



SAN FRANCISCO PLANNING DEPARTMENT

General Plan Referral

Date: September 6, 2011

Case No. 2009.1153R
San Francisco Wholesale Produce Market
Retention and Expansion Project

Block/Lot Nos.: 5262/004, 5268/007, 5268/010, 5268/010, 5268/011, 5269/002,
5269/007, 5269/008, 5269/009, 5281/003, 5281/005, 5282/031,
5282/030, 5282/033, 5284A/004, 5284A/005, 5284A/006, 5285A/002

Zoning: PDR-2 (Core Production, Distribution and Repair) Use District
65-J and 80-E Height and Bulk District


Project Sponsor: John Updike,
Acting Director of Real Estate
Department of Real Estate
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San Francisco, CA 94102

Applicant: Monica Melkesian and Michael Janis
San Francisco Wholesale Produce Market
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Recommendation: Finding the project, on balance, **in conformity** with the
General Plan, as described in this Case Report, **with
conditions.**

*Recommended
By:*


John Rahaim, Director of Planning

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PROJECT DESCRIPTION

On October 7, 2010, the San Francisco Department of Real Estate submitted a General Plan Referral application for the San Francisco Wholesale Produce Market Retention and Expansion Project, on behalf of the City and County of San Francisco Market Corporation (Applicant). The Department of Real Estate revised the application on April 11, 2011 and May 19, 2011. The San Francisco Wholesale Produce Market ("SFWPM") is located in the Bayview Hunters Point district on property owned by the City and County of San Francisco. The SFWPM includes two subareas proposed to be leased to SFWPM: the main portion of the site ("Main Site") is centered at the intersection of Jerrold Avenue and Selby Street (Selby Street is located beneath the elevated I-280 Freeway). The project would expand the SFWPM onto property located at 901 Rankin Street, east of the Main Site. The SFWPM Main Site also includes a parcel located at 2101 Jerrold Avenue, west of the Main Site. No physical changes are proposed to the 2101 Jerrold Avenue site. Aspects of the SFWPM project that are subject to a General Plan conformity determination are listed on pages 5-7 and described further in this Memorandum.

The Project site is generally bounded by the Caltrain Right-of-Way to the east, Innes Avenue to the north, Toland Street and Jerrold Avenue to the west, Kirkwood Avenue and Rankin Street to the southwest, and the Caltrain Right-of-way and a San Francisco Water Department facility to the southeast. The Project location and Site Map are shown below in Figure 1.

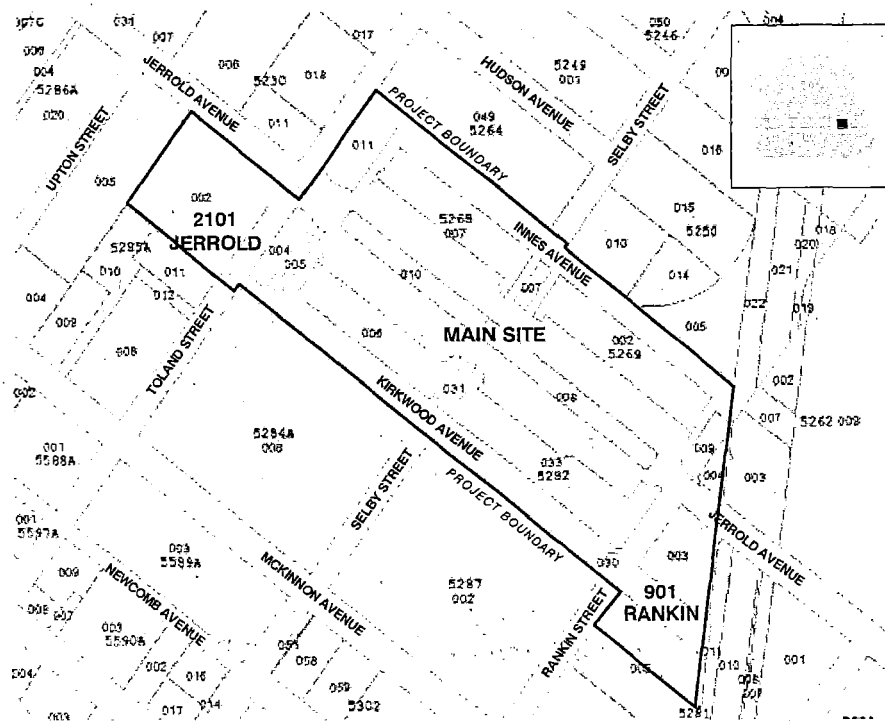


Figure 1: Project Location and Site Map

The SFWPM is the largest wholesale produce marketplace in northern California and serves an essential role of providing fresh produce and food to the City and region. It supports local neighborhood markets, restaurants, hotels, caterers, and produce growers throughout the region. The SFWPM provides essential services in a centralized location. The City owns the property on which the SFWPM is located and leases the property to the San Francisco City and County Market Corporation, which operates the facility. The existing lease is set to expire in 2013. The Applicant seeks to expand the site, a new lease of City property, and related actions that are subject to this General Plan Referral and may require other City approvals.

The proposed project is a phased development plan to expand and improve operations of the existing wholesale produce market. It would enable the SFWPM to establish a secure facility, consistent with current private food industry standards and changes to food safety regulations that are expected to be established in the future. The project would also improve vehicular access to and within the facility as well as vehicular and pedestrian safety in the immediate project area. The proposed project includes a maximum development scenario that, if fully built out, would result in demolition of all existing warehouse structures on the main site and construction of four (4) new warehouse structures and an operations center on the main site, and construction of a new warehouse structure at the 901 Rankin Street site. The new structures would provide additional space for warehousing uses, but would also include office and other accessory uses. The maximum development scenario would include a total building floor area of approximately 523,705 square feet, 440 off-street parking spaces and 186 off-street loading spaces.

The phased development program includes a variant that would be both less costly and include less new construction, should market demand and available financing prove less robust than anticipated. Rather than demolish and construct new warehouses on the main site, in the variant the SFWPM would renovate and seismically upgrade the four major warehouse structures (and demolish all minor structures on the main site), construct an operations center on the Main Site, and construct a new facility on the 901 Rankin Street site. Under the Project Variant, the total building floor area would be 426,611 square feet (primarily warehouse), including office and other accessory uses.

The proposed project and the variant establish the maximum and minimum development scenarios for the project. The applicant may complete the project via construction of either the maximum or minimum build out or a project that is in the range established between these two development scenarios. A plan showing the general configuration of the San Francisco Wholesale Produce Market project and surrounding streets is shown in the attached Figure entitled "Master Site Plan, San Francisco Wholesale Produce Market," prepared by Jackson Liles Architecture, 7/05/2011.

In either case, the project would reconfigure roadways in the project vicinity. The project would: (1) vacate Jerrold Avenue between Rankin Street and Toland Street, (2) vacate Selby Street between Kirkwood Avenue and Innes Avenue, and (3) reroute vehicular through-traffic around the Main Site onto Rankin Street, Kirkwood Avenue, Innes Avenue and Toland Street. The street vacation (and minor reconfiguration of Rankin Street, Kirkwood Avenue and Innes Avenue) would enable SFWPM to control access to the SFWPM site, reduce conflicts between private vehicles and the vehicular

movements associated with operations on the Main Site, and improve safety of SFWPM personnel, vendors, clients and members of the public. Other portions of right-of-way in the immediate vicinity of the project would also be vacated as part of the project.

North of Jerrold Avenue, Rankin Street would be reconfigured as a new street, referred to as "Innes Avenue Extension" to facilitate through-travel around the SFWPM perimeter. A portion of Kirkwood Avenue would also be reconfigured to facilitate through-traffic from Toland and Kirkwood Streets to Rankin Street. Primary truck access to the Main Site of the SFWPM would be via Jerrold Avenue at Toland Avenue. Secondary truck access/egress would be via Jerrold Avenue at Rankin Street.

The SFWPM project would also improve pedestrian facilities (sidewalks) to and around the site. It would construct new curbs, roadbeds and establish public sidewalks (none currently exist) on perimeter streets (Innes Avenue, Rankin Street and the new right-of-way named "Innes Avenue Extension" between Innes Avenue and Jerrold Avenue, Kirkwood Avenue and Toland Streets). The improvements would include traffic control devices, crosswalks, new roadbeds, curbs, sidewalks, and would provide street trees, and other pedestrian amenities, as well as surface and subsurface utilities, described further in this Case Report. The Project sponsor will continue to work with the Planning Department on a streetscape design plan in the project area, incorporating these elements into the project.

SITE DESCRIPTION AND PRESENT USE

The proposed Project site is located in the City's Bayview/Hunters Point district. The reconfigured SFWPM "Main Site" is bordered by Innes Avenue, Rankin Street, Kirkwood Avenue and Toland Street. The Project Applicant seeks to lease City-owned property that is located east of the Main Site and referred to as 901 Rankin Street. The Main Site and the 901 Rankin Street property (AB 5281/lots 003, 005) are in a PDR-2 (Core Production Distribution and Repair) Land Use District, and are in the Bayview Hunters Point Redevelopment Area, Project Area B. The Main Site is in an 80-E Height and Bulk District; the 901 Rankin Street site is in a 65-J Height and Bulk District. The existing SFWPM facility is located on the "Main Site" and at 2101 Jerrold Avenue. It includes approximately 376,489 gross square feet of space in 12 buildings, with 430 off-street parking spaces and 168 loading spaces. The two areas, as well as the 901 Rankin Street site (proposed to be leased by the SFWPM) are briefly described below.

Main Site

The SFWPM's Main Site occupies the property bounded by Innes Avenue to the North, Rankin Street to the East, Kirkwood Avenue to the south and Toland Street to the west. The main site contains four large warehouse structures, generally located in the four quadrants of the Main Site defined by the intersection of Jerrold Avenue and Selby Street, several smaller structures, a marshalling yard for truck loading and unloading, and surface parking.

Currently, Jerrold Avenue and Selby Streets are public streets. Jerrold Avenue provides the primary access route for vehicles serving the SFWPM; it also provides access for private vehicular through-traffic. The current arrangement often results in conflicts between SFWPM vehicle and employee activities and pedestrians, bus, private vehicles and bicycles travelling through the Main Site. As part of the Project, Jerrold Avenue public right-of-way would be vacated within the Main Site between Rankin Street and Toland Street, and private vehicular through-traffic would be rerouted onto Innes Avenue and Kirkwood Avenue.

2101 Jerrold Street Site

In addition to the Main Site, the SFWPM leases City-owned property at 2101 Jerrold Street (AB 5285A/002) west of the Main Site. The SFWPM constructed a warehouse with accessory office and parking/loading space on this site in 2000. The SFWPM proposes to retain use of the 2101 Jerrold Street site with no changes proposed to use of the site or to the existing warehouse structure.

901 Rankin Street Site

The City owns property located at 901 Rankin Street site (lots 03 and 05 in AB 5281). The Project includes City lease of this property to the SFWPM. The additional property would provide space for SFWPM to expand. The site would be accessed from Rankin Street, east of the Main Site. This site has been occupied by the City's Department of Technology (DT) and a City Corporation Yard facility. The site contains office/warehouse structures and accessory parking and loading facilities. After the Department of Technology relocates to another site (reviewed separately in Case No. 2010.0245R), the City-owned property would be available for lease to the SFWPM.

PROJECT ELEMENTS SUBJECT TO THE GENERAL PLAN REFERRAL

The following aspects of the Project are subject to a General Plan conformity determination, pursuant to § 4.105 of the San Francisco Charter and § 2A.53 of the San Francisco Administrative Code:

1. **Street Vacation** and transfer of vacated portions of public rights-of-way from DPW to the Department of Real Estate (DRE). The property would be retained in City ownership. The rights-of-way to be vacated and transferred to DRE are shown on the attached Figure entitled "Vacation Plat of City Streets within San Francisco Produce Market, San Francisco, California," dated 7/29/2011. The following public rights-of-way would be vacated and transferred to DRE:
 - o Selby Street between Innes Avenue and Kirkwood Avenue
 - o A portion of Rankin Street between Jerrold Avenue and Innes Avenue,
 - o Jerrold Avenue between Rankin Street and Toland Street,
 - o A portion of Kirkwood Avenue, fronting Lot 003 and Lot 005 in AB 5281 (the property would be incorporated into the 901 Rankin site),
 - o Lettuce Lane and Wilton Ross Street, small streets within the SFWPM Main Site

2. **City Acceptance and Dedication of real property** to reconfigure the Rankin Street/Jerrold Avenue intersection, reconfigure portions of Kirkwood Avenue and Innes Avenue between Rankin Street and Toland Street, and to establish a new right-of-way between Jerrold Avenue and Innes Avenue, referred to as "Innes Avenue Extension." City acceptance and dedication of the property as portions of the public rights-of-way is required to reconfigure the streets to redirect pedestrian, bus, private vehicle and bicycle through-traffic around the Main Site. Property proposed to be dedicated as Rankin Street, Jerrold Avenue, Innes Avenue, Innes Avenue Extension and Kirkwood Avenue is shown in the attached Figure entitled "Dedication Plat –Areas Lying within San Francisco Produce Market, San Francisco, California," dated 8/01/2011. The reconfiguration of these streets would require:
 - o City Acceptance and Dedication of portions of Lot 4 in Assessor's Block 5262 and Lot 9 in Assessor's Block 5269 as a public right-of-way between Jerrold Avenue and Innes Avenue, to create a new street referred to as "Innes Avenue Extension."
 - o City Acceptance and Dedication of Lot 30 in AB 5282, and portions of Lots 4 and 5 in AB 5284A as part of Kirkwood Avenue west of Rankin Street.
 - o City Acceptance and Dedication of portions of Lot 11 in Assessor's Block 5268 to be incorporated into Innes Avenue.

3. **Ground lease of City-owned property** to the SFWPM. [The City would retain ownership of the property.] The properties proposed to be leased to the SFWPM are shown on the attached Figure entitled "Proposed Parcels, San Francisco Wholesale Produce Market, San Francisco, California, dated 7/22/2011, The following properties are proposed to be leased to the SFWPM:
 - o AB 5262/004, AB 5268/007, 5268/010, 5268/011, AB 5269/002, 5268/007, 5268/008, 5268/009, AB 5281/003, 5281/005, AB 5282/030, AB 5282/031, 5282/033, AB 5284A/004, 5284A/005, 5284/006,
 - o AB 5285a/002 - 2101 Jerrold Avenue site. This parcel, not shown in the referenced figure, is west of the main site.
 - o Portions of public rights-of-way proposed to be vacated, listed in # 1 above,

4. **Establishing official sidewalks**, construction of curbs, gutters, roadbeds, above and below-ground utilities and infrastructure, and providing pedestrian improvements on streets along the perimeter of the SFWPM site. These improvements will be provided on Innes Avenue, Innes Avenue Extension (new right-of-way), Rankin Street, Jerrold Avenue, Kirkwood Avenue and Toland Street (where no curbs, sidewalks or gutters currently exist). The improvements would include the following infrastructure and pedestrian amenities: sidewalks at least 10' in width, traffic control devices, pedestrian crosswalks, street lights, consistent street tree plantings, and other improvements to accommodate safer pedestrian use of the rights-of-way. The project sponsor shall be responsible for relocating and/or establishing all surface and subsurface utilities within the project area (which may require separate authorization by other City Departments and public and/or private utilities) to the extent required for the completion

of the project. On- street parking shall be configured to facilitate vehicular through-traffic on perimeter streets. The Project sponsor shall provide a streetscape design plan consistent with this description that requires review and approval by the San Francisco Planning Department and may require authorization by other City Departments.

5. **Demolition of an existing City-owned building** at 901 Rankin Street, aka "Parcel B," AB 5281/003 and AB 5281/005. Parcel B is shown on the attached Figure entitled "Dedication Plat, Areas Lying within San Francisco Produce Market, San Francisco, California," dated 8/1/2011. Use of the property would change from City office and accessory uses to warehouse, parking, loading, office and other accessory uses, to meet the spatial and operational requirements of the SFWPM.

6. **Reconfiguration and mapping real property** at the Project site to accommodate and support the new development pattern, consistent with the parcel configuration shown in the attached Figure entitled "Proposed Parcels, San Francisco Wholesale Produce Market, San Francisco, California," prepared by Martin M. Ron Associates, dated 7/22/2011. The Jerrold Avenue and Selby Street rights-of-way (proposed to be vacated) would be incorporated into Parcel One, Parcel Two, Parcel Three and Parcel Four. The property to be included in the land lease and parcels are described below:
 - o Main site: - The existing lots and portions of right-of-way proposed to be vacated would be combined and divided into four (4) lots, Parcel One, Parcel Two, Parcel Three and Parcel Four. The four lots would be similar in size and would comprise the four quadrants of the Main Site, defined by the centerlines of Jerrold Avenue and Selby Street.
 - o 901 Rankin Street site- The parcels that comprise this site (AB 5281/003 and AB 5281/005) would be combined with the portion of Kirkwood Avenue fronting these lots (proposed to be vacated), and the resulting property would be combined into a single new lot. This property is referenced as "Parcel Five" in the attached figure entitled "Proposed Parcels, San Francisco Wholesale Produce Market, San Francisco, California," and as Parcel "B," in the attached Figure entitled "Vacation Plat of City Streets within San Francisco Wholesale Produce Market, San Francisco, California."
 - o 2101 Jerrold Avenue - This parcel (AB 5285A/002) is located west of the Main Site. Although it is not shown in the figure entitled "Proposed Parcels, San Francisco Wholesale Produce Market, San Francisco, California," it is shown in Figure 1. "Project Location and Site Map," in the body of this Memorandum. This property, which is currently leased to and used by the SFWPM, would also be included in the proposed land lease.

ENVIRONMENTAL REVIEW

On 5/7/2011, the San Francisco Planning Department published a Preliminary Mitigated Negative Declaration on the San Francisco Wholesale SFWPM Project. The Department finalized the Mitigated Negative Declaration on 7/7/2011. Based on the analysis in the Mitigated Negative Declaration, the

Department determined that the project could not have a significant adverse effect on the environment.

GENERAL PLAN COMPLIANCE AND BASIS FOR RECOMMENDATION

The Department finds that the Project, is, on balance, in conformity with the General Plan as described below, with the condition that the City and County of San Francisco Market Corporation (or its successor), the San Francisco Planning Department, the Department of Real Estate and incorporate the following conditions into the property lease agreement:

1. The City shall maintain ownership of the City-owned land and the public rights-of-way proposed to be vacated and leased in order to facilitate the possibility of returning the street grid, should that be deemed appropriate.
2. The SFWPM shall not construct or permit any improvements in the Jerrold Avenue and Selby Street rights-of-way (proposed to be vacated) which would be inconsistent with their future use as public streets, other than improvements which may readily be removed at the expiration or termination of the lease. In this context, Jerrold Avenue is defined as the portion of Jerrold Avenue (formerly known as "10th Avenue") that was 80'-wide, similar to the current configuration of Jerrold Avenue east of Rankin Street and west of Toland Street. The Selby Street right-of-way is defined as the portion of Selby Street (formerly known as "S Street") that is 64 feet wide, consistent with the dimension of Selby Street north of Innes Avenue and south of Kirkwood Avenue. The configuration of the Jerrold Avenue and Selby Street rights-of-way subject to this condition is shown on the Figure entitled "Proposed Parcels, San Francisco Produce Market," San Francisco, California, prepared by Martin M. Ron Associates, dated 7/22/2011.
3. The SFWPM shall prepare a Streetscape Plan for the Project site, in consultation with the San Francisco Planning Department and Department of Public Works. The Streetscape Plan shall incorporate infrastructure and pedestrian amenities including sidewalks at least 10 feet in width, traffic control devices, pedestrian crosswalks, street lights, consistent street tree planting and other improvements to accommodate safer pedestrian use of the rights-of-way. The project sponsor shall be responsible for the cost of relocating and/or installing all surface and subsurface utilities in the project area to the extent required, and the city's cost of entering into licenses or other agreements with all surface and subsurface utilities in the project area which will not be relocated. On-street parking located on Innes Avenue, Toland Street, Kirkwood Avenue and Rankin Street shall be configured to facilitate vehicular through-traffic movement on these perimeter streets.
4. The Streetscape Plan shall include the elements described in Condition 3 (above) and shall be consistent with the configuration of the Project site as shown in the attached Figure entitled "Master Site Plan, San Francisco Wholesale Produce Market Retention & Expansion Project," Sheet A-MP.1, prepared by Jackson Liles Architecture, dated 07/05/2011. The Streetscape Plan shall incorporate the configuration of the proposed Jerrold Avenue/Innes Avenue

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Extension/Rankin Street intersection, shown in the attached Figure entitled "Enlarged Eastern Intersection," San Francisco, Wholesale Produce Market Retention & Expansion Project, Sheet A-S.1.3, prepared by Jackson Liles Architecture, dated 08/25/2011. The Streetscape Plan may be prepared and implemented in phases, associated with phased development of the 901 Rankin Street site and the Main Site, as follows:

- a. The Project Sponsor may submit a Streetscape Plan, consistent with the *Better Streets Plan*, for all street and streetscape improvements associated with development of the 901 Rankin Street parcel, for review and approval by the Planning Department and the Department of Public Works, prior to issuance of any site, demolition or building permits required for development of the 901 Rankin Street site. Construction of approved streetscape improvements shall be installed in association with improvements to the 901 Rankin Street Site.
 - b. The Project Sponsor may submit a Streetscape Plan, consistent with the *Better Streets Plan*, for all streetscape improvements associated with development of the Main Site for review and approval by the Planning Department and Department of Public Works, prior to issuance of site, demolition or building permits required for development of the Main Site. Construction of approved streetscape improvements shall be installed in association with improvements to the Main Site.
5. The leased property can only be used by the SFWPM and its sub lessees consistent with the terms and conditions of the lease from the City; the leased property may not be conveyed to other parties for uses unrelated to wholesale produce market use.
6. The City wishes to retain the ability to rededicate for public street use: (a) those portions of Jerrold Avenue (proposed to be vacated) consistent with the dimensions of Jerrold Avenue east of Rankin Street and west of Toland Street, and (b) those portions of Selby Street (proposed to be vacated) consistent with the dimensions of the Selby Street north of Innes Avenue and south of Kirkwood Avenue, upon the expiration or termination of the lease. Accordingly:
- a. The SFWPM shall not enter into agreements, grant licenses, easements or access rights over the premises if so doing would be binding on the City's reversionary interest in the Premises; and
 - b. The SFWPM shall not perform or permit any improvements on those portions of the street property (proposed to be vacated) which would be inconsistent with future use as a public street, other than improvements which may readily be removed at the expiration or termination of the Lease.
7. At the termination or expiration of the lease, the City may take actions to reestablish the street grid, should that be deemed appropriate.

With these conditions incorporated into the land lease agreement, the Project may be found to be consistent with the Eight Priority Policies of Planning Code Section 101.1 as described further in this Case Report and, on balance, in conformity with the following Objectives and Policies of the General Plan:

COMMERCE AND INDUSTRY ELEMENT

POLICY 1.2

Assure that all commercial and industrial uses meet minimum, reasonable performance standards.

POLICY 1.3

Locate commercial and industrial activities according to a generalized commercial and industrial land use plan.

OBJECTIVE 2

MAINTAIN AND ENHANCE A SOUND AND DIVERSE ECONOMIC BASE AND FISCAL STRUCTURE FOR THE CITY.

POLICY 2.1

Seek to retain existing commercial and industrial activity and to attract new such activity to the city.

POLICY 3.1

Promote the attraction, retention and expansion of commercial and industrial firms which provide employment improvement opportunities for unskilled and semi-skilled workers.

POLICY 3.4

Assist newly emerging economic activities.

OBJECTIVE 4

IMPROVE THE VIABILITY OF EXISTING INDUSTRY IN THE CITY AND THE ATTRACTIVENESS OF THE CITY AS A LOCATION FOR NEW INDUSTRY.

The creation and maintenance of a positive relationship between city government and private industry is an important factor for many industries in choosing to stay or relocate..... A good business climate includes the feeling on the part of business that they have a "receptive ear" when they approach City government with a problem or request for assistance. One effective way of maintaining a positive business climate would be to improve the capability of City departments to intervene in situations of potential relocation and to coordinate City activities to respond to business needs. Intervention to assist businesses in staying in the City should only be done where the costs of doing so do not exceed the benefits to the city.

POLICY 4.2

Promote and attract those economic activities with potential benefit to the City.

Comment: The SFWPM has been located at the current location since the late 1960's. It has served as an incubator for many small emerging produce businesses since its establishment in the Bayview/Hunters Point District. In the late 1990's, the SFWPM expanded by constructing a new facility, on the unimproved lot at 2101 Jerrold Avenue, which is also property leased from the City and County of San Francisco. The Project, if approved, would enable the City to retain the SFWPM within the City and County of San Francisco. It would provide space for expansion and would enable the SFWPM to reconfigure internal circulation to better serve SFWPM businesses. The Project, if approved, would provide space for existing market vendors to expand and for small entrepreneurs in the produce and food industry to become established and expand, benefitting from the SFWPM's single, centralized location that in turn would benefit San Francisco.

Retention of the SFWPM is in the interest of the City. As the market for produce and specialty food products and services increases, there is a need for space to accommodate the SFWPM. The City and County of San Francisco Market Corporation is negotiating with the City for a new long-term lease and additional space to enlarge the facility, providing additional space to accommodate additional space needs, changing operational requirements and food safety regulations in the wholesale food sector.

POLICY 4.6

Assist in the provision of available land for site expansion.

Comment: The San Francisco Wholesale Produce Market is the largest facility of its kind in Northern California dedicated as a wholesale produce marketplace. The SFWPM fulfills an essential role in San Francisco's fresh food supply system, supplying local neighborhood markets, supporting restaurants, and produce growers in the SF Bay region. In addition to providing additional warehousing space for the produce market, it would also provide accessory office and other uses required by the SFWPM and market vendors. Additional food and produce-related businesses have relocated to the vicinity of the SFWPM in order to be in proximity to the City's centralized wholesale produce market.

Currently, the SFWPM and individual businesses housed within the market provide over 650 full time PDR jobs. It projects that the proposed expansion of the facility may support 250 additional jobs, (900 jobs in total). The Project, if approved, would allow the SFWPM to upgrade and expand its facilities in order to meet expected changes in food safety regulations and private food sector industry standards requiring provision for secured facilities. The Project would help retain the viability of the SFWPM and allow the SFWPM to expand. The proposed vacation of public rights-of-way located within the SFWPM Project boundary would allow for safer operation of the SFWPM, reducing operational conflicts between private vehicles and vehicular movements necessary for the effective operation of the market while retaining the property in City ownership.

The Project is consistent with the referenced policies that call for retention of existing economic activities and call for public actions that support existing viable businesses and promote growth of employment and PDR uses in appropriately zoned areas of the City. The City has the opportunity to assist the SFWPM to expand, by leasing additional City-owned property, including the 901 Rankin Street site.

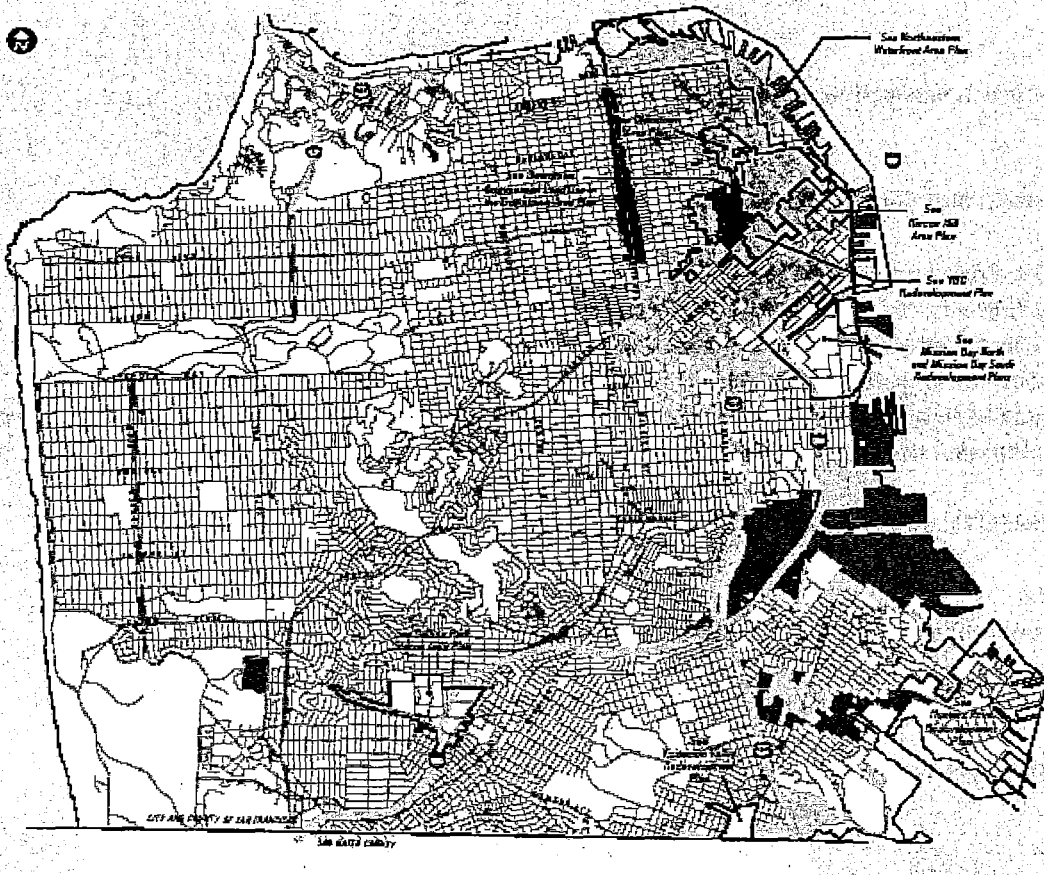
POLICY 4.8

Provide for the adequate security of employees and property.

Comment: The Project site is located in a PDR-2 (Production, Distribution and Repair Core) District, consistent with the intended use. The Project would permit the SFWPM to establish a secure facility by rerouting (bicycle, pedestrian, bus and private vehicle) through-traffic around the Main Site. It would install perimeter fencing and gated entries to control access to the site. Providing a secure site is consistent with practices already employed at most wholesale produce markets throughout the nation to improve food handling safety. The Project would also improve the safety of the public and market employees and tradesmen by reducing conflicts between private vehicles and the vehicular movements associated with SFWPM operations.





Commerce & Industry Element | San Francisco General Plan

Commerce & Industry Element | San Francisco General Plan



Generalized Commercial and Industrial Land Use Plan

MAP 01

-  Major Shopping
-  Business and Services
-  Light Industry
-  General Industry

Note:
 For Neighborhood Commercial Areas, see Map 2; Generalized Neighborhood Commercial Land Use and Density Plans.

Note:
 This map does not include residential areas, which may also contain elements of commerce and industry.

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COMMUNITY SAFETY ELEMENT

Policy 2.1

Assure that new construction meets current structural and life safety standards.

Policy 2.7

Abate structural and non-structural hazards in City-owned structures.

Comment: The Project, if approved, may be implemented in several phases. The Project sponsor may demolish existing structure(s) on the 901 Rankin Street parcels, reconfigure the parcels into a single lot and construct a new structure to provide additional space for the Produce Market. In the future, the SFWPM may renovate existing structures or demolish existing and construct new structures on the main site, consistent with conditions described herein and contained in the lease document. All new and renovated structures would meet or exceed building and seismic safety codes.

ENVIRONMENTAL PROTECTION ELEMENT

POLICY 15.4

Promote more efficient commercial freight delivery.

*Comment: This issue is discussed under **Transportation Element Policy 36.1**.*

TRANSPORTATION ELEMENT

POLICY 1.2

Ensure the safety and comfort of pedestrians throughout the city.

POLICY 6.1

Designate expeditious routes for freight trucks between industrial and commercial areas and the regional and state freeway system to minimize conflicts with automobile traffic and incompatibility with other land uses.

POLICY 18.2

Design streets for a level of traffic that serves, but will not cause a detrimental impact on adjacent land uses, nor eliminate the efficient and safe movement of transit vehicles and bicycles.

Comment: The project includes several actions that will make improvements to the street system to better accommodate freight trucks delivering produce to the SFWPM and vendors picking up produce to distribute to retail produce markets and restaurants throughout the City and region. Currently Jerrold Avenue is used by private vehicles, bicycles, pedestrians and bus coaches travelling through the SFWPM, as well as by large freight trucks delivering produce to the market. This results in significant conflicts between these movements and market vehicles within the Main Site of the SFWPM. The project, if implemented, would reduce these conflicts by routing -bicycle, pedestrian, bus and other vehicular through-traffic onto streets along the perimeter of the SFWPM. The SFWPM would construct new curbs, gutters, roadways and sidewalks and would provide

street trees and appropriate street furniture to accommodate pedestrians, along Rankin Street, Innes Avenue, Toland Street and Kirkwood Avenue surrounding the Main Site. The improvements will accommodate truck traffic, automotive traffic, and pedestrian travel in the project vicinity.

OBJECTIVE 23

IMPROVE THE CITY'S PEDESTRIAN CIRCULATION SYSTEM TO PROVIDE FOR EFFICIENT, PLEASANT, AND SAFE MOVEMENT.

POLICY 23.1

Provide sufficient pedestrian movement space with a minimum of pedestrian congestion in accordance with a pedestrian street classification system.

Sidewalks should be sufficiently wide to comfortably carry existing and expected levels of pedestrians, and to provide for necessary pedestrian amenities and buffering from adjacent roadways. The need for these elements varies by the street context – sidewalk width should be based on the overall context and role of the street.

POLICY 23.2

Widen sidewalks where intensive commercial, recreational, or institutional activity is present, sidewalks are congested, where sidewalks are less than adequately wide to provide appropriate pedestrian amenities, or where residential densities are high.

Wider sidewalks provide more pedestrian space and also permit more pedestrian amenities. In high-density residential and recreational areas, sidewalks are often utilized as open space, and should be designed and built to accommodate such a use. A good example of this type of sidewalk construction is in Duboce Triangle.

All sidewalks should meet or exceed the minimum sidewalk width for the relevant street type as described in the *Better Streets Plan*. Sidewalks below this width should be widened as opportunities arise to do so, balanced with the needs of other travel modes for the street as described in other sections of this element.

Where new publicly-accessible streets are created, such streets should meet or exceed the recommended sidewalk width for the relevant street type.

POLICY 23.5

Minimize obstructions to through pedestrian movement on sidewalks by maintaining an unobstructed width that allows for passage of people, strollers and wheelchairs.

POLICY 23.9

Implement the provisions of the Americans with Disabilities Act and the City's curb ramp program to improve pedestrian access for all people.

Comment: If approved, the Project would establish sidewalks on Kirkwood Avenue, Innes Avenue, Rankin Street and Toland Street (perimeter streets) where no sidewalks currently exist. These improvements would

provide a safer travel route for pedestrians in the Project area. Sidewalks would be a minimum of 10 feet wide, adequate to support level of pedestrian use that would likely develop during the course of the lease agreement, and be consistent with the City's Better Streets Plan and ADA requirements. The project sponsor will continue to work with Planning Department staff, DPW and other City Departments on a landscape plan that incorporates consistent street tree plantings, street lighting, stormwater management features, and other elements, consistent with guidelines in the Better Streets Plan.

URBAN GOODS MOVEMENT

OBJECTIVE 36

PROMOTE FREIGHT DELIVERY/PICKUP TRAFFIC AS NECESSARY FOR THE ECONOMIC VITALITY OF SAN FRANCISCO AND THE BAY REGION.

POLICY 36.1

Support urban goods movement networks in San Francisco, especially in the areas reserved for industrial development and in neighborhood commercial districts.

Comment: The SFWPM fulfills an essential role in providing a central marketplace supplying fresh produce for San Francisco and the region. The SFWPM supports farmers and produce suppliers as well as local neighborhood markets and restaurants. The site is located in an area of the Bayview/Hunters Point District that is classified as a PDR-2 (Core Production, Distribution Repair) Use District. The property is also in Bayview Hunters Point Redevelopment Area, Project Area B. The SFWPM is the center for the City's produce delivery and distribution and requires a site designed to accommodate trucks delivering produce to the market and distributing produce to commercial venues in the City and throughout the region. Currently two public streets (Jerrold Avenue and Selby Street) extend through the heart of the SFWPM. This configuration generates conflicts between SFWPM vehicle movements and public through-traffic. The Project would reduce these traffic conflicts and better support freight movements by re-routing bicycle, pedestrian, bus and vehicular traffic around the Main Site. This would provide a convenient alternative route for through movement on perimeter streets. Improving freight delivery and through movements at the SFWPM is consistent with the referenced General Plan objective and policy and related Environmental Protection Policy 15.4.

POLICY 40.1

Provide off-street facilities for freight loading and service vehicles on the site of new buildings sufficient to meet the demands generated by the intended uses. Seek opportunities to create new off-street loading facilities for existing buildings.

Comment: The Project, if approved, would allow the SFWPM to expand and enable it to improve operations at the site, providing additional off-street space for loading/unloading produce and reducing existing conflicts between SFWPM vehicles and employees and private through-traffic. The Project would allow the SFWPM to reorganize the Main Site to better accommodate freight loading and unloading, and service vehicle requirements. The Project would also provide additional space for existing vendors to expand, as well as space for new market vendors.

URBAN DESIGN ELEMENT

POLICY 1.1

Recognize and protect major views in the city, with particular attention to those of open space and water.

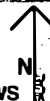
Views contribute immeasurably to the quality of the city and to the lives of its residents. Protection should be given to major views whenever it is feasible, with special attention to the characteristic views of open space and water that reflect the natural setting of the city and give a colorful and refreshing contrast to man's development.

Overlooks and other viewpoints for appreciation of the city and its environs should be protected and supplemented, by limitation of buildings and other obstructions where necessary and by establishment of new viewpoints at key locations.

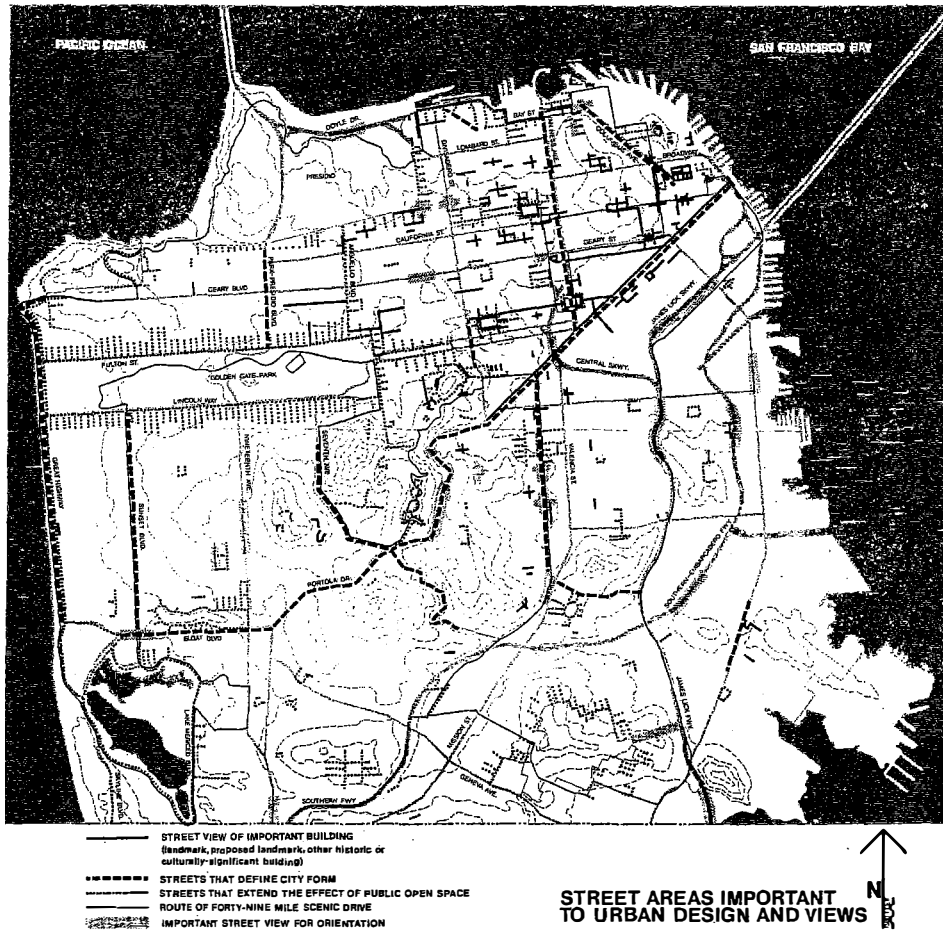


— EXCELLENT
— GOOD
— AVERAGE

QUALITY OF STREET VIEWS



Comment: The project site is located in the Bayview/ Hunters Point District in a PDR-2 (Core Production, Distribution, and Repair) District. The project site and vicinity are relatively flat and is not recognized as having excellent views. In addition, the eastern edge of the site is bounded by the elevated Caltrain tracks, and the site is also bisected by the elevated Highway 280. Both of these physical elements further obstruct views in the vicinity of the site. The nature of the site and the development pattern in the project area limit views to other parts of the city and to San Francisco Bay. The condition restricting construction of buildings and structures in the Jerrold Avenue and Selby Street rights-of-way would, however, would help retain views in the vicinity of the SFWPM.



POLICY 2.8

Maintain a strong presumption against the giving up of street areas for private ownership or use, or for construction of public buildings.

Street areas have a variety of public values in addition to the carrying of traffic. They are important, among other things, in the perception of the city pattern, in regulating the scale and organization of building development, in creating views, in affording neighborhood open space and landscaping, and in providing light and air and access to properties.

Like other public resources, streets are irreplaceable, and they should not be easily given up. Short-term gains in stimulating development, receipt of purchase money and additions to tax revenues will generally compare unfavorably with the long-term loss of public values. The same is true of most possible conversions of street space to other public uses, especially where construction of buildings might be proposed. A strong presumption should be maintained, therefore, against the giving up of street areas, a presumption that can be overcome only by extremely positive and far-reaching justification.

POLICY 2.9

Review proposals for the giving up of street areas in terms of all the public values that streets afford.

Every proposal for the giving up of public rights in street areas, through vacation, sale or lease of air rights, revocable permit or other means, shall be judged with the following criteria as the minimum basis for review:

a. No release of a street area shall be recommended which would result in:

- Detriment to vehicular or pedestrian circulation;
- Interference with the rights of access to any private property;
- Inhibiting of access for fire protection or any other emergency purpose, or interference with utility lines or service without adequate reimbursement;
- Obstruction or diminishing of a significant view, or elimination of a viewpoint; industrial operations;
- Elimination or reduction of open space which might feasibly be used for public recreation;
- Elimination of street space adjacent to a public facility, such as a park, where retention of the street might be of advantage to the public facility;
- Elimination of street space that has formed the basis for creation of any lot, or construction or occupancy of any building according to standards that would be violated by discontinuance of the street;
- Enlargement of a property that would result in (i) additional dwelling units in a multi-family area; (ii) excessive density for workers in a commercial area; or (iii) a building of excessive height or bulk;
- Reduction of street space in areas of high building intensity, without provision of new open space in the same area of equivalent amount and quality and reasonably accessible for public enjoyment;

- Removal of significant natural features, or detriment to the scale and character of surrounding development.
- Adverse effect upon any element of the General Plan or upon an area plan or other plan of the Department of City Planning; or

Release of a street area in any situation in which the future development or use of such street area and any property of which it would become a part is unknown.

b. Release of a street area may be considered favorably when it would not violate any of the above criteria and when it would be:

- Necessary for a subdivision, redevelopment Project or other Project involving assembly of a large site, in which a new and improved pattern would be substituted for the existing street pattern;
- In furtherance of an industrial Project where the existing street pattern would not fulfill the requirements of modern industrial operations;
- Necessary for a significant public or semi-public use, or public assembly use, where the nature of the use and the character of the development proposed present strong justifications for occupying the street area rather than some other site;
- For the purpose of permitting a small-scale pedestrian crossing consistent with the principles and policies of The Urban Design Element; or
- In furtherance of the public values and purposes of streets as expressed in The Urban Design Element and elsewhere in the General Plan.

Comment: The Project includes the vacation and lease of Jerrold Avenue between Rankin and Toland Streets, Selby Street between Innes and Kirkwood Avenues, Kirkwood Avenue fronting lots 003 and 005 in Assessor's Block 5281, a portion of Rankin Street between Jerrold and Innes Avenues, and Lettuce Lane and Wilton Ross Street, two alleys internal to the site. Vacation and lease of the public rights-of-way to enlarge and improve operations at the Wholesale SFWPM Site are generally consistent with Urban Design Element Policies 2.8, 2.9 and 2.10.

Vacation and lease of the public rights-of-way are necessary for the retention and expansion of a wholesale produce market in San Francisco. The project would enable the SFWPM to provide/establish a secure market facility that would be consistent with widely implemented private food safety industry standards and expected changes in food safety regulations. It would also improve public safety by separating local and through-traffic from vehicle movements associated with market operations.

Through-traffic would be accommodated on improved streets along the site's perimeter, and sidewalks at least 10 feet wide would be established (where none currently exist) to improve pedestrian circulation. The project would not interfere with access to private property nor inhibit access by emergency vehicles. Located in an

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industrial and warehousing district, the project would not impact valued views or viewpoints or utilize property that might be used for public recreation, park or open space purposes. No significant natural features exist at the site. Although the project would allow expansion of the SFWPM, a desirable result, it would not result in excessive density or excessive building height or bulk.

Vacation and lease of the public rights-of-way is necessary for expansion of the City's wholesale produce market, consistent with standards for operating such a facility, and these actions are necessary for the appropriate development of the site, which the City considers an important use and one that is in the City's interest to retain. The City's wholesale produce market was relocated to its current location in the 1960's, as the result of establishment of the Embarcadero Center Redevelopment Area in the area that formerly supported the City's wholesale produce market.

Vacation of the referenced public rights-of-way and lease of the property to the SFWPM may be found in conformity with the General Plan if the following conditions are incorporated into the property leases:

- a. *The City shall maintain ownership of the public rights-of-way proposed to be vacated. Jurisdiction over the vacated public rights-of-way shall be transferred from the Department of Public Works to the Real Estate Department;*
- b. *The SFWPM shall not construct or permit any improvements in the Jerrold Avenue and Selby Street rights-of-way (proposed to be vacated) which would be inconsistent with future use as a public street, other than improvements which may be readily be removed at the expiration or termination of the ground lease. In this context, Jerrold Avenue is defined as the portion of Jerrold Avenue (formerly known as "10th Avenue") that was 80'-wide, similar to the current configuration of Jerrold Avenue east of Rankin Street and west of Toland Street. The Selby Street right-of-way is defined as the portion of Selby Street (formerly known as "S" Street) that is 64 feet wide, consistent with the dimension of Selby Street north of Innes Avenue and south of Kirkwood Avenue. The configuration of the Jerrold Avenue and Selby Street rights-of-way subject to this condition is shown on the figure entitled "Proposed Parcels, San Francisco Produce Market," San Francisco, California, prepared by Martin M. Ron Associates, dated 7/22/2011.*
- c. *The City-owned property proposed to be leased can be used only by the SFWPM, its sub lessees and vendors; the property cannot be leased or conveyed to another party for a different use;*
- d. *The City shall retain the right to reestablish the public streets in the portions of Jerrold Avenue and Selby Street described in other sections of this Memorandum proposed to be vacated, at the expiration or termination of the lease.*

POLICY 2.10

Permit release of street areas, where such release is warranted, only in the least extensive and least permanent manner appropriate to each case.

In order to avoid the unnecessary permanent loss of streets as public assets, methods of release short of total vacation should be considered in cases in which some form of release is warranted. Such lesser methods of release permit later return of the street space to street purposes, and allow imposition of binding conditions as to development and use of the street area.

Mere closing of the street to traffic should be used when it will be an adequate method of release. Temporary use of the street should be authorized when permanent use is not necessary. A revocable permit should be granted in preference to street vacation. And sale or lease of air rights should be authorized where vacation of the City's whole interest is not necessary for the contemplated use. In any of these lesser transactions, street areas should be treated as precious assets which might be required for unanticipated public needs at some future time.

Comment: In order for San Francisco to retain the SFWPM in the city, the Market must be able to improve operations at the site, establish a secure facility and provide additional space for existing and future market vendors. To accommodate the SFWPM - a desirable semi-public use, the City must consider closing segments of Jerrold Avenue, Selby Street, Kirkwood Avenue, Lettuce Lane and Wilton I. Ross Street streets, to public use. The only legal mechanism to achieve this is for the City to vacate the public rights-of-way. The City will retain long-term control over the public rights-of-ways. When vacated, the City will retain the property in public ownership. Jurisdiction of the public rights-of-way will be transferred from DPW to the Department of Real Estate. The property will be maintained in City ownership and be leased to the SFWPM. The City will also impose conditions on the use of the public rights-of-way, and will retain the right to reestablish the public Rights-of-Way at termination or expiration of the lease.

POLICY 4.4

Design walkways and parking facilities to minimize danger to pedestrians.

Pedestrian walkways should be sharply delineated from traffic areas, and set apart where possible to provide a separate circulation system.

Comment: As part of the Project, the SFWPM would construct curbs, gutters and sidewalks of adequate size and design to support pedestrian use on the blocks surrounding the SFWPM, including on Innes Avenue, Innes Avenue Extension, Rankin Street, Jerrold Avenue, Kirkwood Avenue and Toland Street. The pedestrian facilities will be constructed to improve pedestrian safety in the project vicinity. The SFWPM would establish sidewalks, crosswalks at intersections along perimeter streets and other improvements. Sidewalks shall be a minimum of 10 feet wide and shall include lighting, street trees and other street furniture to better accommodate pedestrian use and improve pedestrian safety, as described in other sections of this Memorandum.

*The SFWPM shall prepare a Streetscape Plan consistent with the **Better Streets Plan** for review and approval by the Planning Department and other City Departments. The Streetscape Plan may be prepared and implemented in phases, consistent with Conditions 3 and 4 on pages 8-9 of this Memorandum.*

BAYVIEW HUNTERS POINT AREA PLAN

POLICY 1.5

Encourage a wider variety of light industrial uses throughout the Bayview by maintaining the newly established Production, Distribution and Repair zoning, by more efficient use of industrial space, and by more attractive building design.

OBJECTIVE 4

DEVELOP AND MAINTAIN A SYSTEM FOR THE EASY MOVEMENT OF PEOPLE AND GOODS, TAKING INTO ACCOUNT ANTICIPATED NEEDS OF BOTH LOCAL AND THROUGH TRAFFIC.

Comment: The Project would facilitate safer access for trucks and vehicles serving the SFWPM. Redirecting pedestrian, bicycle and private motorized vehicles onto streets located at the project perimeter would reduce conflicts between through-traffic and the vehicular movements associated with operations on the Main Site. It would improve safety of SFWPM personnel, vendors, clients and members of the public.

OBJECTIVE 8

STRENGTHEN THE ROLE OF BAYVIEW'S INDUSTRIAL SECTOR IN THE ECONOMY OF THE DISTRICT, THE CITY, AND THE REGION.

Comment: The Project would encourage the retention of the San Francisco Wholesale Produce Market at its existing site in the Bayview/Hunters Point District and encourage expansion of the facility onto an adjacent City-owned property. The wholesale produce market use is consistent with the PDR land use controls at the site and in the surrounding area. See also discussion under Transportation Element Policy 36.1.

RECOMMENDATION:

Finding the Project, on balance, **in conformity** with the General Plan, **with conditions.**

ATTACHMENTS

1. "Master Site Plan, San Francisco Wholesale Produce Market," Sheet A-MP.1, prepared by Jackson Liles Architecture, 7/05/2011.
2. "Vacation Plat of City Streets within San Francisco Wholesale Produce Market, San Francisco, California," prepared by Martin M. Ron Associates, 7/29/2011.
3. "Dedication Plat, Areas Lying within San Francisco Produce Market, San Francisco, California," prepared by Martin M. Ron Associates, 8/08/2011
4. "Proposed Parcels, San Francisco Wholesale Produce Market, San Francisco, California," prepared by Martin M. Ron Associates, 7/22/2011.
5. "Enlarged Eastern Intersection," San Francisco Wholesale Produce Market Retention & Expansion Project, Sheet A-S.1.3, prepared by Jackson Liles Architecture, 8/25/2011.

PROPOSITION M FINDINGS – PLANNING CODE SECTION 101.1

Planning Code Section 101.1 establishes Eight Priority Policies and requires review of discretionary approvals and permits for consistency with said policies. The Project is found to be consistent with the Eight Priority Policies as set forth in Planning Code Section 101.1 for the following reasons:

Eight Priority Policies Findings

The subject Project is found to be consistent with the Eight Priority Policies of Planning Code Section 101.1 in that:

1. That existing neighborhood-serving retail uses be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses enhanced.

The Project would have no adverse effect on neighborhood serving retail uses or opportunities for employment in or ownership of such businesses. The Project would support retail uses throughout the City and would enhance opportunities for employment in and ownership of such businesses.

2. That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhood.

The Project would have no adverse effect on neighborhood character. The Project area is characterized by Production, Distribution and Repair (PDR) uses. The existing PDR uses at the site would be retained and the Project would provide additional space for expansion and improved operation of the facility.

3. That the City's supply of affordable housing be preserved and enhanced.

The Project would have no adverse effect on the City's supply of affordable housing.

4. That commuter traffic not impede MUNI transit service or overburden our streets or neighborhood parking.

The Project would not result in commuter traffic impeding MUNI's transit service, overburdening the streets or altering current neighborhood parking. The project sponsor will meet with the SFMTA to determine whether the 23-Monterey bus line which currently traverses the project site along Jerrold Avenue could be rerouted as part of MUNI's Transit Effectiveness Project. The Project includes vacation of portions of Jerrold Avenue between Toland Street and Jerrold Rankin Street, Selby Street between Kirkwood Avenue and Innes Avenue, (as well as Lettuce Lane and Wilton I. Ross Street (two small internal streets) in order to separate public local and through-traffic from vehicular movements associated with SFWPM operations. The Project would also dedicate property to reconfigure Innes Avenue between Rankin Street and Toland Street and Kirkwood Avenue between Rankin Street and Toland Street and to establish a new street referred to as Innes Avenue Extension to provide an improved connection between Jerrold Avenue and Innes Avenue. These streets would be reconfigured and reconstructed, to reroute through-traffic around the SFWPM's main site onto Innes and Kirkwood Avenues to Jerrold Avenue west of Toland Street. The reconfigured streets would incorporate public

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sidewalks (none exist currently) and provide street and sidewalk improvements and pedestrian amenities described in other sections of this Memorandum, thereby providing for safer vehicular and pedestrian movement.

5. That a diverse economic base be maintained by protecting our industrial and service sectors from displacement due to commercial office development, and that future opportunities for residential employment and ownership in these sectors be enhanced.

The Project would maintain and enhance the existing economic base in this area. The site is in a PDR-2 (Core Production Distribution and Repair) land use District. The Project will support continued operation and expansion of the San Francisco Wholesale Produce Market. The facility currently supports over 650 full-time PDR jobs. The expanded facility is projected to support approximately 900 jobs.

6. That the City achieve the greatest possible preparedness to protect against injury and loss of life in an earthquake.

The Project would not adversely affect achieving the greatest possible preparedness against injury and loss of life in an earthquake. New construction and renovation would meet or exceed all approved building and seismic codes.

7. That landmarks and historic buildings be preserved.

This site contains no landmarks or resources of historic significance.

8. That our parks and open space and their access to sunlight and vistas be protected from development.

The Project would have no adverse effect on parks and open space or their access to sunlight and vistas. The site is located in a PDR district and is not located in the proximity of any existing public open space.