

San Francisco Bay Conservation and Development Commission

455 Golden Gate Avenue, Suite 10600, San Francisco, California 94102 tel 415 352 3600 fax 415 352 3606

June 30, 2017

TO: Design Review Board Members

FROM: Lawrence J. Goldzband, Executive Director (415/352-3653 larry.goldzband@bcdc.ca.gov)
Andrea Gaffney, Bay Design Analyst (415/352-3643 andrea.gaffney@bcdc.ca.gov)
Hanna Miller, Coastal Program Analyst (415/352-3616 hanna.miller@bcdc.ca.gov)

SUBJECT: Oyster Point Redevelopment/Mixed-Use Project; First Pre-Application Review
(For Design Review Board consideration on July 10, 2017)

Project Summary

Project Proponents and Property Owners. Oyster Point Development, LLC (“OPD”) and City of South San Francisco (“City”).

Project Representatives. See Footnote¹

Project Site. The site is located east of Highway 101 and east of the intersection of Oyster Point Boulevard and Marina Boulevard, in the City of South San Francisco, San Mateo County. The Commission’s *San Francisco Bay Plan* (“Bay Plan”) identifies the shoreline along the project site as a Waterfront Park/Beach Priority Use Area.

Existing Conditions. Historically, the project site was a tidal marsh and home to native Olympia oysters until 1957 when the area was filled and used as a sanitary landfill, resulting in two peninsulas at the site. In the 1970s, the landfill was closed and capped. Since then, the City annually monitors the site’s water quality. The project site is mainly located on a peninsula referred to as “Oyster Point Marina” area. The adjoining site to the north is named the Oyster Point Business Park and a portion of that area is scheduled for a later development phase, as noted herein.² In total, these two areas cover approximately 80 acres.

¹ Joseph McCarthy (SKS Partners), Justin Smith (SKS Partners), Sam Bautista (City of South San Francisco), Marian Lee (City of South San Francisco), Billy Gross (City of South San Francisco), Dennis Wong (Swinerton Management and Consulting), Zane Gresham (Morrison and Foerster), Clara Tang (Oyster Point Development), Julie Lee (Oyster Point Development), Liana Yang (Oyster Point Development), Richard Kennedy (James Corner Field Operations), Kerry Huang (James Corner Field Operations), Veronica Rivera (James Corner Field Operations), Mi Yang (James Corner Field Operations), David McAdams (DGA), Jeff Peterson (Wilsey Ham)

² A 235-berth private recreational boat marina is located west of the adjoining Oyster Point Business Park.

The focus of this report and the Board's review is Phases 1C and 1D of the development, which will take place on a portion of the Oyster Point Marina 55-acre site. An approximately 400-berth recreational boat marina operated by the San Mateo County Harbor District is located at the northern shoreline of the subject project site. The marina facilities include a harbormaster office and a maintenance building. A ferry terminal is located at the marina and includes a BCDC required publicly-accessible overlook, seating, and bike lockers. A public kayak storage rack, boat launch, boat dock, windsurfer launch, and recreational fishing pier facilities are located at the eastern end of the Oyster Point Marina peninsula, which is outside the boundaries of the project scope. Other facilities at the peninsula include the Oyster Point Yacht Club, a bait shop, a marine boat service, a boat storage area, a parking lot with 633 vehicle parking spaces, and 54 boat parking spaces, a public restroom, a hotel, and a restaurant. A tidal channel is located at the southern boundary of the site just north of an existing package delivery facility. There is limited public transit to and at the site. The project site is regularly exposed to strong winds predominantly from the west, northwest, and southwest. Approximately 2,485 linear feet of BCDC permit required trails, which are part of the San Francisco Bay Trail (Bay Trail) run along the shoreline (extending beyond the subject project site). The site also has a beach area with three picnic benches, a barbeque, a changing room, and a shower. The sandy beach transitions to a mudflat where marsh vegetation is present (Exhibits 2 and 3).

Proposed Project Site. The project proposed at the Oyster Point Marina peninsula involves Phases 1C (25 acres) and 1D (11.7 acres) only. Approximately six acres of the project site are located within the Commission's 100-foot shoreline band jurisdiction; approximately 30 acres of the project site are located outside of the Commission's jurisdiction. The proposed mixed-use project with public amenities is the first phase of a master plan to expand (at a later date) the development footprint within the remaining 80-acre area (Exhibit 4).³

In Phases 1C and 1D, outside of the Commission's jurisdiction, the proposed project involves the demolition of existing facilities (hotel, boat service, restaurant), the development of an office/R&D complex to serve approximately 860 people, extensive site grading and re-contouring, the realignment of a 800-foot-long portion of Oyster Point Boulevard Gateway, a 715-foot-long portion of Oyster Point Boulevard, and a 1700-foot-long portion of Marina Boulevard (of which 340 linear feet would be realigned to be within the Commission's jurisdiction), the construction of a 139-space parking lot and a temporary 35-space parking lot, widening of a 565-foot-long pathway, and landscaping. An area within Phase 1C shows the location of a future three-acre open space/park and a 350-room hotel. These features are part of Phase 2C, which at this time are not under consideration by the Board. Impacts of the hotel on existing and proposed access, including visual access, have therefore not been analyzed. It should be noted that the planned hotel building is located almost entirely outside of the Commission's jurisdiction.

³ Later development that is *not* the subject of this review would be undertaken in the following phased manner: **Phase 2C** at the eastern and southern portions of the Oyster Point Marina peninsula involving the City's development of a three-acre public park, a 350-room hotel up to 75 feet in height, and up to 40,000 square feet of retail/restaurant space; **Phase 2D** developing over one million square feet of office space and 28,000 square feet of ground-floor retail; **Phases 3D and 4D** including the development of 1,191 residential units and 22,000 square feet of flexible use retail/amenity space and the existing public marina within a 24.6-acre area. Phases 3D and 4D did not originally include residential structures and require an amendment to the City's General Plan for Oyster Point, a process that has been initiated.

Within the Commission's 100-foot band jurisdiction and the Bay Plan-designated waterfront/park priority use area, Phases 1C and 1D would include construction of a service road and an approximately 122.5-square-foot portion of the office/R&D complex, extensive site grading and re-contouring, beach nourishment, and the installation of public amenities, as discussed further below. Within the public areas, lighting would be provided via light posts, light bollards, and accent lighting.

Road Realignment. The project includes the realignment of an 800-foot-long portion of Oyster Point Boulevard "Gateway", a 715-foot-long portion of Oyster Point Boulevard, and a 1700-foot-long portion of Marina Boulevard, almost all outside of the Commissions jurisdiction. An approximately 340 foot-long portion of Marina Boulevard would be within the 100-foot shoreline band. The realigned roads would include bicycle lanes, sidewalks, and landscaping (Exhibit 5, 7-8).

Beach and Adjoining Meadow Area. The proposed realigned Oyster Point Boulevard "Gateway" slopes down towards the water and the meadow and beach area thereby creating a distinct vista at the main entry to the redeveloped area. Directly north of the proposed meadow is an existing 0.5-acre sandy beach, which is lower than the adjacent roadway. As proposed, within the beach/meadow area, the project involves: (1) the placement of up to 450-cubic-yards (cy) of sand for beach replenishment; (2) the improvement of a 875-foot-long section of the Bay Trail; (3) the installation of a universally-accessible ramp from the Bay Trail to the beach; (4) the installation of a restroom to include a wash station and changing facility; (5) the installation of an 8-foot-wide, 1451-square-foot deck that is flush with the Bay Trail; and (6) the construction of a vehicle passenger drop-off area at Oyster Point Boulevard (Exhibit 6). Five previously-permitted and required public shore parking spaces located north of the beach and adjacent to the Bay Trail would remain at the site.

Enhanced landscaping within the area is intended to mitigate wind effects at the beach/meadow area. Proposed landscaped areas located between the beach/meadow areas and Oyster Point Boulevard would be mounded to provide additional wind breaks. The proposed planting would replace existing chain link fencing and screens. Tidal marsh vegetation would be planted near the water (Exhibits 10-14).

Marina Waterfront (Phase 1C). At the north side of Marina Boulevard, the existing marina parking lot would be reconfigured to enhance existing and provide new public amenities, including: (1) a 1,500-foot-long Bay Trail widened from 14 to 18 feet; (2) one public restroom and two private restrooms; (3) three seating areas with 24 circular benches and lounge chairs; (4) an approximately 0.23-acre flexible use lawn area; (5) an approximately 0.23-acre gravel area available to a variety of users, including food trucks and vendors; (6) a picnic and barbeque area with six tables and three barbeque pits; (6) landscaping; and (7) a 139-space vehicle parking lot including eight American with Disabilities Act ("ADA") compliant spaces and one passenger drop off area. To assess the parking demand at the site, a temporary 35-space parking lot is proposed for construction in an area located south of Marina Boulevard (Exhibits 15-17).

Research and Development Building (Phase 1D). Within a 11.7-acre area of the Oyster Point Marina peninsula, beyond the intersection of Oyster Point Boulevard and Gull Drive, three buildings six-to-seven-stories tall would be built with a total of 508,000 square feet of office space and with individual development footprints of 33,000 square feet, 38,000 square feet, and 31,000 square feet. The three buildings would be constructed with 64,016 square feet of podium parking

and share an 87,000-square-foot open space/outdoor plaza area (Exhibits 18-19). Approximately 860 employees would occupy the buildings. Building entrances would be elevated approximately 9 to 16 feet above the adjacent roadways. A minor portion of this proposed development would be located within the Commission’s jurisdiction: 122.5 square feet of one building and a 32-foot-wide service lane located at the south side of the buildings. The remainder of the shoreline band at this area would be dedicated open space with no public access amenities proposed. The construction of these buildings will cause the redistribution of fill, resulting in a significant re-grading at the future park site to the east of the buildings.

A variety of public access improvements already exist at the site (Exhibit2). As well, the proposed project also provides public access improvements(see Table 1 below).

Proposed Public Amenities Phases 1C and 1D		
Type	Existing	Proposed
Public Pathways	Bay Trail: 2,275-foot-long, 14-foot-wide (31,850 square feet) Other Trails: 1,328-foot-long of varying widths (13,228 square feet)	Regraded/Enhanced Bay Trail: 2,250-foot-long, 18-foot-wide (40,509 square feet) Other Trails: 6,435-foot-long of varying widths (66,903 square feet)
Beach Access and Other Public Space	Beach: 0.27-acres Changing station and shower ⁴	Enhanced Beach: 0.27-acres Changing station, shower, and restroom Vehicle passenger drop-off Universal access ramp to beach area 0.23-acre lawn area 0.23-acre flexible gravel area dedicated open space area slough
Furnishings, etc.	Picnic tables (3) Benches (6) BBQ (1) Vehicle parking (605 public spaces) Public restroom (1) Lighting Bicycle lockers (12)	Picnic tables (6) Benches and lounge chairs (24) BBQs (6) Vehicle parking (174 spaces) and drop-off area within parking lot ⁵ Public restroom (2) Lighting Bicycle lockers (12) and Bicycle Parking (20)

Table 1. Public Amenities: comparison of existing and purposed amenities at the Oyster Point Site.

⁴ Existing guest dock, boat launch, windsurfer launch, and fishing pier—not in Phases 1C and 1D project area— will remain.

⁵ Including 35 temporary spaces.

Future Flooding and Sea Level Rise. As proposed, the northern shoreline at the project site within the Commission’s jurisdiction would primarily contain public serving facilities. According to the Federal Emergency Management Agency (“FEMA”) current 100-year-flood elevation for the project site is 10.09 feet.⁶ As proposed, the developed site elevations along this area of the shoreline would be: 8.8 feet for Beach/Meadow area and 14.8 feet for the Marina Waterfront area. For site planning purposes, the project proponents have used the following sea level rise estimates: 24 inches by 2050 and 66 inches by the end of century.

The proposed **beach area** is sloped and has an elevation between 6.2 to 13 feet. The beach has a design life of approximately 50 years and would be inundated by mid-century during a 100-year-flood event. On a regular basis, the beach would be partially inundated by 2050 and fully inundated by the end of the century. The coastal meadow would be partially inundated by the end of the century. The elevation of the adjacent Bay Trail would make it resilient to flood conditions through the end of the century (Exhibits 12-13).

The proposed **Marina Waterfront area** is located at an elevation of 14.8 feet. This area has a design life of approximately 50-years. The entire public access area at this location would be flooded during a 100-year-flood event by the end of the century. The existing salt marsh would be inundated by mid-century and the planted marsh/vegetated slope would be inundated by the end of century (Exhibits 16).

The design life of the office/R&D building would be approximately 80-100 years, and is therefore designed to outlast the public areas. No adaptation plan has been provided for either of the public areas.

Commission Policies

San Francisco Bay Plan Policies

The **Bay Plan Map** No. 5, which designates the shoreline at the project site as a Waterfront Park/Beach Priority Use Area, Policy No. 15 states that projects at the site (including the shoreline at adjoining northern and southern areas) should: “Preserve and improve marina and shoreline park. Preserve picnicking, swimming, boating, hiking, windsurfing, and fishing opportunities. Possible ferry terminal....serve with public transit to reduce traffic and parking needs....Provide signage regarding fish consumption advisories for anglers.”

The Bay Plan **Public Access** policies state, in part, 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...” and that “[a]ccess to and along the waterfront should be provided by walkways, trails, or other appropriate means and connect to the nearest public thoroughfare where convenient parking or public transportation may be available.” Further, these policies state, in part: “[a]ccess to and along the waterfront should be provided by walkways, trails, or other appropriate means and connect to the nearest public thoroughfare;” and that “...improvements should be designed and built to encourage diverse Bay-related activities and movement to and along the shoreline, should permit barrier free access for persons

⁶ All elevations are provided using the NAVD88 datum.

with disabilities to the maximum feasible extent, should include an ongoing maintenance program, and should be identified with appropriate signs.” Additionally, the policies provide that “[p]ublic access should be sited, designed, managed, and maintained to avoid significant adverse impacts from sea level rise and shoreline flooding,” and that access should be designed consistent with the physical and natural environment. The policies also state, in part, that “[r]oads near the edge of the water should be designed as scenic parkways for slow-moving, principally recreational traffic. The road-way and right-of-way design should maintain and enhance visual access for the traveler, discourage through traffic, and provide for safe, separated, and improved physical access to and along the shore.”

The Bay Plan **Recreation** Policy 1 states, in part: “Diverse and accessible water-oriented recreational facilities, such as marinas, launch ramps, beaches, and fishing piers, should be provided to meet the needs of a growing and diversifying population... and improved to accommodate a broad range of water-oriented recreational activities for people of all races, cultures, ages and income levels...waterfront parks should be provided wherever possible.”

Recreation Policy 2 states, in part, that: “Waterfront land needed for parks and beaches to meet future needs should be reserved now....[however] recreational facilities need not be built all at once; their development can proceed over time. Interim use of a waterfront park priority use area prior to its development as a park should be permitted, unless the use would prevent the site from being converted to park use or would involve investment in improvements that would preclude the future use of the site as a park.”

Recreation Policy 3 states, in part: “Recreational facilities, such as waterfront parks, trails, marinas...non-motorized small boat access, fishing piers, launching lanes, and beaches, should be encouraged and allowed by the Commission, provided they are located, improved and managed consistent with the following standards [including]...[d]ifferent types of compatible public and commercial recreation facilities should be clustered to the extent feasible to permit joint use of ancillary facilities and provide a greater range of choices for users; [s]ites, features or facilities within designated waterfront parks that provide optimal conditions for specific water-oriented recreational uses should be preserved and, where appropriate, enhanced for those uses, consistent with natural and cultural resource preservation; [a]ccess to marinas, launch ramps, beaches, fishing piers, and other recreational facilities should be clearly posted with signs and easily available from parking reserved for the public or from public streets or trails; [t]o reduce the human health risk posed by consumption of contaminated fish, projects that create or improve fishing access to the Bay at water-oriented recreational facilities, such as fishing piers, beaches, and marinas, should include signage that informs the public of consumption advisories for the species of Bay fish that have been identified as having potentially unsafe levels of contaminants”; “[and c]omplete segments of the Bay...Trails where appropriate.”

Further, Recreation Policy 3 provides, regarding non-motorized boats that “[w]here practicable, access facilities for non-motorized small boats should be incorporated into waterfront parks” and that “access point should be located, improved and managed to avoid significant adverse affects on wildlife and their habitats.” To enhance this use, such areas should include “...launching facilities, restrooms, rigging areas, equipment storage....[and] be accessible...to ensure that boaters can easily launch their watercraft.” And, moreover, the policies provide in part that “[s]andy beaches should be preserved, enhanced, or restored for recreational use, such as swimming, consistent with wildlife protection.”

Further, the Recreation policies state that waterfront parks “should emphasize hiking, bicycling, riding trails, picnic facilities, swimming, environmental, historical and cultural education and interpretation, viewpoints, beaches, and fishing facilities” and that “[p]ublic parking should be provided in a manner that does not diminish the park-like character of the site.” Also, on water-oriented commercial-recreation, the policies state partly that “[w]ater-oriented commercial recreational establishments, such as restaurants...recreational equipment concessions...should be encouraged in urban areas adjacent to the Bay. Public docks, floats or moorages for visiting boaters should be encouraged at these establishments where adequate shoreline facilities can be provided.”

The Bay Plan Recreation policies pertaining specifically to designated **waterfront park** areas state, in part: “To assure optimum use of the Bay for recreation, the following facilities should be encouraged in waterfront parks...” The policies pertaining to waterfront park areas include the following:

1. Where possible, parks should provide some camping facilities accessible only by boat, and docking and picnic facilities for boaters.
2. To capitalize on the attractiveness of their bayfront location, parks should emphasize hiking, bicycling, riding trails, picnic facilities, swimming, environmental, historical and cultural education and interpretation, viewpoints, beaches, and fishing facilities. Recreational facilities that do not need a waterfront location, e.g., golf courses and playing fields, should generally be placed inland, but may be permitted in shoreline areas if they are part of a park complex that is primarily devoted to water-oriented uses, or are designed to provide for passive use and enjoyment of the Bay when not being used for sports....
3. Public launching facilities for a variety of boats and other water-oriented recreational craft, such as kayaks, canoes and sailboards, should be provided in waterfront parks where feasible.
4. Except as may be approved pursuant to recreation policy 4-b, limited commercial recreation facilities, such as small restaurants, should be permitted within waterfront parks provided they are clearly incidental to the park use, are in keeping with the basic character of the park, and do not obstruct public access to and enjoyment of the Bay. Limited commercial development may be appropriate (at the option of the park agency responsible) in all parks shown on the Plan maps except where there is a specific note to the contrary.
5. Trails that can be used as components of the San Francisco Bay Trail...or links between them should be developed in waterfront parks. San Francisco Bay Trail segments should be located near the shoreline unless that alignment would have significant adverse effects on Bay resources; in this case, an alignment as near to the shore as possible, consistent with Bay resource protection, should be provided....
6. Bus stops, kiosks and other facilities to accommodate public transit should be provided in waterfront parks to the maximum extent feasible. Public parking should be provided in a manner that does not diminish the park-like character of the site. Traffic demand management strategies and alternative transportation systems should be developed where appropriate to minimize the need for large parking lots and to ensure parking for recreation uses is sufficient.

7. Interpretive information describing natural, historical and cultural resources should be provided in waterfront parks where feasible....
8. The Commission may permit the placement of public utilities and services, such as underground sewer lines and power cables, in recreational facilities provided they would be unobtrusive, would not permanently disrupt use of the site for recreation, and would not detract from the visual character of the site.

The Bay Plan **Transportation** Policy 4 state, in part, that “[t]ransportation projects on the Bay Shoreline... should include pedestrian and bicycle pathways... Transportation projects should be designed to maintain and enhance visual and physical access to the Bay and along the Bay shoreline.”

The Bay Plan **Appearance, Design, and Scenic Views** policies state, in part, that “all bayfront development should be designed to enhance the pleasure of the user or viewer of the Bay” and that “[m]aximum efforts should be made to provide, enhance, or preserve views of the Bay and shoreline, especially from public areas...” Further more, “[s]tructures and facilities that do not take advantage or complement the Bay should be located and designed so as not to impact visually on the and shoreline. In particular, parking areas should be located away from the shoreline.”

The Commission’s **Public Access Design Guidelines** state partly that public access should be designed “so that the user is not intimidated nor is the user’s appreciation diminished by large nearby building masses....” Furthermore, “public access improvements should be designed for a wide range of users,” should “provide basic public amenities, such as trails, benches, play opportunities, trash containers, drinking fountains, lighting and restrooms that are designed for different ages, interests and physical abilities,” and should be designed for the weather of the site. The guidelines also state that viewing the Bay is the “most widely enjoyed ‘use’ and projects should be designed to “enhance and dramatize views of the Bay.”

Board Questions

The Board’s advice and recommendations are sought on the following issues regarding the design of the proposed public access:

1. Would the Oyster Point Phases 1C and 1D encourage diverse activities and create a “sense of place,” which is unique and enjoyable? Does the proposed project “preserve” or provide ample and diverse opportunities for public use of the site, including picnicking, swimming, non-motorized boating, hiking, windsurfing, and fishing opportunities?
2. Are the proposed public amenities at the project site appropriate and would they be distributed and designed to meet and balance the needs of the public, and natural resources at the beach area and in the water?
3. Does the design of Oyster Point Boulevard and the meadow create an appropriate sense of arrival to Oyster Point?
4. Does the project encourage use of the water for swimming and/or non-motorized boats and include related facilities, e.g., launching facilities, restrooms, docks and rigging areas, equipment storage, etc.?

5. Considering the existing amenities, the planned development intensity, and the beach/park priority use designation, do the proposed amenities and renovations to the existing amenities expand the enjoyment of the shoreline experience? Do the proposed improvements to the pathways at the site enhance the San Francisco Bay Trail program/alignment? Are the existing public access areas sufficiently improved and do they provide adequate public amenities? Would the public benefit from an enhanced or additional kayak storage area?
6. Is the proposed parking designed in a manner that does not diminish the park-like nature of the site? Does the project include ample parking that will be reserved for and used by the general public visiting the park and/or beach area?
7. Are the materials in the Marina Waterfront appropriate for the intended public use? Is the flexible gravel area sufficiently designed to be used by the public outside of planned events?
8. Are the plantings appropriate for the beach, meadow, and marina waterfront areas considering the views of the water, the strength of the wind, and the intended uses in these areas?
9. Does the proposed project preserve a sandy beach in a manner that considers wildlife compatibility?

The Board's advice and recommendations are sought on the following issues regarding the design of the proposed physical and visual connections:

1. Are the connections between the various public areas (beach, flexible lawn, seating areas) designed appropriately?
 - a. Would the public benefit from an access path from Gull Drive along the tidal slough to the future park located east of Phase 1D, and south of Marina Boulevard?
 - b. Would the public benefit from an additional trail connecting the north and south sides of the Oyster Point Marina peninsula that is closer to the beach and Marina waterfront?
2. Is the project designed to maximize access to, along, and through the proposed developed area, including the areas proposed for office and roadway construction?
3. Are the proposed walkways and trails designed to connect to the nearest public thoroughfare and Bay Trail connecting pathways?
4. Are the proposed streets, paths, walkways, and landscape features designed to maximize views to and along the shoreline?

The Board's advice and recommendations are sought on the following issues regarding sea level rise:

1. Are the public areas appropriately designed to be resilient and adaptive to sea level rise? Are the proposed public access areas sited and designed to avoid significant adverse impacts from sea level rise and shoreline flooding?