

Amendment of the Whole
May 7, 2007.

FILE NO. 070544

RESOLUTION NO.

1 [Endorsing a Conceptual Framework for the Redevelopment of Candlestick Point and the
2 Hunters Point Shipyard, and Authorizing Environmental Review and Planning.]

3 **Resolution endorsing a Conceptual Framework for the creation of a mixed-use**
4 **development on Candlestick Point and Hunters Point Shipyard that includes the**
5 **possibility of a new state-of-the art stadium for the San Francisco 49ers and that will**
6 **provide parks and open space, jobs, affordable housing and other tangible economic**
7 **and public benefits for the Bayview Hunters Point community as soon as possible;**
8 **making a determination that the proposed mixed-use redevelopment project as**
9 **described in the Conceptual Framework is feasible for purposes of commencing**
10 **environmental review; and urging City staff and the Redevelopment Agency to proceed**
11 **with environmental review and planning work, including significant community review**
12 **and input, in conjunction with the Lennar Corporation, for the proposed redevelopment**
13 **project.**

14 WHEREAS, The Bayview Hunters Point ("BVHP") community has one of the lowest
15 median income and highest unemployment rates in the San Francisco, and the betterment of
16 the quality of life for the residents of the BVHP Community is one of the City's highest
17 priorities; and,

18 WHEREAS, In July 1997 the Board of Supervisors, by Ordinance No. 285-97, adopted
19 a Redevelopment Plan for the revitalization of the Hunters Point Shipyard Project Area (the
20 "Shipyard Redevelopment Plan"), and in June 2006 the Board of Supervisors, by Ordinance
21 No. 113-06, adopted a Redevelopment Plan for the Bayview Hunters Point Project Area,
22 including land in Candlestick Point (the "BVHP Redevelopment Plan"); and,

23 WHEREAS, The Candlestick Point Node of the BVHP Redevelopment Project Area
24 ("Candlestick Point") and the Hunters Point Shipyard Redevelopment Project Area (the
25 "Shipyard") are in close proximity to one another and make up the largest area of under-

1 utilized land in the City. Over the past decade the redevelopment of Candlestick Point and
2 the Shipyard have proceeded on parallel though largely separate paths; and,

3 WHEREAS, Combining the planning and redevelopment of these two project areas
4 presents the opportunity to create a more coherent overall plan for these neighboring
5 properties, including, for example, a comprehensive public recreation and open space plan
6 and an integrated transportation and transit plan, and may create efficiencies in the financing
7 of infrastructure and development and expedite the revitalization of both areas; and,

8 WHEREAS, Combining the planning and redevelopment of these two project areas will
9 further the policy goals adopted by the People of San Francisco in June 1997 under
10 Proposition F (the Candlestick Point/Stadium Land Use Measure), and help achieve the
11 proposed public benefits and objectives for this area as set forth in the BVHP and Shipyard
12 Redevelopment Plans; and,

13 WHEREAS, For several years following the adoption of Proposition F, the City worked
14 with the 49ers and its developer partner, the Mills Corporation, to pursue a plan for developing
15 the stadium and adjoining entertainment retail shopping center project, but that plan proved to
16 be economically and practically infeasible; and,

17 WHEREAS, In the Fall of 2005, the 49ers, after having conducted a competitive
18 process for a new developer partner, selected Lennar Corporation ("Lennar") to explore the
19 feasibility of a new plan for development of a stadium in the context of a comprehensive
20 mixed-use project at Candlestick Point; and,

21 WHEREAS, The Redevelopment Agency of the City and County of San Francisco (the
22 "Agency"), through a competitive process, previously selected Lennar/BVHP Partners, an
23 affiliate of Lennar, as the primary developer of the Shipyard; and,

24 WHEREAS, Lennar, working in cooperation with the 49ers and the City for over 18
25 months, created a preliminary plan for Candlestick Point that would provide for a world-class

1 49ers stadium and related mixed-use development, but the 49ers decided that the proposed
2 plan did not fully meet their needs and on November 8, 2006 the 49ers announced that they
3 would instead focus on examining the feasibility of a new stadium in Santa Clara; and,

4 WHEREAS, Although the 49ers acknowledged that the preliminary plan for Candlestick
5 Point was a great plan for mixed-use development, the 49ers stated that it did not work
6 adequately for their needs; and,

7 WHEREAS, The City remains committed to addressing the 49ers' concerns and
8 examining a new plan that meets their needs, but at the same time the City's primary goal is
9 to assure that it can produce a plan that is fiscally prudent for the City and that will deliver
10 parks and public open space, jobs, affordable housing and other tangible economic and public
11 benefits to the BVHP community and the City as soon as possible; and,

12 WHEREAS, Following the 49ers' announcement that they would concentrate on
13 exploring the possibility of a new stadium in Santa Clara, Lennar, in cooperation with the City,
14 expended significant resources and began working diligently on a new preliminary plan that
15 would site a new football stadium and related parking on the Shipyard, and would provide for
16 an integrated mixed-use development across both Candlestick Point and the Shipyard; and,

17 WHEREAS, On December 28, 2006, the Mayor sent a letter to the 49ers proposing a
18 new preliminary plan that would combine Candlestick Point and the second phase of
19 development for the Shipyard as one integrated project, with a new stadium to be located at
20 the Shipyard; and,

21 WHEREAS, On February 13, 2007, the Board adopted Resolution No. 59-07,
22 endorsing the efforts of the City, the Agency, and Lennar to generate a conceptual proposal
23 for such an integrated mixed-use development on Candlestick Point and the Shipyard as soon
24 as possible, and urging the Agency to amend its exclusive negotiations agreement with
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1 Lennar/BVHP Partners for the Shipyard to provide for an integrated redevelopment project on
2 Candlestick Point and the Shipyard; and,

3 WHEREAS, Redevelopment of the Candlestick Point and the second phase of the
4 Shipyard as an integrated mixed-use project would provide much needed parks and open
5 space, employment, and affordable housing opportunities, as well as other tangible economic
6 and public benefits, for the BVHP community in particular and the City as a whole; and,

7 WHEREAS, Following the Board's adoption of Resolution No. 59-07, the City and the
8 Agency began to create an initial conceptual framework to set forth the principles that will
9 guide the City, the Agency and Lennar regarding the integrated redevelopment of Candlestick
10 Point and second phase of the Shipyard, including the possible development of a new
11 stadium for the 49ers; and,

12 WHEREAS, The City, the Agency and Lennar have begun a process to seek significant
13 community review and input into the integrated plan, initial conceptual framework and the
14 preliminary site plan for the redevelopment of Candlestick Point and the Shipyard, including
15 the following:

16 (a) A joint meeting between the Executive Committee of the Hunters Point Shipyard
17 Citizen's Advisory Committee ("CAC") and the Land Use Committee of the BVHP Project Area
18 Committee ("PAC") on February 8, 2007;

19 (b) A meeting of the full CAC on February 12, 2007;

20 (c) A meeting of the Agency Commission on February 20, 2007;

21 (d) A meeting of the Bayview Transportation Improvement Project Ad Hoc
22 Community Advisory Committee on February 26, 2007;

23 (e) A meeting of the Planning Committee of the CAC on March 8, 2007;

24 (f) A meeting of the full CAC on March 12, 2007;

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- 1 (g) A meeting of San Francisco Planning and Urban Research Association on
2 March 15, 2007;
- 3 (h) A meeting of the full PAC on March 15, 2007;
- 4 (i) A joint meeting between the Executive Committee of the CAC and the Land Use
5 Committee of the PAC on March 26, 2007;
- 6 (j) A meeting of the Executive Committee of the CAC on March 28, 2007;
- 7 (k) A meeting with residents of the Alice Griffith Housing Development (also known
8 as Double Rock) on March 29, 2007;
- 9 (l) A meeting of the Executive Committee of the PAC on April 2, 2007;
- 10 (m) A meeting of the San Francisco Park, Recreation and Open Space Advisory
11 Committee on April 3, 2007;
- 12 (n) A special workshop with both the CAC and the PAC on April 7, 2007;
- 13 (o) A meeting of the full CAC on April 9, 2007;
- 14 (p) A joint meeting of the Health and Environment subcommittee of the PAC and the
15 Environment Subcommittee of the CAC on April 10, 2007;
- 16 (q) A meeting of the Business and Employment subcommittee of the CAC on
17 April 10, 2007;
- 18 (r) A meeting of the Agency Commission on April 17, 2007;
- 19 (s) A meeting of the full PAC on April 19, 2007, in which the PAC unanimously
20 recommended approval of the Conceptual Framework to the Agency Commission and the
21 Board of Supervisors;
- 22 (t) A meeting of the full CAC and full PAC on April 23, 2007, in which the CAC
23 unanimously recommended approval of the initial conceptual framework to the Agency
24 Commission and the Board of Supervisors subject to the incorporation of CAC comments
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1 from the April 23, 2007 meeting and review by the CAC Executive Committee that such CAC
2 comments have been incorporated; and,

3 WHEREAS, The following meetings have been scheduled for further community review
4 and input into the integrated plan and the initial conceptual framework for redevelopment,
5 including the preliminary land use plan and related development and remediation plans:

6 (a) A meeting of the Visitacion Valley Planning Alliance and interested parties from
7 Visitacion Valley, Neighborhood First Last, Little Hollywood, Bayview Hill, Bayview Hunters
8 Point, Candlestick Cove, and Candlestick Point on May 3, 2007;

9 (b) A meeting with residents of Double Rock on May 4, 2007;

10 (c) A meeting with Shipyard artists on May 7, 2007;

11 (d) A meeting with the Morgan Heights Homeowners Association on May 14, 2007;

12 (e) A meeting with the Navy's Restoration Advisory Board on May 24, 2007; and,

13 WHEREAS, the Bayview Hunters Point community has been the victim of
14 environmental discrimination for decades; and

15 WHEREAS, The City, the Agency and Lennar have continued to clarify and revise the
16 initial conceptual framework and the preliminary site plan based upon the community review
17 and input set forth above, and on April 16, 2007, the Mayor's Office of Economic and
18 Workforce Development, the Agency and Lennar presented to the Board of Supervisors' Land
19 Use Committee a conceptual framework regarding the integrated redevelopment, a copy of
20 which is on file with the Clerk of the Board of Supervisors in File No. _____ (the
21 "Conceptual Framework"), which reflects input and revisions resulting from the community
22 review process outlined above; and,

23 WHEREAS, The Conceptual Framework sets forth goals and principles that would
24 govern the proposed development and includes a preliminary site plan, a preliminary
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1 transportation plan, a preliminary hazardous materials remediation plan, and a preliminary
2 State park and public recreation/open space plan; and,

3 WHEREAS, For environmental review purposes, the Conceptual Framework
4 contemplates that the mixed-use project on the integrated project area may include housing of
5 approximately 8,500 units. For such purposes, it may also include the following uses on the
6 Shipyard: a new retail town center, permanent space for the existing artist colony and
7 opportunities for major cultural and educational institutions, including a permanent African
8 marketplace (either on the Shipyard or Candlestick Point), up to about 2,000,000 square feet
9 of office, research and development space oriented toward digital arts, green technology and
10 biotechnology uses, a stadium and related parking and other uses, and over 100 acres of
11 waterfront park land on Parcel E and around the entire Bay front perimeter of the Shipyard.
12 For environmental review purposes, the Conceptual Framework also contemplates the
13 following uses on Candlestick Point: a major renovation of the Candlestick Point Recreation
14 Area and a mix of visitor and neighborhood-serving retail and other commercial uses; and,

15 WHEREAS, The Conceptual Framework also recognizes that the housing component
16 of the project may present an opportunity to improve the housing for existing residents by
17 renovating or rebuilding the Alice Griffith Housing Development (also known as Double Rock)
18 subject to review and consultation with the existing residents and the approval by the Housing
19 Authority and the United States Department of Housing and Urban Development. Any such
20 renovation or rebuilding would also be subject to a number of conditions as set forth in the
21 Conceptual Framework, including but not limited to (i) one-for-one replacement of units at
22 existing low income levels and of the same household size, and (ii) phased construction to
23 ensure that all residents have the right to move to new upgraded units, without being
24 displaced from the existing Alice Griffith Housing Development until the replacement units are
25 ready for occupancy; and,

1 WHEREAS, The consolidated redevelopment plan, as set forth in the Conceptual
2 Framework, also provides for the possibility of developing a new stadium and associated
3 parking on a portion the Shipyard, but contemplates that a the mixed-use development and all
4 of its attendant public benefits will proceed regardless of whether a new stadium is ultimately
5 included in the project; and,

6 WHEREAS, The Agency and the City, acting through its Recreation and Park
7 Department, its Planning Department, and the Mayor's Office of Economic and Workforce
8 Development, are entering into a Memorandum of Understanding (the "MOU") to express their
9 commitment to cooperate in taking the steps necessary to plan and process the proposed
10 integration of the Shipyard and Candlestick project sites, to further define their respective
11 roles in the preliminary steps needed to plan and perform appropriate environmental review
12 for the proposed integrated project, and to ensure that appropriate City and Agency costs are
13 paid by the Primary Developer as part of the overall project development cost; and,

14 WHEREAS, The Agency and Lennar/BVHP Partners are amending the existing ENA
15 for the Shipyard to provide the option for Lennar to include Candlestick Point as part of an
16 integrated development project, consistent with this Resolution, the Conceptual Framework,
17 and the MOU. The ENA amendment will include a number of conditions and milestones for
18 the proposed integrated project, including a requirement that Lennar enter into arrangements
19 with other developers with certain expertise for aspects of the project, and a possible vote of
20 the people regarding the reuse of Candlestick Point and possibly other matters relating to the
21 project before the Agency or the City may consider any final approvals for the integrated
22 project; and,

23 WHEREAS, Any project ultimately proposed by the City, the Agency and Lennar shall
24 be subject to a process of thorough public review and input and all necessary and appropriate
25 approvals; that process must include environmental review under the California Environmental

1 Quality Act ("CEQA") before the City or the Agency may consider approving the project; the
2 project will require discretionary approvals by a number of government bodies after public
3 hearings and environmental review, including by the City's Board of Supervisors, Planning
4 Commission, Recreation and Park Commission and Redevelopment Agency Commission; the
5 project also may require approval by various State agencies, such as the State Park and
6 Recreation Commission, Bay Conservation and Development Commission ("BCDC"), and
7 State Lands Commission; and, in addition, the project may require amendments to the
8 Shipyard and BVHP Redevelopment Plans, in accordance with the procedural and
9 substantive requirements of the California Community Redevelopment Law; and,

10 WHEREAS, Nothing in this resolution commits, or shall be deemed to commit, the City,
11 the Agency or any other public agency to approve or implement any project, and they may not
12 do so until environmental review of the project as required under CEQA has been completed;
13 accordingly, the references to "the project" (or the like) in this resolution mean a proposed
14 project subject to future environmental review and consideration by the City, the Agency and
15 other public agencies; further, the City, the Agency and any other public agency with
16 jurisdiction over any part of the project each shall have the absolute discretion before
17 approving the project to: (i) make such modifications to the project as may be necessary to
18 mitigate significant environmental impacts; (ii) select other feasible alternatives to avoid or
19 substantially reduce significant environmental impacts; (iii) require the implementation of
20 specific measures to mitigate any specific impacts of the project; (iv) balance the benefits of
21 the project against any significant environmental impacts before taking final action if such
22 significant impacts cannot otherwise be avoided; or (v) determine whether or not to proceed
23 with the project; now, therefore, be it

24 RESOLVED, The Board endorses the Conceptual Framework, determines that the
25 project is likely to be feasible and provide public benefits for purposes of commencing

1 environmental review, and urges City staff, including the Mayor's Office of Economic and
2 Workforce Development, the Planning Department, and the Recreation and Park Department,
3 together with Agency staff, to proceed with environmental review and planning work, including
4 continued community review and input, in conjunction with Lennar for the proposed
5 redevelopment of Candlestick and Phase 2 of the Shipyard; and, be it

6 FURTHER RESOLVED, That the Board of Supervisors encourages the 49ers to work
7 diligently with the City, the Agency and Lennar to examine the placement of a new stadium
8 and associated parking at the Shipyard and to make timely determinations about the feasibility
9 of such plan and commit to proceed with such a plan; and, be it

10 FURTHER RESOLVED, That the Board of Supervisors continues to urge the Navy and
11 the environmental regulatory agencies with jurisdiction over the Shipyard, working in
12 cooperation with City departments, the Agency and Lennar, to take such actions as may be
13 required to expedite the remaining hazardous material remediation and transfer by the Navy
14 of the Shipyard, and to integrate such remediation work with the development plan, so that the
15 remaining of parcels of the Shipyard may be redeveloped to achieve tangible public benefits
16 for the BVHP community as soon as possible; and, be it

17 FURTHER RESOLVED, That the Board of Supervisors urges the Mayor's Office to
18 develop a community-based program to monitor environmental issues that reports directly to
19 community organizations and citizens; and, be it

20 FURTHER RESOLVED, That the Board of Supervisors continues to urge the federal
21 and state governments to provide grant funding to the City to assist in developing the
22 transportation infrastructure improvements that are necessary to revitalize Candlestick Point
23 and the Shipyard, including possibly a new stadium for the 49ers, and that will serve the
24 BVHP residents, the City as a whole and the region; and, be it

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1 FURTHER RESOLVED, That any and all actions taken by City staff consistent with this
2 intent of this Resolution are hereby ratified and approved.

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