Port of San Francisco
Mission Rock – Pier 70 Design Advisory Committee **Agenda Item No. 1**

Staff Report

Meeting Date: November 18, 2019 – 5:30PM

Location: **Metro Center,** 375 Beal Street, Yerba Buena Room 1st floor. San Francisco 94111

To: **Design Advisory Committee:**
Jimmy Chan Laura Crescimano
Marsha Maytum Kathrin Moore
Chris Wasney

From: Ryan Wassum & Dan Hodapp

Re: **China Basin Park & Paseos Schematic Design of the "Mission Rock" Mixed-Use Development and Special Use District (SUD)**

Project Review

This is the first review of a park or open space within the entitled Mission Rock mixed-use development, for the Mission Rock - Pier 70 Design Advisory Committee ("MR-P70-DAC") ("DAC"). The project for review is the China Basin Park and Paseos Schematic Design which is partially located within Bay Conservation and Development Commission (BCDC) jurisdiction. The November 18th DAC meeting will be a joint meeting with the BCDC Design Review Board (DRB). The purpose of the DAC is to review the schematic design of the park for compliance with the Mission Rock SUD Design Controls. The DAC will advise the Port's Executive Director and staff on whether the design meets the standards and guidelines in the approved Design Controls.

Project Site

The project site is located within the Port-owned Seawall Lot 337 ("SWL 337") property in the City and County of San Francisco and will be developed by a joint venture between the San Francisco Giants and Tishman Speyer. China Basin Park is bound by: Mission Creek to the north; Piers 48 and 50 to the east; Terry Francois Boulevard and a parking lot ("Lot A") to the south; and Third Street to the west.

China Basin Park is located in a recently approved SUD within the City of San Francisco's Planning Code (Section 249.80), approved by the San Francisco Board of Supervisors, the San Francisco Planning Commission, and the Port Commission. The Mission Rock SUD includes a Design Controls document, which thoroughly guides design for new buildings and the public realm, including all parks and open spaces. As part of the SUD, all schematic designs for parks and open spaces within the Mission Rock project site will be reviewed based upon consistency with the Design Controls, including the Schematic Design for China Basin Park and Paseos - which is being developed as part of Phase 1 in the Mission Rock development. The SUD, including the Design Controls, was also amended into the Port's Waterfront Land Use Plan and Design and Access Element.

Existing Conditions

The project site currently includes a small Port park, which will be redeveloped and expanded. The existing park consists of a lawn, a multi-use path, a rip-rapped edge, and a "Junior Giants" baseball diamond to the southwest. The approximately 2-acre park is primarily located within BCDC's 100-foot shoreline band and was originally constructed as a required public access area to fulfill requirements from the BCDC permit for the adjacent ballpark.

Surrounding the project site are a variety of uses ranging from parking lots to industrial activities. To the south of the park, Lot A is used for parking and occasional special events. East of the site Pier 48 is primarily used for ballpark overflow parking and Giants' special events.

Planning Context

The Mission Rock project site ("SWL 337"), including China Basin Park, has undergone significant community planning by the Port and the City of San Francisco. Over the last 13+ years, the Port has developed a comprehensive framework for the improvement of SWL 337, within the context of City plans for the UCSF Mission Bay campus, and larger Mission Bay mixed-use neighborhood. The Waterfront Land Use Plan recognized these forces would inform the Port's approach for new development and directed that further community planning be conducted to define how SWL 337 should be developed and improved. In 2006, a Port Commission committee was created to guide a community planning process to carry out this community effort, which included strategies for rehabilitation of Pier 48, and stewardship of maritime uses at Pier 50. The public values and conclusions developed from that process shaped the development solicitation process that ultimately led to selecting the San Francisco Giant's as the Port's development partner. The Port has benefited from a collaborative, City-family effort to integrate land use, transportation, historic preservation, new public parks, maritime preservation, environmental, and resilience goals into the Mission Rock SUD and Design Controls. The Design Controls have also been integrated within the larger Mission Bay and Blue Greenway plan framework to improve circulation and safety amongst bicyclists and pedestrians.

After securing extensive entitlements in early 2018, the San Francisco Giants entered into a partnership agreement with national developer Tishman Speyer to jointly execute the project. The joint development team, in partnership with the Port and City Planning, have continued to work with the community and stakeholders to develop innovative and comprehensive project designs – beginning the implementation stage of the Mission Rock mixed-use development.

Project Overview

The project presented in this report reflects the schematic design for the China Basin Park and Paseos based upon the Mission Rock Design Controls.

Mission Rock Mixed-Use Development. The Mission Rock mixed-use development project will be built out in 4 phases and include approximately 1,200 units of new, rental housing, 1.4 million square feet of new commercial and office space, and rehabilitation of historic Pier 48, as well as space for small-scale manufacturing, retail and neighborhood services, waterfront parks, and public infrastructure.

Phase 1 will include a new east-west street from 3rd Street to Terry Francois, two new north-south streets, China Basin Park and adjacent Paseos, and parcels A (residential), B

(commercial), F (residential), and G (commercial). As part of subsequent phasing, the Mission Rock project would also include several other open space and major public access areas, including:

- Mission Rock Square, a centralized 1-acre park;
- Channel Street and Channel Lane, open space corridors for pedestrians only;
- Channel Wharf waterfront improvements and public plaza; and,
- Pier 48 apron and new public plaza.

Water Access. The design proposes an approximately 8-foot-wide, sloping Cove Access Walkway that would extend northward of the proposed Tidal Shelves into the water. The Walkway would serve as water access for inflatables and non-motorized boaters. During a subsequent phase, a public dock would be added to the east of the site near Pier 48 and would include a kayak launch and connection to a picnic area and the marginal wharf.

Public Access Areas. China Basin Park would be redeveloped and roughly doubled in size from 2.1 to 4.4 acres. Approximately 3.85 acres of the park would be reserved for public access and planted areas, and the rest would be utilized for retail, cafes, shoreline protection, and other non-public access areas (*see* ***Attachment A***). Noteworthy features of the park's proposed design include a variety of unique spaces and attractions, such as:

- **The Great Lawn.** With expansive views of the ballpark, skyline and Bay Bridge, the lawn area provides ample space for reflection, recreation, civic gathering and family picnicking. The lawn slopes gently down to the water, creating a natural amphitheater for movie nights and other community events. Stormwater is gathered and treated through green infrastructure and incorporates a dog run that can be enjoyed by all visitors.

- **The Beach & Tidal Shelves.** China Basin Park meets the waters of the Bay in a creative manner with a series of sculpted tidal shelves. Tidal pools will mark the shift of time throughout the day and highlight changing water levels over time. A beach sits at the top of the series of tidal shelves. The beach and extending tidal shelves are surrounded by a natural setting featuring wildlife habitat. A path to the water allows safe access for kayakers, including those who populate McCovey Cove during Giants games.

- **The Plaza.** A generous plaza sits in the heart of China Basin Park. The plaza will be a popular gathering place and incorporate a small casual restaurant designed as a distinctive architectural feature.

- **The Grove.** West of the main plaza, a lifted grove sheltered by trees and made intimate by catenary lights will serve as a location for flexible programming, cultural events, vendors, music and the arts.

- **Bay Trail.** China Basin Park is an important Bay Trail connection and hinge between the City's northern and southern waterfront. The park locates the Bay Trail along its water's edge perimeter and accommodates cycling, walking and dramatic views.

At various locations within China Basin Park, the project proponents intend to host large public and limited restricted-access events, 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 services. Large events are capped at no more than 4

weekend days per month (48 annually), with medium events capped at 100 per year. Small events are allowed daily that do not cover more than 10,000 square feet of the total park.

Resilience and Adaptation to Rising Sea Level

The interior of the Mission Rock site, including building pads, streets, and Mission Rock Square, which are currently between +9' NAVD88 and +12' NAVD88, will be raised to a minimum elevation of +15.2' NAVD88. This will provide a minimum of 66 inches (5.5 feet) of freeboard above present day Base Flood Elevation (BFE), which will address potential flooding of high-end estimates of sea level rise in 2100. The existing streets around the perimeter of the project site, including Terry A. Francois Boulevard, Mission Rock Street, and 3rd Street, would remain at or near the current grade to maintain connections to Piers 48 and 50 and the adjacent Mission Bay neighborhood. Adaptations would be required to prevent inundation of the perimeter streets.

China Basin Park would be constructed at a grade that would protect the majority of the park from regular flooding, assuming 66 inches of sea level rise. The grade of China Basin Park would be elevated to at least +15.2 NAVD88 on the pedestrian-only Park Promenade along the south edge of the park, as well as in key programmatic areas of the park including the Lifted Grove, Central Plaza and Great Lawn. The Bay Trail located roughly along the shoreline of China Basin Park would be raised to an elevation of at least +12.0 feet NAVD88, which will provide approximately 55 inches of freeboard above the current King Tides that occur once or twice a year. The Tidal Shelves, Beach and Coastal Gardens are designed to step down in elevation towards the Bay to create a resilient and adaptable shoreline, which will gradually be inundated over time with sea level rise.

A Sea Level Rise Risk Assessment and Adaptation Strategy has been prepared for the Mission Rock project by Moffat and Nichol, dated November 21, 2017 (revised February 16, 2018), which includes a risk assessment, sea level rise monitoring plan, and adaptation strategies. The document will be revised to include the updated China Basin Park design in coordination with the Port of San Francisco and BCDC.

Consistency with Mission Rock Design Controls

The development team prepared a Conformance Checklist identifying how its schematic design is consistent with the "Standards" and "Guidelines" outlined in the Design Controls (*see **Attachment B***).

Port staff have reviewed the Conformance Checklist and generally agree with the development team's conformance assessment, with the exception of an outstanding circulation concern (as discussed below). The Conformance Checklist specifies areas of non-conformance that are primarily driven by unforeseen conflicts, improved efficiencies, and increased public benefits. For each area of non-conformance, the development team has provided detailed responses as to why the schematic design may not meet the intent of a "Standard" or "Guideline". The Port has summarized key areas of non-conformance and relevant staff concerns as follows:

Non-conformance Discussion

- **Design & Development:** further design and development of the park and programming have shifted the significance and location of required features such as circulation,

program and use areas, resiliency and sea level rise, and ecology, habitat and management.

- ***Analysis:*** As an example, the proposal no longer conforms to Guideline 3.2.10[B] (Conformance Checklist, #95) because the Upper Plaza is no longer "visually" connected to the Stormwater Garden. It was relocated to a higher elevation at the southeast corner of the site to make the infrastructure more resilient in response to anticipated sea level rise. In conjunction, the Play "Room" is shifted towards the shoreline to the area where the Stormwater Garden was located, creating a family play area that is integrated into the Tidal Shelves and Coastal Garden.
- ***Question:*** Does the DAC concur that the proposed changes are beneficial to the overall park design?

- **Stormwater Management:** areas of stormwater management have been moved and modified for a more sustainable and efficient treatment system, in the park and the paseos.
  - ***Analysis*:** The proposal no longer conforms to Standard 4.2.2[C] (Conformance Checklist, #102) as the stormwater gardens were removed from the Shared Public Way Paseo and relocated to a centralized area nearby in China Basin Park. This change allows the paseo to serve as an open, flexible plaza at the interface of the Shared Public Way and China Basin Park. Furthermore, in consultation with the SFPUC and the development team, the preferred approach to stormwater treatment in Port open spaces is centralized treatment, which is reflected in the immersive stormwater garden in the southeast corner of China Basin Park.
  - ***Question:*** Does the DAC concur that centralizing the stormwater management area meets the intent of the Design Control standards?

- **Design Control Conflicts:** unforeseen conflicts between standards and guidelines have developed as city agencies' regulations and requirements work against the specificity or numeric standard of a design control.
  - ***Analysis:*** Standard 4.2.12[D] (Conformance Checklist, #122) describes minimum tree spacing and lighting requirements that conflict with SFPUC requirements. In order to have a more robust tree canopy, the current plan has medium sized trees planted closer than the required 20' apart (at approximately 15') on the west side of the Shared Public Way. The closer tree spacing is integral to creating an inviting public realm along the premier pedestrian street in the neighborhood, and subsequently still meets the intent to promote permeability along the Shared Public Way.
  - ***Question:*** Does the DAC concur that the modified tree spacing meets the intent of the Design Control standards?

Staff Concerns

- **Bicycle Circulation:** Port and City staff have concerns with the proposed circulation changes and achieving Standard 3.2.7[C] (Conformance Checklist, #85), which requires a clear connection from the Waterfront Promenade to the bicycle facilities on Bridgeview Street. The current proposal removes the direct bicycle path between Bridgeview Street and the Waterfront Promenade and shifts the northbound circulation to moving west on Exposition Street and then north on Third Street. Southbound circulation from the Bridge is on the Bay Trail at the perimeter of the Park and then onto Terry Francois Boulevard. The proposed circulation improvements are currently being analyzed by inter-agency

staff including San Francisco Municipal Transportation Agency (SFMTA), San Francisco Planning (SF Planning), and the Port.

- ***Analysis (ongoing)***
  - SFMTA is responsible for evaluating the adequacy of the proposed bicycle route changes and its connections to the larger City network.
  - SF Planning is responsible for capturing and evaluating any CEQA impacts as it relates to circulation modifications.
  - Port Staff is concerned about possible conflicts between pedestrians, cyclists, and electric rideables (i.e. electric scooters), and the proposed changes could require greater public space management within the park.
  - Further refinements to the circulation and supplemental data may be presented to the DAC at Monday's meeting, or may be deferred to a later date.

For a detailed list of the standards and guidelines and subsequent development team responses, please view the Conformance Checklist found in ***Attachment B***.

Next Steps

This joint DAC-DRB design review session is to review the updated project design that is located within BCDC's shoreline jurisdiction and Port-owned property; however, the DAC will primary focus on reviewing the full schematic design as it relates to consistency with the Design Controls. Once the DAC provides a recommendation of approval for the China Basin Park & Paseos Schematic Design, staff will bring the DAC recommendation to the Port's Executive Director for scheduling for Port Commission review and approval of the schematic design. Port staff anticipates design review will wrap up by the end of 2019. As additional phases of parks and open space improvements are proposed within the Mission Rock project the DAC will continue its design review.

Attachments

A) Schematic Design Application for China Basin Bark & Paseos
B) Design Controls Conformance Checklist

END