

MEMORANDUM

May 18, 2018

TO: MEMBERS, PORT COMMISSION
Hon. Kimberly Brandon, President
Hon. Willie Adams, Vice President
Hon. Gail Gilman
Hon. Victor Makras
Hon. Doreen Woo Ho

FROM: Elaine Forbes
Executive Director

SUBJECT: Request approval of the Schematic Design for the parks in Phase 1 of Pier 70 Mixed-Use project at the 28-Acre Site (the southeast portion of SWL 349) as consistent with the requirements of the Disposition and Development Agreement with FC Pier 70, LLC, and the Pier 70 SUD Design for Development

DIRECTOR'S RECOMMENDATION: Approve Attached Resolution

EXECUTIVE SUMMARY

On September 26, 2017, the Port Commission approved a mixed-use development project on the Pier 70 28-Acre Waterfront Site ("28-Acre Site") (the Project) and the Pier 70 Special Use District Design for Development (D4D), which provides land use controls, detailed development standards and guidelines for buildings, open space, and streetscape improvements. Subsequently, on October 31st, 2017, the San Francisco Board of Supervisors approved the Project and adopted Planning Code amendments to establish the Pier 70 Special Use District. Subsequently, Mayor Lee signed all Project-related legislation.

The Port's development partner for development of the 28-Acre Site is FC Pier 70, LLC ("Developer"), an affiliate of Forest City Realty Trust, Inc. The Project is governed by a Disposition and Development Agreement (DDA) and related agreements between the Port and the Developer. Consistent with the requirements of the DDA, the Developer has requested that the Port Commission approve a schematic design for Phase 1 of the parks within the 28-Acre Site ("Phase 1 Parks") as consistent with the D4D. This memorandum provides a summary of the Preliminary Schematic Design for all open spaces in the 28-Acre Site and the Schematic Design for the Phase 1 Parks.

THIS PRINT COVERS CALENDAR ITEM NO. 10A

Additionally, it provides an overview of the design review conducted by the Port's newly established Mission Rock - Pier 70 Design Advisory Committee (DAC) and the community outreach conducted for the review of the parks design.

STRATEGIC OBJECTIVES

The schematic design of the Phase 1 Parks meets the following Port Strategic Objectives:

Renewal:

- Expand the Blue Greenway and incorporate major new waterfront parks and public access into new neighborhoods while maintaining industrial maritime berthing and ship repair operations.
- Expand the Port's necklace of public open spaces and provide a broad array of recreational amenities and activities, including along the Blue Greenway.

Sustainability:

- Enhance the Port's Climate Action Plan to meet the City's Climate Goals by implementing policies to:
 - Protect the Bay's ecology and other natural environment through sensitive development of open spaces, stormwater management, and management practices.

BACKGROUND

Project Site

The 28-Acre Site is located within the Port-owned Pier 70 property, which is a 72-acre area in the City and County of San Francisco. The 28-Acre Site is bounded by Illinois Street to the west, a ship repair yard to the north, the Bay to the east, and the former Potrero Power Plant to the south. The site is within the Union Iron Works (UIW) National Register Historic District (Historic District).

Project Summary

The 28-Acre Site is a mixed-use development site that will include residential, office, retail, parks, arts and cultural uses, and light industrial/PDR (Production, Distribution, and Repair) uses. At full buildout, the Developer estimates that there will be between 2,500 and 4,900 new residents and 5,400 and 8,700 new employees at the 28-Acre Site. Access to the site would be primarily from 20th and 22nd Streets. Maryland Street would be created to provide the primary north-south street within the 28-Acre Site.

Project Parks

Inspired by the historic distribution of multi-purpose, multi-functional outdoor spaces, the open spaces at the 28-Acre Site are designed as a rich "mosaic" of spaces, urban rooms, social platforms and activity surfaces. In this way, the open spaces at the 28-Acre Site are designed to support a wide range of flexible programming related to each specific location and adjacent building uses. This flexibility and diversity ensures that people's needs for social, recreational or community-oriented amenities are achieved. For the design of materials and details, the qualities of simplicity, scale, tactility, and

detail will influence detailing that honors its past as a working waterfront, while simultaneously providing new amenities for a new generation of users.

The Project includes 6.5 acres of parks and open space divided into four distinct settings in terms of character and design within the open space network: (1) “Building 12 Plazas + Market Square”, (2) “Slipways Commons”, (3) “Waterfront Terrace,” and (4) “Waterfront Promenade.” (see: *Exhibits 1-5*)

1. **Building 12 Plazas + Market Square.** Surrounding the historic Buildings 2, 12 and the frame of Building 15 is a series of small plazas and outdoor market spaces – the social centerpiece of the 28 Acre Site. This will be the place where the history of the 28-Acre Site is most felt, as the adaptive reuse of the historic buildings will evoke the site’s dynamic past. Envisioned as a marketplace at the physical center of the site, Building 12 will be a hub of activity throughout the day, with the market and food functions spilling out-of-doors into the surrounding plaza spaces. To the north is the “Market Square”, a flexible plaza space that will support open-air markets, community gatherings and small performances – all set with the dramatic backdrop of the historic structures. (Phase 1)
2. **Slipways Commons.** Extending from this historic core towards the Bay is the Slipways Commons – the central park of Pier 70. An east-west walkway (Craneway Promenade) runs from Maryland Street to one of the historic craneway piers at the shoreline. The Slipways Commons includes an approximately 8,500-square-foot lawn (Central Lawn), hardscaped gathering and event spaces, large-scale furnishing elements with social and interpretive functions (The Hull), a viewing pavilion (Craneway Pavilion), and the 16- to 20-foot-wide Bay Trail. (Phase 1)
3. **Waterfront Terrace.** The Waterfront Terrace runs along the northern 500-foot-long section of the 28-Acre Site’s shoreline, and consists of an almost 5,000-square-foot public lawn, almost 2,000 square feet of picnic and seating that would contain space for commercial food and beverage vendors (Picnic Grove), a deck and viewing pavilion oriented to the ship repair dry-dock, a 6-foot-wide shoreline path, and the 16- to 20-foot-wide Bay Trail. (Phase 2)
4. **Waterfront Promenade.** The Waterfront Promenade runs along the southern 500-foot-long section of the 28-Acre Site’s shoreline, and consists of a café terrace with areas reserved for both public and commercial (private) use, picnic and seating areas (Chaise and Picnic Lounges), historic craneway structures that provide opportunities for fishing, gathering and Bay viewing, a deck and viewing pavilion (22nd Street Pavilion), an 8-foot-wide path running parallel to a riprap revetment, and the 16- to 20-foot-wide Bay Trail. A drop-off area for vehicles is provided at the terminus of 22nd Street between Buildings E3 and H2. (Phases 2 and 3)

One of the DDA conditions to Port Commission approval of the Phase 1 Parks Schematic Design is for Developer to obtain the Port Director’s approval of a Site wide Historic Interpretive Master Plan for the 28-Acre Site, which was approved by the Port’s Executive Director. This Interpretive Master Plan will guide the creation of a program of

coordinated interpretive exhibits in public areas that promotes an understanding of the 28-Acre Site's history, significance and function. Through implementation of the interpretive program, the Project will celebrate its changing landscape by bridging historical and contemporary stories of innovation in the unique Historic District.

Port staff and the Developer engaged interpretive experts, historians, Project stakeholders, and the surrounding communities to distill interpretive stories and a hierarchy of experiences relevant to the site. These stories and experiences will be incorporated across the site in historically and culturally relevant locations, which will illustrate the significance of the site and highlight the story of "Innovation at Pier 70".

A key theme of the interpretive program will be the story of the shipbuilding history of the site, such as documenting the innovations and process of building Fletcher- and Benson-class destroyers at UIW, the most typical type of ship built here during the peak production years of World War II. It will also demonstrate the architectural changes in the site over time, the significance of UIW in the overall shipbuilding and repair industry, and notably the role of UIW in making the United States the world power it is today. In addition to the shipbuilding history, the interpretative program will tell the stories of the people who were part of the history of Pier 70 and Irish Hill, as well as look forward to how the shoreline will be used to address sea level rise and increase public access along the waterfront with the extension of the Blue Greenway (*see Exhibit 7 & 8*).

At various locations within the Project open space system, large events could be held, such as art exhibitions, theater performances, cultural events, outdoor fairs, festivals and markets, outdoor film screenings, evening night markets, food events, street fairs, and lecture series.

Consistent with the DDA the Developer has submitted a draft Public Spaces Signage Plan, which addresses signage for all public spaces. The Port's Executive Director has 45 days to approve the Public Spaces Signage Plan after Port Commission approval of the Phase 1 Park Schematic Design.

Phase 1 Parks

The Phase 1 Parks are the Building 12 Plazas + Market Square and Slipway Commons. Construction of Phase 1 will result in 46% of the total Project park acreage being built. (*see: Exhibit 6*) The Developer submitted to the Port an application for the Phase 1 parks that included necessary drawings and a written description of the concept, which the Port deemed as complete consistent with the DDA requirements.

The intent of Phase 1 is to connect the Building 12 Plaza + Market Square, the heart of Pier 70 activated by the maker space in the historic Building 12, to the waterfront along the Slipways Commons. Providing access to the waterfront as part of the first phase of development is a key goal of the design of the Phase 1 Parks, and the phasing of the parks was specifically adjusted to ensure the connection to the water was completed as early as possible.

Port staff will return to the Port Commission at a later date to seek approval of the schematic design of Phase 2 and 3 Parks.

DESIGN REVIEW AND COMMUNITY OUTREACH

In accordance with the DDA, the Port Executive Director, with input from the Director of the San Francisco Planning Department establish a DAC to review the schematic parks design for each Project phase to make recommendations to make the park designs consistent with the D4D. The DAC includes some members from the City and Port's existing Waterfront Design Advisory Committee and additional design professionals. The DAC membership includes experts in the planning, design and historic preservation fields, including: a) Kathrin Moore, Urban Designer; b) Marsha Maytum, Architect; c) Laura Crescimano, Urban Designer; d) Chris Wasney, Historic Preservation Architect; and e) Jimmy Chan, Landscape Architect. The DAC meetings are open to the public and publicly noticed.

The DAC reviewed the schematic design for the Project's parks at a joint meeting with the Bay Conservation and Development Commission (BCDC) Design Review Board (DRB) on February 26, 2018, and a DAC only meeting on May 6, 2018. The DAC recommended the Phase 1 Parks schematic design for approval and endorsed the preliminary schematic design for all proposed 28-Acre Site Parks. Additionally, the BCDC DRB also completed its review of the shoreline parks.

The DDA also requires the Developer to present the park schematic designs to the community in a public forum. Accordingly, the Developer presented the park designs to the Port's Central Waterfront Advisory Group on April 4, 2018. In addition, the Developer hosted an open house in the Dogpatch on April 16, 2018, which was attended by over 100 members of the public.

Response from the design review bodies and the community has been very positive. The DAC comments included the following statement, which summarizes the enthusiastic support of the schematic design: *"The variety of treatments to the parks along the Bay edge is interesting in this historic area with many nooks and crannies. The project design is a great interpretation of that with the series of outdoor spaces and rooms with different characteristics, rhythm, and cadence going down the waterfront"*. The community's general response has been very supportive and anxious for the design to come to realization as demonstrated by the turnout at the public open house regarding the project design.

The Schematic Design of the Pier 70 28-Acre Site Phase 1 parks consistent with the Pier 70 Special Use District and Design for Development is consistent with the Final Pier 70 Mixed Use District Environmental Impact Report (2014-001272ENV).

PROJECT STATUS

On May 10 the Developer formally broke ground and has commenced with site preparation for Phase 1 of the 28-Acre Site development, including demolition of certain structures (Buildings 16, 19, 25, 32, and 66) and overall site-wide grading. The Developer anticipates starting the construction of infrastructure in Quarter 3 of

2018. Phase 1 includes the construction of infrastructure, extension of the street grid, new parks and open space, and preparation of development pads that will result in the development of up to 720 residential units, 356,000 gross square feet (“gsf”) of office, and 115,000 gsf of retail, arts, and light industrial space.

RECOMMENDATION

For the reasons stated above, Port staff recommends approval of the attached resolution.

Prepared by: David Beaupre
Senior Waterfront Planner

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Development Project Manager

Diane Oshima
Deputy Director, Planning and Environment

For: Elaine Forbes
Executive Director

**PORT COMMISSION
CITY AND COUNTY OF SAN FRANCISCO**

RESOLUTION NO. 18-33

- WHEREAS, Charter Section B3.581 empowers the Port Commission with the authority and duty to use, conduct, operate, maintain, manage, regulate and control the lands within Port jurisdiction; and
- WHEREAS, On September 26, 2017, the Port Commission approved a mixed-use development project on the 28-Acre Site (the “Project”) and adopted the Pier 70 Special Use District Design for Development (the “D4D”), which provides land use controls, detailed development standards and guidelines for buildings, open space and streetscape improvements; and
- WHEREAS, On October 31, 2017, the San Francisco Board of Supervisors approved the Project and adopted Planning Code section 249.79 (the “SUD Code”), which established the Pier 70 Special Use District and imposed land use controls over buildings on the 28-Acre Site, Parcel K, and the Hoedown Yard (the “SUD”) and referred to the D4D; and
- WHEREAS, Subsequently, Mayor Lee signed all necessary legislation; and
- WHEREAS, The Port’s development partner for development of the 28-Acre Site is FC Pier 70, LLC (“Developer”), an affiliate of Forest City Realty Trust, Inc.; and
- WHEREAS, The Disposition and Development Agreement (the “DDA”) between the Port and Developer specifies Developer’s construction obligations for the Project (collectively, the “Construction Requirements”), and development is subject to the DDA, the SUD Code, and the D4D, and other applicable laws and policies (collectively, the “Project Requirements”); and
- WHEREAS, Consistent with the requirements of the DDA, Developer has obtained the Port Director’s approval of Site wide Historic Interpretive Master Plan before submitting a schematic design for the parks within Phase 1 of the Project (“Phase 1 Parks”) and has submitted its draft Public Spaces Signage Plan for the Port Executive Director’s approval; and
- WHEREAS, Developer has presented the Phase 1 Parks schematic design to the Design Advisory Committee that the Port Executive Director established in accordance with the DDA to review the schematic park designs to make recommendations consistent with the D4D; and

WHEREAS, The Project will include 6.5 acres of parks and open space divided into four distinct settings in terms of character and design within the open space network consisting of: (1) “Building 12 Plazas + Market Square”; (2) “Slipways Commons”; (3) “Waterfront Terrace”; and (4) “Waterfront Promenade”; and

WHEREAS, The Phase 1 Parks are the Building 12 Plazas + Market Square and Slipway Commons; and

WHEREAS, After a joint public meeting with the Bay Conservation and Development Commission Design Review Board on February 26, 2018, the DAC endorsed the preliminary schematic design for the 28-Acre Site Parks and recommended approval of the schematic design of the Phase 1 Parks at its meeting on May 6, 2018; and

WHEREAS, Developer presented the Phase 1 Parks schematic design at a meeting of the Port’s Central Waterfront Advisory Group on April 4, 2018 and hosted an open house on the Phase 1 Parks schematic design in the Dogpatch on April 16, 2018, which was attended by over 100 members of the public; and

WHEREAS, Port staff has determined that the schematic design of the Phase 1 Parks satisfies DDA requirements and recommends its approval as consistent with the D4D; and

WHEREAS The Schematic Design of the Pier 70 28-Acre Site Phase 1 parks consistent with the Pier 70 Special Use District and Design for Development is consistent with the Final Pier 70 Mixed Use District Environmental Impact Report (2014-001272ENV; now, therefore be it

RESOLVED, That the Port Commission approves the Schematic Design of the Phase 1 Parks as consistent with the D4D.

I hereby certify that the foregoing resolution was adopted by the San Francisco Port Commission at its meeting of May 22, 2018.

Secretary