

MEMORANDUM

March 10, 2017

TO: MEMBERS, PORT COMMISSION
Hon. Willie Adams, President
Hon. Kimberly Brandon, Vice President
Hon. Leslie Katz
Hon. Eleni Kounalakis
Hon. Doreen Woo Ho

FROM: Elaine Forbes
Interim Executive Director

SUBJECT: Informational presentation regarding the Forest City proposed Pier 70 Special Use District Design for Development for the area bordered generally by 20th Street, Michigan Street, 22nd Street, and the San Francisco Bay

DIRECTOR'S RECOMMENDATION: Information Only; No Action Required

EXECUTIVE SUMMARY

On May 28, 2013, the Port Commission adopted Resolution 13-20¹ endorsing a Term Sheet between the Port and Forest City Development California, Inc. ("Forest City" or "Master Developer") for the mixed use development of the 28 acre Pier 70 Waterfront Site (the "Waterfront Site," shown on Exhibit A). On June 11, 2013, the Board of Supervisors adopted Resolution 201-13, unanimously endorsing the Term Sheet between the parties.

On March 25, 2014, Forest City presented its Pier 70 Waterfront Site waterfront parks design concept to the Port Commission. The design concept outlined strategies, program elements and design details for a series of parks, playgrounds and recreation spaces that will become a new amenity for the City's central waterfront.

On June 3, 2014, San Francisco voters approved Proposition B, "Voter Approval for Waterfront Development" (59-41%), requiring voter approval for any increase in

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¹ A copy of the Port Commission staff report, associated exhibits, and Resolution 13-20 is available at: <http://www.sfport.com/index.aspx?page=2295>

heights for property under the jurisdiction of the San Francisco Port Commission. In response to Proposition B, Forest City sought and obtained voter approval for Proposition F on the November 4, 2014 ballot (73-27%).

Proposition F, “Pier 70 Development Site Height Limit Increase”, permits an increase in the height of the Site from 40’ to 90’ and adopts open space, housing, affordability, historic rehabilitation, artist community preservation, commercial, and urban design policies related to development of the Waterfront Site.

On March 10, 2015, Forest City presented its proposal for a proposed Pier 70 Special Use District (“Pier 70 SUD”) to the Port Commission. Forest City developed the Pier 70 SUD in consultation with City staff.

On October 11, 2016, Forest City provided an update and overview of the proposed land use plan for the Pier 70 SUD as well as progress made with regard to site planning, sustainability planning, infrastructure and utilities design, and transportation planning². That presentation described the land use program studied in the project Draft Environment Impact Report (“DEIR”) under a Maximum Residential and Maximum Commercial scenarios.

At the March 14, 2017 Port Commission meeting Forest City will provide an informational presentation of proposed Pier 70 SUD Design for Development (“*Design for Development*”), a document which establishes urban design standards and guidelines to guide future development of the public realm and buildings within the proposed Pier 70 SUD.

PIER 70 SUD DESIGN FOR DEVELOPMENT

A copy of the Pier 70 SUD Design for Development can be found on the Port’s website at:

<http://sfport.com/pier-70-area>

The *Design for Development* was prepared by Forest City with the assistance of its urban design consultant SITELAB Urban Studio, after extensive study of San Francisco neighborhoods, architecture and historic Pier 70. The project team for the *Design for Development* includes:

SITELAB urban studio - Urban Design

² A copy of the October 11, 2016 Port Commission staff report can be found at:

<http://sfport.com/sites/default/files/Commission/Documents/Commission%20Meeting%20Staff%20Repors/2016%20Commission%20Meeting%20Items/OCT11/Item%2012A%20Pier%2070%20Waterfront%20Site%20Development%20Plan%20and%20Pier%2070%20Special%20Use%20District%20R.pdf>

Grimshaw Architecture - Architect
David Baker Architects - Residential Architect
James Corner Field Operations - Landscape Architect
Architectural Resources Group - Cultural Resources
Bonnie Nelson - Transportation
AECOM - Transportation and Sustainability
BKF - Civil Engineering
Moffatt and Nichol Engineers - Shoreline Engineering

The City has adopted a practice for managing the urban design of new neighborhoods over the course of many master-planned projects, including Mission Bay, the Hunters Point Shipyard, Treasure Island, and Park Merced. In all of these efforts, City planners at the former San Francisco Redevelopment Agency and the Planning Department have collaborated with the City's development partners to formulate a planning vision and urban design standards and guidelines for neighborhoods that will be developed over many years, so as to ensure that these places are designed comprehensively and holistically.

The Pier 70 SUD *Design for Development* will be published in final form at the same time as all project approval documents and will be incorporated by reference into the San Francisco Planning Code as part of the Pier 70 Special Use District. The Pier 70 SUD *Design for Development* is subject to approval by the Port Commission and the Planning Commission.

The *Design for Development* encapsulates Forest City's urban design vision for the Pier 70 Special Use District area, including both the Waterfront Site and the Illinois Parcels. Over the course of many meetings in 2015 and 2016, Forest City presented this vision to City and Port staff, who commented on the work product to ensure consistency with the City's planning, urban design, transportation, open space and historic preservation policies. Staff applauds Forest City and its team for a thoughtful and innovative approach to this effort.

The *Design for Development* sets forth the urban design context of the Pier 70 Special Use District area, establishes the Union Iron Works Historic District as the setting for new development and rehabilitation efforts, and introduces land use, open space, street grid, historic rehabilitation standards, and standards for new construction that will guide build-out of Pier 70 over the next one to two decades.

The *Design for Development* establishes land use zoning controls for the project site and is divided into design standards and design guidelines. Design standards are objective requirements with which all future development must comply. Design guidelines are more subjective, and convey design intent and direction. The document also includes narrative text intended to convey design concept and framework. Future vertical development at the project site, whether constructed by Forest City, Forest City affiliates, or third-party developers selected by the Port through broker-managed offerings, would be bound by the *Design for Development*.

Design standards and guidelines apply to new construction, historic rehabilitation, as well as public realm improvements. The design standards and guidelines are intended to address compatibility of new development within the project site with the Historic District, guide rehabilitation of existing historic buildings as critical anchors, and encourage architecture of its own time in new construction.

With particular attention to new construction and compatibility with the Union Iron Works Historic District, the D4D design standards include the following:

- Standards for rehabilitation of contributing historic structures;
- Allowable buildable zones, to ensure appropriate buffers between existing buildings and new construction;
- Maximum heights and building envelopes, in accordance with Proposition F;
- Requirements for ground floor treatment, including differentiated base zones, transparency, and building entries;
- Allowable building projections, both occupiable and non-occupiable;
- Prohibition of replicating historic buildings in new construction;
- Promotion of architectural variety, in keeping with the defining feature of the Historic District; and
- Promotion of depth and texture in facades through a variety of materials and treatments.

In addition to the standards above, which apply to all buildings throughout the SUD, the *Design for Development* also requires particular attention be paid in particular key locations across the site to respond to unique conditions or design issues at those locations. Those conditions include:

- **Adjacency to contributors to Historic District.** In these circumstances, buildings would be required to include setbacks, dimensional height references or relational treatments. In addition, certain façade materials would be allowed in limited application or entirely prohibited, again dependent on adjacency to Historic District contributors.
- **Bird-Safe Controls.** While all new facades are subject to the existing Bird Safe Standards for “feature-related hazards,” particular facades fronting Irish Hill and the San Francisco Bay would also be required to comply with Bird Safe Standards for “location-related hazards.”

- **Long Facades in Key Locations.** In certain instances where a façade exceeds a prescribed length, the façade would be subject to enhanced architectural requirements. Those requirements fall under the categories of large-scale massing, modulation, and fine-grained materiality, and are to be used in combination.
- **Waterfront Facades.** Buildings that front the San Francisco Bay are also subjected to enhanced architectural requirements in service of reinforcing the public nature of the waterfront park through the adjacent ground-floor treatments and uses; providing views of the water from the buildings; maximizing sunlight on adjacent open spaces; and promoting pedestrian scale on the ground floor along the waterfront.

The *Design for Development* also describes the conceptual design, intent and potential programming of the nine acres of open space within the SUD. The design guidelines for the proposed open space plan respond to several key objectives:

“to connect the Dogpatch neighborhood to the waterfront, to create a variety of vibrant public spaces for social interaction and respite, to enhance the resiliency of the site against sea-level rise, to retain a defining feature of the Historic District open areas, and to project an identity for the site that draws from the character of the adjacent neighborhood and the history of the Pier 70 industrial waterfront.”

Open spaces programmed as part of the project are the Waterfront Promenade, the Waterfront Terrace, Slipways Commons, the Building 12 Market Plaza and Market Square, the Irish Hill Playground, 20th Street Plaza, and Buildings C1 and C2 structured parking rooftops, if parking structures are built on these parcels. These open spaces are anticipated to accommodate everyday passive uses as well as public outdoor events, including art exhibitions, theater performances, cultural events, outdoor fairs, festivals and markets, outdoor film screenings, evening/night markets, food events, street fairs, and lecture services.

WATERFRONT PROMENADE

The Waterfront Promenade would be constructed along the southern half of the project site’s shoreline and would include a north-south-running pedestrian and bicycle promenade as part of the 20-foot-wide Blue Greenway and Bay Trail system that extends from Mission Creek to the southern San Francisco County line at Candlestick Point. Anticipated features include outdoor dining terraces east of Parcel E3 and H2, and furnished picnic and seating terraces east of Parcels E3 and H2, which would provide park users with opportunities for waterfront viewing and passive recreation. A 6-foot-wide informal shoreline pathway would run parallel to the riprap along the water’s edge and would connect the various features at the San Francisco Bay edge. The Pier 70 slipway structures along the water’s edge would also be made accessible to the public and would offer opportunities for fishing and views of the San Francisco Bay and Pier 70 historic buildings.

WATERFRONT TERRACE

The Waterfront Terrace would be constructed along the northern half of the project site's shoreline, to the north of the Waterfront Promenade, and orient views towards the active shipbuilding activities north of the project site. The Waterfront Terrace includes three primary spaces: a viewing pavilion to the north, a social lawn along the central portion, and picnicking and seating areas along the southern portion. The Waterfront Terrace would also include the northern portion of the 20-foot-wide Blue Greenway and Bay Trail system within the project site.

SLIPWAYS COMMONS

Slipways Commons open space would connect existing Buildings 2, 12, and 21 to the waterfront. This area would be designed as the most flexible, multi-purpose open space, intended to accommodate community gatherings, festivals, performances, art installations, and nighttime and cultural events, as well as passive recreation. Anticipated features include a multi-function commons, an event plaza, and a viewing pavilion. No roadway would be permitted between Parcels E1, E2, E3 and E4 and Building 21 and the park, in order to maximize recreational use of the park and encourage pedestrian travel.

BUILDING 12 PLAZA AND MARKET SQUARE

The Building 12 Plaza and Market Square would be a series of small plazas and outdoor market spaces. Market Square would be located directly north of Building 12 and east of Building 2 with four pedestrian access points. The approximately 1.5-acre plaza and square would provide the opportunity for informal and formal events, supporting flexible space for open-air markets, market stalls, and small performances and gatherings. Along the eastern and southern edges of Building 12, small plazas (approximately 26 to 28 feet wide) would provide opportunities for artwork displays, seating, and ground-floor uses within adjacent buildings to extend into these outdoor areas. The southern plaza would also have a café terrace. The Proposed Project would potentially retain a metal-frame remnant of Building 15 above the new 22nd Street, directly south of Building 12.

IRISH HILL PLAYGROUND

The Irish Hill Playground installation would be a 2-acre area south and east of the existing remnant of Irish Hill. No alteration to Irish Hill would be made. The Irish Hill Playground would include children's play areas (play slope and play pad), other recreation opportunities, a picnic grove, a lounging terrace, and planted slopes and pathways. The non-native stand of eucalyptus trees located on the remnant of Irish Hill would remain.

20TH STREET PLAZA

The 0.5-acre 20th Street Plaza open space area would be located at the southeast corner of the intersection of 20th and Illinois Street streets, directly north of Parcel PKN. This gateway space would allow for direct views from 20th and Illinois streets to Building 113, on the Historic Core site. Potential features within the 20th Street Plaza include terraced seating areas and stormwater management facilities.

ROOFTOP OPEN SPACE AREAS

As described above, Parcels C1 and C2 would be designated for parking structures, but could be developed with either residential or commercial uses, depending on future market demand for parking and travel patterns. If parking structures are constructed on those parcels, the rooftops would be used to provide additional public open space and amenities such as active sports courts and play fields, community gardens, seating, and observational terrace areas. This acreage would be in addition to the 9 acres of public open space proposed at the project site.

IMPLEMENTATION OF THE PIER 70 DESIGN FOR DEVELOPMENT

The *Design for Development* is a key project implementation tool:

- Planners at the San Francisco Planning Department, in consultation with Port planners, will use the document to review and comment on conceptual and schematic designs for new buildings on the 28 Acre Site and Illinois Parcels.
- Port staff, in consultation with City Planning staff, will use the *Design for Development* when reviewing building permits for rehabilitation of contributing resources to the Union Iron Works Historic District (Building 2, 12 and 21, and the frame of Building 15 over the proposed 22nd Street, if this feature is retained).
- Port staff will use the *Design for Development* during its initial review of conceptual and schematic designs for planned open space.
- The Port will convene public design review of major new open spaces in the SUD under a proposed new review body appointed by the Port Executive Director comprised of public representatives with expertise in waterfront design, open space planning, and landscape architecture. All new open spaces will be ultimately approved by the Port Commission.

Table 1 below presents the role of reviewers and the proposed approval processes for new construction, historic rehabilitation, and parks and open space, after the project is approved by the Port Commission, the Planning Commission and the Board of Supervisors.

Table 1: Proposed Pier 70 Design Review and Approval Procedures

	Advisory		Approving Agency	
	Staff/ Public Review Body	Port	Planning Department	
Master Plan Documents including D4D	Southern Waterfront Design Review Body	Port Commission	Planning Commission	
Designs for New Construction	Urban Design review team comprised of Port and Planning staff	N/A	Planning Director	
Historic Rehabilitation	Urban Design review team comprised of Port and Planning staff	Port Director	N/A	
Designs for Parks and Open Space	Port staff	Port Commission	N/A	

Next Steps

Port and Office of Economic and Workforce Development staff to continue to negotiate and finalize key transaction documents for the development of the Pier 70 SUD. Staff will continue to seek Commission policy direction during the negotiation.

The parties project the following key milestones for the Project:

Draft EIR Comment Period Closed:	February 21, 2017
Final EIR:	May 2017
Board of Supervisors:	July 2017
1st Phase Construction:	Late 2017/Early 2018

The EIR process will provide the public and decision-makers with an opportunity to review the technical details of the project and potential environmental impacts, and provide the public with opportunities to comment on the proposed Pier 70 SUD.

Forest City and City staff will continue to:

1. Conduct public outreach and engagement regarding the proposed Pier 70 SUD;
2. Coordinate site infrastructure planning, including the Streetscape Plan and site design to respond to projected sea level rise, with affected City agencies;
3. Finalize the proposed Affordable Housing, Transportation and Sustainability Plans; and

4. Pursue site-wide coordination with Puglia Marine, Orton Development, and existing Port tenants at Pier 70 that may be required to relocate to accommodate phased development of the area.

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Exhibits:

A: Pier 70 SUD Land Use Plan

Exhibit A: Pier 70 Special Use District Land Use Plan

