

Staff Report

Meeting Date: May 7, 2018 – 5:30PM

Location: **Bayside 1 Room, Port of San Francisco**, Pier 1, The Embarcadero
San Francisco, California 94111

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

From: David Beaupre

Re: **Pier 70 Waterfront Site Special Use District Parks**

Project Review

The Mission Rock - Pier 70 Design Advisory Committee (MR-P70-DAC) (“DAC”) is reviewing the Preliminary Schematic Design for all open spaces in the Waterfront Site and the Schematic Design for Phase 1 of the parks. The DAC met jointly with the Bay Conservation and Development Commission (BCDC) Design Review Board (DRB) on February 26, 2018 to review the shoreline parks within the BCDC jurisdiction. The purpose of the DAC is to review the schematic designs for all the parks for compliance with Pier 70 SUD Design for Development (D4D) controls. (see https://www.dropbox.com/s/fl1ooznnt26mn3l/P70_D4D_Book_171024_lowres.pdf?dl=0) The DAC will advise the Port’s Executive Director and staff to determine if the design meets the standards in the approved D4D.

Project Site

The Waterfront Site that will be developed by Forest City Realty Trust (“Forest City”), is located within the Port-owned Pier 70 property in the City and County of San Francisco. The project site is bound by Illinois Street to the west, a shipyard 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 National Register Historic District, and is part of the 67-acre area considered in the Port of San Francisco’s Pier 70 Master Plan, endorsed in 2010 to guide redevelopment of the historic shipyard.

Pier 70 is the location of the most important intact 19th century industrial complex west of the Mississippi River and has built or repaired ships since 1884. It is the longest continually operating civilian ship repair yard in the United States and is home to the largest dry-dock in the west coast of the Americas, able to accommodate post-panamax ships for repair. Pier 70 was listed in the National Register in 2014 as a Historic District for its contribution to Industry between 1884 – 1945 for steel hull ship building, and for its industrial architecture and design. The entire Pier 70 area includes approximately 44 historic resources that contribute to the National Register Historic District.

In the context of the open space planning and design, it is important to recognize a character defining feature identified in the National Register nomination for Pier 70 of “minimized planted vegetation”, which is typical of industrial settings. City and Port staff and the Forest City team have worked hard to develop a balance of minimizing new landscaping and where it is introduced, design it in a way that appears additive. The D4D identifies a landscape plan that

strives to balance minimal landscaping with the desire to humanize the landscape for a mixed-use neighborhood and other environmental benefits.

The Pier 70 Waterfront Site is within a recently approved SUD within the City's Planning Code, approved by the San Francisco Board of Supervisors, the San Francisco Planning Commission and the Port of San Francisco. The SUD includes a D4D, which guides design for new buildings and the public realm, including the open spaces. The Preliminary Schematic Design for all parks in the Waterfront Site and the Schematic Designs for each of the three phases of the Waterfront Site will be reviewed based upon consistency with the D4D. The SUD, including the D4D, was also amended into the Port's Waterfront Land Use Plan and Design and Access Element.

Existing Conditions

The project site contains industrial structures from the time of its operation as a ship building facility. These include several historic buildings (Buildings No. 2, 12, and 21) that contribute to the historic district. The site is generally closed to the public however it was activated over the past five years for occasional events such as community events, specialty markets and art exhibitions.

Surrounding the project site is a mix of active and formerly industrial areas. The tenant of the Port-owned shipyard to the north of the project site ceased operations there in May 2017, and the Port is seeking a new tenant to resume active use of the site for a ship repair business. In addition to the subject site and the shipyard, the Pier 70 Master Plan area includes the future Crane Cove Park, and six historic structures located northwest of the subject site (the "Historic Core" site) leased by Orton Development, Inc. that have been rehabilitated to support new uses. The 21-acre former Potrero Power Plant site directly south of the project site, outside of the Pier 70 Master Plan area, is also proposed for redevelopment as a mixed-use development by California Barrel Company, LLC.

Planning Context

Pier 70, including the Waterfront Site, has undergone significant community planning by the Port and the City. The Waterfront Land Use Plan policies provide for preserving ship repair and Pier 70's history while introducing new open space and mixed-use development. The City's Eastern Neighborhoods Central Waterfront Plan adopted in 2008 embraced and incorporated those policy directives into the city's context of improving and connecting the waterfront to Dogpatch and Potrero Hill, and enabling new development consistent with the area's mixed residential and industrial character. The Pier 70 open spaces are also a major element of the City's emerging Blue Greenway open space network within southeast San Francisco. The Blue Greenway focuses on realizing or improving the Bay Trail and Bay Area Water Trail by providing more direct access and connections to the waterfront, whether from land or water from China Basin Channel south to the San Francisco County Line.

In concert with the Planning Department's Eastern Neighborhoods planning, the Port conducted a three-year community planning process completed in 2010 to produce the Pier 70 Preferred Master Plan. Endorsed by the Port Commission, the Pier 70 Plan sets a comprehensive policy framework to improve Port property. The Plan goals and needs include: a) to retain and support the viability of ship repair operations; b) create a National Register Historic District and adaptive reuse of Pier 70's extraordinary collection of historic resources; c) create a system of shoreline and upland open spaces; d) promote new infill development to reactivate the area and fund a variety of community benefits; and e) rebuild infrastructure and complete site remediation. The success of the Pier 70 Plan relies on balancing each of the goals; the funding, infrastructure,

historic preservation, ship repair, open space and new development are all required and integrally linked.

Since Forest City was selected in 2011, they, in partnership with the Port and City Planning, have continued the extensive community outreach and refined plans that led to the SUD and necessary entitlements.

Project Overview

The project presented in this report reflects the Preliminary Schematic Design for all open spaces in the Waterfront Site and the Schematic Design for the first phase of parks based upon the D4D design controls.

Mixed-Use Development. The Waterfront Site will include residential, office, retail, park, art and cultural, and light industrial/PDR (Production, Distribution, and Repair) uses. At full buildout, the project proponents estimate that there would be between 2,500 and 4,900 new residents and 5,400 and 8,700 new employees at the project site. Access to the project site would be primarily from 20th and 22nd Streets, while Maryland Street would be extended to provide the primary north-south street within the project site. All streets would have sidewalks, and Class II (bicycle lane) or Class III (shared roadway) bicycle facilities.

Water Access. No portion of the proposed project falls within the Bay because of strong wave and tidal action, and the potential for conflicts with the adjacent ship repair facility.

Project Parks

Inspired by the historic distribution of multi-purpose, multi-functional outdoor spaces, the open spaces at the Pier 70 Waterfront Site are designed as rich “mosaic” of spaces, urban rooms, social platforms and activity surfaces. In this way, the open spaces at the Pier 70 Waterfront 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 15 are a series of small plazas and outdoor market spaces – the social centerpiece of Pier 70. This will be the place where the history of the Pier 70 Waterfront 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 project 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 project 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 (the “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. (Phase 2 and 3)

At various locations within the project open space, including the shoreline open space, large public and restricted-access 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 services. Fewer than 100 events per years are anticipated for the entire open space area and would likely included approximately 25 mid-size events attracting between 500 to 750 people and four larger size events attracting up to 5,000 people.

Comments from Meeting 1 of Design Advisory Committee

- a) There was support for the project and better understanding of the intersection of the new and the old, there is a need for more information on the proposed material to be used.
 - o Response – The Historic Interpretive Master Plan (described below), in addition to the reuse of Buildings 2, 12, 15 and 21, will be the primary tool to blend the history of the site into the new neighborhood. Materials that will be used for the interpretive features draw from the industrial past of the site, including weathered metal, etched wood, and sandblasted and etched concrete. The variety of materials proposed for the parks will be presented in the DAC meeting.
- b) There is an incredible opportunity for the integration of historic interpretation. There will also be a public art program that has yet to be detailed. The potential of the intersection of all these things is tremendous.
 - o Response – The Historic Interpretive Master Plan will provide a spectrum from the didactic panels that most people think about for interpretation, all the way to more artistic elements that hint at historical stories (and everything in between). Specific opportunities to incorporate the artistic into the interpretive program include:
 - The materials and design used for the Viewing Pavilions.

- Story telling of building the WWII steel ship along the Shipways Commons, including the “Hull”.
 - A tactile map recreating a scale model of the shipyard during a point in its history.
 - “Breadcrumbs” scattered through the site to provide light interpretive moments, with images/drawings/photos that connect to all of Pier 70’s history.
 - Active spaces that allow for temporary interpretive/artistic opportunities.
- c) Questions were asked about the treatment of the craneway piers – whether they will be rebuilt and if they have scars. One way to express the history of a site is in interpretation when the artifacts are gone. Due to the nature of this project, much of the historical artifacts are gone or buried. It is great that the three buildings will be kept. Given that the craneway piers are the last visible vestige of this industrial heritage, it was suggested leaving them there to show the rough life they had. It could be celebrated in a way that might be more visceral than a picture of one next to one with new pavement
- Response – As part of the design development stage, the treatment of the piers will be studied to determine how the “aged” look of the structures can be preserved. This will need to be balanced against the need for public safety (ie, avoiding trip hazards and need to stabilize the edges to avoid continued deterioration), as well as allowing for public visual access to the water.
- d) The site furnishings on the craneway piers feel a little precious; like the amphitheater seats and the chase lounges. There is a place for those along the waterfront in general. It was suggested making these vestigial piers tougher and not so programmed. There was a preference of saving historic pieces and that the fishing bars would contribute to the roughness.
- Response – Phase 1 will only include two of the five piers. Since there is a desire to encourage people to occupy the space to create a sense of safety, it is proposed to develop the two piers in the first phase with useable furniture. During the schematic designs for the next two phases, which will return to the DAC for review and confirmation of preliminary schematic designs of all open spaces, there will be the opportunity to determine whether it still makes sense to activate the remaining three piers, or if one or two should be reserved as an un-programmed space.

Phase 1 Parks

Phase 1 of the Pier 70 Waterfront Site parks includes the Building 12 Plazas + Market Square and Slipway Commons. Construction of Phase 1 will result in 46% of the total park acreage being built. (see Exhibit 6)

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 Phase 1 parks design, and the phasing of the parks was specifically adjusted to ensure the connection to the water was completed as early as possible.

Interpretive Master Plan

One of the requirements of the Waterfront Site project is to create and implement a Historic Interpretive Master Plan. Through implementation of the Master Plan, the project will celebrate

its changing landscape by bridging historical and contemporary stories of innovation in the unique Union Iron Works (“UIW”) Historic District at Pier 70. The site will utilize a program of coordinated interpretive exhibits in public areas and open spaces in order to promote and understanding of the Waterfront Site’s history, significance and function.

Port staff and the Master 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”. (See Exhibits 7-9)

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. It will highlight famous ships of Pier 70, the architectural facilities that supported their fabrication and the management and workers who built them. 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 looking 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.

The Historic Interpretive Master Plan is a high level concept document, which provides a sense of the materials and locations for interpretative features. Pier 70 SUD will have a rich tapestry of interventions across the site, such as benches, concrete walls/sidewalks and wayfinding signage. A primary implementation goal will be to utilize these site elements wherever possible as interpretive infrastructure. This will not only produce a more integrated look, but can also reduce structural interventions in a busy landscape.

Next Steps

Once the DAC approves design the Preliminary Schematic Design for all open spaces in the Waterfront Site and the Schematic Design for Phase 1 of the parks, staff will bring the DAC recommendation to the Port’s Executive Director for scheduling of the Commission for review and approval of schematic design. In addition, as additional phases of open spaces improvements are proposed the DAC will continue its design review.

END

**JAMES
CORNER
FIELD
OPERATIONS**



FC PIER 70, LLC

**PIER 70
PARKS AND OPEN SPACE**

**PORT OF SAN FRANCISCO
MISSION ROCK - PIER 70
DESIGN ADVISORY
COMMITTEE**

MAY 7, 2018

EXHIBIT 1 SCHEMATIC DESIGN SITE PLAN



**EXHIBIT 2
BUILDING 12 PLAZA + MARKET SQUARE**

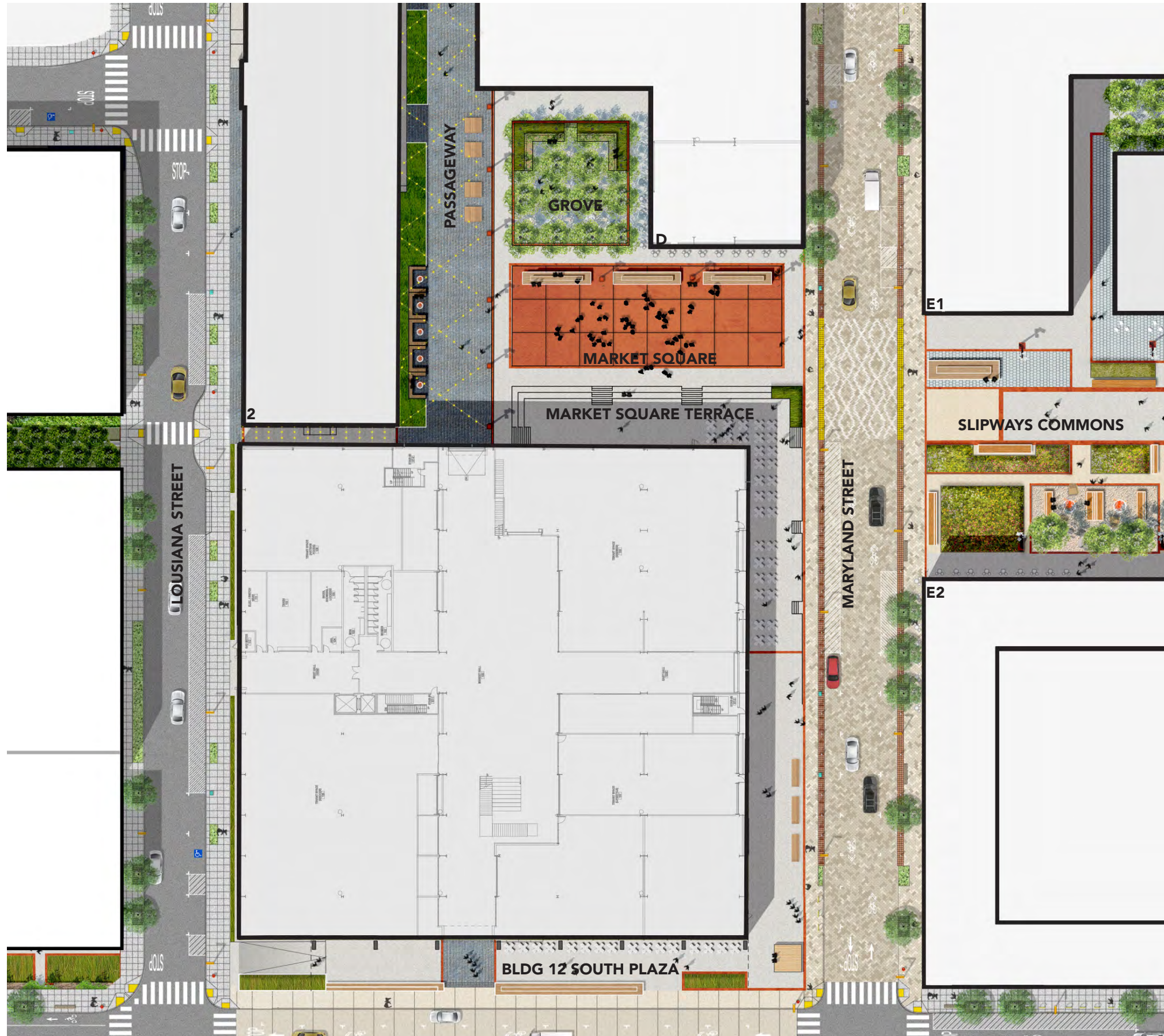
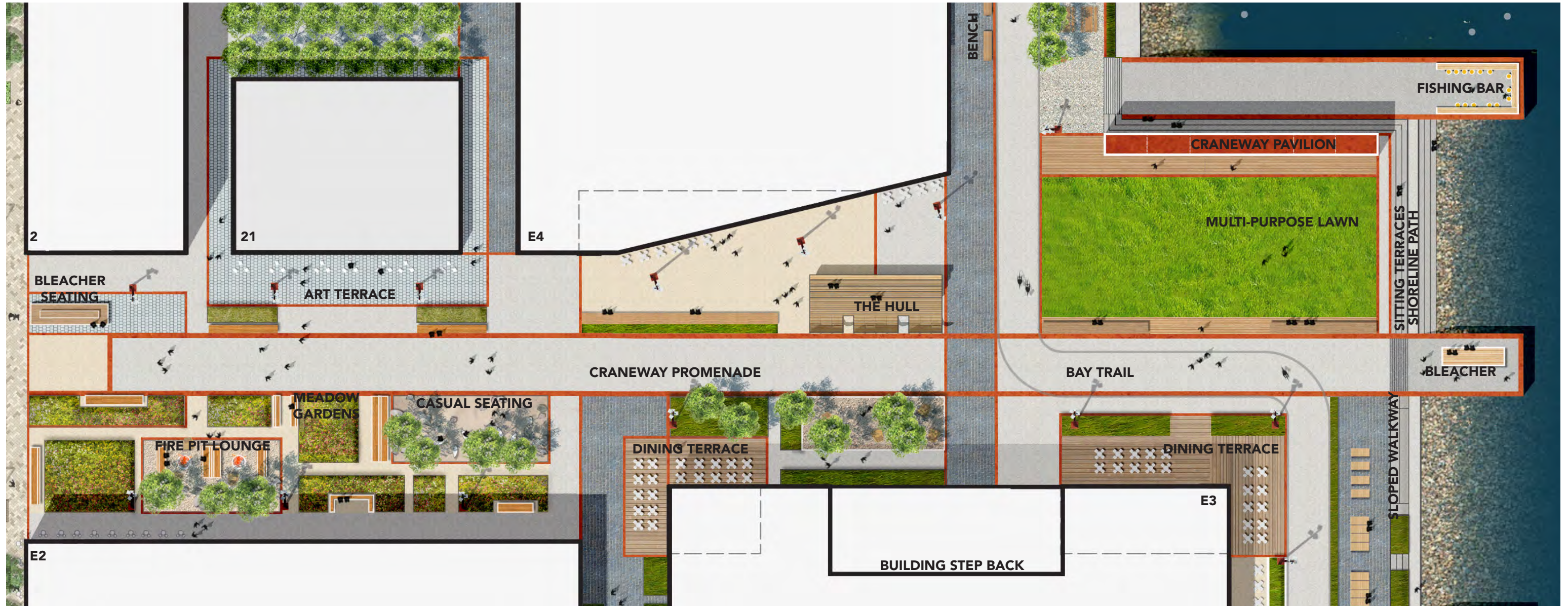


EXHIBIT 3 SLIPWAYS COMMONS



ENTRY GARDENS



CRANEWAY PAVILION & THE HULL



CRANEWAY PAVILION

**EXHIBIT 4
WATERFRONT TERRACE**

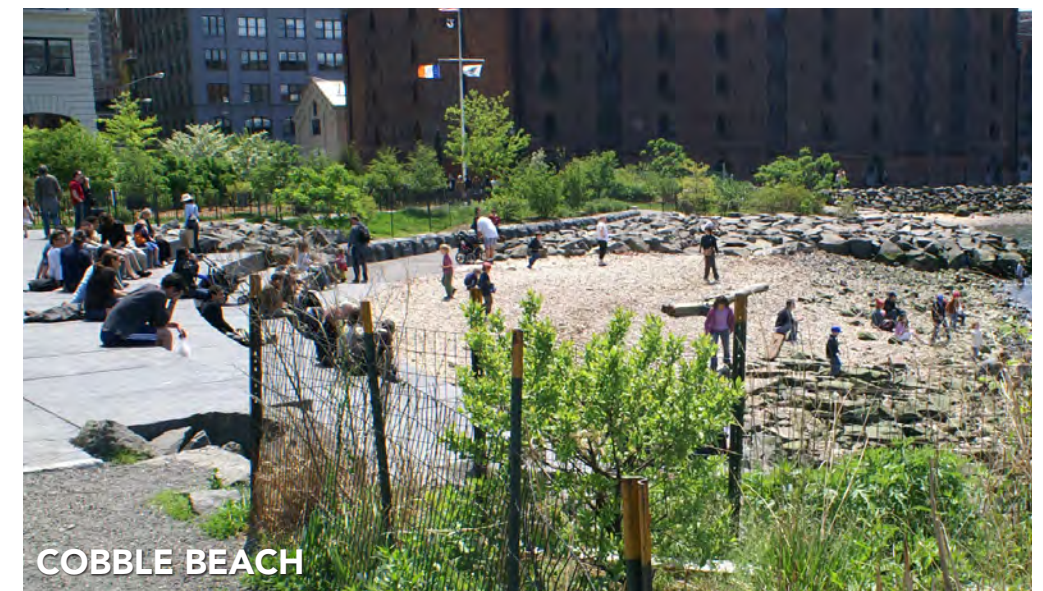


EXHIBIT 5 WATERFRONT PROMENADE



CHAISE + PICNIC LOUNGES



SLOPED WALKWAY ACCESS



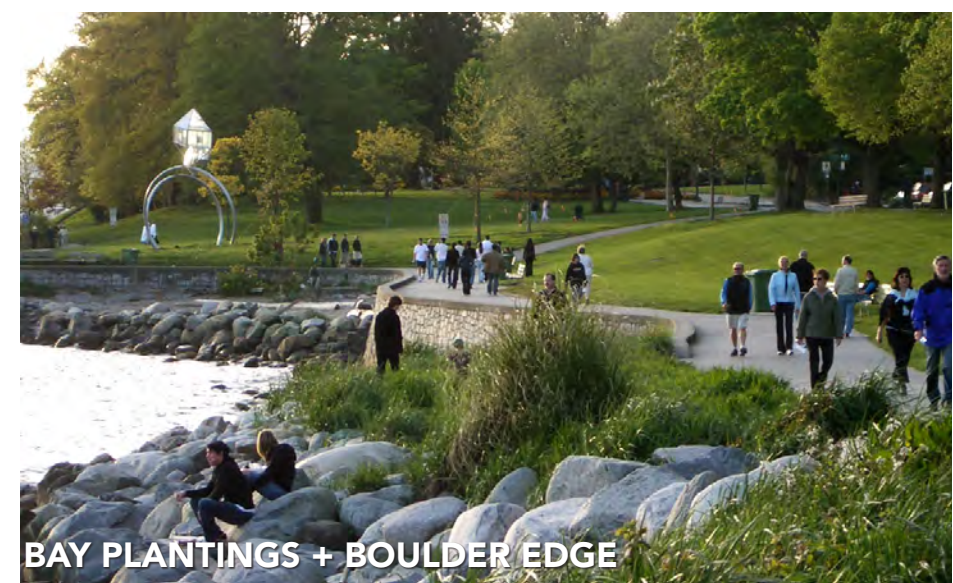
22ND STREET PAVILION



FISHING BAR

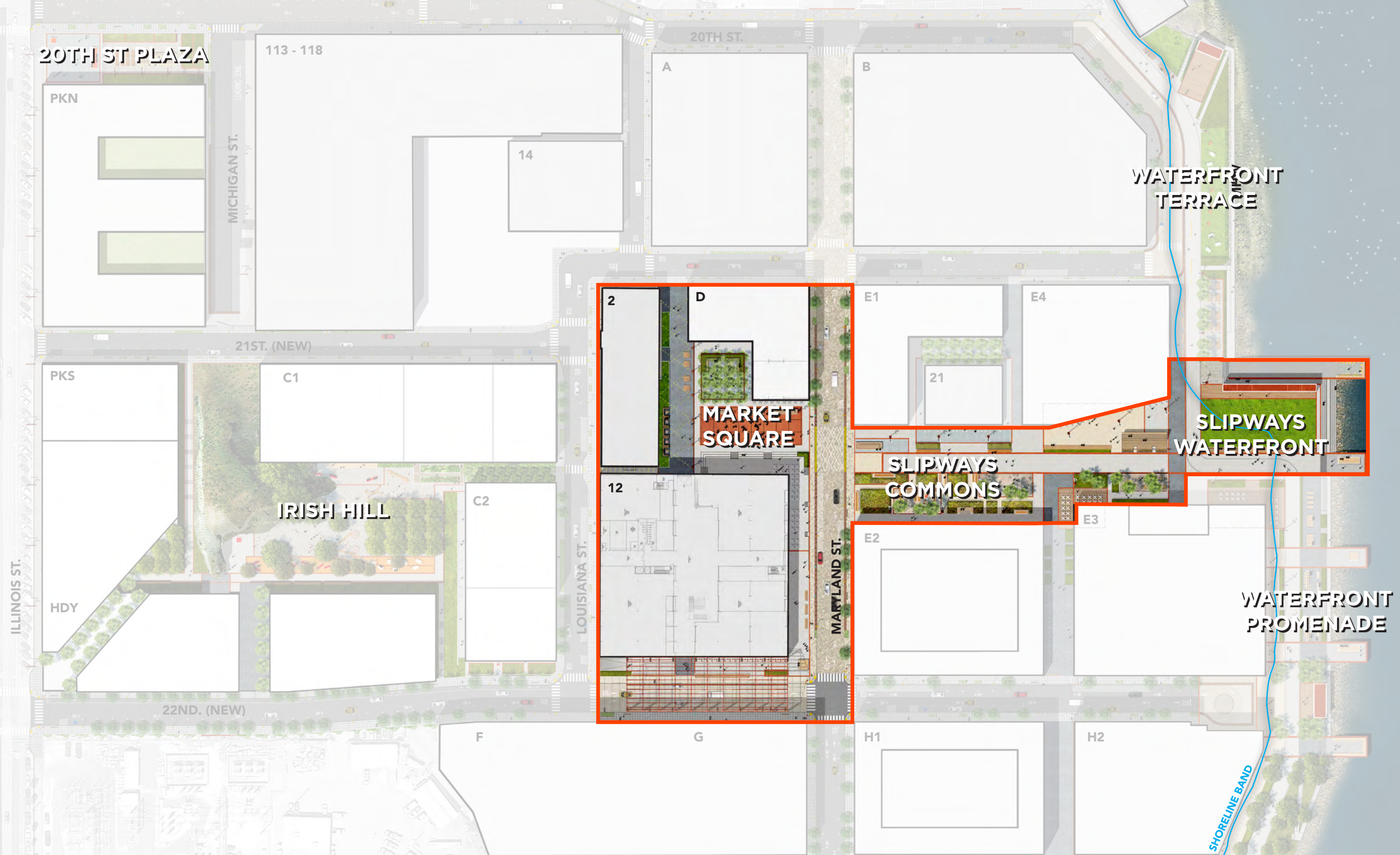


22ND STREET PAVILION



BAY PLANTINGS + BOULDER EDGE

**EXHIBIT 6
PHASE 1 PARKS**



**WATERFRONT
TERRACE**

**MARKET
SQUARE**

**SLIPWAYS
WATERFRONT**

**SLIPWAYS
COMMONS**

**WATERFRONT
PROMENADE**

SHORELINE BAND

EXHIBIT 7 INTERPRETIVE MASTER PLAN DIAGRAM - PLAN DIAGRAM

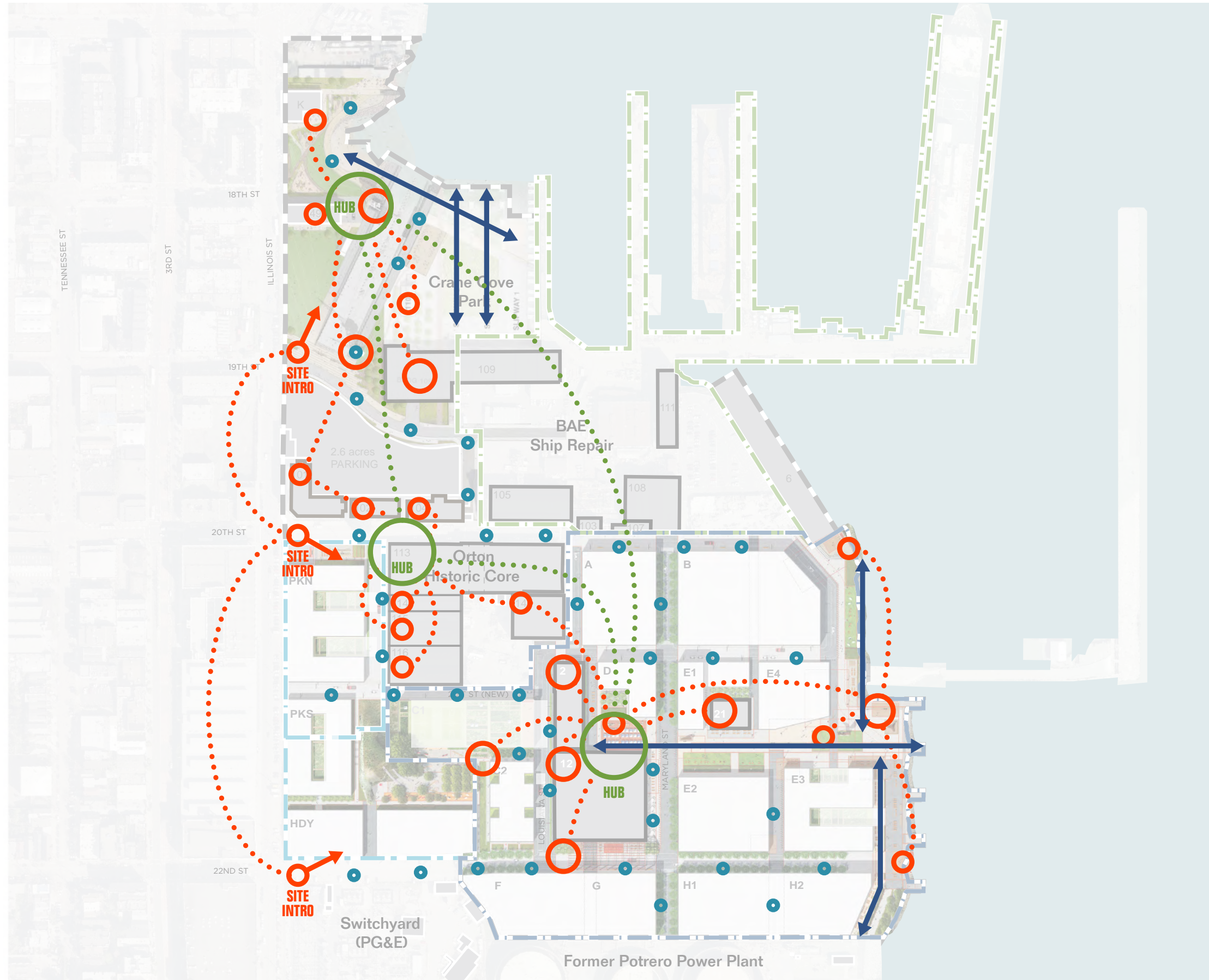


EXHIBIT 8 INTERPRETIVE MASTER PLAN SITE SYSTEMS - POTENTIAL EXPERIENCES

Primary & Comprehensive



1
Building a WWII Steel Ship

Secondary & Critical

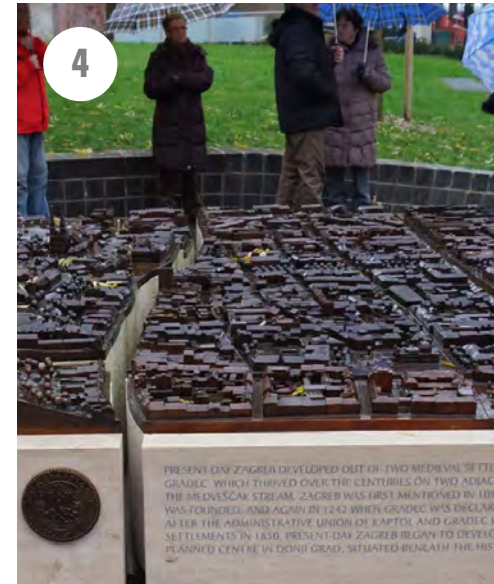


2
Site Intro

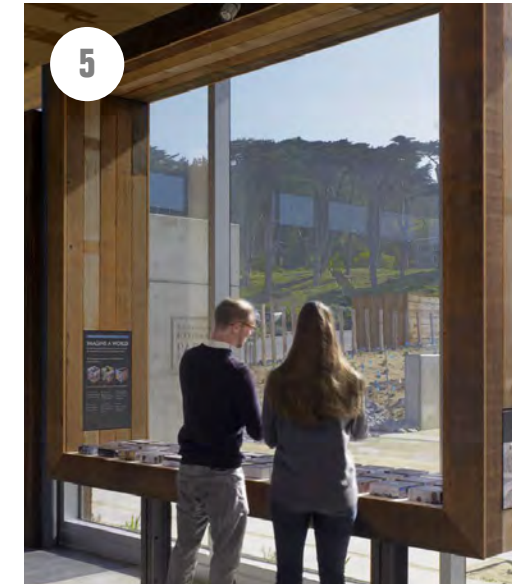


3 5
Buildings 2, 12, 15 and 21

Complementary & Desirable



4
Tactile Map



5
Viewing Pavilions

Enhancing & Substitutable

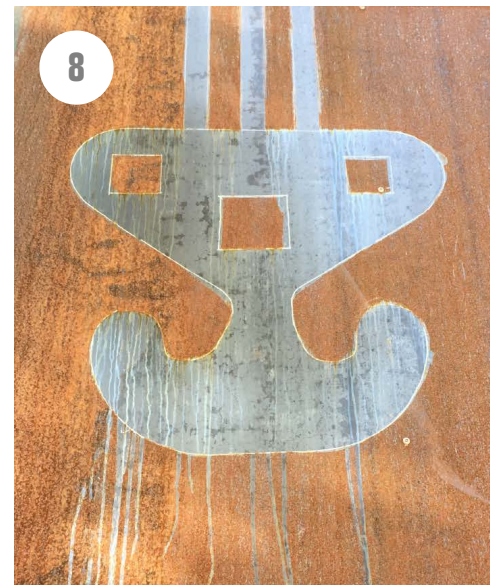


6
The Hub

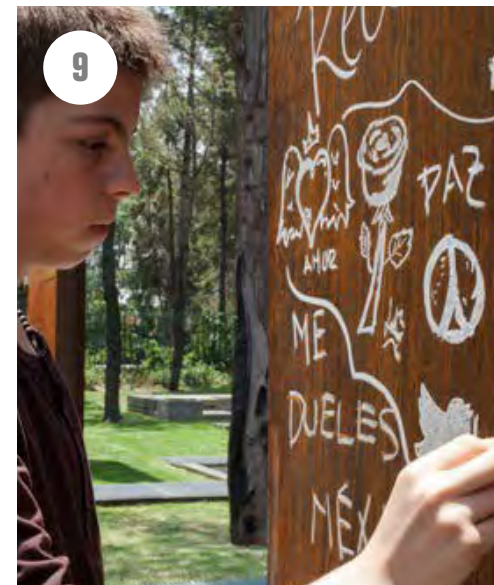


7
The Shoreline

Artistic & Beautifying



8
Breadcrumbs



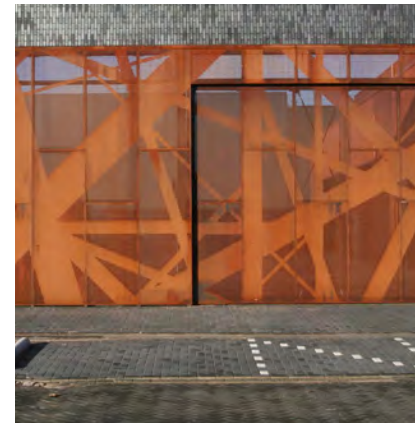
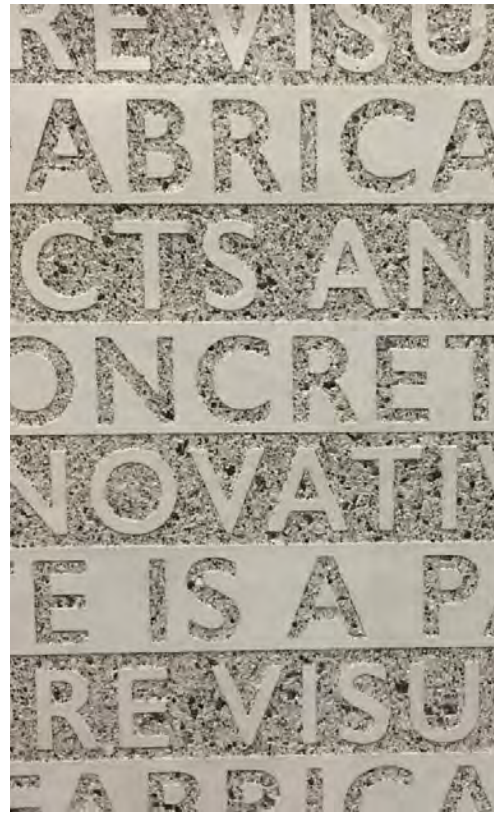
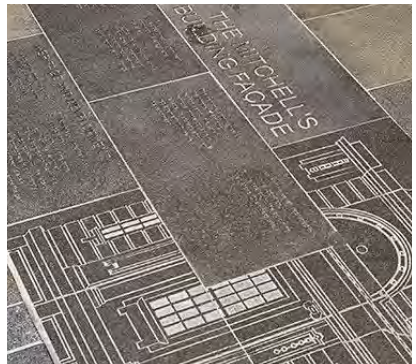
9
Leave Your Voice

Outside of Scope



10
Irish Hill

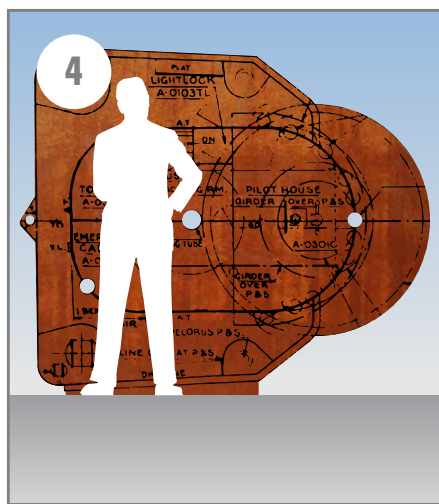
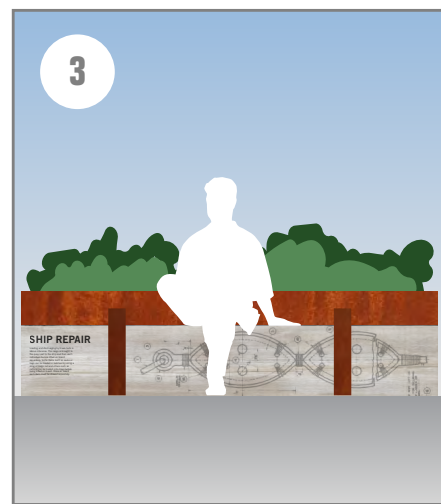
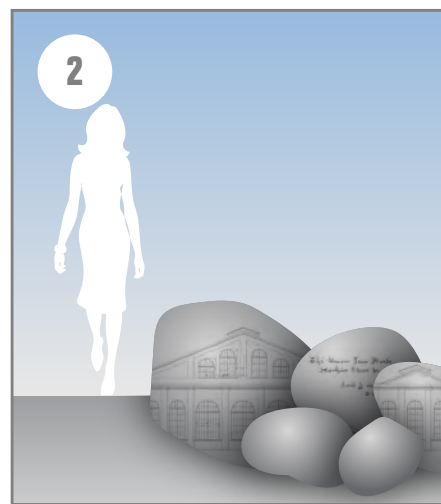
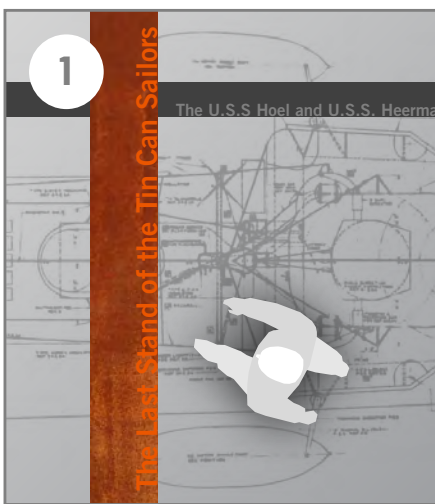
EXHIBIT 9 INTERPRETIVE MASTER PLAN SITE SYSTEMS - POTENTIAL TECHNIQUES



Low-Depth Interpretation

Medium-Depth

High-Depth



Etched Concrete

Sandblasted Surface

Laser Etched Wood

Modified Metal

Tactile Object

Wayside