



SAN FRANCISCO PLANNING DEPARTMENT

Executive Summary General Plan Amendment Initiation

HEARING DATE: JUNE 22, 2017
CONSENT

Date: June 15, 2017
Case No.: 2014-001272GPA
Project Address: **Pier 70 Mixed-Use Project**
Existing Zoning: M-2 (Heavy Industrial) Zoning District
P (Public) District
40-X and 65-X Height and Bulk Districts
Block/Lot: 4052/001, 4110/001 and 008A, 4111/004, 4120/002,
Project Sponsor: Port of San Francisco and Forest City Development California, Inc.
Staff Contact: Richard Sucre – (415) 575-9108; richard.sucre@sfgov.org
Recommendation: **Initiate General Plan Amendments**

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PROJECT DESCRIPTION

The proposed project (Project) would rezone the entire 35-acre project site (including the 28-acre site and the Illinois Parcels) and establish land use controls for the project site through adoption of the Pier 70 Special Use District (SUD), and incorporation of design standards and guidelines in a proposed *Pier 70 Design for Development* document. The Project would include the rehabilitation and adaptive reuse of three of the 12 on-site contributing resources in the Union Iron Works Historic District, and retention of the majority of one on-site contributing resource (Irish Hill). The Project includes demolition of the eight remaining on-site contributing resources and partial demolition of the single, non-contributing structure, Slipways 5 through 8, that are currently covered by fill and asphalt.

As envisioned, the Project would include market-rate and affordable residential uses, commercial use, RALI uses,¹ parking, shoreline improvements, infrastructure development and street improvements, and public open space. The Project involves a flexible land use program under which certain parcels on the project site could be designated for either commercial-office or residential uses, depending on future market demand. Depending on the uses proposed, the Project would include between 1,645 to 3,025 residential units, a maximum of 1,102,250 to 2,262,350 gross square feet (gsf) of commercial-office use, and a maximum of 494,100 to 518,700 gsf of retail-light industrial-arts use. The Project also includes construction of transportation and circulation improvements, new and upgraded utilities and infrastructure, geotechnical and shoreline improvements, between 3,215 to 3,345 off-street parking spaces in proposed buildings and district parking structures, and nine acres of publicly-owned open space. New buildings would range in height from 50 to 90 feet, consistent with Proposition F which was passed by San Francisco voters in November 2014.

¹ The Project Sponsors describe the RALI use as including neighborhood-serving retail, arts activity, eating and drinking places, production distribution and repair, light manufacturing, and entertainment establishments.

Under the Project, development of the 28-Acre Site would include up to approximately 3,422,265 gsf of construction in new buildings and improvements to existing structures (excluding square footage allocated to accessory and structured parking). New buildings would range in height from 50 to 90 feet.

Development of the Illinois Parcels would include up to approximately 801,400 gsf of construction in new buildings (excluding square footage allocated to accessory parking). New buildings on the Illinois Parcels would not exceed a height of 65 feet.

SITE DESCRIPTION AND PRESENT USE

The project site is an approximately 35-acre area (Assessor's Block 4052/Lot 001, Block 4111/ Lot 004, Block 4120/Lot 002, and Block 4110/Lots 001 and 008A) bounded by Illinois Street to the west, 20th Street to the north, San Francisco Bay to the east, and 22nd Street to the south in San Francisco's Central Waterfront Plan Area. The project site is located within M-2 (Heavy Industrial) and P (Public) Use Zoning Districts and a 40-X and 65-X Height and Bulk Districts. The majority of the project site is located within the Pier 70 area (Pier 70), which is owned by the City and County of San Francisco through the Port of San Francisco (Port), with a portion of the project site owned by Pacific Gas and Electric (PG&E) Company. The project site is located within the Union Irons Work Historic District, which is listed in the National Register of Historic Places.

The project site currently contains approximately 351,800 gsf of buildings and facilities, most of which are deteriorating. Current uses on the site, all of which are temporary, include special event venues, artists' studios, self-storage facilities, warehouses, automobile storage lots, a parking lot, a soil recycling yard, and office spaces. The project site has varying topography, sloping up from San Francisco Bay, with an approximately 30-foot increase in elevation at the western extent of the 28-Acre Site. The 35-foot-tall remnant of Irish Hill is located in the southwestern portion of the project site and straddles both the 28-Acre Site and Illinois Parcels. Impervious surface covers approximately 98 percent of the 28-Acre Site and approximately 43 percent of the Illinois Parcels.

ZONING AND ENTITLEMENT STRUCTURE

Staff from the Planning Department, the Office of Economic and Workforce Development, Port of San Francisco and other agencies have worked extensively with the Project Sponsor to formulate a comprehensive planning approach and entitlement structure for the site.

As proposed, the Project does not comply with many of the zoning controls which currently apply to the site, including existing height and bulk limits. Therefore, the Project Sponsor is proposing the Pier 70 Special Use District ("SUD") for the site that will articulate a unique set of zoning regulations and approval processes for the implementation of the project. The entire site would be unified under the Pier 70 Zoning District, which currently applies to the majority of the site. Height and Bulk Districts would be rezoned to 90-ft, as was approved by the voters in Proposition F in 2014. In addition, a Design for Development ("D4D") document will articulate a vision for the character of the overall project, and provides specificity on aspects of architecture and massing, streetscape improvements, landscaping and greening, lighting, circulation and transportation facilities, public art, open space programming and design, activation and enhancement of the pedestrian realm, and sustainability features. The scope of the D4D is expansive, and the guidelines and regulations within each topic area are detailed.

REQUESTED ACTION

In addition to the zoning changes described above, two maps in the General Plan would need to be amended in association with the Pier 70 Mixed-Use Project. These amendments will indicate the rezoned heights proposed for the project site, and will refer to the SUD associated with the Project for guidance on specific controls for height and bulk. The specific exhibits to be amended are as follows:

- Urban Design Element Map 4 (“Urban Design Guidelines for Height of Buildings”): Add reference to Pier 70 Mixed-Use Project SUD.
- Urban Design Element Map 5 (“Urban Design Guidelines for Bulk of Buildings”): Add reference to Pier 70 Mixed-Use Project SUD.

ENVIRONMENTAL REVIEW

The requested General Plan Amendment Initiation would not, in and of itself, result in a physical change to the environment. Therefore, this action is statutorily exempt under the California Environmental Quality Act (Section 15060(c)(2)).

On December 22, 2016, the Department published the Pier 70 Mixed-Use District Project Draft Environmental Impact Report (DEIR) for public review (Case No. 2014-001272ENV). The DEIR was available for public comment until February 21, 2017. On February 9, 2017, the Planning Commission conducted a duly noticed public hearing at a regularly scheduled meeting to solicit comments regarding the DEIR. The Department is currently preparing a Comments and Responses document, and will respond to comments made on the DEIR. Certification of the Final EIR will be considered by the Planning Commission at a public hearing (currently scheduled for July 20, 2017).

HEARING NOTIFICATION

The requested General Plan Amendment Initiation does not require public notification, aside from listing in the published hearing agenda for the Planning Commission.

Should the Commission initiate the General Plan Amendment, the Commission would make a formal recommendation to the Board of Supervisors at a future hearing, which will be publicly noticed in accordance with the requirements of the Planning Code.

PUBLIC COMMENT

To date, Department staff has received no communications from the public regarding the requested General Plan Amendment Initiation.

REQUIRED COMMISSION ACTION

In order for the General Plan Amendments to proceed, the Commission must first approve a Resolution of Intent to initiate the General Plan Amendments.

Should the Commission initiate the General Plan Amendments, the Commission would make a formal recommendation to the Board of Supervisors at a future public hearing (currently scheduled for July 20, 2017). The Pier 70 Mixed-Use Project will require other additional approvals by the Planning Commission, Port Commission, and Board of Supervisors, which will be considered at future public hearings.

Initiation of the General Plan Amendments does not constitute a recommendation that the Board of Supervisors approve the Amendment, nor does it constitute an approval of the projects associated with the Amendment.

BASIS FOR RECOMMENDATION

- The initiation will enable the General Plan Amendments and other project approvals associated with the Pier 70 Mixed-Use Project to proceed.
- The Project will add residential, office, retail and arts uses that will contribute to the employment base of the City and bolster the viability of the Central Waterfront Area.
- The Project will adaptively reuse a portion of a former industrial shipyard and will add new housing opportunities along the Central Waterfront.
- The site is currently underutilized, and the addition of ground-floor retail spaces and publicly-accessible open spaces will enliven the streetscape and also provide new access to the waterfront.
- The project is, on balance, consistent with the Goals, Policies, and Objectives of the General Plan.

RECOMMENDATION: Initiate General Plan Amendments
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Attachments:

Draft Resolution

Exhibits

General Plan Amendment Ordinance

Urban Design Element, Map No. 4

Urban Design Element, Map No. 5



SAN FRANCISCO PLANNING DEPARTMENT

Planning Commission Draft Resolution

HEARING DATE: JUNE 22, 2017

Case No.: 2014-001272GPA
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RESOLUTION OF INTENTION TO INITIATE AMENDMENTS TO THE GENERAL PLAN, PURSUANT TO PLANNING CODE 340, INCLUDING AMENDMENTS TO THE URBAN DESIGN ELEMENT MAP 4 (HEIGHT MAP) AND MAP 5 (BULK MAP) AND THE LAND USE INDEX OF THE GENERAL PLAN, TO ADD REFERENCES TO THE PIER 70 SPECIAL USE DISTRICT.

1. **WHEREAS**, Section 4.105 of the Charter of the City and County of San Francisco mandates that the Planning Commission shall periodically recommend to the Board of Supervisors for approval or rejection proposed amendments to the General Plan.
2. **WHEREAS**, The General Plan consists of goals, policies and programs for the future physical development of the City and County of San Francisco that take into consideration social, economic and environmental factors.
3. **WHEREAS**, The General Plan shall be periodically amended in response to changing physical, social, economic, environmental or legislative conditions.
4. **WHEREAS**, Section 340 of the Planning Code of the City and County of San Francisco provides that an amendment to the General Plan may be initiated by the Planning Commission upon an application by one or more property owners, residents or commercial lessees, or their authorized agents.
5. **WHEREAS**, Port of San Francisco and Forest City Developers ("Project Sponsor") has filed an application requesting amendments to the General Plan, Planning Code, and Zoning Maps to facilitate the construction of a mixed-use commercial, residential, retail/arts/light manufacturing, and cultural development project known as the Pier 70 Mixed-Use Project ("Project"); and
6. **WHEREAS**, the Project is located on approximately 35 acres of land under single ownership (Assessor's Block 4052 Lot 001, Block 4110 Lots 001 and 008A, Block 4111 Lot 004, Block 4120 Lot 002), and includes a portion of the Union Iron Works Historic District; and

7. WHEREAS, the Project responds to the waterfront location by proposing increased housing and employment on the Project site. The Project would include between 1,645 to 3,025 residential units, a maximum of 1,102,250 to 2,262,350 gross square feet (gsf) of commercial-office use, and a maximum of 494,100 to 518,700 gsf of retail-light industrial-arts use, as well as construction of transportation and circulation improvements, new and upgraded utilities and infrastructure, geotechnical and shoreline improvements; and
8. WHEREAS, the Project proposes neighborhood-serving amenities, such as new ground floor retail, waterfront access, and infrastructure improvements; proposes new publicly accessible open space; and would incorporate sustainability features into the Project; and
9. WHEREAS the current zoning does not accommodate the site-specific goals of the Project, specifically achieving heights and density that are encouraged for a site of this size, in close proximity to major transit, that is amenable to a unified plan of development. The Project sponsor proposes to address this through adoption of specified development controls for the Project site set out in the Pier 70 Special Use District (Pier 70 SUD), along with a companion Design for Development Document associated with the Project; and
10. WHEREAS, The proposed Ordinance is intended to resolve the aforementioned issues by amending the Maps of the Urban Design Element and the General Plan Land Use Index, to add references to the Pier 70 SUD; and
11. WHEREAS, A Proposed Ordinance has been drafted in order to make the necessary amendments to the General Plan to implement the Project. The Office of the City Attorney has approved the Proposed Ordinance as to form.
12. WHEREAS, this General Plan Amendment Initiation would not, in and of itself, result in a physical change to the environment. Therefore, this action is statutorily exempt under the California Environmental Quality Act (Section 15060(c)(2)).
13. WHEREAS, the Commission has heard and considered the testimony presented to it at the public hearing and has further considered written materials and oral testimony presented on behalf of Planning Department staff and other interested parties; and
14. WHEREAS, all pertinent documents may be found in the files of the Planning Department Commission Secretary as the custodian of records, at 1650 Mission Street, Suite 400, San Francisco; and

NOW, THEREFORE BE IT RESOLVED, That pursuant to Planning Code Section 340, the Planning Commission adopts a Resolution of Intention to initiate an amendment to the General Plan of the City and County of San Francisco, in order to implement the proposed Projects.

AND BE IT FURTHER RESOLVED, that pursuant to Planning Code Section 306.3, the Commission authorizes the Planning Department to provide appropriate notice for a public hearing

Draft Motion

CASE NO. 2014-001272GPA

Hearing Date: June 22, 2017 Pier 70 Mixed-Use Proj.–General Plan Amendment Initiation

to consider the above referenced General Plan amendments contained in the draft Ordinance, approved as to form by the City Attorney, attached hereto as Exhibit A.

I hereby certify that the foregoing Resolution was **ADOPTED** by the Planning Commission on June 22, 2017.

Jonas P. Ionin
Commission Secretary

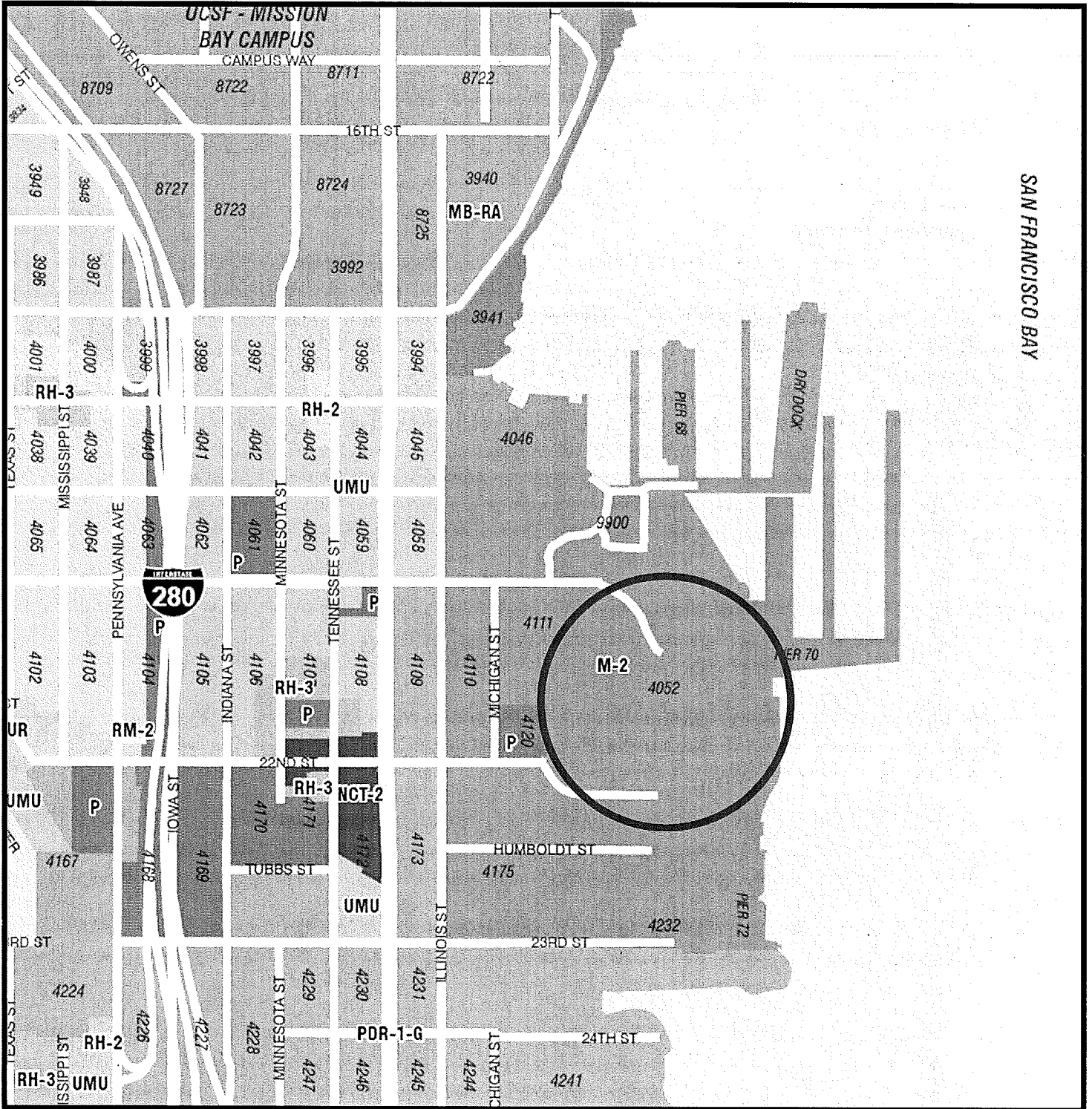
AYES:

NOES:

ABSENT:

ADOPTED: June 22, 2017

Zoning Map

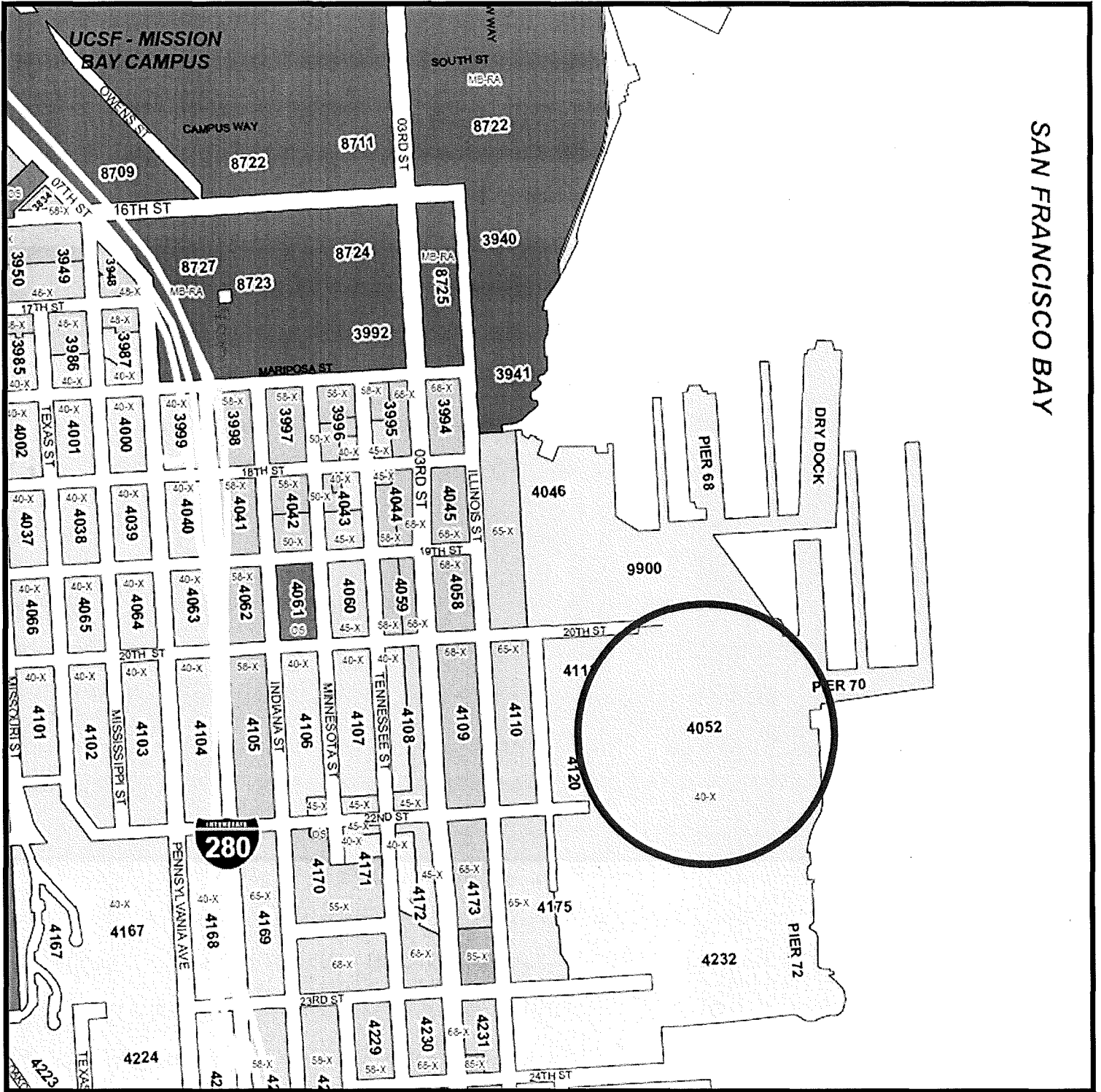


SAN FRANCISCO BAY



General Plan Amendment
Case No. 2014-001272GPA
Pier 70 Special Use District

Height & Bulk Map



SAN FRANCISCO BAY

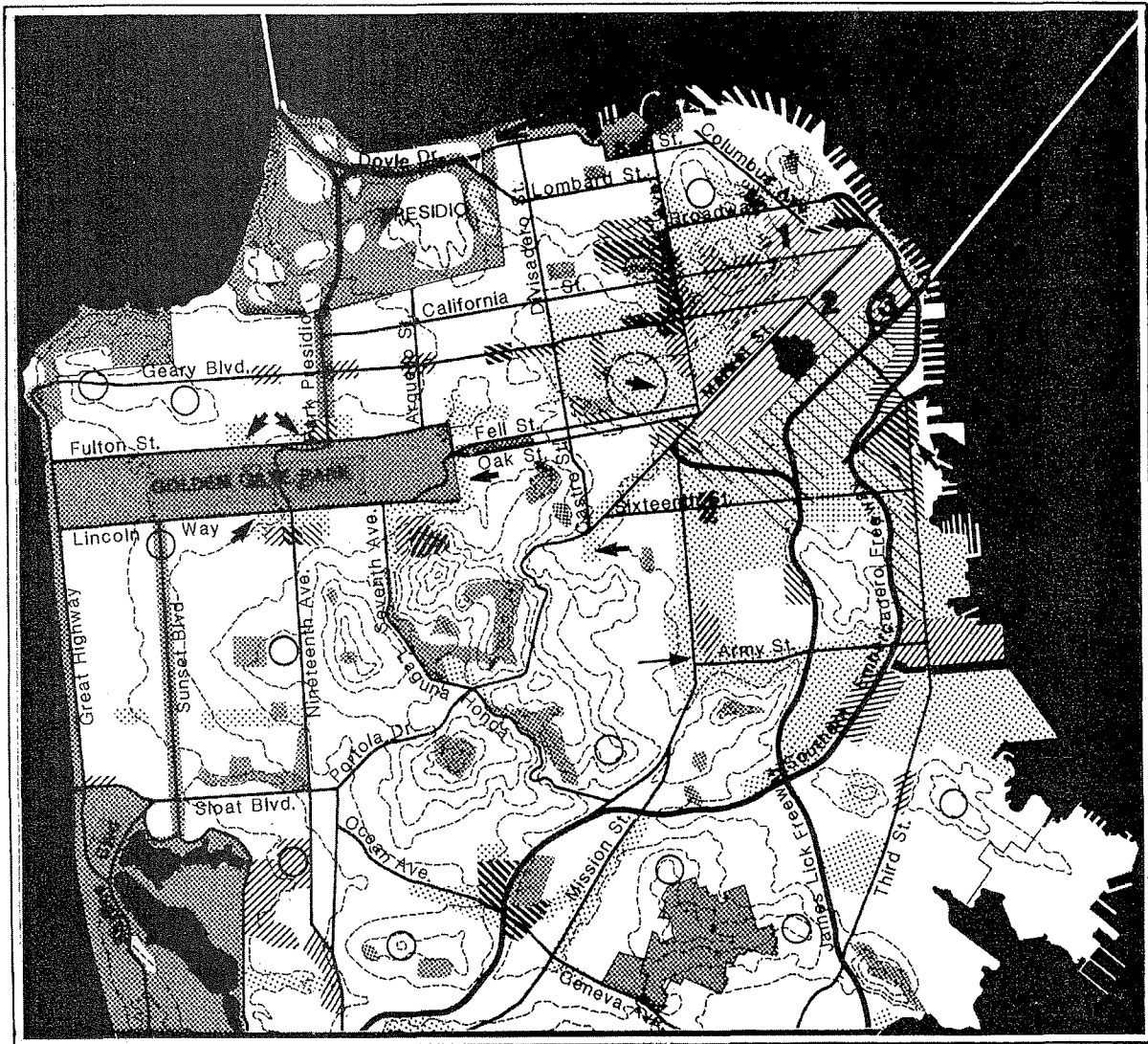


General Plan Amendment
Case No. 2014-001272GPA
Pier 70 Special Use District

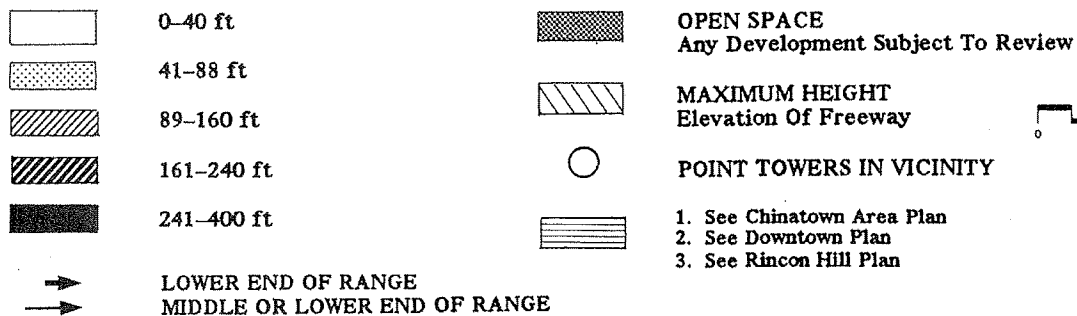
Aerial Photo

PROJECT SITE

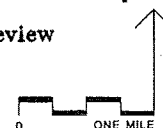




URBAN DESIGN GUIDELINES FOR HEIGHT OF BUILDINGS



Map 4



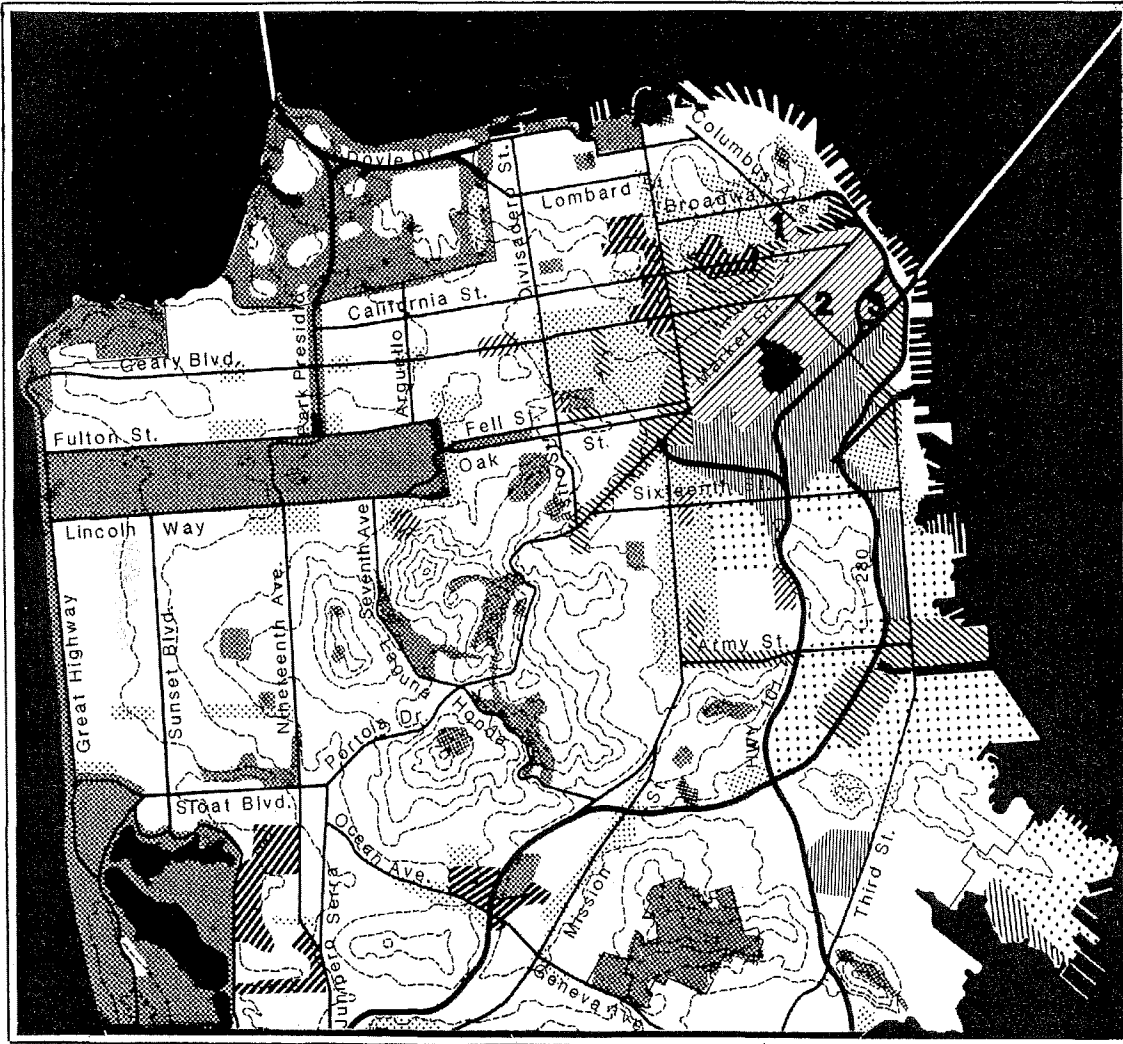
MAP APPROVED BY THE BOARD OF SUPERVISORS

The notation below in italics represents a recent amendment to the General Plan that has been approved by the Board of Supervisors after this map was originally adopted. The change will be added to the map during the next map update.

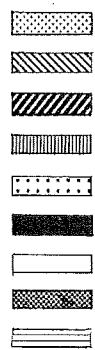
- Delete the shaded areas within the Mission Bay area and add a boundary around the Mission Bay area with a line that leads to a reference that states "See Mission Bay North and Mission Bay South Redevelopment Plans." For Assessor's Blocks 3796 (Lots 1 and 2), 3797 (Lot 1), and a portion of 3880, place an asterisk on the parcels with a reference on the bottom of the page that states "See the Mission Bay Guidelines adopted by the Planning Commission"

- Add a boundary area around the Hunters Point Shipyard area with a line that leads to a reference that states "See Hunters Point Redevelopment Plan and Hunters Point Shipyard Area Plan"
- Add a boundary area around Candlestick Point with a line that leads to a reference that states "See Candlestick Point SubArea Plan and Bayview Hunters Point Redevelopment Plan"
- Add: "See Mission Bay Guidelines adopted by the Planning Commission"
- Add reference under #2 to Transbay: "See Downtown Plan and Transbay Redevelopment Development Controls and Design for Development Plan"

- Add a boundary area around the Balboa Park Station plan area with a line that leads to a reference that states "See the Balboa Park Station Area Plan"
- Add a boundary area around the Visitacion Valley Schlage Lock area with a line that leads to a reference that states "See Redevelopment Plan for the Visitacion Valley Schlage Lock Project"
- Add a boundary area around Executive Park with a line that leads to a reference that states "See Executive Park SubArea Plan"



URBAN DESIGN GUIDELINES FOR BULK OF BUILDINGS



Guidelines Apply Above Height Of

40 ft
80 ft
40 ft*
40 ft
60 ft
150 ft

Guidelines For Maximum Plan Dimension

110 ft
110 ft
110 ft*
250 ft
250 ft
250 ft

Guideline For Maximum Diagonal Plan Dimension

125 ft
125 ft
140 ft*
300 ft
300 ft
300 ft

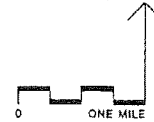
Bulk Regulated By Height Controls

OPEN SPACE: Any Development Subject To Review

1. See Chinatown Area Plan
2. See Downtown Plan
3. See Rincon Hill Plan

* Also Applies To Point Towers Where Designated In Urban Design Guidelines For Height Of Buildings.

Map 5



MAP APPROVED BY THE BOARD OF SUPERVISORS

The notation below in italics represents a recent amendment to the General Plan that has been approved by the Board of Supervisors after this map was originally adopted. The change will be added to the map during the next map update.

- Delete the shaded areas within the Mission Bay area and add a boundary around the Mission Bay area with a line that leads to a reference that states "See Mission Bay North and Mission Bay South Redevelopment Plans." For Assessor's Blocks 3796 (Lots 1 and 2), 3797 (Lot 1), and a portion of 3880, place a "t" (cross shape) on the parcels with a similar "t" on the bottom of the page that states "See the Mission Bay Guidelines adopted by the Planning Commission"

- Add a boundary area around the Hunters Point Shipyard area with a line that leads to a reference that states "See Hunters Point Redevelopment Plan and Hunters Point Shipyard Area Plan"
- Add reference under #2 to Transbay: See Downtown Plan and Transbay Redevelopment Development Controls and Design for Development Plan
- Delete shadings, add + at AB3796 (lots 1&2), 3797 (lot 7) and part of 3880; and add: "See Mission Bay North and South Redevelopment Plans"
- Add a boundary area around Candlestick Point with a line that leads to a reference that states "See Candlestick Point SubArea Plan and Bayview Hunters Point Redevelopment Plan"

- Add + under "Also Applies..." and add: "See Mission Bay Guidelines adopted by the Planning Commission"
- Add a boundary area around the Balboa Park Station plan area with a line that leads to a reference that states "See the Balboa Park Station Area Plan"
- Add a boundary area around the Visitacion Valley Schlage Lock area with a line that leads to a reference that states "See Redevelopment Plan for the Visitacion Valley Schlage Lock Project"
- Add a boundary area around Executive Park with a line that leads to a reference that states "See Executive Park SubArea Plan"