



SAN FRANCISCO PLANNING DEPARTMENT

Executive Summary

Executive Park General Plan, Planning Code Text, and Map Amendments and Adoption of Design Guidelines

HEARING DATE: MAY 5, 2011

Date: April 21, 2011
Case No.: 2006.0422EMTUZ
Project Address: EXECUTIVE PARK
Zoning: M-1, C-2; 40-X AND 80-X HEIGHT AND BULK
Location: Highway 101 and Harney Way:
Project Sponsor: Yerby Company and Universal Paragon Corporation
5 Thomas Mellon Circle (Yerby)
150 Executive Park Boulevard (UPC)
San Francisco, CA 94134
Staff Contact: Mat Snyder – (415) 575-6891
mathew.snyder@sfgov.org
Recommendation: Approve General Plan Amendments, Planning Code Text and
Map Amendments, and Adopt Design Guidelines

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

Reception:
415.558.6378

Fax:
415.558.6409

Planning
Information:
415.558.6377

PROJECT DESCRIPTION

The Project consists of the following four components:

1. General Plan Amendments: The General Plan amendments consist of changes to the Executive Park Subarea Plan of the Bayview Hunters Point Area Plan to accommodate a transition from predominately office use to mixed-use / predominately residential use. The overall goal is to create a vibrant, urban, pedestrian oriented neighborhood characterized by active publicly-accessible streets. Other corresponding minor General Plan amendments are also proposed to various maps and figures throughout and to the Land Use Index.
2. Planning Code Text Amendments: The text amendments consist of establishing the Executive Park Special Use District (SUD) (Section 249.53), height controls specifically tailored to the SUD (Section 263.27), and a new 309 Design Review process for projects within Executive Park (Section 309.2).
3. Zoning Map Amendments: The map amendments consist of rezoning the portion of Executive Park surrounded by Harney Way, Executive Park Boulevard West, Executive Park Boulevard, and Executive Park Boulevard from M-1 and C-2 to RC-3; include the subject parcels within the new Executive Park SUD, and include those parcels north of Alana and Harney within the 65/240-EP Height and Bulk District.

4. Design Guidelines. The Design Guidelines would work in conjunction with and as an extension of the Subarea Plan and SUD. The Guidelines would provide further guidance and requirements in the areas of street and block layout, public realm improvements, building siting, features and characteristics, and sustainability.

Related Development Projects. Two development proposals by Yerby and UPC would be accommodated by these actions and have been analyzed under the Environmental Impact Report along with the subject amendments (Case No. 2006.0422E). The two development proposals would be located at the existing office park and together could include up to 1,600 dwelling units, 70,000 square feet of retail and approximately 1,400 off-street parking spaces. Buildings within the development would generally range between 65-feet to 240-feet tall. This development would feature a new publicly accessible internal road network and small open spaces. Parking would either be below grade or wrapped with active uses.

Approvals of the actual development are not before the Commission at this time.

Development for the entire Executive Park area (previous entitled projects and the ones described above) could include up to 2,800 dwelling units, and 84,000 square feet of retail space along with other accessory uses.

SITE DESCRIPTION AND PRESENT USE

Executive Park is the area immediately east of Highway 101 at the City and County line and at the Bay shoreline. The approximately 70-acre site is boxed in on three sides by Highway 101, Bayview Hill and San Francisco Bay. Executive Park is isolated from the City street grid and has limited points of ingress and egress. Its circulation is characterized by a looped road surrounding an office park and two separate private street networks that lead away from it. Harney Way, the main access point to Candlestick Point and the stadium, also serves as the main route to Executive Park. Only two other streets lead to and from Executive Park: Blanken Avenue, which leads to residential neighborhoods westward, and Alana, which leads to the main southbound access point for Highway 101. (See attached Context Maps)

The Executive Park area is divided into three subareas generally defined by property ownership and phase of entitlement. The central area includes three office buildings (approximately 307,000 gross square feet) and expansive surface parking. Two areas to the north and northeast of the office park are being developed for residential use. Signature Properties is developing the portion of Executive Park directly north of the office park, and when complete, will consist of approximately 450 dwelling units, and 14,000 square feet of retail. The Signature Project includes three podium buildings (between the heights of 60 and 90 feet tall) and a series of joined townhouse structures. At this point, only one podium building has been built along with roughly half of the planned townhouses. An expansive natural open space along the hillside has been improved in conjunction with the Signature development; it includes a public trail to a hilltop lookout.

To the northeast of the office development is another residential development being constructed by Top Vision. Five buildings consisting of roughly 300 units have been constructed, three of which sit atop a hilltop embankment overlooking Harney Way and the Candlestick Point State Recreation Area (CPSRA). A final phase for Top Vision has been approved for an addition 465

dwelling units upslope from the existing buildings which has not yet been constructed. These units would be within podium buildings and a 160-foot residential tower.

In discussing Executive Park and the actions before the Commission, there are two geographic areas referenced. The larger 70-acre Executive Park area includes all developments including existing office, residential, and hillside open space areas. The draft amendments to the Subarea Plan would apply to this entire area. The proposed rezoning and Design Guidelines, however, only applies to the 15-acre office park area (“office park portion”).

SURROUNDING PROPERTIES AND NEIGHBORHOOD

Executive Park is bordered on its west by Highway 101. Beyond the freeway are the Little Hollywood and Visitacion Valley neighborhoods. Blanken Avenue leads from the intersection of Executive Park Boulevards North and West, under the freeway, and through Little Hollywood westward to Third Street. At Blanken and Third Street, about ½ mile from Executive Park, the Schlage Lock factory site is being redeveloped into a new mixed-use neighborhood that will include roughly 1,200 dwelling units and supporting retail and community uses.

To the east is Candlestick Point, the stadium and parking lot and the CPSRA. Candlestick is planned for a large scale redevelopment in conjunction with the redevelopment of Hunters Point Shipyard, located east of Candlestick. The mixed-use project will include up to 10,500 dwelling units, roughly 900,000 gross square feet of retail, 2.5 million square feet of office development among many other uses and public improvements. The CPSRA is located east and immediately south of Executive Park across Harney Way. The State Park is undergoing a planning effort to amend its General Plan. Bayview Hill Park, a natural open space park, is immediately to the north on top of the bordering hill. (see attached Context Maps)

ENVIRONMENTAL REVIEW

An environmental impact report (EIR) has been prepared that includes the subject legislative actions along with the Yerby and UPC development proposals described above. The EIR was published in October 2010, had a public hearing in November 2010. It certification is scheduled for the same hearing and will be required prior any approval actions.

Also at the subject hearing, the Commission will need to adopt “CEQA findings” as required by state law. The CEQA findings, will among other things, reject Project alternatives considered in the EIR but not under consideration, adopt overriding considerations for Project approval where significant adverse impacts have been identified but cannot be mitigated to a less than significant level, and adopt a Mitigation Monitoring Program (MMRP).

HEARING NOTIFICATION

TYPE	REQUIRED PERIOD	REQUIRED NOTICE DATE	ACTUAL NOTICE DATE	ACTUAL PERIOD
Classified News Ad	20 days	April 15, 2011	April 13, 2011	22 days
Posted Notice	[not required]	[not required]	[not required]	[not required]
Mailed Notice	10 days	April 25, 2011	April 15, 2006	20 days

DISCUSSION

General Plan Amendments

The General Plan Amendments consist of a complete revision to the Executive Park Subarea Plan along with other minor changes throughout the General Plan.

The Subarea Plan was originally established in 1985 as part of the South Bayshore Plan (now called the Bayview Hunters Point Area Plan). The original Subarea Plan explicitly laid out a site plan for a mixed-use predominately office and commercial development. The Subarea Plan’s prescribed site plan had a suburban style and insular orientation. Over the years, the Executive Park entitlements were amended to incrementally allow more residential development; however, the main thrust of the Subarea Plan remained largely oriented to commercial use.

In the mid-2000s, three of the Executive Park developers expressed interest in pursuing residential development: Signature Properties wanted to develop residential in-lieu of previous approved office development; Yerby and UPC wanted to redevelop their office and parking uses as residential. After considering the new surrounding context, market forces, and other factors, staff agreed to pursue a new vision for Executive Park.. Planning saw an opportunity to apply the same principles in creating vibrant pedestrian-oriented mixed-use neighborhood used for Downtown Residential Districts, Market / Octavia and other projects to Executive Park. It became apparent that a new envisioning of Executive Park could also address many of its long standing challenges, including tying the different phases of development in a coherent whole, and providing better ways to connect established neighborhoods with the shoreline.

The completely rewritten Subarea Plan sets the framework and tone for new development at Executive Park as a pedestrian-oriented, mixed-use, predominately residential neighborhood: it provides general objectives and policies relating to land use, urban design, circulation, and recreation and open space. While it does not include a specific site plan as earlier versions did, it does provide a Proposed Street Network diagram that breaks up the large central office blocks into a fine grained block pattern more typical of San Francisco development. It provides a general framework for street typologies and circulation, and for open space.

Planning Code Amendments

Underlying Zoning. The Planning Code amendments include rezoning the portion of the office park from either their current M-1 (Light Industrial) or C-2 (Community Commercial) Use District designations to an underlying RC-3 (Residential Commercial Mixed – Medium Density). The RC-3’s name denotes the intended residential mixed-use development; RC-3 also allows for greater density. M-1 and C-2 densities are generally set at one dwelling unit for every 800 square feet and 600 square feet of lot area respectively. The RC-3 would allow up to one unit for every 400 square feet of lot area.

The Executive Park Special Use District. The Planning Code Amendments also include the establishment of the Executive Park Special Use District (SUD), which creates specifically tailored controls unique for the new neighborhood. As one example, a widened Harney Way and a new Highway 101 interchange are now planned that will likely encroach onto existing lots. The SUD enables development densities to be transferred from portions of the Executive Park area that might become right-of-way to other portions within the Special Use District. As another example, Executive Park does not have a typical residential street and block pattern that is assumed by most Planning Code development controls. Because of this, the creation of a more fine-grained street network is required. The SUD includes provisions for delivery of publicly accessible streets and open space in conjunction with development.

New Height and Bulk Designation. The Planning Code Amendments also include new provisions for heights. The Subarea Plan calls for a dynamic urban form. As such, the new zoning establishes a 65/240-EP Height and Bulk District that enables 65-foot buildings throughout the District but also allows for taller buildings at specific locations. Buildings along Harney and Alana can be built to 85 feet as a means to creating a definitive streetwall at the neighborhood's (and City's) edge. Such treatment is also allowed along Executive Park Boulevard North, which has long been envisioned as the neighborhood center. Similarly, the height controls allow three towers within the SUD at key locations and at specific heights (240-feet, 200-feet, and 170-feet).

Design Review. Finally, the Planning Code Amendments extend the Design Review Procedures under Planning Code Section 309 and 309.1 used for Downtown and the DTR (Downtown Residential) Districts to Executive Park. Under this design review provision, all development projects that include new construction will be required to come before the Commission and be subject to neighborhood notification.

Design Guidelines

Planning staff has prepared draft Design Guidelines for Executive Park. The Guidelines aim to do the following: (1) provide an urban design framework for the entire site with specific strategies for particular portions of the site; (2) include general performance criteria for public realm improvements and include guidelines for how buildings and their streetwalls are to relate to different street typologies; (3) establish both performance criteria and specific requirements for building modulation, activation and architectural treatment; and (4) provide general performance criteria for sustainability.

Streetscape Master Plan

One of the challenges of Executive Park has been and will continue to be coordinating development between different property owners. For the proposed new layout, the delivery of publicly accessible streets and open space will need to be coordinated. Staff is working with the Project Sponsors on a Streetscape Master Plan (SSMP) to assure clarity between the two property owners and the City regarding the expected improvements. A Draft Streetscape Master Plan will be forwarded to the Commission in a supplementary packet on April 28, 2011. The Commission is not scheduled to take action on the Streetscape Master Plan at the May 5 Hearing; the SSMP is being made available for their information and their comment. The Draft Streetscape Master Plan as forwarded to the Commission should be viewed as a work-in-progress that will form the basis of a final Streetscape Master Plan that will dictate public realm improvements.

ISSUES AND CONSIDERATIONS

Duration of Review.

The planning process for Executive Park has been underway for more than five years. Environmental review has taken longer than anticipated, largely due to the changing circumstances of surrounding planned development and changes in planned infrastructure improvements.

Location of Towers

While voicing general support, some Commissioners have expressed concern about specific location of towers particularly with the west most tower adjacent to Highway 101 (or "Tower C" as identified in the SUD). Concerns include creating a partial view blockage of the Bay when travelling along 101 south and an overly even distribution of tower spacing. The Amendments in this package reflect the same proposal as was in the packet for Initiation keeping the towers at the same location and configuration.

However, staff is continuing to work with the Project Sponsor to see what modifications can be made to Tower C both in terms of slight relocation and configuration to ameliorate the expressed concerns. Staff and the Project Sponsor team hope to find a solution that can be integrated into the Amendments without creating new impacts or requiring additional environmental review. Staff will provide updates on this effort in a separate memo to the Commission as part of the April 28 Commission packet.

Outreach and Notification

Planning staff sent out a mailed notice regarding the informational hearings to give the public the opportunity to voice any concerns directly to the Commission. Planning staff also hosted an open house in the neighborhood to elicit questions and feedback about the proposed General Plan and zoning amendments. In general, public feedback has been favorable regarding the proposed new land uses and intensity of development. However, some have voiced concern about needed additional community participation, ensuring quality design in the future, and assuring that local streets are not overburdened with spillover parking. Some have voiced concern over the particulars of the proposed urban form, with some concerned about the towers.

REQUIRED COMMISSION ACTION

1. Certification of the FSEIR [material under separate cover].
2. Adoption of CEQA Findings.
3. Approval of General Plan Amendments:
4. Approval of Planning Code Text Amendments:
5. Approval of Zoning Map Amendments:
6. Adoption of Executive Park Design Guidelines.

RECOMMENDATION:	Certify EIR, Adopt CEQA Finding, Approve General Plan, Planning Code Text and Map Amendments, and Adopt Design Guidelines
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ATTACHMENTS:

Context Maps

[note: Draft Motion Certifying EIR and related material under separate cover]

CEQA Findings

Draft Motion

Attachment A: CEQA Findings

Attachment B: Mitigation Monitoring Reporting Program

[to be sent separately]

General Plan Amendments

Draft Resolution

Exhibit A: Legislative Digest

Draft Ordinance

Attachment A: Superseded Text and Figures

Attachment B: Amended Text and Figures

Exhibit B: General Plan Findings and Planning Code Section 101.1(b) Finding

Planning Code Text Amendments

Draft Resolution

Exhibit A: Legislative Digest

Draft Ordinance

Zoning Map Amendment

Draft Resolution

Exhibit A: Legislative Digest

Draft Ordinance

Exhibit B: Map of Existing Zoning and Proposed Zoning

Design Guidelines

Draft Resolution

Exhibit A: Draft Design Guidelines