

File No. 110228

Committee Item No. 3

Board Item No. 18

## COMMITTEE/BOARD OF SUPERVISORS

### AGENDA PACKET CONTENTS LIST

Committee: Land Use and Economic Development Date May 2, 2011

Board of Supervisors Meeting

Date 6/14/11

#### Cmte Board

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| <input type="checkbox"/>            | <input type="checkbox"/>            | Resolution                                   |
| <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | Ordinance                                    |
| <input type="checkbox"/>            | <input checked="" type="checkbox"/> | Legislative Digest                           |
| <input type="checkbox"/>            | <input type="checkbox"/>            | Budget Analyst Report                        |
| <input type="checkbox"/>            | <input type="checkbox"/>            | Legislative Analyst Report                   |
| <input type="checkbox"/>            | <input type="checkbox"/>            | Youth Commission Report                      |
| <input type="checkbox"/>            | <input type="checkbox"/>            | Introduction Form (for hearings)             |
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| <input type="checkbox"/>            | <input type="checkbox"/>            | Grant Information Form                       |
| <input type="checkbox"/>            | <input type="checkbox"/>            | Grant Budget                                 |
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| <input type="checkbox"/>            | <input type="checkbox"/>            | Contract/Agreement                           |
| <input type="checkbox"/>            | <input type="checkbox"/>            | Form 126 – Ethics Commission                 |
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| <input type="checkbox"/>            | <input type="checkbox"/>            | Public Correspondence                        |

OTHER (Use back side if additional space is needed)

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|-------------------------------------|-------------------------------------|--|
| <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | Treasure Island/Yerba Buena Island Area Plan |
| <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | Planning Commission Resolution No. 18291     |
| <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | Planning Commission Motion No. 18327         |
| <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | Fire Department Memo, dtd 4/21/11            |
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Completed by: Alisa Somera Date April 29, 2011

Completed by: Alisa Somera Date May 11, 2011

An asterisked item represents the cover sheet to a document that exceeds 25 pages.  
The complete document can be found in the file.

1 [General Plan Amendments – Treasure Island/Yerba Buena Island Development Project]

2  
3 Ordinance amending the San Francisco General Plan by amending the Commerce and  
4 Industry Element, Community Facilities Element, Housing Element, Recreation and  
5 Open Space Element, Transportation Element, Urban Design Element, and Land Use  
6 Index, maps and figures in various elements, and by adopting and adding the Treasure  
7 Island/Yerba Buena Island Area Plan, in order to facilitate the development of Treasure  
8 Island and Yerba Buena Island as endorsed by the Board of Supervisors and the Mayor  
9 in 2006 and updated in 2010, ~~in order to facilitate the development of Treasure Island~~  
10 ~~and Yerba Buena Island as~~ and envisioned in the Treasure Island/Yerba Buena Island  
11 ~~Redevelopment Plan~~ Development Agreement, adopting findings, including  
12 environmental findings and findings of consistency with the General Plan and Planning  
13 Code Section 101.1.

14 NOTE: Additions are single-underline italics Times New Roman;  
15 deletions are ~~strike through italics Times New Roman~~.  
16 Board amendment additions are double-underlined;  
Board amendment deletions are ~~strike through normal~~.

17 Be it ordained by the People of the City and County of San Francisco:

18 Section 1. Findings.

19 (a) The proposed adoption of the Treasure Island / Yerba Buena Island Area Plan is  
20 necessary to facilitate the development of Treasure Island and Yerba Buena Island as  
21 envisioned in the Treasure Island/Yerba Buena Island Development Plan Agreement and  
22 Term Sheet endorsed by the Board of Supervisors ("Board") and the Mayor in 2006 and  
23 updated in 2010 as described below.

24 (b) A primary objective of both the Treasure Island/Yerba Buena Island  
25 Development Plan Agreement and the Term Sheet is to create sustainable economic

1 development, affordable housing, public parks and open space and other community benefits  
2 by development of the under-used lands on Treasure Island and Yerba Buena Island.

3 (c) Originally constructed in 1937 as a possible site for the San Francisco Airport,  
4 Treasure Island was first used to host the Golden Gate International Exposition from 1939-  
5 1940. Shortly thereafter in World War II, the United States Department of Defense converted  
6 the island into a naval station, which operated for more than five decades. Naval Station  
7 Treasure Island was subsequently closed in 1993 and ceased operations in 1997. Since the  
8 closure of the base, the City and the community have been planning for the reuse of former  
9 Naval Station Treasure Island and adjacent Yerba Buena Island.

10 (d) Former Naval Station Treasure Island consists of approximately 550 acres  
11 including Yerba Buena Island. Today the site is characterized by aging infrastructure,  
12 environmental contamination from former naval operations, deteriorated and vacant buildings,  
13 and asphalt and other impervious surfaces which cover approximately 65% of the site. The  
14 site has few public amenities for the approximately 1,850 residents who currently reside on  
15 the site. This legislation creating the Treasure Island/Yerba Buena Island Area Plan will  
16 implement the proposed Treasure Island/Yerba Buena Island Project ("the Project").

17 (e) The Project will include (1) approximately 8,000 new residential units, 30 percent  
18 of which (2,400 units) will be made affordable to a broad range of very-low to moderate  
19 income households, including 435 units to be developed by the Treasure Island Homeless  
20 Development Initiative's member organizations, (2) adaptive reuse of 311,000 square feet of  
21 historic structures, (3) 140,000 square feet of new retail uses and 100,000 square feet of  
22 commercial office space, (4) 300 acres of parks and open space, (5) new and or upgraded  
23 public facilities, including a joint police/fire station, a school, facilities for the Treasure Island  
24 Sailing Center and other community facilities, (6) 400-500 room hotel, and (7) new 400-slip  
25 marina, and (8) transportation infrastructure, including a ferry/quay intermodal transit center.

1 (f) In 2003, the Treasure Island Development Authority ("TIDA") selected through a  
2 competitive three year long process, Treasure Island Community Development, LLC ("TICD")  
3 to serve as the master developer for the Project.

4 (g) In 2006, the Board in Resolution No. 699-06 endorsed a Term Sheet and  
5 Development Plan for the Project, which set forth the terms of the Project including a provision  
6 for a Transition Plan for Existing Units on the site. In May of 2010, the Board endorsed a  
7 package of legislation that included an update to the ~~Development Plan and~~ Term Sheet,  
8 terms of an Economic Development Conveyance Memorandum of Agreement for the  
9 conveyance of the site from the Navy to the City, and a Term Sheet between TIDA and the  
10 Treasure Island Homeless Development Initiative ("TIHDI") in Resolution Nos. 242-10, 243-  
11 10, and 244-10. Copies of these Resolutions are on file with the Clerk of the Board of  
12 Supervisors in File Nos. 100428, 100429, and 100432 and are incorporated herein by  
13 reference.

14 (h) Pursuant to San Francisco Planning Code Section 340, any proposed  
15 amendments to the General Plan shall first be initiated by the Planning Commission. On  
16 March 3, 2011, by Resolution No. 18291, the Commission conducted a duly noticed public  
17 hearing to consider a Resolution of Intent to initiate General Plan Amendments concerning the  
18 Project. A copy of Planning Commission Resolution No. 18291 is on file with the Clerk of the  
19 Board of Supervisors in File No. 100228.

20 (i) Pursuant to San Francisco Charter Section 4.105 and Planning Code Section  
21 340, any amendments to the General Plan shall first be considered by the Planning  
22 Commission and thereafter recommended for approval or rejection to the Board of  
23 Supervisors. On April 21, 2011, by ~~Resolution~~Motion Nos. 18327 and 18328, the Commission  
24 conducted a duly noticed public hearing on the General Plan Amendments, adopted the  
25 General Plan Amendments and recommended them for approval to the Board of Supervisors.

1 Said ~~Resolution~~ Motions also included findings of conformity with the Priority Policies of  
2 Section 101.1 of the Planning Code, consistency findings with the General Plan as it is  
3 proposed for amendment, and, pursuant to Section 340 of the Planning Code, findings that  
4 this Ordinance will serve the public necessity, convenience, and welfare. A copy of Planning  
5 Commission ~~Resolution~~ Motion Nos. 18327 and 18328 are is-on file with the Clerk of the Board  
6 of Supervisors in File No. 110228 and incorporated herein by reference.

7 (j) The Board of Supervisors finds that this Ordinance is in conformity with the  
8 Priority Policies of Section 101.1 of the Planning Code and, on balance, consistent with the  
9 General Plan as it is proposed for amendment herein, and hereby adopts the findings set forth  
10 in Planning Commission ~~Resolution~~ Motion Nos. 18327 and 18328 as its own and incorporates  
11 such findings by reference as if fully set forth herein.

12 (k) California Environmental Quality Act Findings. (1) The Planning Department  
13 has determined that the actions contemplated in this Ordinance comply with the California  
14 Environmental Quality Act (Public Resources Code Sections 21000 et seq.). A copy of said  
15 determination is on file with the Clerk of the Board of Supervisors in File No. 100328 and is  
16 incorporated herein by reference.

17 (2) Concurrent with this Ordinance and in accordance with the actions contemplated  
18 herein, this Board adopted Resolution No. \_\_\_\_\_ concerning findings pursuant to the  
19 California Environmental Quality Act. A copy of said Resolution is on file with the Clerk of the  
20 Board of Supervisors in File No. 110328 and is incorporated herein by reference.

21 Section 2. The Board of Supervisors hereby approves an amendment to the General  
22 Plan to adopt and add the Treasure Island/Yerba Buena Island (TI/YBI) Area Plan. The full  
23 text of the TI/YBI Area Plan is Exhibit A to this Ordinance. A copy of this Exhibit is on file with  
24 the Clerk of the Board of Supervisors in File No. 110228 and is incorporated by reference.  
25

1 Section 3. The Board of Supervisors hereby approves the following amendments to  
2 the maps and figures in the Elements of the General Plan as follows:

3 **Commerce and Industry**

4 Amend Map 1- Generalized Commercial and Industrial Land Use Plan. Insert diagram  
5 to show Treasure Island and Yerba Buena Island. Add a boundary around Treasure Island  
6 and Yerba Buena Island and refer to the TI/YBI Area Plan and applicable Design for  
7 Development.

8 Map 2 - Generalized Commercial and Industrial Density Plan. Insert diagram to show  
9 Treasure Island and Yerba Buena Island. Add a boundary around Treasure Island and Yerba  
10 Buena Island and refer to the TI/YBI Area Plan and applicable Design for Development.

11 Map 4 - Residential Service Areas of Neighborhood Commercial Districts and Uses.  
12 Insert diagram to show Treasure Island and Yerba Buena Island. Add a boundary around  
13 Treasure Island and Yerba Buena Island and refer to the TI/YBI Area Plan and applicable  
14 Design for Development.

15 Map 5 - Generalized Neighborhood Commercial Land Use and Density Plan Insert  
16 diagram to show Treasure Island and Yerba Buena Island. Add a boundary around Treasure  
17 Island and Yerba Buena Island and refer to the TI/YBI Area Plan and applicable Design for  
18 Development.

19 **Community Facilities Element**

20 Map 1 - Police Facilities Plan. Insert diagram to show Treasure Island and Yerba  
21 Buena Island. Add a boundary around Treasure Island and Yerba Buena Island and refer to  
22 the TI/YBI Area Plan and applicable Design for Development.

23 Map 2 - Fire Facilities Plan. Insert diagram to show Treasure Island and Yerba Buena  
24 Island. Add a boundary around Treasure Island and Yerba Buena Island and refer to the  
25 TI/YBI Area Plan and applicable Design for Development.

1 Map 3 - Library Location Plan. Insert diagram to show Treasure Island and Yerba  
2 Buena Island. Add a boundary around Treasure Island and Yerba Buena Island and refer to  
3 the TI/YBI Area Plan and applicable Design for Development.

4 Map 4 - Public Health Centers Plan. Insert diagram to show Treasure Island and  
5 Yerba Buena Island. Add a boundary around Treasure Island and Yerba Buena Island and  
6 refer to the TI/YBI Area Plan and applicable Design for Development.

7 Map 5 - Waste Water and Solid Waste Facilities Plan. Insert diagram to show Treasure  
8 Island and Yerba Buena Island. Add a boundary around Treasure Island and Yerba Buena  
9 Island and refer to the TI/YBI Area Plan and applicable Design for Development.

10 Map 6 - Public School Facilities Plan. Insert diagram to show Treasure Island and  
11 Yerba Buena Island. Add a boundary around Treasure Island and Yerba Buena Island and  
12 refer to the TI/YBI Area Plan and applicable Design for Development.

13 Map 7 - Institutional Facilities Plan Insert diagram to show Treasure Island and Yerba  
14 Buena Island. Add a boundary around Treasure Island and Yerba Buena Island and refer to  
15 the TI/YBI Area Plan and applicable Design for Development.

16 **Housing Element**

17 Table I-56 and I-57 of 2009 Proposed Update. Change number of housing units for  
18 Treasure Island to 8,000.

19 Map 6 - Generalized Housing Densities by Zoning District. Insert diagram to show  
20 Treasure Island and Yerba Buena Island. Add a boundary around Treasure Island and Yerba  
21 Buena Island and refer to the TI/YBI Area Plan and applicable Design for Development.

22 **Recreation and Open Space Element**

23 Map 2 - Public Open Space Service Areas. Insert diagram to show Treasure Island  
24 and Yerba Buena Island. Add a boundary around Treasure Island and Yerba Buena Island  
25 and refer to the TI/YBI Area Plan and applicable Design for Development.

1 Map 4 - Citywide Recreation & Open Space Plan. Insert diagram to show Treasure  
2 Island and Yerba Buena Island. Add a boundary around Treasure Island and Yerba Buena  
3 Island and refer to the TI/YBI Area Plan and applicable Design for Development.

4 Map 9 - Neighborhood Recreation & Open Space Improvement Priority Plan. Insert  
5 diagram to show Treasure Island and Yerba Buena Island. Add a boundary around Treasure  
6 Island and Yerba Buena Island and refer to the TI/YBI Area Plan and applicable Design for  
7 Development.

### 8 **Transportation Element**

9 Map 6 - Vehicular Street Map. Amend the area for Treasure Island and Yerba Buena  
10 Island to reflect the street grid and street hierarchy of the TI/YBI Area Plan and applicable  
11 Design for Development. Add a boundary around Treasure Island and Yerba Buena Island  
12 and refer to the TI/YBI Area Plan and applicable Design for Development.

13 Map 7 - Congestion Management Network. Amend the area for Treasure Island and  
14 Yerba Buena Island to reflect the street grid and street hierarchy of the TI/YBI Area Plan and  
15 applicable Design for Development. Insert diagram to show Treasure Island and Yerba  
16 Buena Island. Add a boundary around Treasure Island and Yerba Buena Island and refer to  
17 the TI/YBI Area Plan and applicable Design for Development.

18 Map 8 - Metropolitan Transportation System. Amend the area for Treasure Island and  
19 Yerba Buena Island to reflect the street grid and street hierarchy of the TI/YBI Area Plan and  
20 applicable Design for Development. Add a boundary around Treasure Island and Yerba  
21 Buena Island and refer to the TI/YBI Area Plan and applicable Design for Development.

22 Map 9 - Transit Preferential Streets. Amend the area for Treasure Island and Yerba  
23 Buena Island to reflect the street grid and street hierarchy of the TI/YBI Area Plan and  
24 applicable Design for Development. Add a boundary around Treasure Island and Yerba  
25 Buena Island and refer to the TI/YBI Area Plan and applicable Design for Development.



1 Map 11 - Citywide Pedestrian Network. Amend the area for Treasure Island and Yerba  
2 Buena Island to reflect the street grid and pedestrian network of the TI/YBI Area Plan and  
3 applicable Design for Development. Add a boundary around Treasure Island and Yerba  
4 Buena Island and refer to the TI/YBI Area Plan and applicable Design for Development.

5 Map 12 - Neighborhood Pedestrian Streets. Amend the area for Treasure Island and  
6 Yerba Buena Island to reflect the street grid and pedestrian of the TI/YBI Area Plan and  
7 applicable Design for Development. Add a boundary around Treasure Island and Yerba  
8 Buena Island and refer to the TI/YBI Area Plan and applicable Design for Development.

9 Map 13 - Bicycle Route Map. Amend the area for Treasure Island and Yerba Buena  
10 Island to reflect the street grid and bicycle path network of the TI/YBI Area Plan and  
11 applicable Design for Development. Add a boundary around Treasure Island and Yerba  
12 Buena Island and refer to the TI/YBI Area Plan and applicable Design for Development.

### 3 **Urban Design Element**

14 Map 1 - Plan To Strengthen City Pattern Through Visually Prominent Landscaping.  
15 Insert diagram to show Treasure Island and Yerba Buena Island. Add a boundary around  
16 Treasure Island and Yerba Buena Island and refer to the TI/YBI Area Plan and applicable  
17 Design for Development.

18 Map 2 - Plan For Street Landscaping and Lighting. Insert diagram to show Treasure  
19 Island and Yerba Buena Island. Add a boundary around Treasure Island and Yerba Buena  
20 Island and refer to the TI/YBI Area Plan and applicable Design for Development.

21 Street Areas Important to Urban Design and Views map. Insert diagram to show  
22 Treasure Island and Yerba Buena Island. Add a boundary around Treasure Island and Yerba  
23 Buena Island and refer to the TI/YBI Area Plan and applicable Design for Development  
24  
25

1 Quality of Street Views map. Insert diagram to show Treasure Island and Yerba Buena  
2 Island. Add a boundary around Treasure Island and Yerba Buena Island and refer to the  
3 TI/YBI Area Plan and applicable Design for Development.

4 Map 3 - Where Streets Are Most Important as Sources of Light, Air and Open Space.  
5 Insert diagram to show Treasure Island and Yerba Buena Island. Add a boundary around  
6 Treasure Island and Yerba Buena Island and refer to the TI/YBI Area Plan and applicable  
7 Design for Development.

8 Map 4 - Urban Design Guidelines for Height of Buildings. Insert diagram to show  
9 Treasure Island and Yerba Buena Island. Add a boundary around Treasure Island and Yerba  
10 Buena Island and refer to the TI/YBI Area Plan and applicable Design for Development.

11 Map 5 - Urban Design Guidelines for Bulk of Buildings. Insert diagram to show  
12 Treasure Island and Yerba Buena Island. Add a boundary around Treasure Island and Yerba  
13 Buena Island and refer to the TI/YBI Area Plan and applicable Design for Development.

14 Map 7 - Plan For Protected Residential Areas. Insert diagram to show Treasure Island  
15 and Yerba Buena Island. Add a boundary around Treasure Island and Yerba Buena Island  
16 and refer to the TI/YBI Area Plan and applicable Design for Development.

17 Section 3. The Board of Supervisors hereby approves the following amendment to the  
18 General Plan to amend the Land Use Index:

19 Figure II.1 - Generalized Commercial and Industrial Land Use Plan. Insert diagram to  
20 show Treasure Island and Yerba Buena Island. Add a boundary around Treasure Island and  
21 Yerba Buena Island and refer to the TI/YBI Area Plan and applicable Design for Development.

22 Figure II.2 - Generalized Commercial and Industrial Density Plan. Insert diagram to  
23 show Treasure Island and Yerba Buena Island. Add a boundary around Treasure Island and  
24 Yerba Buena Island and refer to the TI/YBI Area Plan and applicable Design for Development.  
25

1 Figure II.3 - Residential Service Areas of Neighborhood Commercial Districts and  
2 Uses. Insert diagram to show Treasure Island and Yerba Buena Island. Add a boundary  
3 around Treasure Island and Yerba Buena Island and refer to the TI/YBI Area Plan and  
4 applicable Design for Development.

5 Figure III.2 - Public Open Space Service Areas. Insert diagram to show Treasure  
6 Island and Yerba Buena Island. Add a boundary around Treasure Island and Yerba Buena  
7 Island and refer to the TI/YBI Area Plan and applicable Design for Development.

8 Figure III.3 - Citywide Recreation & Open Space Plan. Insert diagram to show Treasure  
9 Island and Yerba Buena Island. Add a boundary around Treasure Island and Yerba Buena  
10 Island and refer to the TI/YBI Area Plan and applicable Design for Development.

11 Figure III.4 - Citywide Recreation & Open Space Plan. Insert diagram to show Treasure  
12 Island and Yerba Buena Island. Add a boundary around Treasure Island and Yerba Buena  
13 Island and refer to the TI/YBI Area Plan and applicable Design for Development.

14 Figure III.6 - Where Streets Are Most Important as Sources of Light, Air and Open  
15 Space. Insert diagram to show Treasure Island and Yerba Buena Island. Add a boundary  
16 around Treasure Island and Yerba Buena Island and refer to the TI/YBI Area Plan and  
17 applicable Design for Development.

18 Figure III.14 - Neighborhood Recreation & Open Space Improvement Priority Plan.  
19 Insert diagram to show Treasure Island and Yerba Buena Island. Add a boundary around  
20 Treasure Island and Yerba Buena Island and refer to the TI/YBI Area Plan and applicable  
21 Design for Development.

22 Figure IV.1 - Fire Facilities Plan. Insert diagram to show Treasure Island and Yerba  
23 Buena Island. Add a boundary around Treasure Island and Yerba Buena Island and refer to  
24 the TI/YBI Area Plan and applicable Design for Development.

1 Figure IV.2 - Institutional Facilities Plan. Insert diagram to show Treasure Island and  
2 Yerba Buena Island. Add a boundary around Treasure Island and Yerba Buena Island and  
3 refer to the TI/YBI Area Plan and applicable Design for Development.

4 Figure IV.3 - Library Location Plan. Insert diagram to show Treasure Island and Yerba  
5 Buena Island. Add a boundary around Treasure Island and Yerba Buena Island and refer to  
6 the TI/YBI Area Plan and applicable Design for Development.

7 Figure IV.4 - Police Facilities Plan. Insert diagram to show Treasure Island and Yerba  
8 Buena Island. Add a boundary around Treasure Island and Yerba Buena Island and refer to  
9 the TI/YBI Area Plan and applicable Design for Development.

10 Figure IV.6 - Public Health Centers Plan. Insert diagram to show Treasure Island and  
11 Yerba Buena Island. Add a boundary around Treasure Island and Yerba Buena Island and  
12 refer to the TI/YBI Area Plan and applicable Design for Development.

13 Figure IV.7 - Public School Facilities Plan. Insert diagram to show Treasure Island and  
14 Yerba Buena Island. Add a boundary around Treasure Island and Yerba Buena Island and  
15 refer to the TI/YBI Area Plan and applicable Design for Development.

16 Figure IV.8 - Waste Water and Solid Waste Facilities Plan. Insert diagram to show  
17 Treasure Island and Yerba Buena Island. Add a boundary around Treasure Island and Yerba  
18 Buena Island and refer to the TI/YBI Area Plan and applicable Design for Development.

19 Figure IV.9 - Public School Facilities Plan. Insert diagram to show Treasure Island and  
20 Yerba Buena Island. Add a boundary around Treasure Island and Yerba Buena Island and  
21 refer to the TI/YBI Area Plan and applicable Design for Development.

22 Figure VI.1 - Generalized Commercial and Industrial Land Use Plan. Insert diagram to  
23 show Treasure Island and Yerba Buena Island. Add a boundary around Treasure Island and  
24 Yerba Buena Island and refer to the TI/YBI Area Plan and applicable Design for Development.  
25

1 Figure VI.2 - Generalized Commercial and Industrial Density Plan. Insert diagram to  
2 show Treasure Island and Yerba Buena Island. Add a boundary around Treasure Island and  
3 Yerba Buena Island and refer to the TI/YBI Area Plan and applicable Design for Development.

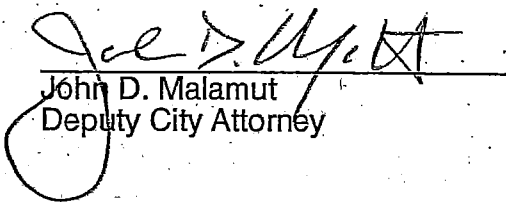
4 Figure VI.3 - Residential Service Areas of Neighborhood Commercial Districts and  
5 Uses. Insert diagram to show Treasure Island and Yerba Buena Island. Add a boundary  
6 around Treasure Island and Yerba Buena Island and refer to the TI/YBI Area Plan and  
7 applicable Design for Development.

8 Figure VI.4 - Urban Design Guidelines for Height of Buildings. Insert diagram to show  
9 Treasure Island and Yerba Buena Island. Add a boundary around Treasure Island and Yerba  
10 Buena Island and refer to the TI/YBI Area Plan and applicable Design for Development.

11 Figure VI.5 - Urban Design Guidelines for Bulk of Buildings. Insert diagram to show  
12 Treasure Island and Yerba Buena Island. Add a boundary around Treasure Island and Yerba  
13 Buena Island and refer to the TI/YBI Area Plan and applicable Design for Development.

14  
15 APPROVED AS TO FORM:  
16 DENNIS J. HERRERA, City Attorney

17 By:

  
18 John D. Malamut  
19 Deputy City Attorney

20  
21  
22  
23  
24  
25  
Mayor Lee  
BOARD OF SUPERVISORS

Page 12  
5/2/11

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LEGISLATIVE DIGEST

[General Plan Amendments – Treasure Island/Yerba Buena Island Development Project]

**Ordinance amending the San Francisco General Plan by amending the Commerce and Industry Element, Community Facilities Element, Housing Element, Recreation and Open Space Element, Transportation Element, Urban Design Element, and Land Use Index, maps and figures in various elements, and by adopting and adding the Treasure Island / Yerba Buena Island Area Plan, in order to facilitate the development of Treasure Island and Yerba Buena Island as endorsed by the Board of Supervisors and the Mayor in 2006 and updated in 2010, and envisioned in the Treasure Island/Yerba Buena Island Development Agreement, adopting findings, including environmental findings and findings of consistency with the General Plan and Planning Code Section 101.1.**

Existing Law

The City's General Plan is the blueprint for planning within the City and the Planning Code. It includes various Elements, such as Commerce and Industry, Recreation and Open Space, and Transportation. It also includes a Land Use Index. Within each Element there are objectives and policies. The General Plan also includes neighborhood plans for specific areas of the City, such as the Downtown Plan.

Amendments to Current Law

This Ordinance, as part of the planning effort for development of Treasure Island and Yerba Buena Island, would adopt the Treasure Island / Yerba Buena Island Area Plan for this area of the San Francisco. The legislation also would make conforming changes to the General Plan to implement this new Area Plan. The proposed changes would include amendments to a number of maps, tables and figures in the Commerce and Industry, Community Facilities, Housing, Recreation and Open Space, Transportation, and Urban Design Elements of the General Plan; as well as the Land Use Index.

This Ordinance would make environmental findings and findings of consistency with General Plan, as proposed for amendment, and the priority policies of Planning Code Section 101.1.

file 110228

ECONOMIC AND WORKFORCE DEVELOPMENT  
JENNIFER MATZ, DIRECTOR



CITY AND COUNTY OF SAN FRANCISCO  
EDWIN M. LEE, MAYOR

MEMORANDUM

TO: Supervisor Eric Mar  
Supervisor Malia Cohen  
Supervisor Scott Wiener  
FROM: Rich Hillis, Treasure Island Project Director  
DATE: April 29, 2011  
RE: Treasure Island / Yerba Buena Island Project

RECEIVED  
BOARD OF SUPERVISORS  
SAN FRANCISCO  
2011 APR 29 PM 1:05  
BY \_\_\_\_\_ AK

On Monday, May 2, 2011, the Board of Supervisors Land Use and Economic Development Committee ("Committee") will consider a group of entitlement actions for the Treasure Island/Yerba Buena Island Project ("Project"). Included in this memo is a summary of each of the items before the Committee, as well as a brief background of the Project.

On April 19, 2011 the Treasure Island Citizen's Advisory Board ("CAB") voted to recommend approval of each of the entitlement actions which are currently before the Committee. On April 21, 2011, the Treasure Island Development Authority Board of Directors ("TIDA Board") conducted a joint hearing with the Planning Commission ("Planning") to certify the Project EIR as well as to approve the entitlement actions which are currently before the Committee.

I. PROJECT OVERVIEW

This section is intended to provide an overview of the Project's Development Plan and Development Program that have been shaped by the unique characteristics and constraints of the Islands, and refined over time through the public planning process.

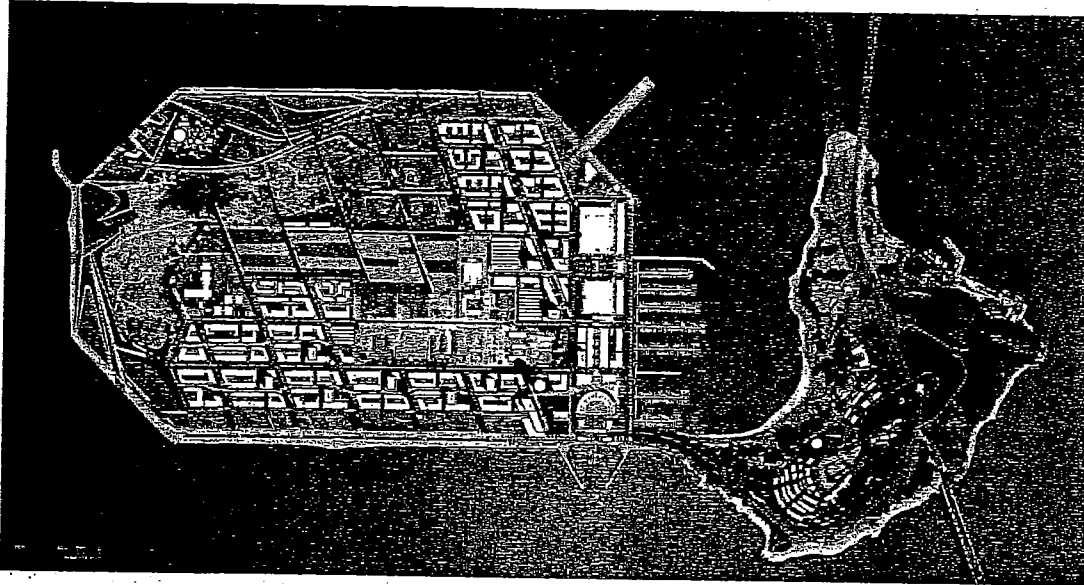
*History of Treasure Island.* Treasure Island was constructed between 1937 and 1938 with the ultimate goal of becoming the future San Francisco airport. Its first use was as the site for the 1939-1940 Golden Gate International Exposition, or the San Francisco World's Fair. When the United States became involved in World War II, all of Treasure Island and portions of Yerba Buena Island were transferred to the U.S. Navy for use as a military facility, called Naval Station Treasure Island. After serving as a center for receiving, training and dispatching service personnel during World War II, NSTI was subsequently used for more than 50 years as a location for naval training and as an administrative center. In 1993, NSTI was selected for closure by the Base Realignment and Closure ("BRAC") Commission and the base was operationally closed in 1997.

*Development Plan and Development Program.* The Development Plan contains a variety of land uses that promote both a new San Francisco neighborhood and a major new destination for local, regional, national and international visitors, consistent with the original policies, goals and objectives of the 1996 Reuse Plan that have continued to be refined over the past ten years through the extensive public planning and review process. The four primary components of the land use plan continue to be (i) residential, (ii) open space and recreation, (iii) commercial and adaptive reuse, and (iv) community and public facilities. The development program includes the following specific components:

- Geotechnical stabilization of certain portions of Treasure Island and the causeway connecting it to Yerba Buena Island, as well as addition of fill to raise the surface elevation on those portions of Treasure Island that are to be developed to address flood protection and potential future sea level rise as more particularly described in the Infrastructure Plan;
- Up to approximately 6,000 residential units, of which approximately 5% percent will be Inclusionary Units constructed in accordance with the Housing Plan (with at least an additional 2,000 units to be designed, constructed and completed by the Authority, TIHDI and Qualified Housing Developers);
- Up to approximately 140,000 square feet of new commercial and retail space with accessory parking in accordance with the Design for Development and other Redevelopment Requirements;
- Up to approximately 100,000 square feet of new office space with accessory parking in accordance with the Design for Development and other Redevelopment Requirements;
- Adaptive reuse of Buildings 1, 2, and 3 on Treasure Island with up to 311,000 square feet of commercial/flex space;
- Adaptive reuse of certain of the historic buildings on Yerba Buena Island;
- Retention and reuse of the Chapel on Treasure Island;
- Up to approximately 500 hotel rooms or fractional interest units;
- New and/or upgraded public facilities, including a joint police/fire station on Treasure Island, a school, facilities for the Treasure Island Sailing Center, and other community facilities as more particularly described in the Community Facilities Plan;
- New and/or upgraded public utilities, including the water distribution system, wastewater collection system, recycled water system, and storm water collection and treatment system as more particularly described in the Infrastructure Plan;
- Up to approximately 300 acres of parks and public open space, as more particularly described in the Parks and Open Space Plan;
- New and/or upgraded streets and public ways as more particularly described in the Infrastructure Plan;
- Bicycle, transit, and pedestrian facilities as more particularly described in the Transportation Implementation Plan;



- Landside services for the Marina as more particularly described in the Infrastructure Plan and Community Facilities Plan;
- A ferry quay/bus intermodal transit center (Transit Hub) as more particularly described in the Transportation Implementation Plan.



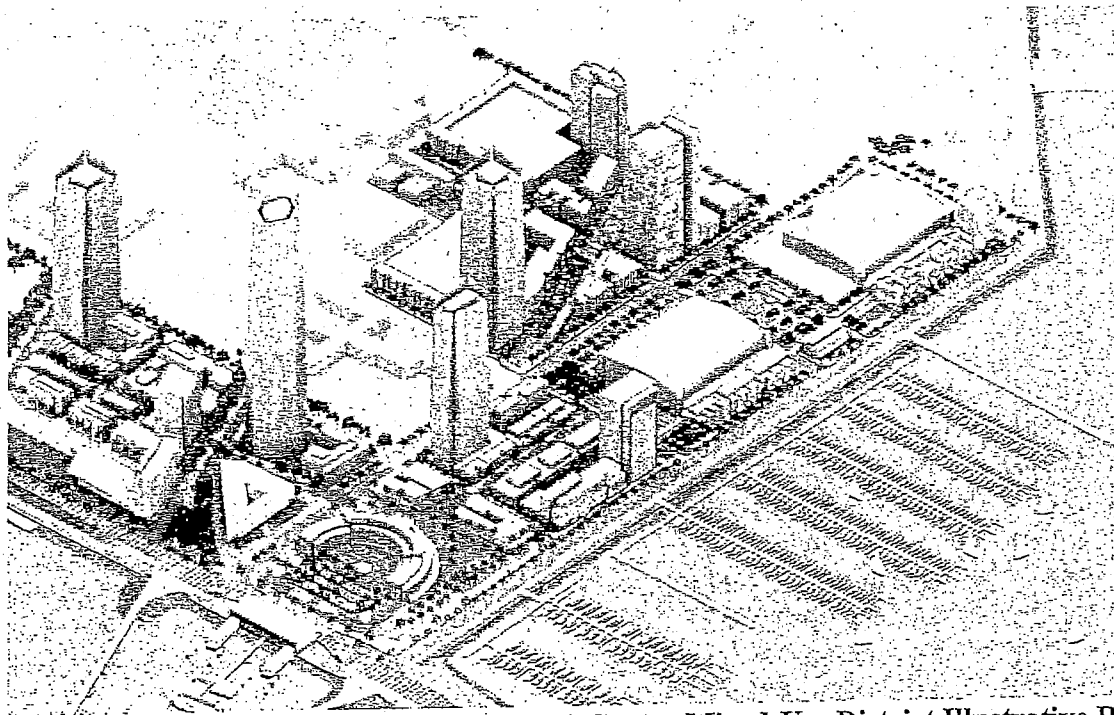
**Illustrative Conceptual Land Plan**

**Land Use and Urban Design Concepts.** The redevelopment of Treasure Island requires the complete transformation of a physical environment which today retains the character of a former military base. With the exception of the historic structures, the Chapel, the Treasure Island Elementary School, the Delancey Street Life Learning Academy and the Job Corps campus (which is outside of the Authority's jurisdiction) it is expected that all of the existing structures on Treasure Island will be deconstructed in phases commensurate with new development, creating the opportunity for an entirely new urban environment. The densest development will be focused around an intermodal transit hub, including a newly created ferry quay on the west side of Treasure Island. Buildings, streets and open spaces will be oriented to respond to Treasure Island's unique microclimate of wind, sun and fog, accomplished, in part, by shifting the conventional street grid to orient certain streets 68 degrees, as opposed to the typical orthogonal traditional urban street grid. The project will create a compact neighborhood with public open spaces and land uses that are organized to encourage walking, bicycling and public transit and discourage the use of private automobiles. Public and private art will be integrated throughout the project. Specifically, Treasure Island will be comprised of the following districts:

**Island Center.** The Island Center would occupy the southern portion of Treasure Island and would abut the southern/southeastern boundary of the Jobs Corps campus. This new neighborhood would feature a dense mix of retail, restaurant, office, hotel, residential, transit and community services uses. The ferry quay/intermodal transit hub would be located in the Island Center at the

southwestern shore of Treasure Island. A pedestrian and vehicular network of streets and pathways is planned between the ferry quay and Clipper Cove around and through Buildings 1, 2 and 3. The highest densities and tallest buildings are proposed in this district. Proposed new buildings have been designed to complement and integrate the adaptive reuse of the historic structures into the overall character and feel of the district. A residential tower up to 450 feet tall is proposed.

**Residential Neighborhoods.** The Cityside and Eastside districts would provide high-density residential land uses adjacent to the retail and transit services in the Island Center. The Cityside district would occupy the western portion of Treasure Island and would abut the western and northern boundaries of the Job Corps campus. The Eastside neighborhood would be adjacent to and northeast of the Island Center. Individual neighborhood blocks would consist primarily of dense, low-rise structures of up to 70 feet and mid-rise buildings of between 70 and 125 feet, with neighborhood high-rise towers (up to 240 feet) serving as neighborhood markers, and located to maximize sunlight and mitigate wind on planned neighborhood parks. Housing in the Cityside neighborhood would be east of the Waterfront Park along the shoreline and sited around neighborhood parks of approximately 0.1 to 0.3 acres. The Eastside neighborhood housing would form the border of a six-block-long linear park. The buildings would be spaced to enhance views and preserve view corridors and would contribute to a varied skyline when seen from San Francisco and the East Bay. Community and commercial spaces would be permitted at the ground-floor level of some of the buildings.

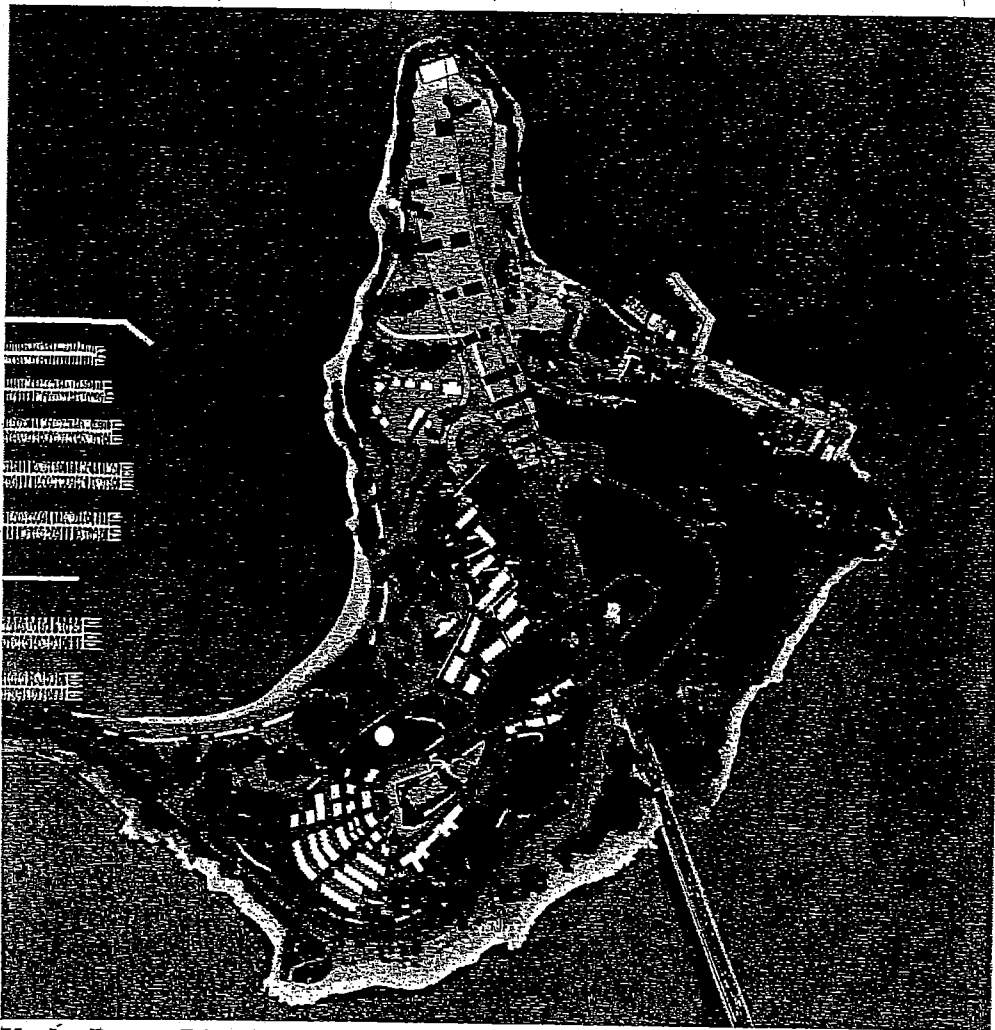


**Island Center Mixed-Use District Illustrative Rendering**

**Yerba Buena Island.** Development on Yerba Buena Island would include limited uses and much lower densities than those planned for Treasure Island. A wellness lodging facility/hotel is planned, and the historic Nimitz House and eight other Senior Officers' Quarters (collectively, the

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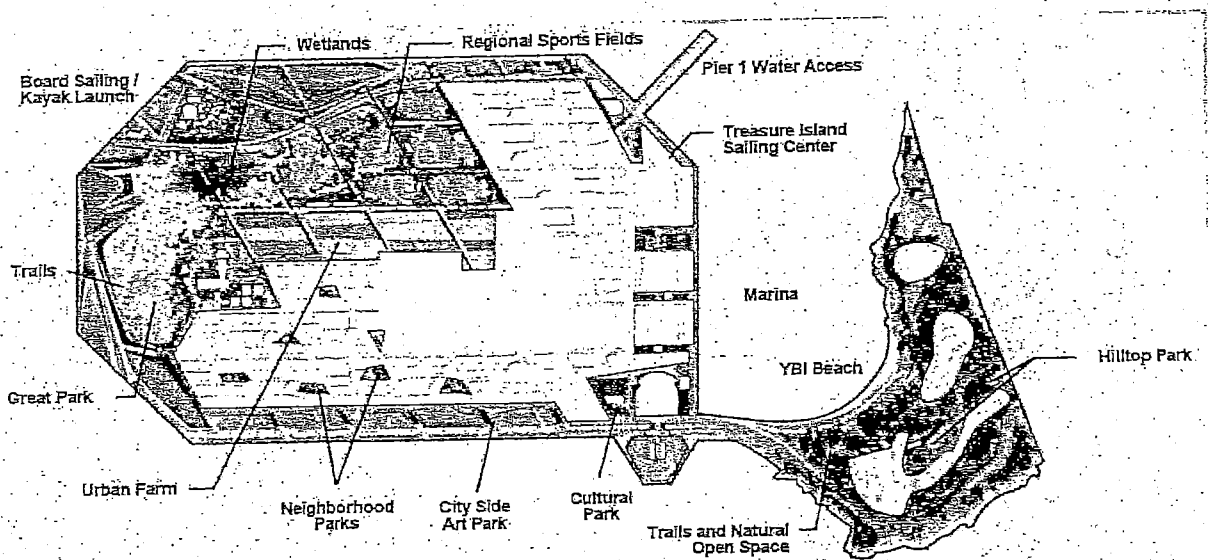
"Great Whites"), and the Torpedo Storehouse would be rehabilitated and programmed for public uses. New residential development (approximately 200 to 300 units) would be clustered and placed primarily on the sites of existing buildings, replacing the 100 existing housing units. The development would consist of predominantly low-rise buildings, stepping down hillsides, and would be designed to preserve and enhance views from and of the new hilltop park. Building height limitations would ensure that development would not substantially interfere with existing views, as they existed on January 1, 2010, from the proposed new Trust Lands on the eastern and western hilltop public park areas. New structures would be designed to complement Yerba Buena Island's natural conditions and would not restrict access to the hillside open spaces and trail network. An adaptive management strategy for preserving, restoring and enhancing habitat would be implemented over the course of the build-out of the project, and would continue over the long term.



Yerba Buena Island - Illustrative Conceptual Land Plan

*Open Space.* The system of open space on Treasure Island would include neighborhood- and visitor-serving parkland, ecological, recreational, neighborhood, and cultural areas. The

approximately 300 acres of open space would include a wide variety of programmed and natural habitat elements, including public spaces and recreation areas; shoreline trails and access improvements, including the proposed extension of the San Francisco Bay Trail from the Bay Bridge bicycle and pedestrian path on the new East span, down Yerba Buena Island, and around the entire perimeter of Treasure Island; a stormwater wetland of about 10 to 15 acres to provide water quality treatment and natural habitat; an urban farm of approximately 20 acres; a cultural park adjacent to Building 1; the Building 1 Plaza adjacent to the ferry quay and Transit Hub; a pedestrian promenade along Clipper Cove on the south shoreline of Treasure Island; preserved and new wildlife habitat on Yerba Buena Island; and a new hilltop park with vista points, overlooks, and trails on Yerba Buena Island. Also included in the 300 acres of open space are approximately 30-40 acres proposed on the east side of Treasure Island for a regional sports complex with baseball, softball, and soccer fields, as well as other sports facilities. The Waterfront Plaza, Cityside Waterfront Park, Northern Shoreline Park, Eastern Shoreline Park, and Clipper Cove Promenade would provide extensive public access to the shoreline on all sides of Treasure Island. A Habitat Management Plan ("HMP") is proposed to manage and improve vegetation and wildlife habitat in the undeveloped areas on Yerba Buena Island. The gardens adjacent to the historic Nimitz House on Yerba Buena Island would be improved as part of the open space program.



Open Space Framework Diagram

## II. PLANNING PROCESS SUMMARY

This section is intended to provide a summary of the extensive public planning process that started in 1993, when NSTI was selected for closure, up to the present.

*Base Closure and Initial Reuse Planning for Treasure Island.* In 1993, Congress and the President selected NSTI for closure and disposition by the Base Realignment and Closure Commission acting under Public Law 101-510, 10 U.S.C. §2687 and its subsequent amendments ("BRAC"). The Department of Defense subsequently designated the City, and later the Treasure

Island Development Authority ("TIDA" or the "Authority"), as the Local Reuse Authority ("LRA") responsible for the conversion of NSTI under the federal disposition process.

In 1994, a Citizen's Reuse Committee ("CRC"), representing a broad spectrum of community interests, was formed to review reuse planning efforts regarding Treasure Island for the San Francisco Planning Department, the San Francisco Redevelopment Agency, and the Board of Supervisors. This planning effort resulted in the establishment of a Draft Reuse Plan for Treasure Island that was endorsed in 1996 by the Mayor, the BOS and the Planning Commission. The 1996 Draft Reuse Plan operated like a "general plan" for Treasure Island, identifying opportunities and constraints and policy goals and recommendations related to the redevelopment effort. The goals and policies recommended in the Draft Reuse Plan continue to guide the planning for Treasure Island and are reflected in the 2006 Development Plan and Development Plan Update.

Also in 1996, the City finalized the 1996 TIHDI Agreement as part of the homeless component of the Reuse Plan. Among other things, the 1996 TIHDI Agreement (1) gave TIHDI certain rights to participate in economic development opportunities on Treasure Island, (2) facilitated implementation of a permanent employment program related to TIHDI's activities, (3) gave TIHDI certain rights to both temporary and permanent housing in support of TIHDI's programs, and (4) provided TIHDI with financial support. The Authority, THE DEVELOPER and TIHDI have worked together closely to ensure that the Development Plan Update is consistent with the TIHDI Term Sheet.

***Treasure Island Development Authority Created.*** One of the key recommendations from the reuse planning process was for the City to create a single-purpose authority to govern the redevelopment of Treasure Island. The Treasure Island Development Authority was created in 1997 to serve as that entity. Under the Treasure Island Conversion Act of 1997 (the "Act"), the California Legislature (1) designated the Authority as a redevelopment agency under California Community Redevelopment Law with authority over Treasure Island, and (2) with respect to those portions of Treasure Island that are subject to the Tidelands Trust, vested in the Authority the authority to administer the Tidelands Trust in accordance with the terms of the Act.

***Treasure Island/Yerba Buena Island Citizens Advisory Board.*** The CAB was formed in 2000 to provide broad-based community policy guidance and oversight regarding the redevelopment of Treasure Island. The CAB has 25 members, including four members of the CAB who must be residents of the Island. Since its inception, the CAB has held more than 100 meetings regarding the redevelopment of Treasure Island.

***Selection of Master Developer.*** Another key recommendation from the reuse planning process was that the redevelopment of Treasure Island should be planned and implemented as a public/private partnership in collaboration with a private "master developer." Accordingly, on June 14, 2000, the Authority authorized the issuance of a Request for Qualifications ("RFQ") regarding the master development of Treasure Island. The RFQ contemplated the issuance of a Request for Proposals ("RFP") to those respondents who met the qualifications under the RFQ. Based on review of the submittals to the RFQ by the CAB, staff and a team of consultants, the Authority selected Treasure

Island Community Development, LLC ("TICD" or "Developer") as the most qualified to proceed to the RFP phase.

After an extensive public process of drafting the RFP with direct input from the CAB, the Authority issued a focused RFP in April 2002. After almost another year of intensive analysis and numerous public meetings, on March 12, 2003, the Authority determined that the Developer's final response to the focused RFP met the criteria set forth in the RFP and warranted the Authority entering into exclusive negotiations with the Developer. On June 1, 2003, the Authority entered into an Exclusive Negotiating Agreement with the Developer, which was amended and restated in September 2006, and further amended most recently in March 2010 (the "ENA"). All together, the public process of reviewing the form of and the responses to the RFQ, the RFP and the ENA involved nearly 60 public meetings.

***Development Plan and Term Sheet Endorsed.*** In December 2006, the Development Plan was endorsed by the Treasure Island CAB by a vote of 16-0-1, by the Authority Board by a vote of 6-0 and by the BOS by a vote of 10-1. The 2006 Development Plan and Term Sheet anticipated the need to reach agreement with the Navy on the economic terms of the transfer of the property to the Authority, which would then have to be incorporated into the redevelopment project budget.

***Development Plan Updated.*** The 2006 Development Plan was updated pursuant to the 2010 Development Plan Update that (i) the TICAB voted 15 to 1, with one abstention, to endorse on April 6, 2010, (ii) the Authority Board voted 7 to 0 to endorse on April 7, 2010, and (iii) the BOS voted 11 to 0 to endorse on May 18, 2010. The 2006 Development Plan and the 2010 Development Plan Update are collectively referred to as the "Development Plan."

***Navy Conveyance Agreement Endorsed.*** In August 2010, Mayor Gavin Newsom, House Speaker Nancy Pelosi, and U.S. Secretary of the Navy Ray Mabus endorsed the terms for the conveyance of the property from the Navy to the City, as outlined in EDC MOA Terms.

***DDA Negotiations with the Developer.*** Office of Economic and Workforce Development staff have been negotiating the terms of a final Disposition and Development Agreement with the Developer, in order to implement the Project by providing for the disposition and development of the Project Site after the Navy's transfer of NSTI to the Authority in accordance with the Conveyance Agreement. The DDA describes those elements of the Project that Developer is permitted, and in some cases, obligated to construct, and contemplates various additional Project benefits, such as the expanded marina, and affordable housing to be developed by the Authority and TIHDI member organizations. The DDA provides for a mixed-use development that is in furtherance of and consistent with the Reuse Plan, the Development Plan, and the TIHDI Agreement, and is consistent with the City's General Plan and the eight Priority Planning Policies.

***Public Review.*** Since 2000, the Project has been presented and reviewed by the Treasure Island community and other stakeholders at over 250 public meetings, including those held before the CAB, Authority Board, the Board of Supervisors, the Planning Commission and in other local forums.

### III. PROJECT ACTIONS SUMMARY

The following are actions before the Committee today:

- A) Land Use Actions
  - a. General Plan Amendments
  - b. Planning Code Amendments
  - c. Zoning Map Amendments
  
- B) Process and Implementing Agreements
  - a. Subdivision Code Amendments
  - b. Development Agreement
  - c. Disposition and Development Agreement and Interagency Cooperation Agreement
  - d. Treasure Island Homeless Development Initiative Agreement
  - e. Transportation Implementation Plan
  
- C) Land Assembly Agreements
  - a. Navy Conveyance Agreement
  - b. Trust Exchange Agreement
  
- D) CEQA Findings

#### A) LAND USE ACTIONS

##### a. General Plan Amendments

On March 3, 2011 the Planning Commission approved Resolution No. 18291 to initiate the preparation of amendments to the General Plan. Amendments to the General Plan are primarily updates in nature, as well as proposing the adoption of a Treasure Island/Yerba Buena Island Area Plan. In reviewing the Project against the General Plan, Planning Department staff conducted a review of the General Plan, and all of its elements and figures. While Planning Department staff did not find any significant inconsistencies with the objectives, policies, and figures throughout the General Plan, there were minor figure and map amendments needed in the Recreation and Open Space Element, the Transportation Element, Housing Element, Urban Design Element, Land Use Index, Commerce and Industry Element and other maps and figures. To further assure consistency between the General Plan and the Project, Planning staff has prepared a draft Treasure Island/Yerba Buena Island Area Plan. This Area Plan provides General Plan policy frameworks for the Project drawing from themes and policy language found throughout the General Plan; this new Plan clearly establishes that the proposed mix of uses are contemplated by the General Plan. The proposed General Plan Amendments also amend several maps throughout the General Plan. (See File 110228)

**b. Planning Code Amendments**

On March 3, 2011 the Planning Commission approved Resolution No. 18292 to initiate the preparation of amendments to the Planning Code. The proposed text amendments to the Planning Code establish the Treasure Island/Yerba Buena Island Special Use District and the TI Height and Bulk District. The new SUD works in conjunction with the Treasure Island/Yerba Buena Island Design for Development document to regulate development of the Project and includes regulations on land use controls, building bulk and setbacks, parking, interim and temporary uses, permitted and conditional uses, building height, bulk and setback. The SUD establishes the review and entitlement process for Vertical Development in the SUD, including design review by the Planning Commission of all large buildings and discretionary powers by the Planning Commission for granting any Major Modifications to established standards in the SUD or Design for Development and for granting Conditional Uses for specified land uses. The SUD also sets forth the process by which the Planning Department will work with TIDA to review applications for development of the Project subject to the Tidelands Trust, over which TIDA has jurisdiction. The Planning Code amendments also include the establishment of the new "TI" special height and bulk district which refers to the rules of the SUD and the Design for Development, and other minor amendments to recognize the new zoning and height/bulk districts in relevant sections of the Code. (See File 110229)

**c. Zoning Map Amendments**

On March 3, 2011 the Planning Commission approved Resolution No.18293 to initiate the preparation of amendments to the Zoning Maps of the Planning Code. Consistent with the Planning Code text changes, the proposed map amendments designate parcels within the project site and specific to the Treasure island/Yerba Buena Island Development Project. These Map Amendments establish designated zoning districts and height zones for Treasure Island, which range between 25 ft to 450 ft, consistent with the SUD and Design for Development Document, and establish the Special Use District. (See File 110227).

**B) PROCESS AND IMPLEMENTING AGREEMENTS**

**a. Subdivision Code Amendments**

The proposed subdivision code amendments provide a framework for the submission, review, and approval of subdivisions and the associated public infrastructure for property within Treasure Island and Yerba Buena Island. (See File 110230)

**b. Development Agreement**

The Development Agreement ("DA") is a contract between the City and County of San Francisco and the Developer governing the obligations of both parties related to the development of the Project. The DA includes provisions with regard to fees, exactions, review, remedies and dispute resolution, as well as provides the vested right for the Developer to develop the Project in accordance with the Treasure Island/Yerba Buena Island Area Plan, the Treasure Island/Yerba



Buena Island Special Use District, and any other applicable transaction documents and Project approvals. (See File 110226)

c. Disposition and Development Agreement and Interagency Cooperation Agreement

The Disposition and Development Agreement (“DDA”) is the primary legally binding document between TIDA and the Developer that governs the Developer’s right to develop the Project in accordance with all of the other corresponding land use and entitlement documents including the Housing Plan, Design for Development, Financing Plan, Land Use Plan, Phasing Plan, Transportation Plan, Open Space Plan and Community Facilities Plan. The DDA is based on a “horizontal” land development transaction model. Under this model, land is the asset that is being improved and sold by the Developer in return for the delivery of a public benefits package, including 25% affordable housing, a transition housing program for existing qualified households, 300 acres of parks and open space, geotechnical stabilization and sea level rise improvements, transportation infrastructure, a ferry quay/bus intermodal transit center (Transit Hub), geotechnical stabilization of certain portions of Treasure Island and the causeway connecting it to Yerba Buena Island and a comprehensive jobs and economic development opportunities for disadvantaged San Franciscans.

The DDA sets forth conditions for the transfer of land within the Project to the Developer that mirrors the phasing requirements. Generally, TIDA will not convey title to any parcel within the Project to the Developer until a Sub-Phase Application for such Sub-Phase has been approved and the Developer has satisfied the conditions to close of escrow under the DDA and the Design Review and Document Approval Procedure, and provides financial guarantees to TIDA for the completion of all infrastructure and related public benefits included in that Sub-Phase.

The other key exhibits and attachments to the DDA are:

- The *Housing Plan* describes the process and requirements for the development of approximately 8,000 homes on the Project Site and is designed to provide new housing opportunities for households of diverse income, ages, lifestyles and family size. It provides that twenty five (25%) of the Total Units (or, 2,000 of 8,000 Total Units) will be Below-Market Rate Units, including Treasure Island Homeless Development Initiative (“TIHDI”) Housing, TIDA Housing and Inclusionary Housing. The balance of the housing in the Project, approximately 6,000 Market Rate Units, will include a variety of unit types
- The *Infrastructure Plan* establishes the design and construction standards, performance criteria and specifications regarding the Developer’s responsibility for public infrastructure within the Project, including site grading, street layouts and improvements, wet utilities (separated sanitary sewer, separated storm drainage, auxiliary water supply system, low pressure water system and recycled water systems), dry utility layouts, location and improvements for parks and open space, and storm drainage. The Infrastructure Plan also requires the geotechnical stabilization of certain portions of Treasure Island and the

causeway connecting it to Yerba Buena Island, and addition of fill to raise the surface elevation on those portions of Treasure Island that are to be developed to address flood protection and potential future sea level rise. The plan also discusses new and/or upgraded public utilities, including the water distribution system, wastewater collection system, recycled water storage and distribution system, storm water collection and treatment system, and Developable Lots to accommodate the Wastewater Treatment Facility and other PUC improvements.

- The *Parks, Open Space, and Habitat Concept Plan* (“*Open Space Plan*”) describes over 300 acres of parks, open space and recreation areas which will be included in the Project.
- The *Financing Plan* establishes the agreement between the Developer and TIDA for the use of tax increment generated by the Project Areas to finance public improvements and other costs permitted by law through Infrastructure Financing Districts (IFDs). The public improvements include Infrastructure described in the Infrastructure Plan and affordable housing, described in the Housing Plan. The Financing Plan also provides for the creation of Mello-Roos Community Facility Districts Act under which special taxes will be levied against private property (excluding TIDA affordable housing parcels), to finance public improvements and other costs permitted by law.
- The *Design Review and Document Approval Procedure* (“*DRDAP*”), under which TIDA will review all development within the Project Area, including “Major Phases,” “Sub-Phases,” consisting of the specific plan for each block, with related infrastructure and open space improvements.
- The *Jobs and Equal Opportunity Program* is designed to direct the 2,500 – 3,000 permanent jobs and thousands of construction jobs to be created to disadvantaged residents including formerly homeless individuals and disadvantaged San Francisco residents. It also provides economic development opportunities for disadvantaged small businesses and revenue-generating opportunities for TIHDI’s member organizations.

This development will be built-out over the next 20+ years. To facilitate the orderly development of the Project site, the Project’s Interagency Cooperation Agreement (or ICA) between the City departments and TIDA provides a process for the review, approval and acceptance of infrastructure similar to the ICA adopted for Mission Bay. The City agencies and departments who have discretionary approval rights, and thus are signatories to the ICA, are: Department of Public Works, San Francisco Municipal Transportation Authority, San Francisco Public Utilities Commission, and the San Francisco Fire Department. (See File 110291)

#### **d. Treasure Island Homeless Development Initiative Agreement**

Federal law governing the closure and reuse of former military bases requires the established Local Reuse Authority, in the case of former Naval Station Treasure Island, TIDA, to propose a plan that

provides for the use of buildings, property and other resources on and off the base to assist homeless persons in the community. Based on this, the Treasure Island Homeless Development Initiative ("TIHDI") was formed in 1994 as a coalition of member organizations.

Upon TIHDI's formation, the City and TIHDI then developed the Base Closure Homeless Assistance Agreement ("1996 TIHDI Agreement"), which outlined the terms for TIHDI's use of facilities and resources to fill gaps in the continuum of care for homeless individuals and families in the City. The terms of this agreement were updated and included in the 2006 Development Plan and Term Sheet For The Redevelopment Of Naval Station Treasure Island ("2006 Term Sheet") and in the 2010 Term Sheet for Amended and Restate Based Closure Assistance Agreement ("2010 Term Sheet Update"), both endorsed by the CAB and TIDA Board.

The TIHDI Agreement is composed of Housing, Employment, Economic Development, and Support Facilities Components, which describe in detail the terms under which TIHDI will be able to:

1. Continue to utilize 250 units of existing former military housing on an interim basis to house and provide services to formerly homeless individuals and families.
2. Build 250 new replacement housing units in early phases of the project in partnership with Qualified Housing Developers with land at no cost, funding from the project, and in locations generally distributed throughout the Project Area.
3. Receive land at no cost to build up to an additional 185 units of housing for formerly homeless individuals and families.
4. Receive certain rights to economic development opportunities for its residents and member organizations.
5. Participate as the Job Broker in an employment program that will enable formerly homeless and disadvantaged San Franciscans to obtain construction and permanent jobs on Treasure Island through partnerships with CityBuild, TIDA, THE DEVELOPER, and the Project's developers, contractors and commercial tenants.
6. Receive continuing financial support and space for administrative and operational functions.

(See File 110289)

**e. Transportation Implementation Plan**

The Transportation Implementation Plan is the result of a eight-year community based planning process with key stakeholders including the CAB, TIDA, SFMTA, the San Francisco County Transportation Authority, the Planning Department, the Department of Public Health, Bay Area Toll Authority, the Bay Conservation and Development Commission, Association of Bay Area Governments, as well as members of key transportation advocacy organizations, including the SF Bicycle Coalition and the Sierra Club. By definition, Treasure Island and Yerba Buena Island are physically separated from most transit and roadway networks serving the City and region, and access for pedestrians and bicyclists is very limited. Currently, the Islands are served by only one Muni line, the 108, which connects to mainland San Francisco at the Transbay Transit Terminal. This limited access is both a top community concern and an opportunity to redevelop the Islands as

a unique, transit-oriented community that limits automobile access and its impacts on the Bay Bridge and promotes transit access via ferry and bus, and plans for bicycle access via new paths on the Bay Bridge.

Traffic impacts on the Bay Bridge are managed through several innovations:

- congestion pricing program and metering at the Bay Bridge ramps to manage traffic volumes entering and exiting the Bridge in the peak period,
- the monitoring and adjustment of these mechanisms demands of the Island over time, and
- the complementary and systemic provision of transit services as the primary means of accessing the Island

A cornerstone of the Treasure Island Transportation Implementation Plan is the Intermodal Transit Hub, where ferries and buses operate frequently to connect both San Francisco and the East Bay to Treasure Island. Once on the Island, transit riders are met with an extensive network of shuttles, bicycle libraries, car sharing and pedestrian pathways to reach every corner of both Treasure Island and Yerba Buena Island. Streets are designed to be pedestrian-friendly, and in the case of the Shared Public Ways, pedestrian-primary, and an array of Class I, II and III bicycle routes provide extensive on-Island access. With the majority of housing units, services and destinations within a 10-minute walk of the Intermodal Transit Hub, walking and bicycling becomes a truly viable and sustainable link for transit trips off the Island.

The Hub also provides ample space to accommodate the important transit activities of bus-to-shuttle transfers, bus layover, through auto traffic circulation and the highest density of pedestrians and cyclists. Radiating from the Hub is a Class I (fully separated from auto traffic) system of bicycle paths around the Island perimeter and across the Causeway to Yerba Buena Island. Neighborhoods are connected to the Hub with major streets designed to accommodate pedestrians, bicycles, shuttles, private automobiles and emergency vehicles, as well as shared public ways that provide private shortcuts and quieter, calmer links to open spaces and residences. With residential parking "unbundled" (requiring a purchase or lease separately from the housing unit) a congestion pricing fee for leaving the Island during peak periods, and built-in subsidies to purchase transit passes, residents are presented with incentives and rewards to adopt a "Transit-First" lifestyle. An on-Island Transportation Management Office provides further assistance to residents, workers and visitors who use alternative means of transportation to make all types of trips.

These characteristics support the key transportation objectives of the Project:

- Transportation infrastructure on the Island will be designed around opportunities to safely and comfortably walk and bike as primary modes;
- Transit services to and from the Island will operate throughout the day, evening, and weekends at high levels of service consistent with meeting demand and providing high-quality alternatives to the private automobile;
- Automobile use will be discouraged via parking policies, congestion pricing, and other policies such as ramp metering;

- The plan will be financially viable; and
- Transportation services and pricing will be managed over time to meet the real-time needs of residents and visitors to Treasure Island.

The planning for this transit-oriented, sustainable bicycle and pedestrian-friendly community has ensured consistency with SFMTA's transportation programs, including the Transit Effectiveness Project, the Bicycle Plan, the Better Streets Program, and related agency policies regarding transit priority, traffic calming, parking and traffic management. The provisions for ferry service, East Bay bus service and Bay Bridge vehicular access has similarly been informed by the regional agencies of WETA, AC Transit and Caltrans. Integrating the transportation policies and infrastructure in a cost-effective, sustainable and strategically viable implementation plan helps ensure that all Treasure Island transportation services are closely coordinated with the phased build-out of the development, and provides for long-term management and operation of these networks during and after Project build-out. (See File 110517)

### **C) LAND ASSEMBLY AGREEMENTS**

#### **a. Navy Conveyance Agreement**

In August 2010, Mayor Gavin Newsom, House Speaker Nancy Pelosi, and U.S. Secretary of the Navy Ray Mabus endorsed the terms for the conveyance of the property from the Navy to the City, as described in the draft Economic Development Conveyance Memorandum of Agreement ("EDC MOA"), which is based on the Terms of Economic Development Conveyance Memorandum of Agreement for Transfer of Property with United States Navy ("EDC MOA Terms") that the CAB, TIDA Board and Board of Supervisors endorsed in Spring 2010. The EDC MOA outlines the key economic and other terms associated with transferring the property from the Navy to the Authority. The consideration for the property is based on a guaranteed, fixed initial payment plus additional consideration subject to the project achieving certain financial benchmarks. One very important concept that merits highlighting is the fact that the EDC MOA is structured such that the developer, TICD, will make all payments to the Navy on behalf of the Authority. Furthermore, the City will not be required to fund any of the consideration to the Navy and the City's General Fund is insulated from any obligation to pay on behalf of the Authority. The consideration to the Navy essentially becomes a project land cost and is funded in the same manner as other infrastructure and land preparation costs. (See File 110290)

#### **b. Public Trust Exchange Agreement**

TIDA will enter into a land exchange agreement for Treasure Island and Yerba Buena Island ("Trust Exchange Agreement") with the State Lands Commission for the purpose of improving and confirming the configuration of lands within the project site that are subject to the public trust for commerce, navigation and fisheries ("public trust" or "trust"), and lifting the trust from the remainder of the project site. Under the DDA, the Developer is required to perform such underlying actions as may be required for TIDA to fulfill certain obligations under the Trust Exchange Agreement. The exchange does not include the Job Corps parcel on Treasure Island, but

the Trust Exchange Agreement provides that it may be included in the future if it is transferred out of federal ownership. Following these conveyances, TIDA would hold the trust lands as trustee, subject to the terms and conditions of the legislative grant in the Exchange Act.

#### **D) CEQA FINDINGS**

Lastly, prior to when the Committee considers the above described implementing actions, it must first consider adoption of CEQA findings, as well as a statement of overriding considerations, for the Project. CEQA Findings include the alternatives and variants, mitigation measures and significant environmental impacts analyzed in the Environmental Impact Report, overriding considerations for approving the Project, denoted as Attachment A to the Resolution, and a proposed mitigation monitoring and reporting program, denoted as Attachment B. (See File 110328)

## EXHIBIT A: TREASURE ISLAND/YERBA BUENA ISLAND AREA PLAN

### INTRODUCTION AND PURPOSE

Treasure Island and Yerba Buena Island (collectively the "Islands") are located in the San Francisco Bay, about halfway between the San Francisco mainland and Oakland. The Islands together consist of approximately 550 acres. Direct access to Yerba Buena Island is currently provided only by the Bay Bridge, which is linked to Treasure Island by a causeway.

Treasure Island was originally constructed in 1937 as a possible site for the San Francisco Airport, but was first used to host the Golden Gate International Exposition from 1939-1940. Shortly thereafter in World War II, the United States Department of Defense converted the island into a Naval Station, former Naval Station Treasure Island ("NTSI"). NTSI was owned by the United States Navy and operated as an active military base for more than five decades until it was closed by the Base Realignment and Closure Commission in 1993 and ceased operations in 1997. Subsequent to the closure of NTSI the Navy transferred 37 acres in the center of Treasure Island to the Department of Labor for the Job Corps Facility. Additionally, 39 acres on Yerba Buena Island is owned and operated by the U.S. Coast Guard and 18 acres by the Federal Highway Administration.

In 1997 the State legislature passed AB 699, the Treasure Island Conversion Act, which designated the Treasure Island Development Authority ("TIDA") as a redevelopment agency under California Community Redevelopment Law with authority over NTSI and vested in TIDA the authority to administer the Public Trust for property on NTSI subject to the Public Trust. TIDA is a City agency responsible for administration of the development of the Islands, which will be implemented through a Disposition and Development Agreement with a master developer, subject to the more specific land use controls set forth in the Treasure Island / Yerba Buena Island Special Use District and the accompanying Design for Development.

Planning for the reuse of the Islands has been a long and complex process. In 1994, following the closure of NTSI a Citizens Reuse Committee ("CRC") representing a broad base of community interests was formed to review reuse planning efforts for NTSI conducted by the City and make recommendations to the Planning Commission and Board of Supervisors concerning the reuse of NTSI. After two years of community planning, the CRC proposed and the City approved a reuse plan for NTSI. After the reuse plan was adopted, the CRC continued as the Treasure Island/Yerba Buena Island Citizens Advisory Board ("CAB").

The CAB has been instrumental in guiding development at the Islands. The general planning principles for the Islands were developed through numerous public workshops and meetings held over a more than 15-year period. These principles have been incorporated into the goals and objectives outlined in this Area plan and in the Treasure Island/Yerba Buena Island Design for Development.

The purpose of this Area Plan is to outline broad General Plan objectives and policies for the redevelopment of the Islands. Maps and figures provided here shall serve as the General Plan maps for the Treasure Island/Yerba Buena Island area.

### EXISTING CONDITIONS

Today the Islands are characterized by aging infrastructure, environmental contamination from former Naval operations, deteriorated vacant buildings, asphalt and impervious surfaces covering approximately 65% of the site, and few public amenities. Treasure Island consists entirely of level, filled land and includes buildings such as Buildings 1, 2, and 3 (along with Building 111, an addition to Building 3), located on the south side of the island and originally constructed for the Golden Gate Exposition. Approximately 92 post-World War II buildings remain on the island.

## TREASURE ISLAND/YERBA BUENA ISLAND AREA PLAN

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Existing land uses at Treasure Island include approximately 110 acres of residential uses, including 908 residential units (of which about 728 are occupiable), 90 acres of open space, 95 acres of parking and roads and 70 acres devoted to former institutional, retail, office and industrial uses such as a small restaurant, convenience store, event venues, child care center, film production facilities, yacht club and a wastewater treatment plant.

Yerba Buena Island is a natural island that has been used primarily by the Army, Navy and the Coast Guard. Today, Yerba Buena Island includes 97 housing units (of which 80 are occupiable), and 10 non-residential buildings including the Nimitz House, Torpedo Assembly Building and Senior Officers Quarters.

### LAND USE

**OBJECTIVE 1: REALIZE THE FULL POTENTIAL OF THE UNDERUTILIZED TREASURE ISLAND/YERBA BUENA ISLANDS BY CREATING A COMPLETE NEW NEIGHBORHOOD THAT INCLUDES FACILITIES AND AMENITIES NECESSARY TO SUPPORT A DIVERSE THRIVING COMMUNITY.**

**Policy 1.1**      The Planning Department should coordinate with the Treasure Island Development Authority (TIDA) to ensure the long-term redevelopment of Treasure Island is consistent with TIDA's policy objectives.

The Treasure Island Development Authority is the city agency responsible for administration of the development of the Islands, including acquisition of the property from the U.S. Government, disposal of portions of the property, acting as the trustee for all property that is subject to the public trust for commerce, navigation, and fisheries, and administering agreements to ensure infrastructure and associated public facilities are provided. In administering the planning and zoning for the Islands, the Planning Department should coordinate with TIDA to ensure a consistent and coherent vision is implemented for the Islands.

**Policy 1.2**      Create a balanced and complete mix of land uses.

Land use in San Francisco is to a large extent mixed use in nature. In such environments, neighborhood-serving retail, such as food stores, laundry services, and other needs, are located adjacent to residential uses. Land use mix supports community life by including places of employment, hotel and entertainment uses, service businesses, arts, education, civic uses, and open space. Job-creating uses such as offices and institutions are also nearby providing residents opportunities to find employment in close proximity to their homes. Recreation and entertainment facilities are similarly interspersed throughout neighborhoods. Likewise, commercial and retail uses are necessary to support residential uses while larger regional retail uses are discouraged. Locating such uses in close proximity to each other makes life more convenient, decreases the need for car trips, and facilitates more use of the public realm in a more intimate and communal way. It is crucial that any new development be of similar mixed-use character. The mix of uses should facilitate daily life without an automobile, and should make it possible to meet a significant portion of daily needs on foot or by bicycle.

**Policy 1.3**      Provide diverse employment and housing options.

A complete neighborhood must serve a wide variety of populations. Housing should serve a



broad range of income levels, household size, and typology preferences. It should include housing for those at different stages of life and consider housing for those with special needs. At the same time, the variety of housing types and populations served should be interspersed throughout as to avoid inadvertent spatial separation of residents of differing groups. In particular, the development should accommodate housing and services for formerly homeless families and individuals. A major theme of the development of the Islands is coordination and involvement of members and clients of Treasure Island Homeless Development Initiative ("TIHDI"). TIHDI was formed in 1994 and is a series of nine member organizations focused on providing housing, support and community services and job training and employment opportunities on the Islands and facilitate the use of resources to fill gaps in the continuum of care for homeless individuals and families. Any new development on the Islands should be closely coordinated with TIHDI to ensure that clients are included in employment and economic development opportunities associated with the new development.

Similarly, employment opportunities should include jobs along the income spectrum. Any development will provide construction opportunities over a relatively long build-out and should include other permanent job opportunities including those in administrative, managerial, professional, maintenance, social entrepreneurship and other positions.

**Policy 1.4 Provide high-density sustainable development.**

To create vital neighborhoods, it is also essential to assure density sufficient to support local retail and services and more robust transit service. Much of the land at Treasure Island consists of blighted and dilapidated buildings associated with the former Navy operations. New development on the Islands should take advantage of this unique opportunity to leverage high-density development for the revitalization of this underutilized land.

Developing at high densities is more sustainable in a variety of ways. Developing at higher densities reduces the amount of infrastructure that is needed to serve the same size population. Concentrating high-density development on part of the Islands will also enable a significant portion of the Islands to be set aside for open space and Trust-compatible uses. Concentration of development on a portion of the Islands will enable the creation of an efficient transit hub, with all of the population within close walking distance. High density development also enables the use of innovative green development construction strategies that are not efficient at lower density levels.

New development should also be conducted in ways that do not significantly compromise environmental quality, social equity or economic opportunity for the future populations. Development should explore the use of green standards for the construction of infrastructure and buildings, preserve ecology, promote transportation solutions and seek climate positive outcomes, such as the reduction of green house gas emissions and energy and resource efficiency.

**Policy 1.5 Create other community facilities to serve needs of residents on the Islands.**

Social, cultural, educational and public safety facilities should be included in the new development such as a school, a joint police/fire station and other community serving spaces which could be used for additional community programming activities or gathering space. Improvements to existing community facilities on the Islands such as the Sailing Center and

# TREASURE ISLAND/YERBA BUENA ISLAND AREA PLAN

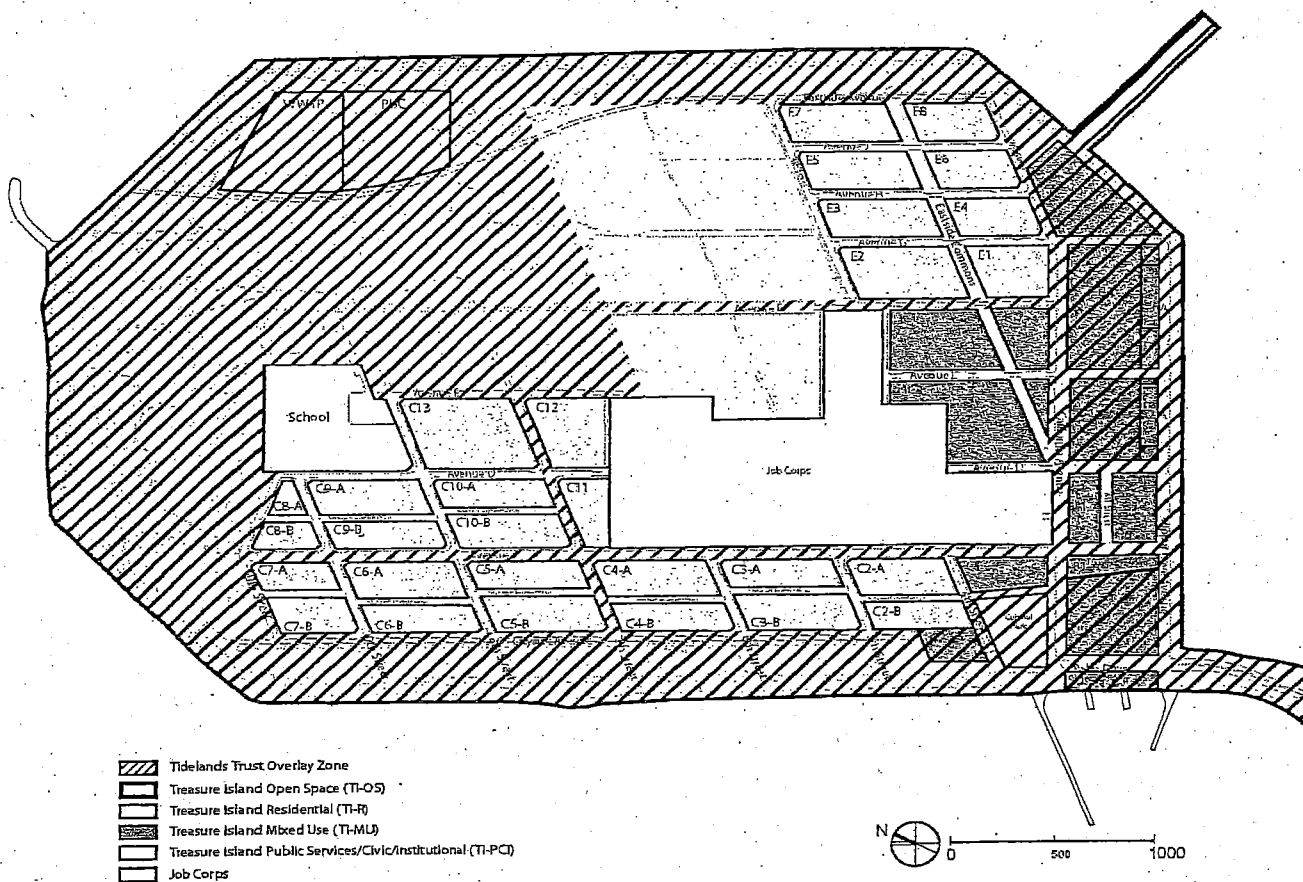
Delancey Street Life Learning Center should be encouraged to create cohesion between the existing residents on the island and new residents.

## Policy 1.6 Create a distinctive destination for the City, and the region.

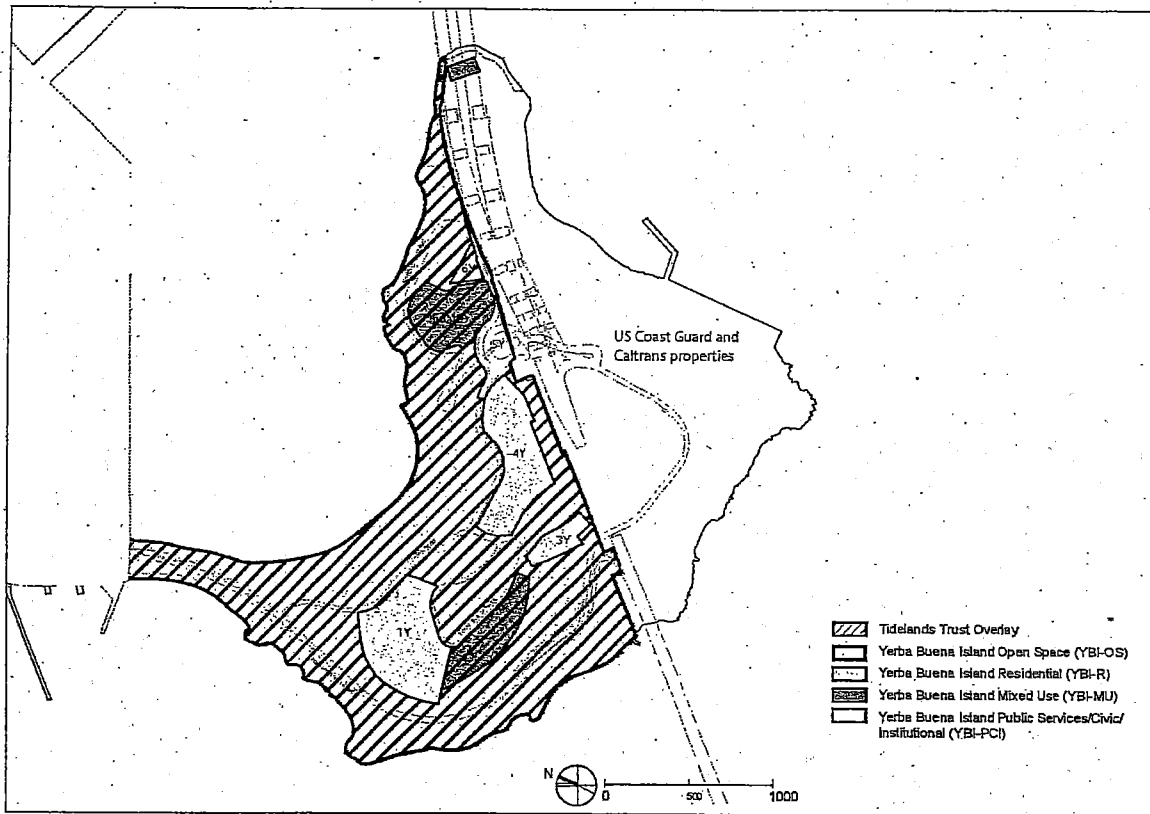
These Islands, their location in the bay and proximity to San Francisco's shoreline make it an asset of local and regional significance. The expansive Island shoreline provides a unique ability to create large areas of publicly accessible open spaces, including waterfront trails, promenades and other recreational and maritime amenities. Additionally, the natural areas on Yerba Buena Island should be enhanced.

Development should create new neighborhoods that are both distinctive and familiar with other San Francisco neighborhoods, while they respond to the unique character of the site and foster and support diverse social interactions, distinct character, economic opportunity and civic common ground.

The history of the Islands should also be celebrated as part of the development, in particular within the public realm. Celebrating the Islands helps create a unique and special identity for new development and adds overall value. Special care should be taken to support and bring new life to the Yerba Buena Island historic district.



Map 1 - Treasure Island Proposed Land Uses



Map 2 – Yerba Buena Island Proposed Land Uses

**Policy 1.7** Acknowledge the Islands’ history as part of the pattern of land use and urban design.

The history of the Islands should also be considered as part of the development. Celebrating the Islands’ history helps create a unique and special identity and adds overall value. On Treasure Island the land use pattern and urban design should seek to incorporate historic Buildings 1, 2 and 3 in a manner that reactivates them for beneficial use. On Yerba Buena Island care should be taken to support and bring new life to the Senior Officers Quarters Historic District.

**COMMUNITY DESIGN AND BUILT FORM**

**OBJECTIVE 2** CREATE A DIVERSE URBAN NEIGHBORHOOD THAT RESPONDS TO THE ISLAND AND WATERFRONT SETTING AND REFLECTS SAN FRANCISCO'S BUILT FORM AND CHARACTER IN A SUSTAINABLE AND INNOVATIVE WAY.

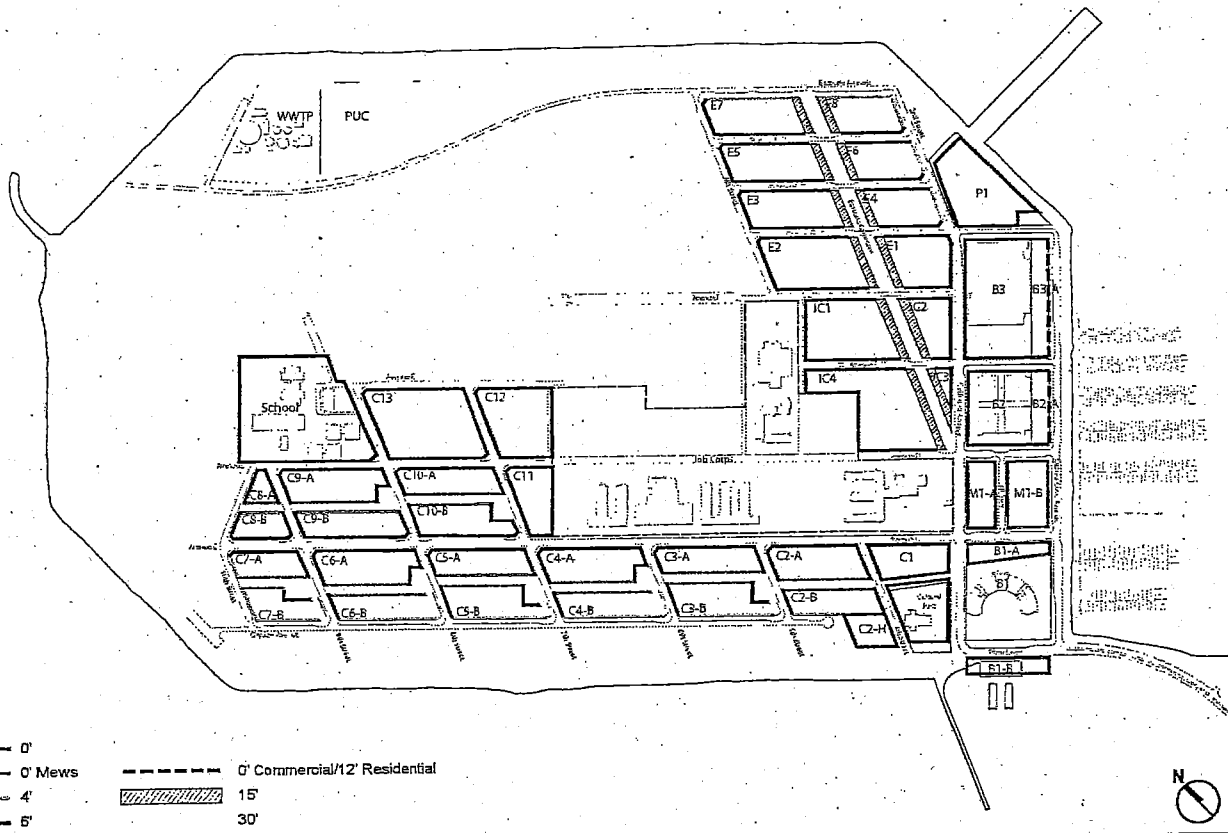
**Policy 2.1** Create a development that takes advantage of the Islands' unique location and character.

# TREASURE ISLAND/YERBA BUENA ISLAND AREA PLAN

As an area surrounded by water, the primary urban design consideration must be the relationship of the development to the shoreline. Care must be taken to assure that shoreline open space is a key focus of development.

**Policy 2.2** Ensure a block pattern and street network that minimizes effects of wind on neighborhoods and open space and maximizes views and access to sunlight.

The Islands have a unique climate due to their location in the Bay, which can result in unusually windy conditions at certain times of day and year. These specific and varying wind conditions across the Islands should be taken into consideration in the layout of street grids, the placement of key landscape elements which offer wind attenuation, and the placement and relationship of structures on the Islands. Public areas, open space and streets should be aligned or located to take advantage of views of the San Francisco skyline and the larger Bay setting with maximum feasible access to sunlight.



Map 3- Setback Plan

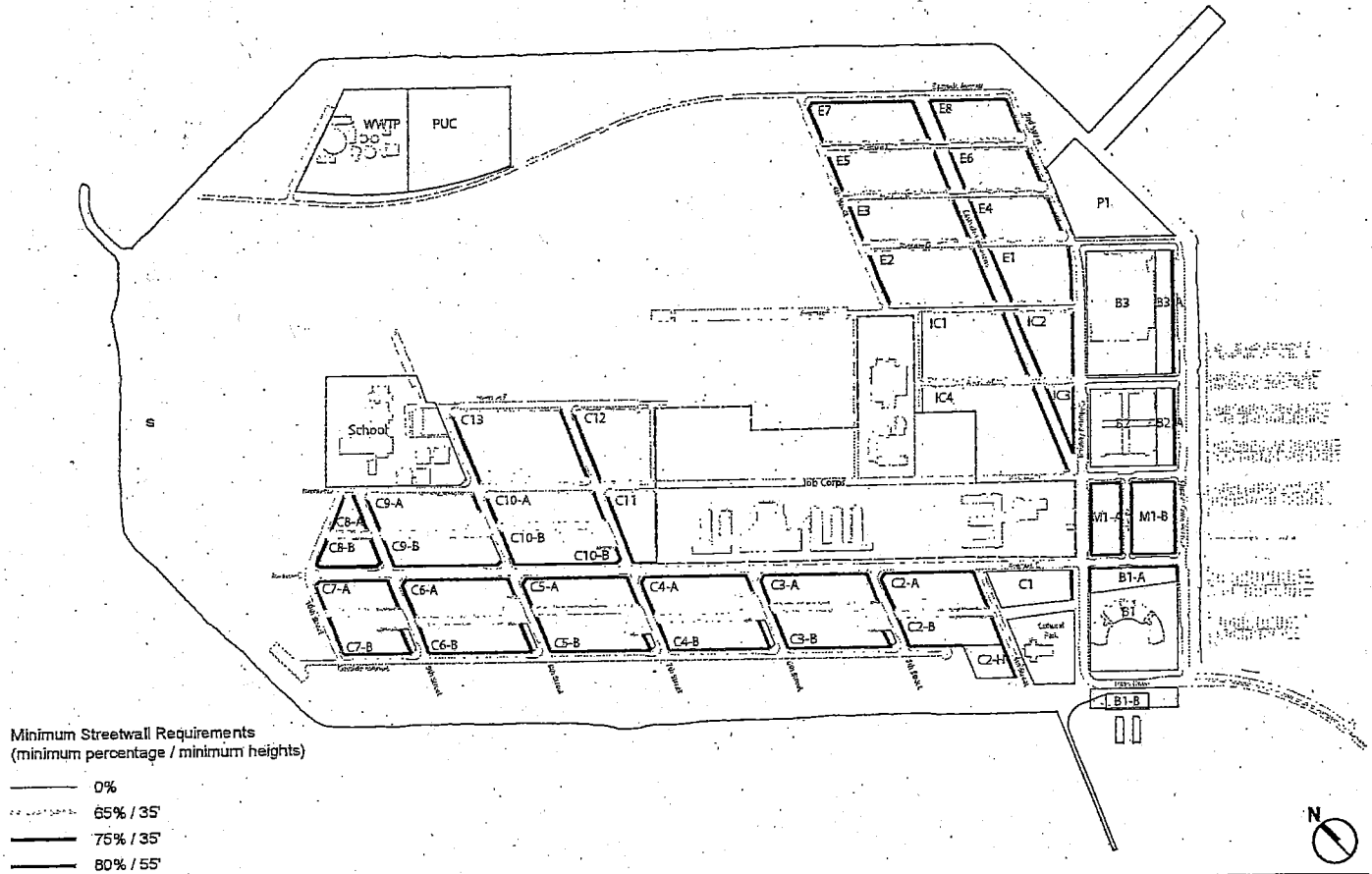
**Policy 2.3** Create a fine-grained block pattern to encourage walking. The street layout should create small blocks with frequent interconnected streets and other non-vehicular public ways that allow for ease of pedestrian passage, encourage through-block connections and allow for feasible layout of building forms such that parking can be screened from view along public streets. The pattern of blocks, streets and open spaces should create public open-space sheltered from wind and traffic.

**Policy 2.4      Design streets as key components of the public realm to activate and enliven neighborhoods.**

Streets should be designed as an element of the public realm to prioritize design features that will serve pedestrians, bicyclists, and transit services, while also accommodating vehicular traffic. Street furniture, lighting and landscaping also should enhance streets and help ensure that they will also serve as social spaces for the community and neighborhoods.

**Policy 2.5      Establish building patterns that reinforce the block pattern, contribute to a pleasant and interesting pedestrian environment and that activate the public realm.**

Building facades, setback areas, and frontage design should work together to realize neighborhood streets that contribute to a pleasant pedestrian experience through attention to scale, materials, wind attenuation or protection, interest at the ground level, and framing of views to water, open space and the island center. Retail streets should be designed to have a continuous set of storefronts typical of San Francisco neighborhood commercial districts. Other uses, such as office or community uses that face the street should use design features that enliven the building façade and wherever possible locate active uses at street level. Development controls should establish setback and street frontage rules to ensure that buildings meet and frame the street in an urban way while providing for rich building interfaces and landscaping buffers as appropriate to the street type.



Map 4 - Streetwall Calculation Example

**Policy 2.6** Use varied building heights and sizes to create distinctive and attractive places appropriate to the Islands' unique conditions and to produce a memorable urban form as experienced from the Islands and from longer-distances.

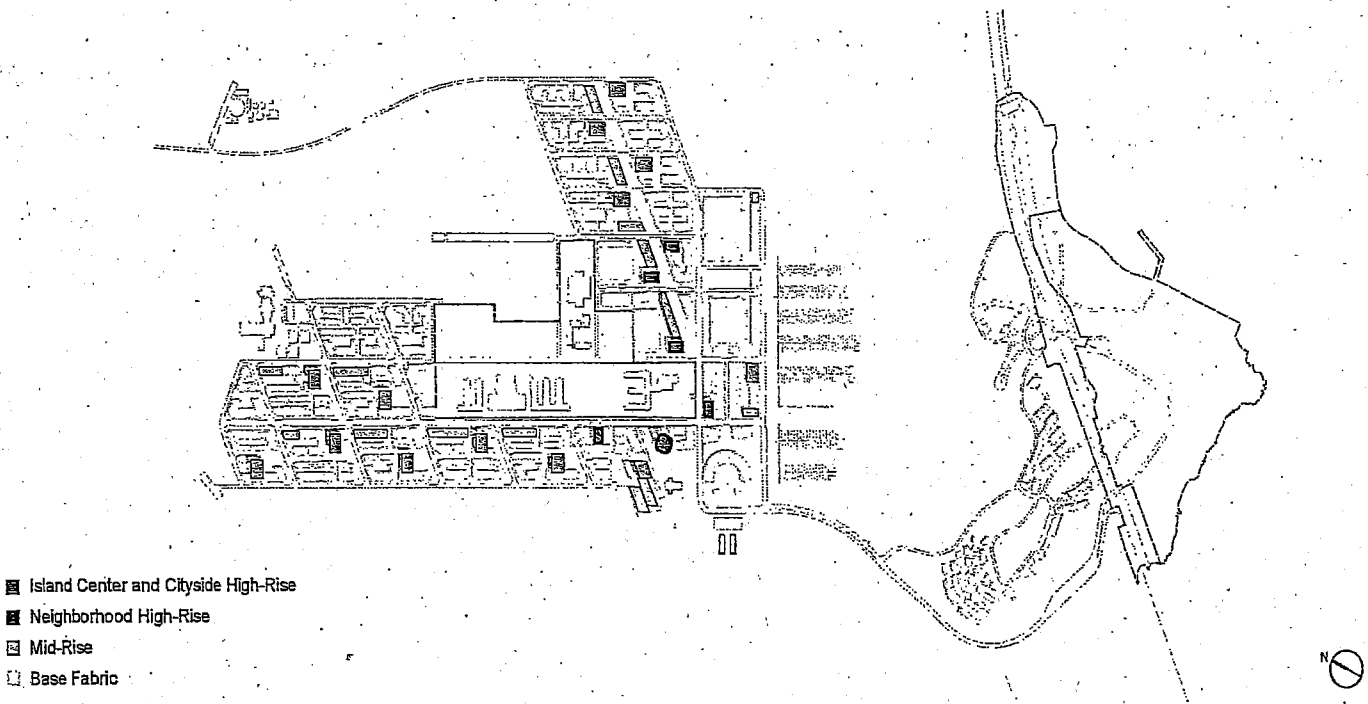
The development of the Islands has to be thoughtful in its phasing and eventual built-out. Overall development should be broken down into smaller districts and neighborhoods with each having their own identity.

To assure visual interest, building sizes and types should be varied throughout. Dramatic shifts in urban form can serve to announce places of entry, culture, and history on the Islands. An overall design strategy should assure some variety of building sizes across each block, but also designate building heights and sizes by their relationship with the development's districts, street hierarchy, and open space network. In general, on Treasure Island the tallest buildings should mark the Island entry and commercial mixed-use areas, stepping down towards the water and as the development moves out across the Island; taller prominent street walls should be featured along important streets and open spaces. However, special care should be given to the topography and habitat value of Yerba Buena Island which will dictate the placement and form of buildings. Buildings should reinforce the natural island topography, but also include pathways and stairs to provide links to the hilltop park. Building heights should relate to their

adjacent street and open space widths and areas.

**Policy 2.7** Encourage taller buildings carefully interspersed throughout the neighborhoods as a way to mark important places, to efficiently concentrate development, to provide interest and variety in the cityscape, and to create an identifiable skyline.

Tall buildings (towers) enable the efficient use of land and allow increased density near transit and other supportive services; this encourages more residents to use alternative means of transportation other than a car. By enabling more density, towers make it possible to use more land for open space, retention of historic buildings and other community amenities. However, placement of towers should minimize wind and shadow on the public realm and maintain view corridors. Towers should be varied in height so as to uniquely define the skyline of Treasure Island in the middle of the Bay. The urban form that is created should be sensitive to the mass of Yerba Buena Island as well as the new Eastern Span of the Bay Bridge. Height and bulk controls should ensure the careful placement of towers so that the placement of the towers opens views and offers light and air, while not placing the towers too far from each other, which would diminish the urban form of the skyline.



Map 5 - Urban Form Framework

**TRANSPORTATION AND CIRCULATION**

**OBJECTIVE 3** IMPLEMENT TRANSPORTATION IMPROVEMENTS THAT ARE MULTI-MODAL, SERVE RESIDENTS AND VISITORS, PRIORITIZE WALKING, BIKING AND TRANSIT, AND PROVIDE RESIDENTS WITH THE ABILITY TO COMMUTE AND MEET DAILY NEEDS WITHOUT HAVING TO DRIVE.

- Policy 3.1**      **Develop a street pattern and design vocabulary on each island that responds to that particular location, while prioritizing the use of transit, walking, and biking over the use of private automobiles.**

The hierarchy, pattern, and design of streets should reflect a commitment to a public realm designed first and foremost for pedestrians, bicyclists, and transit riders, while at the same time accommodating vehicular traffic. The streets should provide direct, safe, and interesting routes for biking and walking between the residential areas and the commercial core and transit hub.

On Yerba Buena Island, the street network should be more limited, responding to the steep topography, lower density development, and the need to minimize development of previously undeveloped areas. Within the existing street network, opportunities for access for transit vehicles, pedestrians, and bicyclists should be added.

Urban design of the Islands and street networks should facilitate inviting and easy travel on foot or by bicycle and street design should accommodate vehicular traffic at low to moderate volumes and speeds throughout the Islands. Streets should be designed to meet or exceed the standards and objectives of the City's Better Streets Plan and should strive to reflect best practices. Development on the Islands should include diverse street types such as primary circulation routes, primary access connector streets, neighborhood streets and pedestrian-focused streets. Transit and street types should serve both residents of the Islands and visitors traveling to the Islands for recreational purposes.

- Policy 3.2**      **Create a regional central transit hub with ample and diverse transit service that is designed to facilitate the use of transit by residents and visitors alike. On-island pedestrian and bike mobility should be enhanced to access transit.**

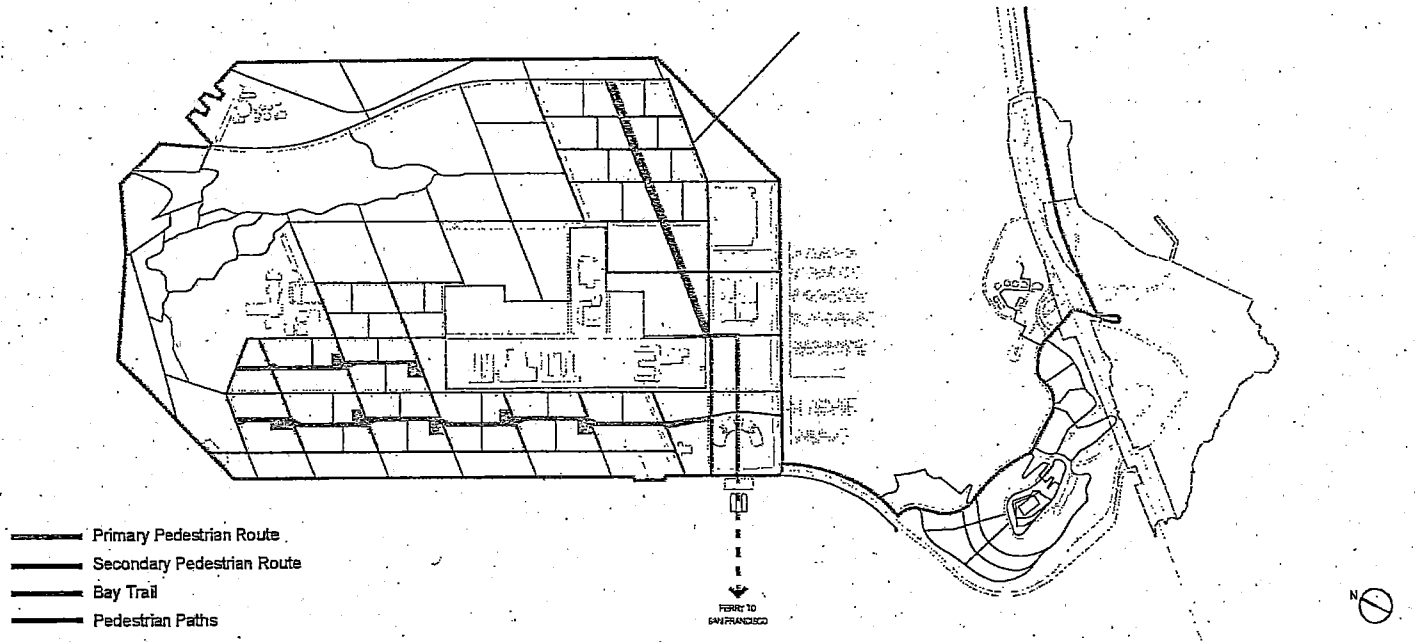
To ensure efficient coordination of transportation options on and off the Islands, new development should centralize transportation connections in a central attractive hub for transit. This facility should focus on both local on-island and regional off-island transportation connections, including new and expanded ferry and transbay bus services to both San Francisco and the East Bay. The transit hub should be designed with passenger ease and comfort in mind. The facility should be located conveniently to serve the greatest concentration of population on the Islands within walking distance and have direct and safe pedestrian and bicycle access to all parts of the Islands.

- Policy 3.3**      **Manage automobile parking on the Islands to encourage transit use by workers and visitors, to encourage visitors who drive to park once and move about the Islands primarily by foot, and to encourage residents to utilize pedestrian, bicycle and shuttle services. Minimize the impact of parking and loading on the public realm and circulation.**

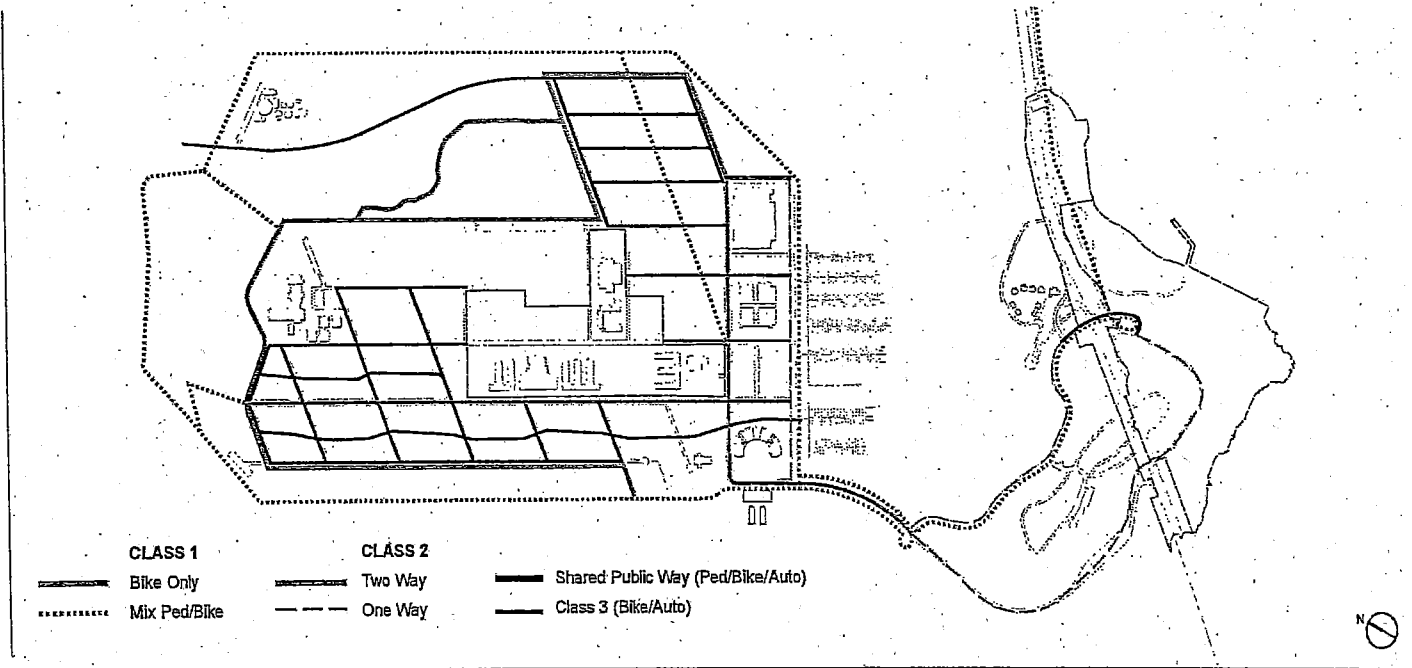
The priority for the development of the Islands should be to encourage the use of transit by residents and visitors alike. The amount of parking and vehicular traffic on the Islands should be minimized in quantity and actively managed to discourage driving, such as through pricing and by offering incentives for other ways of travel. Lots and garages should be strategically located to encourage visitors arriving by car to park and circulate through the Islands amenities



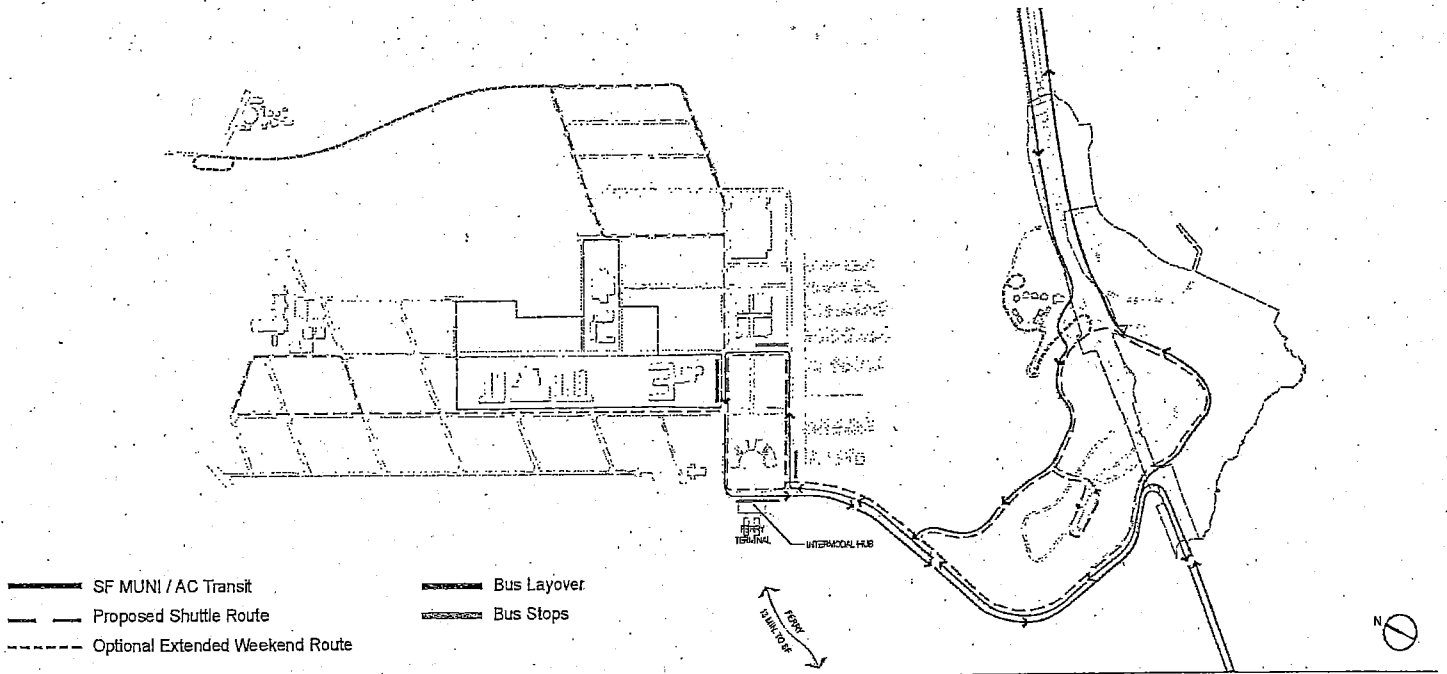
either by foot, bicycle or the Island shuttle system. Off-street and accessory parking should minimize effects on the public realm and be integrated within building design. Bike parking and car-share programs should be encouraged. Off-street parking should be designed to facilitate access to key areas such as open space while minimizing conflicts with bicycles, transit and pedestrians. Standards and guidelines for freight loading should generally prohibit off-street loading and direct loading spaces to adjacent streets or access alleys, adjacent parking fields or off-street within the building being served.



Map 6 - Pedestrian Network Framework



Map 7 - Bicycle Facilities Framework



Map 8 - Transit Service Network

**Policy 3.4** Identify Transportation Demand Management (TDM) measures to discourage the use of automobiles and encourages the use of bicycles, transit, and walking.

Development on the Islands should utilize TDM program strategies to reduce the amount of auto traffic within the Islands as well as accessing the Islands from the Bay Bridge, and to encourage residents, workers and visitors to use non-auto modes of travel, including transit, walking, and biking. A key component of the TDM program should be congestion pricing for vehicles accessing the Bay Bridge to encourage use of transit to and from the Islands and to discourage auto trips during peak times. A comprehensive transportation program should facilitate connections to both the East Bay and downtown San Francisco. As authorized by state legislation, a separate Treasure Island Transportation Management Agency should be established to oversee implementation of a congestion pricing program on the Islands and administer other transit programs focused on discouraging the use of private automobiles. New development also should include additional TDM measures such as car sharing, bicycle sharing, carpool programs, and selling or renting residential parking spaces separately from dwelling units to encourage more efficient and economic use of parking resources.

**ECONOMIC DEVELOPMENT**

**OBJECTIVE 4** CREATE JOBS, A VARIETY OF ECONOMIC DEVELOPMENT OPPORTUNITIES, AND COMMUNITY FACILITIES TO ENHANCE VITALITY AND QUALITY OF LIFE FOR RESIDENTS OF THE ISLANDS AND THE CITY.

**Policy 4.1** Include commercial, office and community uses that will provide jobs at a wide range of fields, and at a wide range of income levels, including for those who are economically disadvantaged or formerly homeless.

The closing of Naval Station Treasure Island resulted in the loss of local jobs and economic opportunities that should be replaced through the redevelopment of Treasure Island. A mix of commercial uses should be provided to generate jobs at all levels of the spectrum. In particular, jobs should be targeted to economically disadvantaged and formerly homeless persons. The City should coordinate delivery of job-training programs with its existing workforce development infrastructure wherever possible.

**Policy 4.2** Create an appropriate mix of new businesses focused on job-generating uses and economic opportunities.

New development on the Islands should promote economic development through the creation of job-generating uses on the Islands. While construction job opportunities will be numerous during the long build out of the Islands, development also should ensure a wide range of end use and permanent job opportunities such as business and entrepreneurial opportunities, office and retail opportunities, and small business development. New parks and open space could also provide opportunities for employment in the operation, maintenance, and management of associated parks and facilities.

**Policy 4.3** Assure that the new development is financially self-sufficient.

Any new development should be structured so that the financing for development will not have a significant negative impact on the City's General Fund. Consideration should be given to land use densities and commercial uses that will be sufficient to generate revenues, increase property values, and support public vehicles that will make development financially viable and self-sufficient, help pay for transportation and other infrastructure improvements, and achieve other economic and public benefits.

## RECREATION AND OPEN SPACE

**OBJECTIVE 5** CREATE A HIGH QUALITY SYSTEM OF PUBLIC PARKS AND OPEN SPACE, FACILITATE IMPROVED SHORELINE ACCESS, AND PROVIDE A WIDE RANGE OF RECREATIONAL, EDUCATIONAL AND ECOLOGICAL RESTORATION OPPORTUNITIES.

**Policy 5.1** Provide a wide variety of types and scale of open space with an array of recreational and conservation opportunities that are integrated into the surrounding development and neighborhoods.

Proposed development plans should prioritize parks, open space, and recreational opportunities as both a key land use and as an amenity to serve other land uses. The open space system on the Islands should include a wide range of types of parks with diverse sizes, characteristics, and recreational amenities to meet the needs of the development, residents, and regional visitors. The open space network should include a variety of both active and passive recreational opportunities, shoreline parks, neighborhood parks, and cultural areas. The open space network also should enhance and complement other community facilities on the Islands, such as the sailboat launch, sailing center and school yard. Development also should include more neighborhood and community uses.

**Policy 5.2**      **Open space should be developed and managed in a way that increases waterfront public access and fulfills the objectives of the Public Trust.**

Proposed development plans should emphasize the unique Bay location of Treasure Island and Yerba Buena Island by providing increased waterfront and shoreline access consistent with regional planning principles and regulatory requirements. Visual and physical connections to waterfront parks and open spaces should be maintained in development areas. Parks and open space in the Public Trust areas must be designed so that their uses are consistent with the Trust. Lands on Treasure Island that may be subject to the Public Trust should be administered and reconfigured through an exchange with the State of California for lands of Yerba Buena Island that are not presently subject to the Trust, so as to allow the purposes of the Public Trust to be more fully realized on the Islands as a whole. The open space programming for both Islands should be consistent with the objectives of the Public Trust, including the principles of providing public access, habitat management and view enhancement.

**Policy 5.3**      **Recreational and educational opportunities that serve both the neighborhood and the region as a whole should be provided and increased as part of the Islands development.**

A significant amount of lands on both Islands should be programmed for open space recreation that is accessible by residents of the Islands and the region.

Some open space facilities should focus on serving the needs of residents and workers in close proximity (walking distance) to all residential neighborhoods and development areas. Neighborhood parks and open spaces should provide facilities serving a range of community needs including playgrounds, informal recreation areas, flexible spaces for exercise and spaces for community and small group gatherings.

In larger open spaces and around the shoreline, programming should seek to serve regional needs for open space, water access, and sports facilities. The regional recreational program should also include natural areas for passive recreation, and opportunities for environmental education programs and urban agriculture.

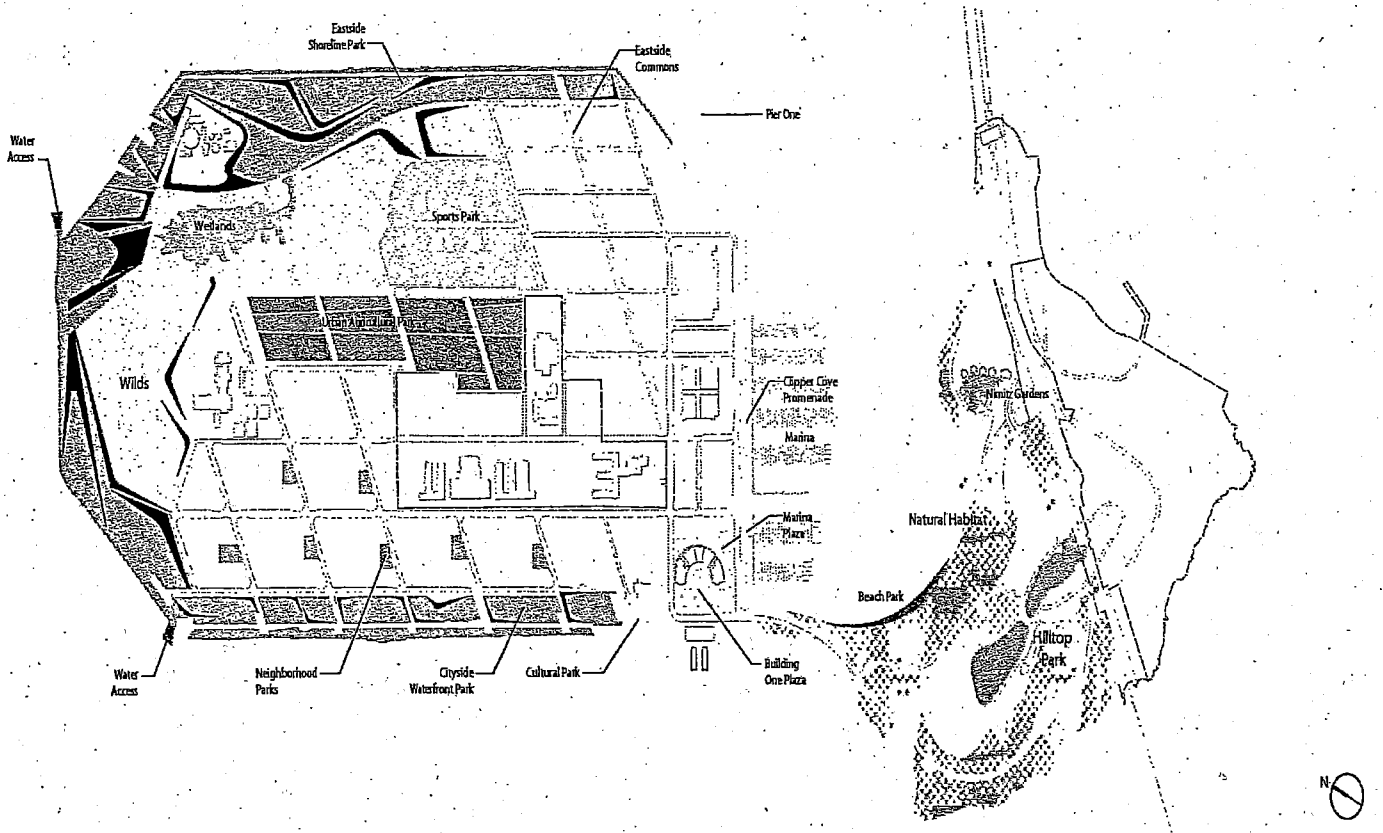
**Policy 5.4**      **Support habitat conservation and bio-diversity through landscape design.**

The open-space system also should provide opportunities for ecological restoration and habitat management initiatives and provide ecological services, such as storm water treatment. Yerba Buena Island is a natural island with existing native habitats that should be restored or enhanced where feasible. A habitat management plan for Yerba Buena Island should be created that guides the management of the open spaces. While Treasure Island is a constructed Island with little existing habitat value, portions of the new landscape should be designed to create habitat and support biodiversity.

**Policy 5.5**      **Provide for universal accessibility and create a highly-connected network of parks and open spaces.**

Parks and open spaces should be connected to create a continuous network with excellent connections to regional transit and bike/pedestrian systems, including multi-use paths on the

Bay Bridge. Neighborhood open spaces should be located within a short walking distance of all neighborhood residents and visitors and ensure that parks and open spaces are easily accessible by pedestrians, bicyclists, and transit. The parks and open spaces should be universally accessible, providing access to open spaces and park facilities.



Map 9 - Open Space Framework

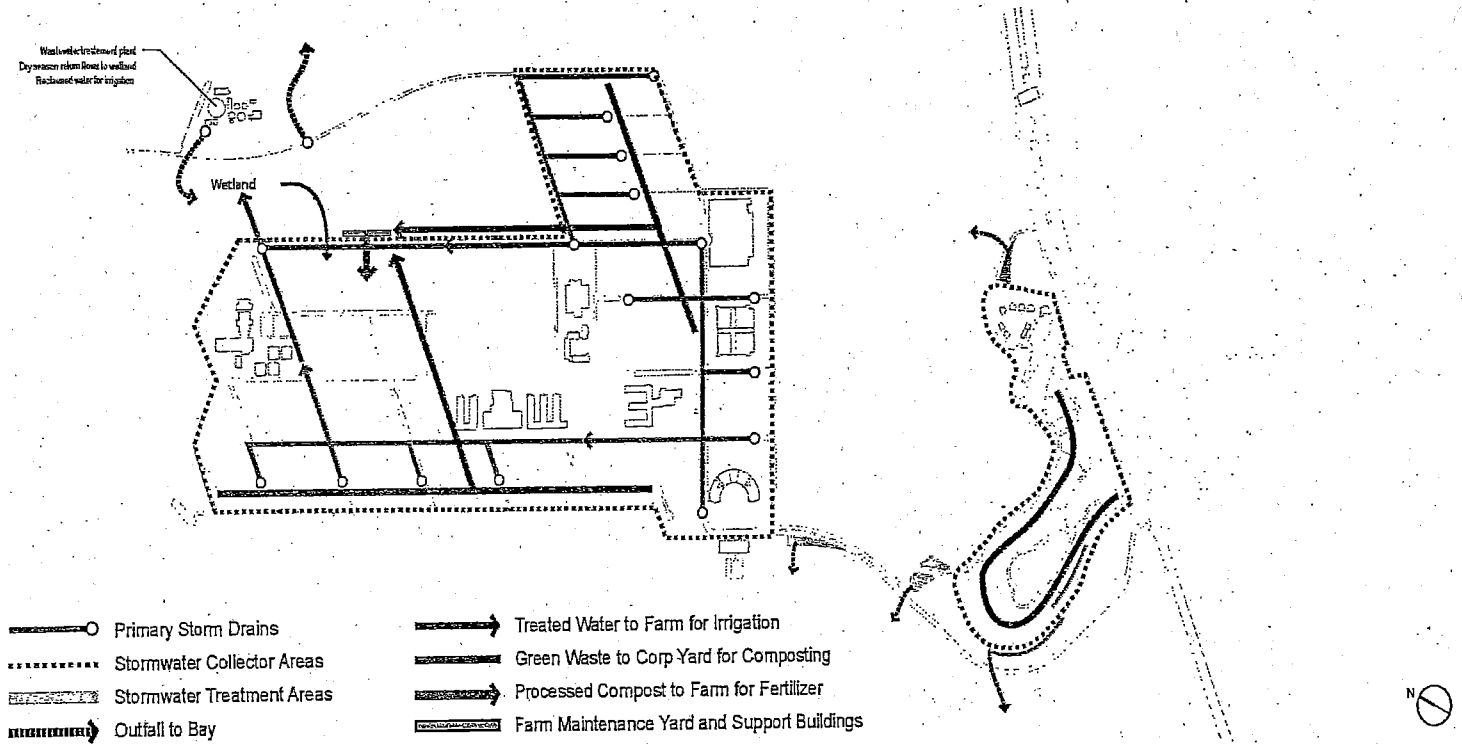
**SUSTAINABILITY AND INFRASTRUCTURE**

**OBJECTIVE 6: DEVELOP INFRASTRUCTURE THAT IS SUSTAINABLE IN THE SHORT- AND LONG-TERM BY REDUCING THE USE OF ENERGY AND WATER, ALLOWING FOR INCREASED SUSTAINABILITY OVER TIME, AND BEING ADAPTABLE FOR CHANGES IN THE ENVIRONMENT DUE TO CLIMATE CHANGE.**

**Policy 6.1** Design and build infrastructure that supports a high-density development while also recognizing the unique constraints of being located on an Island.

The infrastructure that exists on both Islands is in dilapidated condition. The opportunity exists to provide new infrastructure that is efficient and right-sized to minimize energy consumption and wastage. A high-density development footprint concentrated on a portion of the Islands would minimize the extent of infrastructure. Infrastructure design for the Islands should take into account the geotechnical aspects of a man-made island, provide for robust supplies of utilities supplemented by on-island storage and/or backup, and minimize the necessity to pump effluents for off-island treatment. To the degree feasible using cotemporary best practices,

reduce, reuse, treat, and recycle waste streams on-island.



Map 10 - Green Infrastructure Framework

**Policy 6.2** Design and build neighborhood land plans and new development based on the best principles of sustainable design.

The development of the new urban neighborhood on the Islands should be based on the smart-growth principles, low impact design and green building practices. The land plan for neighborhood planning and construction should respond to local climatic conditions in developing robust and efficient infrastructure and transportation systems and appropriate community amenities that promote social equity. Similarly new buildings on the Islands should be constructed in accordance with green building design principles and specifications to achieve maximum efficiencies in utilizing resources.

**Policy 6.3** Develop a strategy that allows Treasure Island to be adaptively managed over the long term to protect against sea level rise.

With uncertainty over the potential amount of sea level rise, Treasure Island's development should be designed to be adaptable. Strategies for protection against coastal flooding should take into account present day conditions, protect against a reasonable increase of sea levels balanced with goals for placemaking, public access and view enhancement, and maintain the ability to continue to adapt over the long term.



# SAN FRANCISCO PLANNING DEPARTMENT

## Planning Commission Resolution No. 18291

HEARING DATE: March 3, 2011

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San Francisco,  
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*Date:* February 17, 2011  
*Case No.:* 2007.0903MTZ  
*Project Address:* Treasure Island and Yerba Buena Island  
*Current Zoning:* P (Public) District/40-X Height and Bulk District  
*Block/Lot:* 1939/001, 002  
*Project Sponsor:* Treasure Island Development Authority / Treasure Island  
Community Development, LLC.  
*Staff Contact:* David Alumbaugh - (415) 558-6601  
[david.alumbaugh@sfgov.org](mailto:david.alumbaugh@sfgov.org)

**ADOPTING A RESOLUTION TO INITIATE AMENDMENTS TO THE GENERAL PLAN INCLUDING AMENDMENTS TO THE COMMERCE AND INDUSTRY ELEMENT, COMMUNITY FACILITIES ELEMENT, COMMUNITY SAFETY ELEMENT, HOUSING ELEMENT, RECREATION AND OPEN SPACE ELEMENT, TRANSPORTATION ELEMENT, URBAN DESIGN ELEMENT, LAND USE INDEX ALONG WITH OTHER MINOR GENERAL PLAN MAP AMENDMENTS.**

### RECITALS

1. WHEREAS, Section 4.105 of the Charter of the City and County of San Francisco provides the Planning Commission the opportunity to periodically recommend General Plan Amendments to the Board of Supervisors.
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, The proposed amendments to the San Francisco General Plan are necessary to incorporate into the General Plan policies and figures that facilitate the development of Treasure Island and Yerba Buena Island as envisioned in the Redevelopment Plan for the Treasure Island/Yerba Buena Island Project Area and Term Sheet endorsed by the Board of Supervisors and the Mayor in 2006 and updated in 2010. Specifically, the proposed amendments are to the General Plan's Commerce and Industry Element, Community Facilities Element, Community Safety Element, Housing Element, Recreation and Open Space Element, Transportation Element, Urban Design Element, and Land Use Index and maps and figures in various elements.
5. WHEREAS, A primary objective of both the Redevelopment Plan for the Treasure Island/Yerba Buena Island Project Area and the Term Sheet is to create sustainable economic development, affordable housing, public parks and open space and other community benefits by development of the under-used lands within the project area.

6. WHEREAS, Originally constructed in 1937 as a possible site for the San Francisco Airport, Treasure Island was first used to host the Golden Gate International Exposition from 1939-1940. Shortly thereafter in World War II, the United States Department of Defense converted the island into a naval station, which operated for more than five decades. Naval Station Treasure Island was subsequently closed in 1993 and ceased operations in 1997. Since the closure of the base, the City and the community have been planning for the reuse of former Naval Station Treasure Island and adjacent Yerba Buena Island.

7. WHEREAS, Former Naval Station Treasure Island consists of approximately 450 acres including Yerba Buena Island. Today the site is characterized by aging infrastructure, environmental contamination from former naval operations, deteriorated and vacant buildings, and asphalt and other impervious surfaces which cover approximately 65% of the site. The site has few public amenities for the approximately 1,820 residents who currently reside on the site. This legislation creating the Treasure Island/Yerba Buena Island Special Use District, the Treasure Island/Yerba Buena Island Height and Bulk District, and the related zoning and General Plan amendments will implement the proposed Treasure Island/Yerba Buena Island Redevelopment Project ("the Project").

8. WHEREAS, The Project will include (a) approximately 8,000 new residential units, 30 percent of which (2,400 units) will be made affordable to a broad range of very-low to moderate income households, (b) adaptive reuse of 311,000 square feet of historic structures, (c) 140,000 square feet of new retail uses and 100,000 square feet of commercial office space, (d) 300 acres of parks and open space, (e) new and or upgraded public facilities, including a joint police/fire station, a school, facilities for the Treasure Island Sailing Center and other community facilities, (f) 400-500 room hotel, (g) new 400 slip marina, (h) transportation infrastructure, including a ferry/quay intermodal transit center.

9. WHEREAS, In 2003, the Treasure Island Development Authority ("TIDA") selected through a competitive three year long process, Treasure Island Community Development, LLC ("TICD") to serve as the master developer for the Project.

10. WHEREAS, In 2006, the Board endorsed a Term Sheet and Development Plan for the Project, which set forth the terms of the Project including a provision for a Transition Plan for Existing Units on the site. In May of 2010 the Board endorsed a package of legislation that includes and update to the Development Plan and Terms Sheet, terms of an Economic Development Conveyance Memorandum of Agreement for the conveyance of the site from the Navy to the City, and a Term Sheet between TIDA and the Treasure Island Homeless Development Initiative ("TIHDI").

11. WHEREAS, The Planning Commission will consider certification of the Treasure Island/Yerba Buena Island Environmental Impact Report on or after April 7th, 2011 prior to considering relevant amendments to the General Plan, Planning Code and Zoning Maps. At that hearing, the Commission will also consider adoption of California Environmental Quality Act Findings, as well as findings of consistency with General Plan Priority Policies as established by Planning Code Section 101.1.

12. WHEREAS, The Treasure Island/Yerba Buena Island Redevelopment Project generally reflects existing General Plan policies. The proposed actions would implement many of the goals of the General Plan, particularly within the Housing, Commerce and Industry, Recreation and Open Space, Urban Design, and Transportation Elements. A final analysis for consistency with the General Plan will be included in the final actions for the General Plan Amendments.

13. A draft ordinance, attached hereto as Exhibit A, would amend the Commerce and Industry Element, Community Facilities Element, Community Safety Element, Housing Element, Recreation and



**Resolution No. 18291**  
**Hearing Date: March 3, 2011**

**Case No 2007.0903MTZ**  
**Treasure Island/Yerba Buena Island**  
**Initiation of Amendments to General Plan**

Open Space Element, Transportation Element, Urban Design Element, Land Use Index and other minor General Plan Map amendments.

**NOW, THEREFORE BE IT RESOLVED**, That pursuant to Planning Code Section 340, the Planning Commission Adopts a Resolution of Intent to Initiate amendments to the General Plan.

**AND BE IT FURTHER RESOLVED**, That pursuant to Planning Code Section 306.3, the Planning Commission authorizes the Department to provide appropriate notice for a public hearing to consider the above referenced General Plan amendments contained in the draft ordinance, approved as to form by the City Attorney in Exhibit A, to be considered at a publicly noticed hearing on or after April 7th, 2011.

I hereby certify that the foregoing Resolution was ADOPTED by the San Francisco Planning Commission on March 3, 2011.

Linda D. Avery  
Commission Secretary

AYES: Olague, Antonini, Borden, Fong, Miguel, Moore, Sugaya

NOES:

ABSENT:

ADOPTED: March 3, 2011



**SAN FRANCISCO  
PLANNING DEPARTMENT**

April 27, 2011

Ms. Angela Calvillo, Clerk  
Board of Supervisors  
City and County of San Francisco  
City Hall, Room 244  
1 Dr. Carlton B. Goodlett Place  
San Francisco, CA 94102

Re: Transmittal of Planning Department Case Number 2007.0903BEMRTUWZ to the Board of Supervisors:  
Treasure Island/Yerba Buena Island Project  
Planning Commission Recommendation: Approval

Dear Ms. Calvillo,

On April 21, 2011, the San Francisco Planning Commission (hereinafter "Commission") conducted a duly noticed joint hearing with the Treasure Island Development Authority Board of Directors on the Treasure Island/Yerba Buena Island Project. At the hearing, the Commission considered the proposed General Plan, Planning Code, and Zoning Map Ordinances which the Commission initiated on March 3, 2011. The proposed Ordinances are as follows:

- Amendments to the General Plan which would amend the Transportation Element, the Recreation and Open Space Element, the Commerce and Industry Element, the Community Facilities Element, the Housing Element, the Urban Design Element, the Land Use Index along with other minor General Plan map amendments; establish the Treasure Island/Yerba Buena Island Area Plan (referred to you separately by Mayor Lee under File No. 110228).
- Amendments to the San Francisco Planning Code Sections 102.5 and 201 to include the Treasure Island/Yerba Buena Island Special Use District, Section 104 relating to height and bulk limits for Treasure Island and Yerba Buena Island, add Section 249.52 to establish the Treasure Island/Yerba Buena Island Special Use District, add Section 263.26 to establish the Treasure Island/Yerba Buena Island Height and Bulk District, and amend Table 270 to recognize this District (referred to you separately by Mayor Lee under File No. 110229).
- Amendments to the San Francisco Zoning Maps which would add new sectional map ZN14 to show the zoning designations of Treasure Island and Yerba Buena Island, add new sectional map HT14 to establish the Height and Bulk District for Treasure Island and Yerba Buena Island, add new sectional map SU14 to establish the Treasure Island/Yerba Buena Island Special Use District (referred to you separately by Mayor Lee under File No. 110227).

BY \_\_\_\_\_  
AK  
2011 APR 28 AM 11:33  
1655 Mission St.  
San Francisco, CA 94103-2479  
RECEIVED  
PLANNING DEPARTMENT  
415.558.6378  
Planning Information: 415.558.6377

April 27, 2011

Transmittal of Planning Commission Actions  
Treasure Island/Yerba Buena Island Project

At the April 21, 2011 hearing, the Planning Commission, along with the Treasure Island Development Authority certified the Final Environmental Impact Report (FEIR) under Motion No. 18325 and Resolution No. 11-14-04/21, respectively.

Also at the April 21, 2011 hearing, the Planning Commission and the Treasure Island Development Authority Board of Directors made CEQA findings including the adoption of a Mitigation Monitoring Reporting Program (MMRP).

Finally, at the April 21, 2011 hearing, the Commission voted to recommend approval of the proposed Ordinances described above. The Planning Commission took other actions related to the project including finding the Treasure Island/Yerba Buena Island Project consistent with the General Plan and Planning Code Section 101.1 and finding the office component of the Project consistent with Planning Code Sections 320-325. Other actions included approving the Design for Development document for the Project as well as a Development Agreement for the Project.

The Motions and Resolution and related information referred to here are being transmitted to you along with actions by the Treasure Island Development Authority Board of Directors in a comprehensive packet from the Office of Economic and Workforce Development. If you have any questions or require further information please do not hesitate to contact me.

Sincerely,

*Kelley Arden for*

John Rahaim  
Director of Planning



**SAN FRANCISCO  
PLANNING DEPARTMENT**

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BOARD OF SUPERVISORS  
SAN FRANCISCO

2011 APR 28 AM 11:34

Planning Commission Motion No. 18327 <sup>AK</sup>

HEARING DATE: April 21, 2011

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

Reception:  
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Fax:  
415.558.6409

Planning  
Information:  
415.558.6377

*Case No.:* 2007.0903BEMRTUWZ  
*Project* Treasure Island/Yerba Buena Island Project  
M Case: General Plan Amendments  
*Location:* Treasure Island and Yerba Buena Island  
*Current Zoning:* P (Public) District/40-X Height and Bulk District  
*Block/Lot:* 1939/001, 002  
*Staff Contact:* Joshua Switzky - (415) 575-6815  
[joshua.switzky@sfgov.org](mailto:joshua.switzky@sfgov.org)

MOTION APPROVING AMENDMENTS TO THE GENERAL PLAN INCLUDING AMENDMENTS TO THE COMMERCE AND INDUSTRY ELEMENT, COMMUNITY FACILITIES ELEMENT, HOUSING ELEMENT, RECREATION AND OPEN SPACE ELEMENT, TRANSPORTATION ELEMENT, URBAN DESIGN ELEMENT, LAND USE INDEX ALONG WITH OTHER MINOR GENERAL PLAN MAP AMENDMENTS, ADOPTING AND ADDING THE TREASURE ISLAND/YERBA BUENA ISLAND AREA PLAN.

**RECITALS**

WHEREAS, Section 4.105 of the Charter of the City and County of San Francisco provides the Planning Commission ("Commission") the opportunity to periodically recommend General Plan Amendments to the Board of Supervisors; and,

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; and,

WHEREAS, The General Plan is periodically amended in response to changing physical, social, economic, environmental or legislative conditions; and,

WHEREAS, The Planning Department ("Department") is proposing the adoption of the Treasure Island/Yerba Buena Island Area Plan, as well as edits to the General Plan's Commerce and Industry Element, Community Facilities Element, Community Safety Element, Housing Element, Recreation and Open Space Element, Transportation Element, Urban Design Element, and Land Use Index and maps and figures in various elements to implement the Treasure Island/ Yerba Buena Island Project (the "Project"); and,

WHEREAS, A primary objective of the Project is to create sustainable economic development, affordable housing, public parks and open space and other community benefits by development of the under-utilized lands within the Project area; and,

WHEREAS, Originally constructed in 1937 as a possible site for the San Francisco Airport, Treasure Island was first used to host the Golden Gate International Exposition from 1939-1940. Shortly

thereafter in World War II, the United States Department of Defense converted the island into a naval station, which operated for more than five decades. Naval Station Treasure Island was subsequently closed in 1993 and ceased operations in 1997. Since the closure of the base, the City and the community have been planning for the reuse of former Naval Station Treasure Island and adjacent Yerba Buena Island; and,

WHEREAS, Former Naval Station Treasure Island consists of approximately 550 acres including Yerba Buena Island. Today the site is characterized by aging infrastructure, environmental contamination from former naval operations, deteriorated and vacant buildings, and asphalt and other impervious surfaces which cover approximately 65% of the site. The site has few public amenities for the approximately 1,820 residents who currently reside on the site. This legislation creating the Treasure Island/Yerba Buena Island Special Use District, the Treasure Island/Yerba Buena Island Height and Bulk District, and the related zoning and General Plan amendments will implement the proposed Project; and,

WHEREAS, The Project will include (a) approximately 8,000 new residential units, with at least 25 percent (2,000 units) affordable to a broad range of very-low to moderate income households, (b) adaptive reuse of 311,000 square feet of historic structures, (c) 140,000 square feet of new retail uses and 100,000 square feet of commercial office space, (d) 300 acres of parks and open space, (e) new and or upgraded public facilities, including a joint police/fire station, a school, facilities for the Treasure Island Sailing Center and other community facilities, (f) 400-500 room hotel, and (g) transportation infrastructure, including a ferry/quay intermodal transit center; and,

WHEREAS, In 2003, the Treasure Island Development Authority ("TIDA") selected through a competitive three year long process, Treasure Island Community Development, LLC ("TICD") to serve as the master developer for the Project; and,

WHEREAS, In 2006, the Board of Supervisors of the City and County of San Francisco ("Board") endorsed a Term Sheet and Development Plan for the Project, which set forth the terms of the Project including a provision for a Transition Plan for Existing Units on the site. In May of 2010 the Board endorsed a package of legislation that includes and update to the Development Plan and Terms Sheet, terms of an Economic Development Conveyance Memorandum of Agreement for the conveyance of the site from the Navy to the City, and a Term Sheet between TIDA and the Treasure Island Homeless Development Initiative ("TIHDI"); and,

WHEREAS, On March 3, 2011, pursuant to Planning Code Section 340, the Commission initiated the General Plan amendments by Resolution No. 18291, including amendments to the to the General Plan's Commerce and Industry Element, Community Facilities Element, Community Safety Element, Housing Element, Recreation and Open Space Element, Transportation Element, Urban Design Element, and Land Use Index and maps and figures in various elements; and scheduled a public hearing to consider the amendments; and,

WHEREAS, On April 21, 2011, by Motion No. 18325, the Commission certified the Final Environmental Impact Report ("FEIR") for the Project as accurate, complete and in compliance with the California Environmental Quality Act ("CEQA"); and,

WHEREAS, On April 21, by Motion No. 18326, the Commission adopted findings in connection with its consideration of the Project, including, among other things, its adoption of the proposed General Plan amendments, under CEQA, the state CEQA Guidelines, and Chapter 31 of the San Francisco Administrative Code, which findings are hereby incorporated by this reference, as if fully set forth herein; and,

WHEREAS, A draft ordinance, substantially in the form attached hereto as Exhibit A, approved as to form, would adopt the Treasure Island/Yerba Buena Island Area Plan and would amend the Commerce and Industry Element, Community Facilities Element, Community Safety Element, Housing Element, Recreation and Open Space Element, Transportation Element, Urban Design Element, Land Use Index and other minor General Plan Map amendments.

NOW, THEREFORE, BE IT RESOLVED, That the Commission hereby finds that the General Plan amendments promote the public welfare, convenience and necessity for the following reasons:

1. The General Plan amendments would enable development that would eliminate blight at the Project site including both Treasure Island and Yerba Buena Island.
2. The General Plan amendments include a new Treasure Island/Yerba Buena Island Area Plan that set out objectives and policies that promote vibrant high-density, mixed-use, multi-modal and transit oriented development as a means to fully realize its shoreline location and to help revitalize Treasure Island and Yerba Buena Island.
3. The General Plan amendments support development that could provide a wide range of employment opportunities in wide range of fields and employment levels.
4. The General Plan amendments promote the possibility of new emerging industries including space for office and related uses.
5. The General Plan amendments promote development that will provide affordable housing units at a range of income levels.
6. Development enabled by the General Plan amendments would strengthen the economic base of the Project site and the City as a whole by strengthening retail and other commercial functions in the Project site through the addition of 140,000 square feet of neighborhood serving retail, 100,000 square feet of office space and other community facilities.
7. Development enabled by the General Plan amendments includes the opportunity for substantial new and restored publicly accessible open space.
8. The General Plan amendments include objectives and policies that promote multi-modal transportation including ferry service, an on-island shuttle service, transportation demand management strategies including the implementation of a congestion pricing program. Objectives and policies also emphasize the need to accommodate and prioritize travel by bicycle and by foot.
9. The General Plan amendments will facilitate development that will utilize sustainable design strategies, including strategies to address sea level rise and construct sustainable green infrastructure; and, be it

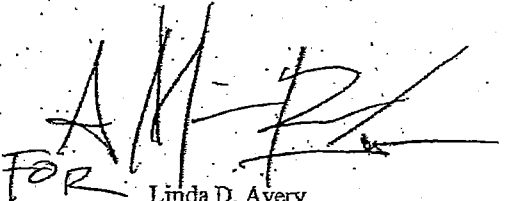
FURTHER RESOLVED, That the Commission finds the General Plan amendments are in general conformity with the General Plan, and Planning Code Section 101.1(b) pursuant to Planning Commission Motion No. 18228. The findings attached to Motion No. 18328 as Exhibit A, are hereby incorporated herein by this reference as if fully set forth; and, be it

FURTHER RESOLVED, That pursuant to Planning Code Section 340, the Commission recommends to the Board of Supervisors approval the General Plan amendments.

I hereby certify that the foregoing Motion was ADOPTED by the San Francisco Planning Commission on April 21, 2011.

Motion No. 18327  
Hearing Date: April 21, 2011

Case No 2007.0903BEMRTUWZ  
Treasure Island/Verba Buena Island  
Amendments to General Plan

  
FOR Linda D. Avery  
Commission Secretary

AYES: Commissioners Antonini, Borden, Fong, Miguel

NOES: Commissioners Moore, Olague, Sugaya

ABSENT: None



# SAN FRANCISCO PLANNING DEPARTMENT

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SAN FRANCISCO

2011 APR 28 AM 11:34

## Planning Commission Motion No. 18328

AK

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

HEARING DATE: April 21, 2011

Case No.: 2007.0903BEMRTUWZ  
 Project: Treasure Island/Yerba Buena Island Project  
 R Case: General Plan Consistency and Section 101.1 Findings  
 Location: Treasure Island and Yerba Buena Island  
 Current Zoning: P (Public) District/40-X Height and Bulk District  
 Block/Lot: 1939/001, 002  
 Staff Contact: Joshua Switzky - (415) 575-6815  
[joshua.switzky@sfgov.org](mailto:joshua.switzky@sfgov.org)

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MOTION MAKING FINDINGS OF CONSISTENCY WITH THE GENERAL PLAN OF THE CITY AND COUNTY OF SAN FRANCISCO AND WITH SECTION 101.1 OF THE CITY PLANNING CODE FOR THE TREASURE ISLAND/YERBA BUENA ISLAND PROJECT, INCLUDING VARIOUS ACTIONS NECESSARY FOR THE IMPLEMENTATION OF THE PROJECT.

### RECITALS

WHEREAS, Originally constructed in 1937 as a possible site for the San Francisco Airport, Treasure Island was first used to host the Golden Gate International Exposition from 1939-1940. Shortly thereafter in World War II, the United States Department of Defense converted the island into a naval station, which operated for more than five decades. Naval Station Treasure Island was subsequently closed in 1993 and ceased operations in 1997. Since the closure of the base, the City and the community have been planning for the reuse of former Naval Station Treasure Island and adjacent Yerba Buena Island; and,

WHEREAS, Former Naval Station Treasure Island consists of approximately 550 acres including Yerba Buena Island. Today the site is characterized by aging infrastructure, environmental contamination from former naval operations, deteriorated and vacant buildings, and asphalt and other impervious surfaces which cover approximately 65% of the site. The site has few public amenities for the approximately 1,820 residents who currently reside on the site. This legislation creating the Treasure Island/Yerba Buena Island Special Use District, the Treasure Island/Yerba Buena Island Height and Bulk District, and the related zoning and General Plan amendments will implement the proposed Treasure Island / Yerba Buena Island Project ("Project"); and,

WHEREAS, The Project will include (a) approximately 8,000 new residential units, with at least 25 percent of which (2,000 units) will be made affordable to a broad range of very-low to moderate income households, (b) adaptive reuse of 311,000 square feet of historic structures, (c) 140,000 square feet of new retail uses and 100,000 square feet of commercial office space, (d) 300 acres of parks and open space, (e) new and or upgraded public facilities, including a joint police/fire station, a school, facilities for the Treasure Island Sailing Center and other community facilities, (f) 400-500 room hotel, and (g) transportation infrastructure, including a ferry/quay intermodal transit center; and,

WHEREAS, In 2003, the Treasure Island Development Authority ("TIDA") selected through a competitive three year long process, Treasure Island Community Development, LLC ("TICD") to serve as



the master developer for the Project; and,

WHEREAS, In 2006, the Board of Supervisors of the City and County of San Francisco ("Board") endorsed a Term Sheet and Development Plan for the Project, which set forth the terms of the Project including a provision for a Transition Plan for Existing Units on the site. In May of 2010 the Board endorsed a package of legislation that includes an update to the Development Plan and Terms Sheet, terms of an Economic Development Conveyance Memorandum of Agreement for the conveyance of the site from the Navy to the City, and a Term Sheet between TIDA and the Treasure Island Homeless Development Initiative ("TIHDI"); and,

WHEREAS, The Charter of the City and County of San Francisco requires certain legislative actions to be found in conformity with the General Plan and Section 101.1 of the Planning Code; and,

WHEREAS, The Planning Commission wishes to facilitate the physical, environmental, social and economic revitalization of Treasure Island and Yerba Buena Island, using the legal and financial tools of a Development Agreement and Infrastructure Financing District, while creating jobs, affordable housing, open space in a attractive and livable mixed use neighborhood; and,

WHEREAS, The proposed Project, specifically, the Development Agreement, Area Plan and Special Use District proposed to be adopted, and the Design for Development Document, provide for a type of development, intensity of development and location of development that is consistent with the overall goals and objectives and policies of the General Plan as well as the Eight Priority Policies of Section 101.1, as expressed in the findings contained in Exhibit A to this resolution; and,

WHEREAS, On April 21, 2011, by Motion No. 18325, the Commission certified the Final Environmental Impact Report ("FEIR") for the Project as accurate, complete and in compliance with the California Environmental Quality Act ("CEQA"); and,

WHEREAS, On April 21, 2011, by Motion No. 18326, the Commission adopted findings under CEQA, the State CEQA Guidelines and Chapter 31 of the San Francisco Administrative Code and made certain findings in connection therewith, which findings are hereby incorporated herein by this reference as fully set forth; and,

WHEREAS, As part of the implementation of the Project, the Board is considering a number of actions, including but not limited to the following: adoption of amendments to the General Plan; adoption of amendments to the Planning Code; adoption of amendments to the Zoning Map; approval of a Development Agreement; approval of a Disposition and Development Agreement; approval of an Interagency Cooperation Agreement; approval of a Public Trust Exchange Agreement; approval of an Economic Development Conveyance Memorandum of Agreement; adoption of amendments to the Subdivision Code and approval of an amended Base Closure and Assistance Agreement with TIHDI; and,

WHEREAS, Documents for Board action may be modified prior to any final action by the Board; and,

WHEREAS, The proposed General Plan, Planning Code and Zoning Map amendments establish the Treasure Island/Yerba Buena Island Special Use District and Treasure Island/Yerba Buena Island Area Plan set forth the plans and objectives for the revitalization of the Project site; and,

WHEREAS, The proposed Development Agreement between the City and TICD sets forth the obligations regarding fees, exactions, review, remedies and dispute resolution related to the development of the Project site; and,

WHEREAS, The Disposition and Development Agreement between TIDA and TICD sets forth TICD's rights to develop the Project site in accordance with various Project documents, including but not limited to: the Housing Plan; Financing Plan; Transportation Plan; Infrastructure Plan; Land Use Plan; Phasing Plan and Community Facilities Plan. The Disposition and Development Agreement includes a schedule of performance which specifies the timeline for delivery of these obligations; and,

WHEREAS, The Public Trust Exchange Agreement reconfigures the property subject to the common law public trust for commerce, navigation, and fisheries ("Public Trust"), and establishes some lands free from the Public Trust which will be developed as part of the Project; and,

WHEREAS, The amendments to the Subdivision Code provide the terms and Conditions under which subdivision and parcel maps will be approve in the Project Site; and,

WHEREAS, The Interagency Cooperation Agreement sets forth a framework for cooperation between the City and TIDA in administering the process for approval of all applicable development, construction, improvement, infrastructure, occupancy and use requirements relating to the Project site; and,

WHEREAS, The Economic Development Conveyance Memorandum of Agreement sets forth the terms by which the Navy will convey former Naval Station Treasure Island to TIDA for development of the Project; and,

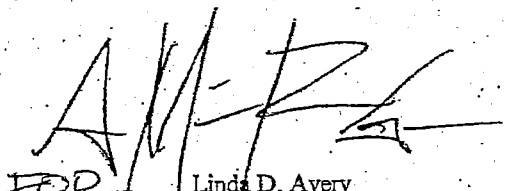
WHEREAS, The amended Base Closure and Homeless Assistance Agreement between TIDA and TIHDI sets forth the terms by which TIHDI and its member organizations will participate in the construction of 250 replacement housing units in the Project site and an additional 185 units for formerly homeless individuals and their families; and,

WHEREAS, The Commission is not required to approve all of the Board actions, but must consider whether the implementation of the Project, which the Board actions contemplate, is consistent with the General Plan, as it is proposed to be amended, and with Planning Code Section 101.1; and,

NOW, THEREFORE, BE IT RESOLVED, The Commission has reviewed the analysis of the consistency of various implementation actions with the City's General Plan, as proposed to be amended, and with Section 101.1 of the Planning Code, which consistency analysis has been prepared by Project staff and is set forth in Exhibit A to this resolution; and, be it

FURTHER RESOLVED, The Commission finds that the Board actions identified above as necessary to implement the Project are consistent with the General Plan, as it is proposed to be amended, and with Section 101.1 of the Planning Code as described in Exhibit A to this Motion.

I hereby certify that the foregoing Motion was ADOPTED by the San Francisco Planning Commission on April 21, 2011.

  
FOR Linda D. Avery  
Commission Secretary

Motion No. 18328  
Hearing Date: April 21, 2011

Case No 2007.0903BEMRTUWZ  
Treasure Island/Yerba Buena Island  
General Plan and Section 101.1 Consistency Findings

AYES: Commissioners Antonini, Borden, Fong, Miguel

NOES: Commissioners Moore, Olague, Sugaya

ABSENT: None

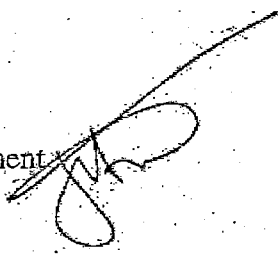
JOANNE HAYES-WHITE  
CHIEF OF DEPARTMENT



EDWIN M. LEE  
MAYOR

**SAN FRANCISCO FIRE DEPARTMENT**  
**CITY AND COUNTY OF SAN FRANCISCO**

**TO:** Planning Commission  
**FROM:** Joanne Hayes-White, Chief of Department  
**DATE:** April 21, 2011  
**SUBJECT:** Treasure Island Development Project



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The San Francisco Fire Department has been briefed on the layout and infrastructure plan as it relates to the Treasure Island Development Project and has no objections to its movement forward. It is my understanding that as details of the plan are further refined, the San Francisco Fire Department will have the opportunity to review and approve all aspects that fall under its authority.