



SAN FRANCISCO PLANNING DEPARTMENT

Memo to the Planning Commission

HEARING DATE: MAY 20, 2010

1650 Mission St.
Suite 400
San Francisco,
CA 94103-2479

Reception:
415.558.6378

Fax:
415.558.6409

Planning
Information:
415.558.6377

Date: May 13, 2010
Case No.: 2007.0946BEMRTUZ
Project Address: Candlestick Point and Hunters Point Shipyard Phase 2
Current Zoning: RH-2 (Residential, House Two Family)
RM-1 (Residential, Mixed Low Density)
P (Public)
M-1 (Light Industrial)
40-X Height and Bulk District
OS Height and Bulk District
Project Sponsor: San Francisco Redevelopment Agency / Office of Economic and
Workforce Development / Lennar Urban
Staff Contact: Mat Snyder – (415) 575-6891
mathew.snyder@sfgov.org
Recommendation: **No Action, informational only**

ACTIONS SCHEDULED FOR THIS HEARING

No actions are scheduled to be taken at this hearing. The Commission will be provided with a second informational overview presentation on the Design for Development document, and on the General Plan amendments, the Planning Code text and map amendments, and other required Planning Commission actions. The presentation will also cover the Cooperation Agreement between the Planning Department and the Redevelopment Agency.

BACKGROUND

The Hunters Point Shipyard Phase 2-Candlestick Point integrated development project (“Project”) covers approximately 702-acres along the southeastern waterfront of San Francisco., The Office of Economic and Workforce Development (OEWD) has been managing the project taking it through its multi-faceted and extensive review process. OEWD reports that the project has been reviewed and discussed in over 200 public meetings including the two community-based advisory organizations that oversee the Project site(the Hunters Point Shipyard Citizens Advisory Committee (“CAC”) and the Bayview Hunters Point Redevelopment Project Area Committee (“PAC”)), the Agency Commission, the Board of Supervisors, the Planning Commission and other City commissions, along with other local forums.

In May 2007, the Mayor, the Board of Supervisors, the Agency Commission, and PAC and CAC, endorsed a “Conceptual Framework” for the integrated redevelopment of Candlestick Point and Phase 2 of the Shipyard (Phase 1 of the Shipyard was approved and is under construction). The Conceptual Framework envisioned a major mixed-use project, including hundreds of acres of new and restored waterfront parks and open space, thousands of new units of housing including a robust affordable housing program, extensive job-generating retail and research and development uses, permanent space

and renovated for the artist colony that exists in the Shipyard and a site for a potential new stadium for the 49ers on the Shipyard.

In April 2007, the Planning Department also entered into a Memorandum of Understanding (“MOU”) between the City, the Planning Department, the Recreation and Park Department, the Mayor’s Office, and the Redevelopment Agency (“Agency”). The MOU provides for the City and the Agency to cooperate with one another to facilitate the planning of Candlestick Point and Phase 2 of the Shipyard as one integrated development project consistent with Conceptual Framework.

In June 2008, City voters approved Proposition G, an initiative petition measure named the Bayview Jobs, Parks, and Housing Initiative, regarding plans to revitalize the Project site. Proposition G: (i) adopted overarching policies for the revitalization of the Project site; (ii) authorized the conveyance of the City’s Recreation and Park interests within Candlestick Point in furtherance of the Project, provided that there is a binding commitment to replace the transferred property with other property of at least the same acreage that will be improved and dedicated as public parks or open space in the Project; (iii) repealed Proposition D and Proposition F relating to prior plans for the development of a new stadium and retail entertainment project on Candlestick Point; and (iv) urged the City, the Agency and all other governmental agencies with jurisdiction to proceed expeditiously with the Project.

PROJECT DESCRIPTION

Consistent with Conceptual Framework and Proposition G, the proposed land use and development program on the Shipyard and Candlestick Point include the following elements:

- 10,500 residential housing units, of which 31.86% (3,345) will be below market. The housing program includes the complete rebuilding of the Alice Griffith Public Housing Development, also known as Double Rock, to provide one-for-one replacement of existing units targeted to the same income levels as those of the existing residents and phased to ensure that residents have the opportunity to move directly to the new units.
- 2,500,000 sq. ft. of research and development uses including office and light industrial uses targeting emerging industries and technologies such as green technology.
- 150,000 sq. ft. of office and other commercial uses on Candlestick Point.
- 336 acres of new and restored open space and active recreation areas inclusive of the dual use stadium parking lot (project description), which includes neighborhood parks within Candlestick Point and the Shipyard, new waterfront parks around the entire perimeter of the Shipyard connecting to the region’s Bay Trail, and a major renovation of the Candlestick Point State Recreation Area with restored habitat areas and public access to the water.
- 635,000 sq. ft. of regional retail on Candlestick Point.
- 125,000 sq. ft. of neighborhood-serving retail on both the Shipyard and Candlestick Point.
- Permanent new and renovated space for the existing Shipyard artists as well as an arts education center.
- A 150,000 sq. ft. (220-room) hotel on Candlestick Point.
- A 10,000-seat performance venue on Candlestick Point.

- A potential new 69,000-seat, world-class football stadium for the 49ers.
- New public and community facilities on both the Shipyard and Candlestick Point, including a new fire station on the Shipyard and space for an expanded police station or school on Candlestick Point.
- A 300-slip marina on the Shipyard.

Should the 49ers choose not to relocate to the Shipyard, the Hunters Point Shipyard Redevelopment Plan allows for housing and additional research and development land uses to replace the stadium and associated parking lots. The Shipyard Redevelopment requires that in order for housing to be developed on the stadium site, any environmental conditions or plan restrictions placed on the property by the United States Navy, United States Environmental Protection Agency, California Department of Toxic Substances Control, and San Francisco Bay Area Regional Water Quality Control Board (the "Regulating Agencies") that would prohibit these uses would need to be removed by the Regulating Agencies. This permitted land use reflects the preferred non-stadium plan for the Project, which would shift 1,625 housing units from Candlestick Point to the stadium site, provides for 500,000 million square feet of additional research and development space on the stadium site, and slightly reduces the total open space on the Shipyard to approximately 222 acres for a total Project open space acreage of 321 acres.

PLANNING COMMISSION REQUIRED ACTIONS FOR THE PROJECT

Approval of the Design for Development Documents for Candlestick Point and the Hunters Point Shipyard, including a technical amendment to the Hunters Point Shipyard Phase 1 Design for Development, 2) Adoption of amendments to the General Plan, Planning Code and Zoning Map, which were initiated by the Commission on March 25, 2010, 3) Adoption of consistency findings for the amendments to the Hunters Point Shipyard and Bayview Hunters Point Redevelopment Plans, including findings under Section 320-325 of the Planning Code to prioritize an office allocation for a portion of the Project, subject to Commission approval of individual building designs, and 4) Approval of a Cooperation Agreement between the Planning Department and the Redevelopment Agency, which will delineate the roles of the Planning Department and Agency in implementing the Project

Project Design for Development Documents

There are a number of key documents that will govern the design, implementation and permitted land uses within the Project. The primary documents that regulate the physical development of the site are the Design for Development Documents. The Commission was provided with copies of the DRAFT Design for Development Documents (D4Ds) for Phase 2 of the Hunters Point Shipyard and Candlestick Point in the Commission packet for the March 25th, 2010 meeting. Design for Development documents are used in most Redevelopment Project Areas as the key source for development controls, acting as the Planning Code for Redevelopment Project areas. The Design for Development Documents for Candlestick and Hunters Point Phase 2 set forth specific standards and guidelines for the same breadth of controls usually addressed in the Planning Code, including but not limited to, site coverage, building height and bulk, setbacks, building modulation and frontage, open space, parking and loading. Unlike the Planning Code, which largely assumes an established block, lot and street pattern, the D4Ds also address the laying out of streets, open space and blocks; they set out overarching strategies on where to place certain uses and building types relative to street and open space types.

The D4Ds provide a robust set of controls and guidelines specific to building types and uses. For

example, controls and guidelines are provided for mid-rise and high-rise residential buildings to assure that these larger buildings contribute both to views of and within the Project while also maintaining a human-scale pedestrian realm at the street level. The controls and guidelines are written to ensure that streets, parks, and vertical building development are coordinated in providing a rich urban environment with active street frontages and thoughtful urban form. In addition, the Design for Development Documents provide specific standards and guidelines for the principal land use districts within the Shipyard and Candlestick in order to support the development of a unique physical character within each future neighborhood. Standards and guidelines within these districts address detailed elements such as at-grade retail, tower locations, street walls, mid-block breaks, and landscaping. As with most Redevelopment Project Areas, the D4Ds for Candlestick and Hunters Point Shipyard supersede the Planning Code for new construction within Phase 2 of the Shipyard and Candlestick Point.

As part of Project approvals the Planning Commission will need to approve the Design for Development Documents for Phase 2 of the Hunters Point Shipyard and Candlestick Point along with a technical amendment to the Design for Development Document for the Hunters Point Shipyard Phase 1 project in order to clearly delineate the areas of the Shipyard that will be governed by the Hunters Point Shipyard Phase 2 D4D. Provisions in the Redevelopment Plan require that any future amendments to the D4Ds be approved by the Planning Commission.

Redevelopment Plan Amendments

Where the D4Ds largely regulate physical development, the Redevelopment Plans regulate actual land uses along with other implementing documents. The Commission was provided with copies of the DRAFT Amendments to the Hunters Point Shipyard and Candlestick Point Redevelopment Plans in the Commission packet for the March 25th, 2010 meeting. Additionally, the Planning Commission was provided with updated drafts of the proposed Amendments when they were formally transmitted to the Planning Department on May 6, 2010. Amendments to the Hunters Point Shipyard and Bayview Hunters Point Redevelopment Plans are necessary to address continued blight in the redevelopment project areas, increase the tax increment financing limits, revise the land use controls and clarify new impact fees imposed on the Project. Land use designations are determined by the Redevelopment Plans and the Planning code will refer to the Redevelopment Plans and Design for Development documents for all development controls. Candlestick Point is within the Bayview Hunters Point Redevelopment Project Area, and Hunters Point Shipyard Phase 2 is within the Hunters Point Shipyard Redevelopment Project Area. The proposed amendment to the Bayview Hunters point Redevelopment Plan will designate Candlestick Point as Zone 1 of the Project Area and the remainder of the Bayview Hunters Point Project Area will be designated as Zone 2 of the Project Area.

Amendments to the Redevelopment Plans also clarify the obligations of the Project to contribute to impact fees that apply Citywide under the Planning Code. The Redevelopment Plans, as proposed to be amended, require that the Project comply with Planning Code sections 295 (Recreation and Park Department property shading), and 320-325 (office allocation). Similar to Mission Bay, the amendment to the Hunters Point Shipyard Redevelopment Plan also provides that a portion of the research and development square footage entitlement, 800,000 square feet be given priority for Planning Code 320-325 office space allocation behind Mission Bay and the Transbay Transit Center Tower. The research and development uses contemplated by this Project will anchor and strengthen the economic base of the Project and will facilitate the mixed-use development in accordance with the principals and objectives outlined in Proposition G, the Conceptual Framework and those articulated by the Bayview Hunters Point community throughout the planning process for this Project. Allocations would still be subject to Commission approval of the individual schematic building design.

Amendments to the General Plan, Planning Code and Zoning Map

On March 25, 2010 the Planning Commission approved Nos. 18063, 18064, and 18065 to initiate the preparation of amendments to the General Plan, Planning Code and Zoning Map for the Project. These amendments are necessary in order to facilitate the development of the Project as described above through the implementation of the Hunters Point Shipyard and Bayview Hunters Point Redevelopment Plans.

General Plan Amendments

Amendments to the General Plan are primarily updates in nature; the Project does not propose any substantive changes to the existing BVHP Area Plan. Similarly, other text amendments in the Elements are minor in scope. The General Plan amendments propose a new Candlestick Point Subarea Plan and Hunters Point Shipyard Area Plan, which draw on the existing themes in the nine elements of the General Plan to describe the Project. The proposed General Plan Amendments also amend most of the maps throughout the General Plan to add new references to the maps provided as part of the Candlestick Point Subarea Plan and the Hunters Point Area Plan and the respective Redevelopment Plans.

Planning Code Amendments

The proposed text amendments to the Planning Code establish the Candlestick Point Activity Node Special Use District, the Candlestick Point CP Height and Bulk District, the Hunters Point Shipyard Phase 2 Special Use District, and the HP Height and Bulk District. Much of the area at Candlestick Point had been previously designated within the Candlestick Point Special Use District when a rebuilt stadium and retail / entertainment complex were envisioned for the area. As a part of Proposition G, this special use district was removed. The M-1 parcels and parts of the Candlestick Point State Recreation Area were also included within the Restricted Light Industrial Special Use District, which was established in 1995 to restrict particularly offensive industrial and heavy commercial uses. The proposed amendments to the Planning Code will facilitate these updates.

Zoning Map Amendments

Consistent with the Planning Code text changes the proposed map amendments designate parcels within the redevelopment project areas as belonging within the Candlestick Point Activity Node and Hunters Point Shipyard Phase 2 Special Use Districts. Provisions under these new designations refer development and land use controls to the respective Redevelopment Plans and the Design-for-Development documents as discussed above.

Planning Cooperation Agreement

In order to ensure adequate input and cooperation between the Planning Department and the Agency, a Cooperation Agreement has been developed for the Project to delineate the roles of the respective departments in implementing the Project. The structure of the agreement is modeled after the agreements in place for Mission Bay and Phase 1 of the Hunters Point Shipyard. This same structure is being used with the Visitation Valley, Transbay and Bayview Hunters Point. The Planning Department has an existing Delegation Agreement with the Redevelopment Agency for the Bayview Hunters Point Project Area, which specifies that Planning will approve permits and otherwise administer and enforce the

Planning Code for any property within the Project Area that does not require Agency Action¹. For properties that require Agency actions or are subject to an agreement between the property owner and the Agency, the Agency retains final approval unless it decides to delegate that responsibility to the Planning Department. Building off of the existing Delegation Agreement between the Redevelopment Agency and the Planning Department currently in place for the BVHP Project Area, the Project proposes a Cooperation Agreement between the Planning Department and the Redevelopment Agency to cover Candlestick Point (Zone 1) of the Bayview Hunters Point Project Area and Phase 2 of the Hunters Point Shipyard. Zone 2 (the rest of BVHP Project Area) would continue to be implemented by the Planning Department with the Planning Code pursuant to the existing Delegation Agreement. The Cooperation Agreement will provide for Planning staff involvement in reviewing and commenting on the proposed Major Phases, open space plans, Streetscape Master Plan, and schematic designs for individual buildings within the Project. The Cooperation Agreement also establishes an interagency working group with staff of the Planning Department and the Agency assigned to the implementation of the Project. Additionally, the Cooperation Agreement specifies the role of the Planning Commission in implementing the Project. The Redevelopment Plans specify that the Planning Commission would need to approve any future amendments to the Design for Development Documents and the Redevelopment Plans. Additionally, any projects that would require an office allocation under Section 320-325 of the Planning Code would need to be authorized by the Planning Commission, similar to other projects in the City that require office allocations.

Draft ordinances for the General Plan Amendments, Planning Code, and Zoning Maps were forwarded to you in your packets for the March 25 initiation hearing. In that same packets were the proposed text changes for the Bayview Hunters Point Area Plan, and the text and graphics for the Hunters Point Shipyard Area Plan and the Candlestick Point Subarea Plan. Also in that packets were drafts of the Design for Development documents. Please let me know if you have any questions about these materials.

I:\Citywide\Community Planning\Southeast BVHP\Candlestick HP Lennar\Work Products in Progress\CP HPS - Case Report for 04 14 10.doc

¹ Agency Action is defined in the Delegation Agreement as “the Agency’s funding, acquisition, disposition, or development of property through a Disposition and Development Agreement (“DDA”), Owner Participation Agreement (“OPA”), loan agreement, grant agreement, or other transactional and/or funding document between a project sponsor and the Agency.