

San Francisco Bay Conservation and Development Commission

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TO: Design Review Board Members

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SUBJECT: Kilroy Oyster Point Life Sciences Complex Phases 2-4D; First Pre-Application Review
(For Design Review Board consideration February 10, 2020)

Project Summary

Project Proponents

Kilroy Oyster Point Development (“KOP,” Property Owner) and the City of South San Francisco.

Project Representatives

Jonas Vass, Douglas Giesey, Nate Marshall, KOP (Project Proponent); Jonathan Ward, Rick Poulos, Sung Cho, Yuri Suzuki, NBBJ (Architects); Richard Kennedy and Elizabeth Savrann, James Corner Field Operations (Landscape Architect).

Project Location (Exhibit 2)

The site is located east of Highway 101 and north of the intersection of Oyster Point Boulevard and Marina Boulevard, in the City of South San Francisco, San Mateo County. Oyster Cove Marina is located along the western shoreline of the site. At the southwest corner of the site is a tidal marsh.

Project Site

Existing Conditions (Exhibit 3)

The focus of this report and the Board’s review is an approximately 30-acre portion of the larger 55-acre Oyster Point peninsula. The project site is currently used predominately as a commercial area with large single-story buildings surrounded by surface parking.

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. In the 1970s, the landfill was closed and capped. Since then, the City annually monitors the site’s water quality. The adjoining site to the southeast is referred to as “Oyster Point Marina” area, at which Phases 1C and 1D of this mixed use development project were permitted by BCDP in 2017 (see Exhibit 6). Development of Phases 1C and 1D involves site



remediation and re-grading of the existing landfill; restoration of a tidal marsh; enhancement of public access pathways, roads and sidewalks; beach replenishment; and the installation of other public amenities. The planned office life science office park, including the proposed project and the portion already permitted by BCDC, would total approximately 80 acres.

The Commission's *San Francisco Bay Plan* ("Bay Plan") identifies the shoreline along the project site as a Waterfront Park, Beach Priority Use Area. The 8-foot-wide Bay Trail currently extends continuously for 2,942 linear feet along the waterfront edge of the project site. The Bay Trail provides access to the waterfront and the Marina, and links to the properties to the southwest and northeast. The existing landscape spaces surrounding the Bay Trail consists of planted and turf areas with some seating and lighting with a promontory at the northwest point. A tidal marsh has formed at the end of the basin on the southwest edge of the site where wildlife can be viewed from the Bay Trail.



An aerial image of the Oyster Point Peninsula showing the Waterfront Beach/Park Priority Use designation in green, and the required public access paths in purple.

An approximately 227-berth recreational marina operated by Oyster Point Cove, LLC is located on the western shoreline of the project site with 23 authorized live-aboard vessels. There is approximately 404,000 square feet of existing low-rise buildings on site that used by approximately 75 to 100 people each day. The Bay Trail extends continuously along the western edge of the property connecting approximately 20,448 square feet of Bay Trail. Approximately 153,756 square feet of public access is currently required by BCDC permits along the project site's shoreline. BCDC Permit No. 1982.004B requires the following public access: appropriate decks, walkways with an average width of 8 feet, seating plazas, landscaping, windscreens, irrigation, lighting, no less than 6 benches, at least 5 public access signs and 20 parking signs, public restrooms, 15 public parking spaces and 55 marina parking spaces, and 5 trash cans. There are also 96 parking spaces, for use by the Oyster Point business park and the Marina. There is limited public transportation to the site. The project site is regularly exposed to strong winds predominately from the west, northwest, and southwest (Exhibit 15).

Social and Environmental Context

Genentech has three campuses located around Oyster Point with approximately 13,000 employees, and provides its own ferry service from the East Bay. Other developments in the area are focused in the biomedical industry with other industrial and logistics land uses. The residential populations are located primarily on the west side of highway 101. The Commission's community vulnerability ranking includes this larger area (census block group) as part of the highest social vulnerability ranking in the following 70th percentile categories: Under 5 years of age, Low income, Not U.S. citizens, People with disability, Communities of Color, Limited English proficiency, Without a high school degree, and Severely housing cost burdened. Approximately 47% of the residents are foreign-born, with 51% of the approximately 1100 households reporting as Hispanic or Latino.

Proposed Project

The project proposed would develop a life science campus in four phases: Phase 2A, 2D, 3D, and 4D (Exhibit 6). The existing buildings would be demolished and the site would be re-graded to transform the site into a life sciences research and development campus, with an improved waterfront park. Additionally, onshore improvements would be made in association with the existing marina. Approximately 4.8 acres of the project site is located within the Commission's 100-foot shoreline band jurisdiction; approximately 26.27 acres of the project site is located outside of the Commission's jurisdiction.

The site will include eight buildings with office uses, laboratories, a campus food and beverage building with an elevated plaza, an amphitheater, and a ground-level plaza. At full buildout, the project will include up to approximately 1,707,000 gross square feet of office, research and development buildings, 48,000 gross square feet of amenity spaces and two parking garage structures to accommodate 4,445 parking spaces and approximately 8,000 to 10,000 employees. Buildings would range from 1 to 8 stories and be configured on the site to take advantage of Bay views and create comfortable microclimates in the open spaces. Access to the project site will be from Oyster Point Boulevard, which

is currently under construction as a part of the City of South San Francisco's Oyster Point Phase 1 project. While Oyster Point Boulevard is the primary connector between the two peninsulas and back to Highway 101, the project will include a network of bike lanes, pathways, publicly accessible plazas, and a waterfront park with a continuous Bay Trail.

Public Access

A network of public open spaces is proposed to extend through the new Life Science Campus from Oyster Point Boulevard to the waterfront. Pedestrian connectivity and universal accessibility would be maintained through the entire open space network (Exhibit 7). The open space design proposes to utilize topography to create elevated campus promontories, or "points", and open waterside rooms, or "flats." The points would be at the campus elevation while the flats would be lower in elevation, and directly connected to the Bay Trail. In response to the windy conditions of the site, the open space design proposes a tree planting in dense, informal groupings of species that can tolerate wind exposure, provide wind protection, screen servicing and roadways and support a diversity of character settings (Exhibits 14-17). Bioretention areas are proposed throughout the open spaces to treat stormwater (Exhibit 15).

1. **The Bay Trail.** The proposal includes a widened Bay Trail (20 feet wide) that would meander through the waterfront park, alternating positions at the water's edge and within the park itself and connecting a series of flexible, multipurpose waterside rooms for public use and activity. The Bay Trail links all waterfront spaces and provides connections to the Marina docks as well as to secondary pathways that link to the various Campus open spaces and buildings (Exhibit 13).
2. **The Waterfront "Activity Rooms."** Along the eastern length (inland side) of the Bay Trail, the waterside rooms would vary in orientation to leverage the best views, to diversify character, and to enrich the experience of being on the Bay. These landscape "activity rooms" would be scaled for the individual as well as large groups and would offer places for picnicking, lounging, fitness and passive recreation, and would include a perched beach. These areas would also include a public restroom as well as the marina land-side amenities (Exhibits 14, 18-27).
3. **The Waterfront Park "Coastal Rooms."** Along the western length (water's side) of the Bay Trail, the project proposes a sequence of informal landscape spaces designed to evoke coastal grasslands with trails and casual, rusticated seating spaces nestled within. These "coastal rooms" would be scaled for the individual and small groups and would offer spaces to sit, relax, picnic, barbecue, and enjoy views of the waterfront (Exhibits 14, 18-27).
4. **The Campus "Science Rooms."** The Masterplan depicts a framework of publicly accessible, campus-oriented open spaces that connect through the proposed development, extending from Oyster Point Boulevard to the redeveloped waterfront park (Exhibit 13). The Laboratory Buildings are positioned with one end opening slightly outwards to the waterfront which creates a fan-shaped open space between the buildings. These campus elevation open spaces are named "Science Rooms" and will be given a unique identity. These "Science Rooms" are protected from the wind with expansive views of the water (Exhibits 14, 18-27).

5. **Parking & Drop-off.** The existing public shore parking would be redistributed on site within each phase of the project. The remaining marina parking would be relocated to the parking structure (Exhibits 7-9, 13).

Planning Approvals

Phases 2 through 4 of the Oyster Point Development have been entitled by the City of South San Francisco under a specific plan prepared in 2011. Kilroy Realty (KOP) commissioned the Design Team in 2018, to prepare an overall master plan of Phases 2 through 4 concurrent with the conceptual design of the laboratory and office use buildings, amenity facilities, and parking structures for Precise Plan Approval.

Community Engagement

Kilroy has hosted monthly outreach meetings at Oyster Point, beginning May 4, 2017 to address issues with the ongoing construction in Phase 1.

Resilience and Adaptation to Rising Sea Level

According to the Federal Emergency Management Agency (“FEMA”) current 100-year-flood elevation for the project site is +10.05 feet NAVD88. The existing site elevations along this area of the shoreline are at approximately +13 feet NAVD88. The proposed shoreline would be at elevation + 13.8 feet NAVD88 at the beach area and Bay Trail. For site planning purposes, the project proponents have used the following sea level rise estimates: 11 to 24 inches by 2050, and 36 to 66 inches by the end of the century. The higher ranges are approximately consistent with the medium-to-high risk aversion category in the State of California’s 2018 Sea Level Rise Guidance document, and assumes the lower-emissions scenario at the end of century. The design basis for flood protection for the project would be to accommodate mid-century SLR projections (at a minimum) for the roadways and open space areas, and extreme high tides (100-yr tide) plus upper range, end-of-century SLR projections for proposed buildings.

1. **Public Access.** The project proponents are using the upper end of the range (24 inches) for designing improvements to accommodate the expected sea level rise for the year 2050. Therefore, the lowest elevation of these improvements would be at or above elevation +13.0 feet NAVD88. Based on the projections in the State Guidance, the beach and Bay Trail would be partially inundated in 2100 with a 2-year storm event (Exhibits 15, 23, 26).
2. **Buildings.** All buildings are proposed to be resilient to the maximum assumed sea level rise at the year 2100, and the project proponents are using the upper end of the range (66 inches) for designing buildings to accommodate the expected sea level rise for the year 2100. The ground floors will be at or above elevation +16.5 feet NAVD88.

Applicable Policies, Findings, and Design Guidelines

San Francisco Bay Plan Policies

The *San Francisco Bay Plan* (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...” 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 provide barrier free access for persons with disabilities, for people of all income levels, and for people of all cultures to the maximum feasible extent, should include an ongoing maintenance program, and should be identified with appropriate signs – including using appropriate languages or culturally-relevant icon-based signage.”¹

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 **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 should: “Preserve and improve marina and shoreline park. Preserve picnicking, swimming, boating, hiking, windsurfing, and fishing opportunities. Provide signage regarding fish consumption advisories for anglers.”

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.”

In regard to **waterfront parks**, Bay Plan Recreation policies state that they 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.” The following facilities should be encouraged in waterfront parks:

1. Where possible, parks should provide some camping facilities accessible only by boat, and docking and picnic facilities for boaters.

¹ Emphasis added to highlight recently amended Bay Plan policies focused on Environmental Justice and Social Equity.

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.
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. 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.

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 “maximum efforts should be made to provide, enhance, or preserve views of the Bay and shoreline, especially from public areas...” These policies also state, in part, that “[s]horeline developments should be built in clusters, leaving open area around them to permit more frequent views of the Bay.” The majority of the open space in the proposed project is provided along the shoreline or along view corridors to the shoreline.

On the subject of **Climate Change**, the Public Access policies state that, “[a]ny public access provided as a condition of development should either be required to remain viable in the event of future sea level rise or flooding, or equivalent access consistent with the project should be provided nearby.” The Bay Plan’s Climate Change policies state, in part, that “[w]herever feasible and appropriate, effective, innovative sea level rise adaptation approaches should be encouraged.”

The **Public Access Design Guidelines** state that public access should feel public, be designed so that the user is not intimidated nor is the user’s appreciation diminished by structures or incompatible uses, and that there should be visual cues that public access is available for the public’s use by using site furnishings, such as benches, trash containers, lighting and signage. The *Public Access Design Guidelines* further state that public access areas should be designed for a wide range of users, should

maximize user comfort by designing for weather and day and night use, and that each site's historical, cultural and natural attributes provide opportunities for creating projects with a "sense of place" and a unique identity. The Bay Plan Public Access policies on these Design Guidelines state "The Design Review Board should encourage diverse public access to meet the needs of a growing and diversifying population. Public access should be well distributed around the Bay and designed or improved to accommodate a broad range of activities for people of all races, cultures, ages, income levels, and abilities."

Board Questions

The Board's advice and recommendations are sought on the following issues regarding the revised design proposal of the required public access area.

- 1. Does the proposed project provide adequate, usable, and attractive public access that maximizes public use and enjoyment of the area?**
 - a. Would the proposed design for the Park encourage diverse activities and create a "sense of place," which is unique, enjoyable, and inviting to the public?
 - b. Do the proposed public access improvements create diverse recreational opportunities for people of all races, cultures, ages, abilities, and income levels?

- 2. Are the proposed public access amenities sited and designed to maximize public use?**
 - a. Are the Activity, Coastal, and Science Rooms an appropriate enhancement to the peninsula open space? Are they distributed and designed to meet and balance the needs of the public? Are there any additional considerations to making the waterfront an inviting space for the public to enjoy?
 - b. Are there adequate micro-climate considerations for all users, such as access to wind protection and shade?
 - c. Considering the planned development intensity and the beach/park priority use designation, do the proposed amenities and renovations expand the enjoyment of the shoreline experience?
 - d. Are the proposed parking areas suitable for the park? Does the project include ample parking that will be reserved for and used by the general public visiting the park and/or beach area?
 - e. Is the tree palette complimentary to the existing vegetation and tidal marsh adjacent to the site? Are there any concerns about wildlife compatibility with the proposed shoreline planting?

3. **Does the arrangement of the various facilities proposed within the Park, including trails, meadows, lawns, beach, BBQ areas, and other amenities, result in the best possible configuration in terms of circulation, views, enjoyment, and safety?**
 - a. Does the design of the project provide for adequate circulation through the peninsula for a variety of users?
 - b. Does the Board anticipate conflicts or congestion points, and what measures could be taken to avoid or minimize such conflicts?
 - c. Does the proposed design preserve and enhance important views to the Bay?
 - d. Are the invitations and experiences of the public's movement through the campus to the waterfront sufficient and welcoming to all?
4. **Are the public access areas and amenities appropriately designed to be resilient and adaptive to sea level rise?**