MEMORANDUM

TO: Commission on Community Investment and Infrastructure

FROM: Tiffany Bohee
Executive Director

SUBJECT: Adopting environmental review findings pursuant to the California Environmental Quality Act and conditionally approving a Revised Schematic Design for Park P6, a Children’s Park in Mission Bay South, pursuant to the Owner Participation Agreement with FOCIL-MB, LLC; Mission Bay South Redevelopment Area

EXECUTIVE SUMMARY

Park P6 is a triangular shaped parcel in the Mission Bay South Project Area ("Mission Bay South") located on City of San Francisco ("City") property. Pursuant to the Owner Participation Agreement ("OPA") for Mission Bay South, the Mission Bay master developer FOCIL-MB, LLC ("FOCIL" or "Master Developer") is obligated to develop the site as a children’s park. Park P6 is bounded by Long Bridge Road to the north and China Basin Street to south. Park P6 is approximately 1.12 acres, and has a land use designation of Open Space in Mission Bay South Redevelopment Plan ("Redevelopment Plan"). Park P6 is the only designated children’s park in Mission Bay, and is surrounded by residential development, with a dog park, Park P5, to the north. Park P6 is divided into a playground with four different types of play zones, and an informal park and plaza area.

In accordance with the OPA, FOCIL has submitted a revised Schematic Design ("Revised Schematic Design") application for approval by the Office of Community Investment and Infrastructure ("OCII"). A Major Phase Application and Schematic Design ("2005 Schematic Design") for Park P6 was approved by the San Francisco Redevelopment Agency Commission ("Redevelopment Commission") on November 1, 2005 (Resolution No. 178-2005 and Resolution No. 179-2005). The design of the 2005 Schematic Plan has been revised to address a variety of factors that have changed in Mission Bay, such as an increase in the population of Mission Bay families and children, newer play equipment and surfaces, and a general desire to increase the size of the play area from the previously adopted Schematic Design.

In partnership with Mission Bay Families, a neighborhood organization, FOCIL and OCII staff hosted a community workshop in Mission Bay on June 30, 2012 to refine the previously adopted 2005 Schematic Design and play equipment selection. The Mission Bay Citizens Advisory Committee ("CAC") reviewed the Revised Schematic Design at its September 13, 2012 meeting and expressed strong support for the park. Comments at these meetings regarding the playground surface materials and minimizing the impact of sand on other play areas were addressed by the Agency staff and the park designers, Royston, Hanamoto, Alley and Abey ("RHAA").

As part of its actions on September 17, 1998, establishing the Mission Bay North and South Redevelopment Project Areas, the Redevelopment Commission certified the Final Subsequent
Environmental Impact Report ("FSEIR") (Resolution No. 182-98) and adopted findings under the California Environmental Quality Act ("CEQA") (Resolution No. 183-98). This FSEIR includes by reference a number of addenda. Agency staff has reviewed the Revised Schematic Design submitted by FOCIL, and finds it to be within the scope of the Project analyzed in the FSEIR and addenda and no additional environmental review is needed. As required by CEQA, the Commission for Community Investment and Infrastructure (the “Commission”) must adopt environmental findings when approving the Schematic Design.

Staff recommends adopting environmental review findings pursuant to the California Environmental Quality Act and approving a Revised Schematic Design for Park P6 in Mission Bay South.

BACKGROUND

Enforceable Obligation: Mission Bay South Owner Participation Agreement

The Mission Bay South OPA between the San Francisco Redevelopment Agency ("Redevelopment Agency") and now, the Successor Agency (known as OCI), and FOCIL establishes the protocols for development approvals in Mission Bay South, including the approvals of Schematic Designs for vertical development. The OPA is an enforceable obligation consistent with Assembly Bills No. 1X 26 and 1484 (together, the “Dissolution Law”).

Subsequent to the adoption of AB 1484, the Board of Supervisors, as the legislative body of the Successor Agency, adopted Ordinance No. 215-12 to create the Commission and delegated to it certain authority, including, without limitation, the authority to act as the former commission of the Redevelopment Agency. Specifically, Ordinance No. 215-12 allows the Commission to exercise land use, development and design approval under enforceable obligations, which include the Mission Bay South Redevelopment Project.

Park P6 Regulatory Setting

The OPA requires the Master Developer to construct a 41-acre Mission Bay park system, including open space to provide a mixture of active and passive recreation for Mission Bay residents, employees, and visitors. To date, almost 15 acres of parkland has been completed. The Mission Bay Open Space Map is shown in Exhibit A.

The Mission Bay South Design for Development ("Design for Development") provides design guidance for the design and programming of each of the various open space areas in Mission Bay. For Park P6, the Design for Development specifies that it is to be constructed as a children’s play area. A Major Phase Application for Blocks 2-7 and 13 (“Major Phase”) included a 2005 Schematic Design for Park P6, and was approved by the Redevelopment Commission on November 1, 2005 (178-2005). In addition, on the same day, a 2005 Schematic Design for Park P6 was approved (Resolution No. 179-2005). The 2005 Schematic Design was designed to provide a play environment that serves as a family-oriented community open space with separate zones for different aged children with artistic play sculptures bisected by a large central promenade. The 2005 Schematic Design is shown in Exhibit B.
The San Francisco Arts Commission has shared jurisdiction with the Agency over the design of certain structures on public open space in Mission Bay North and South. In accordance with the Memorandum of Understanding between the Agency and the Arts Commission, dated January 4, 1999, the Civic Design Review Committee of the Public Arts Commission must approve the design of all structures within those parks in Mission Bay not held under the jurisdiction of the Port Commission. The Civic Design Committee unanimously approved the Revised Schematic Design on April 15, 2013.

DISCUSSION

As discussed above, a Schematic Plan for Park P6 was adopted in 2005. At that time, Mission Bay did not have a large population, so there were not many families with children available to participate in the park design process. Since then, the number of families with children has grown significantly, with Mission Bay Families, a local organization, estimating that as of 2010 there were approximately 460 children in Mission Bay, with the great majority under 11 years of age. Since Park P6 will be the only children’s park in Mission Bay, FOCIL and OCII staff determined it was important to engage the new community of Mission Bay families in a refining the layout of the 2005 Schematic Design and revise the selection of play equipment.

The Master Developer is submitting a Revised Schematic Plan for Commission approval. FOCIL has retained RHAA as the landscape architects for Park P6. The Revised Schematic Plan keeps the original intent of providing distinct play areas for toddlers and older children, with active play equipment in the middle of the park and more passive areas along the edges. However, the 2005 Schematic Design provided limited playground equipment for children, the Revised Schematic Design includes a greater number of playground equipment, which has been updated to address accessibility issues, and most importantly, respond to the desires of the local families that will be using the park.

Park P6 Revised Schematic Design

Park P6 is a triangular site approximately 1.12 acres, which is bounded by Long Bridge Street and China Basin Street, to the north and south respectively, and Block 5, a residential development parcel directly abutting on the eastern boundary of the site. The park is located in the middle of the Mission Bay South residential core, with 900 units under construction or about to start construction on the surrounding blocks. To the northwest, across Long Bridge Street, is a future dog park (Park P5) linking the Park P6 to the Mission Creek Park, including restroom facilities which are located, approximately 55 linear feet from Park P6.

Park P6 will be the only playground planned within Mission Bay. Occupying the eastern two-thirds of the triangular site is the fenced playground which is divided into four play zones. Outside the enclosed playground, on the western side of the site is a more general park use area with a large turf area, picnic seating area, a plaza and a landscaped bioswales used to treat the stormwater runoff generated by the park. Spaces are defined by curvilinear paths to create organic forms. Landscaped and informal lawn areas are incorporated both into the pockets of the
playground, as well as in other areas of the park. This overall design concept is consistent with the intent of the original 2005 Schematic Design and the basic concept in the Major Phase.

The Park P6 site design was developed in response to community feedback, adjacent land uses and climatic conditions created by the neighboring buildings. For example, placement of the active playground in the northern third of the Park P6 is located on the portion of the site most protected from wind and shade, and is distant from the intersection of Long Bridge Road and China Basin Street. The organic form of the park and the use of natural wood materials is in response to the desire by the community to have a space that is natural in character. Finally, park designers coordinated with the building architects of Block 5 to ensure a seamless transition between the two projects.

The playground is raised above the surrounding area by two feet to increase visibility. The playground entry is separated from the major north-south pathway by a semi-circular decorative walkway embellished by the stamped impressions of animals and plants of the bay shore. Within the playground, a circular pathway connects the spaces and gives children an opportunity for children to ride a bike or walk in a loop. Benches and picnic tables provide seating throughout the area. The entire playground is enclosed by a fence to create a secure atmosphere and to allow children more freedom to roam safely within the perimeter.

The playground offers children of all ages opportunities to swing, spin, slide, explore and use their imaginations to create their own worlds. It balances the need for various types of physical play on structures with natural play elements. While there are separate zones intended for toddlers and older children, they are in close in proximity so that all age groups can interact. Seating and observing area for care givers and other users are located throughout the park.

The playground area has four play zones each with its own distinct character. Below is a more detailed description of the four playground zones and the general park and plaza areas located outside the playground. The park plan, playing zones and play equipment are shown in Exhibits C-F.

**Playground-School Age Play Zone (ages 5-12):** This area offers a variety of physical challenges and fun. A large net structure provides climbing opportunities and a range of choices of routes to play. For spinning, children can choose individual vertical spinners, a small bowl or join friends on a large dish spinner. A large composite play structure provides slides, overhead and wall climbers and different type of spinner. One swing has a high back to support children with lack of motor control.

**Playground-Tot Age Play Zone (ages 2-5):** This area provides opportunities for creative, imaginative and physical play. Children can create their own sculptures in a large sand play area with a low-flow water spigot, funnels and play tables to add to the fun. The sand play is surrounded by a walk designed for chalk art. Children can role play in small house or duck under the play structure to pretend they are at a store or a fort. Active play is available on a small structure with slides, seesaw, climbers or on spinners and bounce toys. In addition, four bucket swings have been provided.

**Playground- Nature Play Zone:** All ages will enjoy the nature play area located in the center of the playground. Trees are carved to create funnels and houses. Children can explore the butterfly
garden, hop rock to rock, run on pathways through the grasses or play in the willow hut. The nature play area contains engineered wood fiber as a ground cover. The plant garden in the playground includes plants that attract butterflies and birds, pavement inscribed with animals of the bay shore, and tree sculptures with growth rings all provide informal educational opportunities about the natural environment as well.

**Playground-Unprogrammed Play Zone:** Located on the northern side of the park, it includes a large grass mound, designed for rolling down or playing "king of the hill". A tree sculpture at the top of the mound serves as the main park focal point. A group of evergreen trees with the scattered boulders below are located on the northern slope and allow for a place of respite.

**Non-Playground-Park and Plaza Area:** Features of the park outside the playground on the western side include a large turf area with a picnic area, and a plaza at the corner with the park sign and benches. The plan maintains a major promenade through the park similar to the previous Schematic Design. The park also incorporates on-site capture and conveyance system for stormwater through bioretention areas along the perimeter. These areas are shallow planted depressions designed to retain or detain stormwater before it is infiltrated or discharged downstream.

The planting throughout the park is designed to add interest with seasonal color and texture. Plant materials were selected in consultation with the Mission Bay’s parks management group to be sustainable, drought tolerant and compatible with Mission Bay’s microclimate. The tree canopy around the play areas is deciduous, providing shade in the summer and letting in the sun in the winter. The Park P6 also incorporates an on-site capture and conveyance system for the stormwater runoff with bio-retention facilities along the perimeter.

**Design Review Process**

FOCIL and OCII staff held a community design workshop on June 30, 2012 to revisit the plan for Park P6 and involve the new Mission Bay families in its design. The focus of the workshop was to gather input on the design layout of the park, play equipment, and activity spaces from local children and parents. The Mission Bay Families community group gathered additional feedback through their website and at other Mission Bay park events. Input from the community favored play structures that promoted climbing, natural areas that allow for exploration, and interactive elements such as sand and water for younger children. The results of this workshop and additional outreach led the design team to development a Revised Schematic Plan that contains a mix of imaginative and structured play areas.

On September 13, 2012, the Revised Schematic Plan was presented to the Mission Bay CAC. The CAC members responded very positively to the overall design and play equipment selection. In particular, the CAC commended the way the natural play area provided great opportunities for imaginative play for younger and older children. The CAC recommended using all resilient matting around the play equipment areas, rather than a mixture of wood fiber and matting. The CAC also recommended as well as exploring ways contain the sand in the tot play zone from the other play zones. The proposed Schematic Plan was revised to address both of these concerns by replacing all the proposed wood fiber with colorful, resilient matting around the play structures,
and by reconfiguring the sand lot location to minimize wind impact and sand scatter on the tot play zone.

**Construction Timing and Ongoing Maintenance and Operations**

FOCIL is expected to begin construction of the park in the next six months, with a completion date of April 2014. Pursuant to the OPA, once the park is completed, the improvements will be accepted by the City and leased to OCII under an existing Ground Lease between OCII and the City and the Port of San Francisco.

OCII will oversee the maintenance and security of the park with funding from Community Facilities District #5 ("CFD #5") until the Ground Lease expires in 2043. The Agency uses funds from CFD #5 to contract with MJM Management Group for all park operating requirements, including maintenance and security. MJM was involved in the Revised Schematic Design process from the beginning to ensure long-term durability and sustainability of the structures and the park landscape. No other funds, other than CFD#5 fees, will be used to maintain Park P6.

**Mission Bay Program in Diversity**

Pursuant to the OPA, FOCIL must comply with the Mission Bay Program in Diversity ("Program") for Park P6. The Park P6 design team meets the Agency's goal of 38% Minority/Women-Owned Business Enterprises ("M/WBEs") professional services subcontractors (31% MBE and 7% WBE). During construction, FOCIL will be bound by the Program's goals and requirements for 41% M/WBE subcontractor participation (31% MBE and 10% WBE), 50% local resident participation in construction workforce, and the payment of prevailing wages. Mission Bay continues to do well in its local hiring efforts for construction; as of 2012, the Mission Bay project as a whole achieved more than 40 percent local hires for construction hours.

**CALIFORNIA ENVIRONMENTAL QUALITY ACT**

As part of its actions on September 17, 1998 establishing the Mission Bay Redevelopment Project Areas, the San Francisco Redevelopment Commission certified the FSEIR, adopted CEQA findings, adopted a series of mitigation measures, and established a comprehensive system for mitigation monitoring. The Board of Supervisors, the Planning Commission, and various City departments adopted similar findings and mitigation monitoring plans. This FSEIR includes by reference a number of addenda.

Copies of the full four-volume FSEIR were distributed to the San Francisco Redevelopment Commission prior to the 1998 certification and adoption of the environmental findings, and have subsequently been made available to members of the Commission.

Staff has reviewed the Revised Schematic Design submitted for Park P6 and has considered and reviewed the FSEIR and addenda. Staff finds the Revised Schematic Design to be within the scope of the project analyzed in the FSEIR and subsequent addenda and no additional
environmental review is required pursuant to State CEQA Guidelines Sections 15180, 15162, and 15163.

STAFF RECOMMENDATION

Based on the review process described above, staff believes the Revised Schematic Design for Park P6 in Mission Bay South is consistent with the Redevelopment Plan, the Major Phase for Blocks 2-7 and 13, the Design for Development, and other Plan documents. Staff finds that RHAA has developed a creative and exciting children’s park with a balance of programmed active and imaginative play areas, combining a range of natural elements. Park P6 also offers informal seating areas and bioretention areas while retaining the maximum amount of usable space for the playground. The new park will create an important neighborhood amenity and gathering place for Mission Bay families. Staff recommends the approval of the Revised Schematic Design for Park P6.

As is typical, there remains a number of detailed issues that must be resolved in subsequent design stages. Therefore, staff recommends the following conditions of approval:

1. Staff will ensure consistency with the materials and finishes with the Revised Schematic Design for Park P6 during design development. Furnishings include, but are not limited to, playground equipment, benches, fencing, drinking fountains, tables, park signage, and light poles (both with and without electrical outlets), and fences. FOCIL-MB shall consider the long-term durability, maintenance requirements, and the sustainability of the materials when selecting furnishings.

2. Staff shall review and approve the final lighting plan for Park P6 to ensure adequate illumination along the pathways and within the playground to ensure public safety.

3. Final hardscape materials for Park P6, including the final extent of paved areas, all paving materials, paving patterns, and path materials shall be reviewed and approved by staff during the design development. A final planting plan for both Park P6, including all new trees, planting palette, swales and bioretention basins shall be reviewed by staff for approval during design development.

4. Final landform plans for the Park P6, including the bioswales, unprogrammed and nature play zones shall be reviewed and approved by staff during the design development. The landscape forms design shall ensure durability and public safety, meet ADA requirements, provide appropriate drainage and provide adequate visibility through the park.
(Originated by Lila Hussain, Associate Planner)

Tiffany/Bohee
Executive Director

Exhibit A: Mission Bay Open Space Map
Exhibit B: 2005 Approved Schematic Design
Exhibit C: Park Plan Rendering
Exhibit D: Park Play Zoning Diagram
Exhibit E: Park Play Equipment Plan Rendering
Exhibit F: Proposed Park Plan