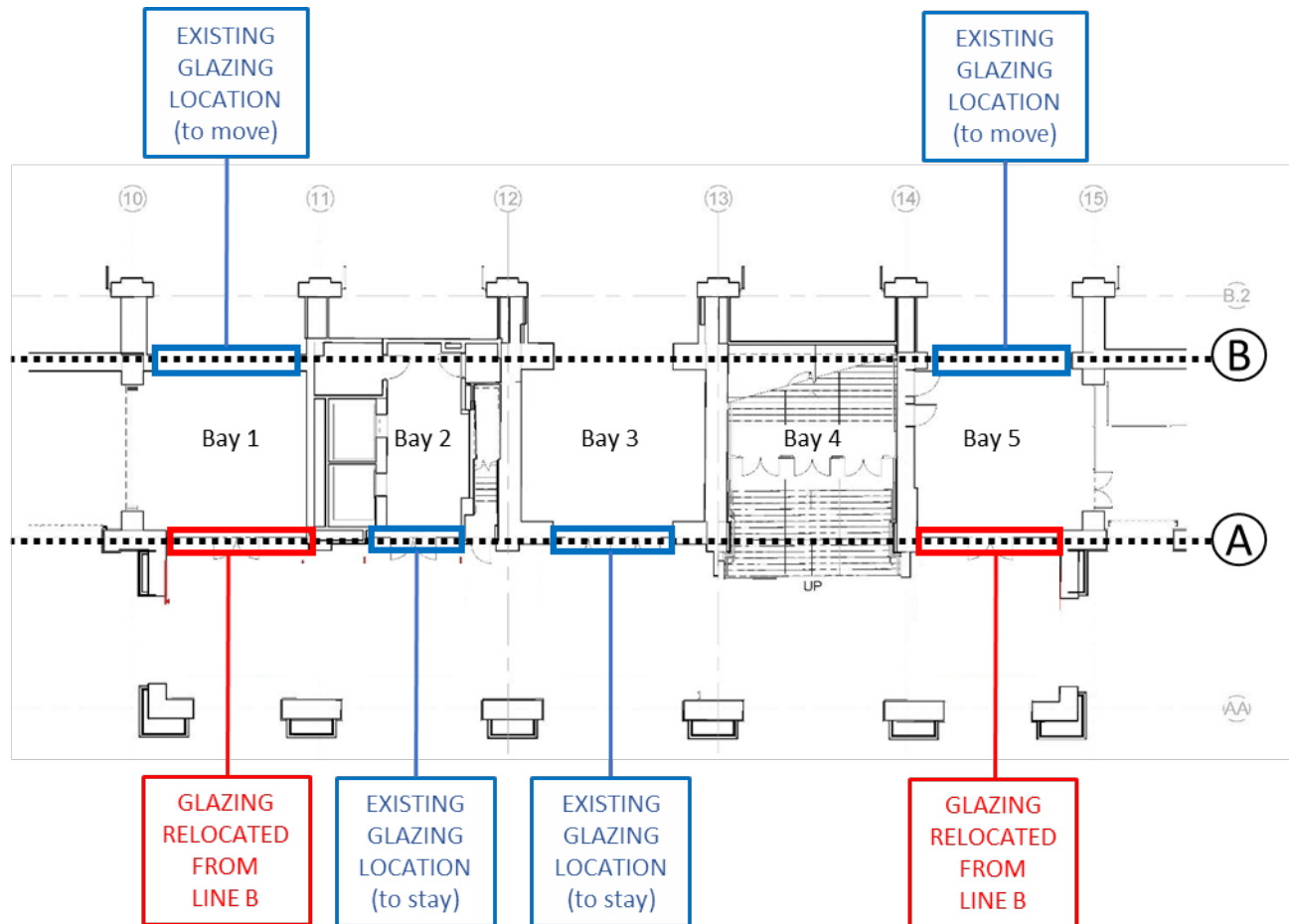


Figure 4: Proposed Alterations to Entry Portico

Arcades and Café Zones (Exhibits 43 – 49, 51 – 55)

The entry portico is flanked on either side by the North Arcade and the South Arcade. Outside of the arcades are 30-foot-deep designated café/market zones, within the dedicated public access area that may be used for outdoor dining as conditioned in BCDC Permit No. 1990.008. Activity in the arcades and café zones has historically been low. Starting in 2015, commercial food and beverage kiosks were introduced in the North Arcade in an effort to increase activity within the space. However, with challenges including limited kitchen facilities, poor visibility, and uninviting environmental conditions within the arcade, Hudson Pacific has found the kiosk spaces have typically struggled in this area.

The proposed project aims to establish a stronger connection between the heavily trafficked Embarcadero Promenade and the Ferry Building by activating the arcades with restaurants and increasing activity within the café zones during non-market times. The project reimagines the arcades as new restaurant spaces with operable glazing to provide weather protection and climate control, with the café zones serving as outdoor dining areas for the restaurants.

Each of the two open-air arcades along the west façade of the building contains approximately 4,130 square feet that is currently used in a variety of ways, including as storage, commercial units, and unprogrammed space. Hudson Pacific is seeking approvals from the Port under the terms of their lease for alterations to both the north and south arcades and their respective café zones; the schedule for the South Arcade is to be implemented at a later date that will be coordinated with future leases and/or lease renewals for those areas, subject to Port authorization and assessment of the success of the alterations and operations of the North Arcade. The South Arcade is encumbered with a subtenant lease obligation so the enclosure of that space would not commence until after the sublease expires in 2027.

The project proposes to enclose the North Arcade to create one or two additional commercial units. The existing roll-down metal grille system that is mounted behind each opening of the arcade would be removed. Glass partitions consisting of an operable glass wall system with fixed transoms fabricated with metal framing within the arched openings above would be installed behind the openings to the arcades at their west wall from column line 5 to 9 and 15 to 20 at the South Arcade (Figure 5). The larger rectangular opening between column line 9 and 10 will have a similar operable glass wall system that will be full height to the bottom of a fixed grille/louver supplying air intake to the interior space. This operable glass wall system will be hidden behind each column when fully opened and retracted. The glazing is proposed to remain open during temperate days and closed during the evening and during colder weather.

The large rectilinear openings between column lines 4 and 5 at the North Arcade and column lines 20 and 21 at the South Arcade will be left open to the exterior and will contain mechanical vents with decorative grilles at the top portion of their openings to provide required fresh air and exhaust for the spaces within the arcades. These necessary vents with decorative grilles will replace the rolling overhead doors and decorative grilles that were installed as part of the 2003 renovation. A permanently fixed-in-place glazed wall with glazed doors will be installed at the north end of the arcade at column line 5 and a glazed operable partition at column line 10 to allow the arcades to be closed and secured. This pattern will be replicated and reflected in the South Arcade at column lines 15 and 21 as a future phase.

The arcade may be subdivided with a demising wall that would physically separate the various commercial units. The forward portion of the demising wall (closest to the Embarcadero) would be both transparent and operable. This will allow each commercial area to be secured when necessary, while also ensuring that each arcade remains single volume with views and movement along the length of the arcade.

The northern café zone currently consists of the outdoor seating area for Gott's and space used by the farmers market and Fort Point Brewing. In the café zone south of the pass-through, the project proposes an outdoor dining space for the new restaurant spaces proposed for the North Arcade. The new outdoor dining space would be covered by a lightweight metal-framed canopy structure, which would be separated by a six-foot wide circulation corridor along the face of the Ferry Building and structurally independent of the building. The canopy is proposed to define and protect the outdoor seating areas and would contain lighting, heating, signage, moveable overhead panels to provide shade and weather protection, and moveable furniture. New open seating available to the public would also be provided, consisting of movable benches seating 16 people against the planters at the periphery of the canopies, and 8 seats with 4 tables between column lines 9 and 10. New public benches to seat 20

people would be located against planters at the periphery of the canopies. The café zones would continue to be used by vendor tents on market days. The canopy structures will extend between column line 5 to 9 at the North Arcade (Figure 5) and, at a later time, 16 to 20 at the South Arcade.

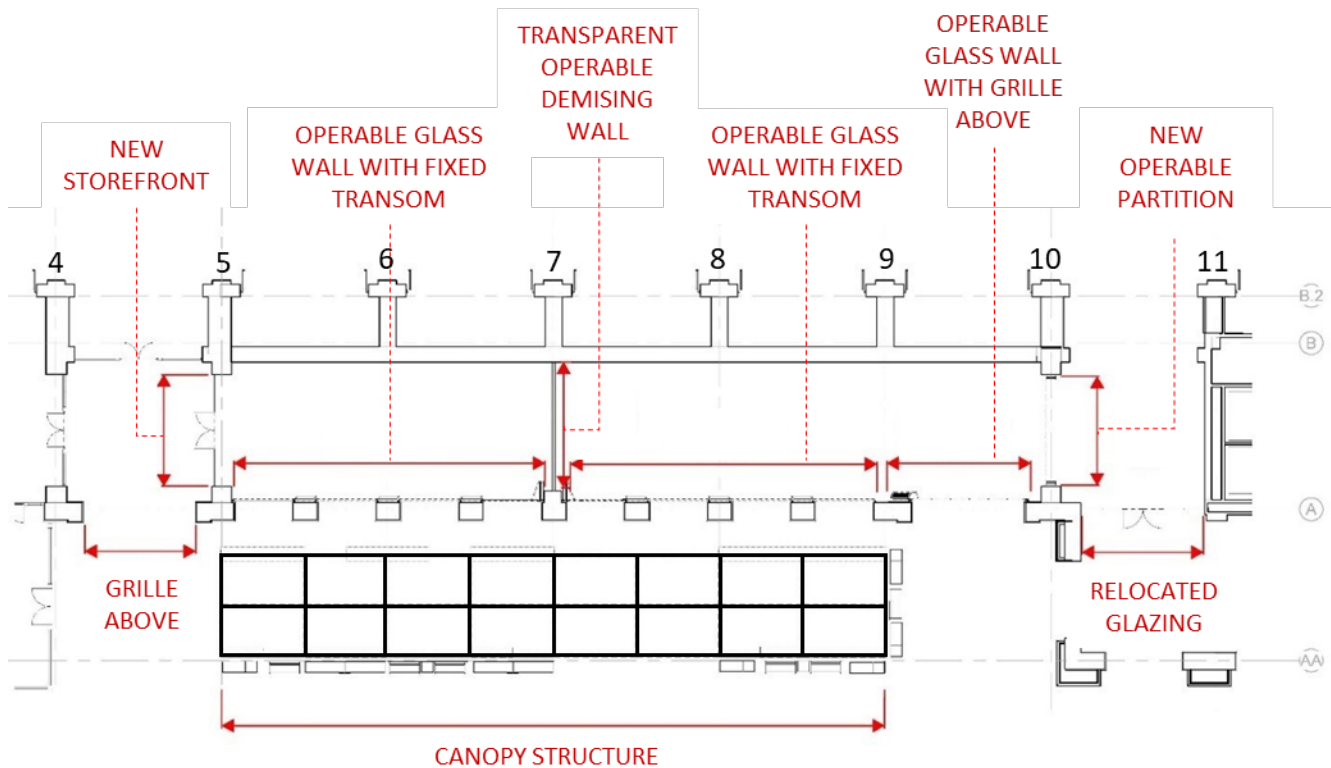


Figure 5: Proposed Alterations to North Arcade

Sea Level Rise

Base Flood Elevation (BFE) and ground elevation at the project site is +11 feet NAVD 88. Sea level rise at 2050, under the 2018 Ocean Protection Council Sea Level Rise Guidance high emissions, medium-high risk aversion scenario, is projected to be +1.9 feet NAVD 88. At 2100, under the same scenario, sea level rise is projected to be +6.9 feet NAVD 88. With the current ground floor elevation, the project site could be subject to flooding in 2050 during the 100-year storm. In 2100, the project site would be inundated at Mean High Water.

The project consists of superficial improvements to the building and plaza and is not intended to extend the life of the any structures on site; therefore, no adaptation measures are included in the current proposal. Resilience of the project site may instead be considered in the future as part of an ongoing effort by the Port of San Francisco to address the waterfront's vulnerabilities at a larger scale.

Public Engagement

The project proponent has begun outreach to community-based organizations and stakeholder groups to discuss the project. To date, these groups have included neighborhood associations, such as the Telegraph Hill Dwellers, Barbary Coast Neighborhood Association, and the Gateway Tenants Association; Foodwise, the farmers market operator; SF Heritage; local business organizations; the

Building & Construction Trades Council; and Golden Gate Ferry, BART, and WETA. The project proponent has also consulted with the Ferry Building merchants in group and individual meetings.

Following the previous DRB review, Foodwise raised concerns regarding the proposal's potential to negatively impact the farmers market, as detailed in the public comment letter submitted to the Board on July 8, 2023. Since then, the project proponent has worked closely with Foodwise to resolve the concerns by removing the kiosk and other fixed furnishings that could impede flexible use of the Ferry Plaza by the market.

In addition, the project proponents plan to share the project at the Port of San Francisco's Northern Advisory Committee to introduce the project to the public and receive comments.

Commission Plans , Policies, and Guidelines

San Francisco Bay Plan Policies

The San Francisco Bay Plan (Bay Plan) contains a number of policy sections relevant to the design of the public access areas for this project, including the sections on Public Access; Environmental Justice and Social Equity; and Appearance, Design and Scenic Views.

The Bay Plan's Public Access policies state that "maximum feasible access to and along the waterfront and on any permitted fills should be provided in and through every new development in the Bay or on the shoreline" (Policy 2); that "public access improvements provided as a condition of any approval should be consistent with the project, the culture(s) of the local community, and the physical environment, including protection of Bay natural resources" (Policy 8); and that "access to and along the waterfront should be provided by walkways, trails, or other appropriate means" (Policy 10). The project involves alterations to public access areas required by previous permits to provide maximum feasible public access for prior projects.

Public Access Policy 5 states that "public access that substantially changes the use or character of the site should be sited, designed, and managed based on meaningful community involvement to create public access that is inclusive and welcoming to all." The project team is incorporating a public outreach program into its design process.

Public Access Policy 6 states that "public access should be sited, designed, managed and maintained to avoid significant adverse impacts from sea level rise and shoreline flooding." The project does not include any sea level rise adaptations but the project site would ideally accommodate any adaptation projects that may be designed in the future.

The Bay Plan's Environmental Justice and Social Equity Policy 3 states that "equitable, culturally-relevant community outreach and engagement should be conducted by local governments and project applicants to meaningfully involve potentially impacted communities for major projects and appropriate minor projects in underrepresented and/or identified vulnerable and/or disadvantaged communities," and "evidence of how community concerns were addressed should be provided." The project site is not within an area identified by BCDC's Community Vulnerability Mapping Tool as having high social vulnerability; however, the project is a landmark in San Francisco's downtown area and there are a number of high- and higher-vulnerability areas nearby.

The Bay Plan's Appearance, Design and Scenic Views policies state that "all bayfront development should be designed to enhance the pleasure of the user or viewer of the Bay" (Policy 2), and that "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" (Policy 14). The project is located on the San Francisco waterfront, thus any exterior improvements could affect the visual character of the shoreline and Bay.

As shown on Bay Plan Map No. 5, the project site does not have a priority use designation.

San Francisco Waterfront Special Area Plan Policies

The project is covered by BCDC's *San Francisco Waterfront Special Area Plan* (SAP) and is located within the area designated by the plan as the Northeastern Waterfront. The following general and geographic-specific policies are potentially relevant to the proposed project.

General Policy No. 6, Required Public Access, states that maximum feasible access should be provided, and provides the following direction for public access areas: public access should be located at ground or platform level, with minor variations in elevation permitted; public access should be open to the sky, although some covering may be allowed if it serves the public areas and does not support structures; attention should be given to perimeter access along the platform edge; and other uses may extend to the platform edge if they enhance the total design of the project, make public access more interesting, and do not divert the public way along more than 20 percent of the total edge, and only for short distances. The project proposes using barriers to enclose existing public access areas along the western and southern faces of the Ferry Building, as well as improvements along the perimeter of the Ferry Plaza platform.

General Policy No. 7, View Corridors, states that important Bay views along the Embarcadero and inland streets should be preserved and improved. Minor encroachment into the view corridors from level inland streets may be permitted if the encroaching element has a distinct maritime character, is separated from the shoreline by water, and adds variety to waterfront views, or where minor structures (such as kiosks) are desirable to provide public amenities contributing to a continuity of interest and activity along the waterfront, or where essential maritime facilities cannot reasonably avoid view blockage. Additionally, Northeastern Waterfront Bay View Policy No. 1 states that diverse views of the Bay, the City, and waterfront and maritime activities should be provided at frequent intervals along the Embarcadero and Herb Caen Way, the Bayside History Walk, and from public plazas and public access on piers.

The project proposes improvements along the South Promenade and in the Ferry Plaza, which provide Bay views from the Embarcadero and WETA Plaza.

The Northeastern Waterfront Public Access policies state that public access should be provided free of charge and should provide direct physical and visual connections to the Bay (Policy No. 1); that public access should generally be accessible at any time, although reasonable restrictions may be approved to promote public safety (Policy No. 2); and that public access should emphasize passive recreation and focus on its proximity to the Bay and its views and unique experiences (Policy No. 3). The project proposes alterations to existing public access areas.

Northeastern Waterfront Public Access Policy No. 13 includes the following provisions for public access design relevant to the project: paving should be compatible with the adjacent building materials and

overall project character; site furnishing should include lighting, seating, trash and recycling, and public access and interpretive signage; vehicle circulation in public access areas should be limited to necessary service and maintenance vehicles and be concentrated during late night and early morning hours; microclimactic conditions should be addressed by providing places that are sheltered from the wind and receive maximum sun exposure; signage should be provided to inform the public of the history of the Bay and waterfront; improvements should be designed to be low maintenance; and queues for excursion boats and ferries should be managed so that public access is maintained and no structures prevent access to the shoreline. The project proposes new paving and site furnishings such as lighting, seating, and signage in the Ferry Plaza and South Promenade; both the Ferry Plaza and the South Promenade are part of the site's vehicular circulation for service and maintenance vehicles; the project proposes enclosing or covering existing public access areas on the site; the project proponent is seeking to minimize maintenance requirements for proposed improvements; and the project site involves ferry facilities.

Public Access Design Guidelines

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. The project will affect gateways to the Ferry Building and Ferry Plaza, including the building's entry portico and the South Promenade, and improvements are intended to welcome the public to further utilize the Ferry Plaza and help inform safe and convenient circulation among the site's different users.

The *Public Access Design Guidelines* also provide guidance that projects should provide visual access to the Bay and shoreline by organizing development to allow Bay views and access between buildings, and siting projects so that they enhance and dramatize views of the Bay; enhance the visual quality of the Bay and shoreline by providing visual interest and architectural variety while complementing the appearance of the Bay and adjacent development; and take advantage of the Bay setting by orienting projects towards the Bay and orienting public access areas to take advantage of views of opposite shores and landmarks. The project is located on the waterfront and is seeking to design the Ferry Plaza and South Promenade to enhance the experience of visitors and draw them towards the Bay.

The *Public Access Design Guidelines* further state that projects should provide connections along the shoreline by incorporating the Bay Trail and promoting safe pedestrian and bicycle access. The project site is adjacent to a segment of the Bay Trail and is connected to a number of bicycle and pedestrian facilities. The area sees high volumes of both bicycle and pedestrian traffic, as well as vehicular traffic and transit and the project will need to consider how visitors connecting to the site will continue to circulate through without conflict.

Board Questions

Staff recommends the Board frame its remarks of the proposed public access improvements considering the proposed development project. The Board may wish to refer to the public access objectives found in the Commission's Public Access Design Guidelines. Additionally, please provide

feedback on the proposed public access improvements with respect to the Commission's policies on sea level rise, and environmental justice and social equity.

The seven objectives for public access are:

1. Make public access **PUBLIC**.
2. Make public access **USABLE**.
3. Provide, maintain, and enhance **VISUAL ACCESS** to the Bay and shoreline.
4. Maintain and enhance the **VISUAL QUALITY** of the Bay, shoreline, and adjacent developments.
5. Provide **CONNECTIONS** to and **CONTINUITY** along the shoreline.
6. Take advantage of the **BAY SETTING**.
7. Ensure that public access is **COMPATIBLE WITH WILDLIFE** through siting, design, and management strategies.

Staff also has the following specific questions for the Board's consideration:

1. Do the proposed alterations reflect the civic nature of the Ferry Building and potential demands for public uses of the site? Is the civic nature of the Ferry Building and surrounding public spaces supported by the materiality and design of the proposed project?
2. Do the proposed alterations sufficiently maintain or enhance circulation and connectivity to and along the shoreline?
3. Do the proposed activation areas along the building frontages collectively and individually promote an inviting and usable public access environment at the Ferry Building and allow for adequate public circulation to site entrances and destinations?
4. In particular, would the proposal to place a café/market zone and public seating area in the South Promenade activate and improve the quality of the public access experience in balance with addressing the public access and circulation needs of the project area?
5. Do the proposed elements support a cohesive, legible, and inviting public access program?