



# SAN FRANCISCO PLANNING DEPARTMENT

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## Executive Summary

HEARING DATE: APRIL 26, 2018

*Date:* April 12, 2018  
*Case Nos.:* 2007.0946GPA-02 MAP-02 CWP-02 GPR  
*Project:* Candlestick Point and Hunters Point Shipyard Phase 2  
*Zoning:* Jamestown Parcel at Candlestick Point:  
Existing: RH-2 / Candlestick Point Activity Node Special Use District / CP Height and Bulk District  
Proposed: RH-2 / 40-X Height and Bulk District  
Hunters Point Shipyard:  
HPS Use District / Hunters Point Shipyard SUD / HP Height and Bulk District  
*Block/Lot:* Jamestown Parcel at Candlestick Point:  
Block 4991 / Lot 276  
Hunters Point Shipyard:  
Block 4591A / Lots 007, 079, 080, 081; Block 4591D / Lots 136 and 137  
*Project Sponsor:* Office of Community Infrastructure and Development  
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### ACTIONS SCHEDULED FOR THIS HEARING

The action before you at your April 26, 2018 hearing is for the following:

1. **Approval of General Plan Amendments** in association with proposed revisions to the Candlestick Point – Hunters Point Shipyard Phase 2 (“CP HPS2”) Project. The Amendments would include (1) revising the Candlestick Point Sub-Area Plan of the Bayview Hunters Point Area Plan by removing Assessor’s Block 4991 / Lot 276 (“Jamestown Parcel”) from the boundaries of the SubArea Plan; and (2) revising the Hunters Point Area Plan by removing mention of the previously-proposed stadium from the Plan’s text and its maps and by updating the graphics to align with the proposed Shipyard redesign.
2. **Approval of Planning Code Map Amendments.** The Map Amendments would amend Planning Code Sectional Maps SU10, and HT10 by revising the boundaries of the Candlestick Point Activity Node Special Use District (SUD) and CP Height and Bulk District to remove the Jamestown Parcel.
3. Finding the **Redevelopment Plan Amendments** for the Bayview Hunters Point Redevelopment Plan and the Hunters Point Shipyard Redevelopment Plan Consistent with the General Plan and Planning Code Section 101.1.
4. **Approving Amendments to the Candlestick Point Design for Development document,**

**removing the Jamestown Parcel; and the completely revised Hunters Point Shipyard Design for Development Document.**

## **PROJECT DESCRIPTION**

### **Original Project and Approvals**

In 2010, the City and County of San Francisco (City), and the San Francisco Redevelopment Agency (now the Office of Community Investment and Infrastructure or OCII) approved the Candlestick Point – Hunters Point Shipyard Phase II Development Project (“Project”). The Project consisted of the large scale mixed-use, multi-modal development at Candlestick Point and Hunters Point Shipyard, covering approximately 702 acres along the City’s southeastern waterfront, including a proposed stadium for the San Francisco 49ers. More specifically, at the time of the 2010 approval, the Project (Stadium Alternative) included the following elements:

- 10,500 residential housing units (7,850 units at Candlestick Point and 2,650 units at Hunters Point Shipyard);
- 2,500,000 sq. ft. of research and development and office uses at the Shipyard;
- Over 300 acres of new and restored open space and active recreation areas, which includes neighborhood parks within Candlestick Point and the Shipyard, new waterfront parks around the entire perimeter of the Shipyard connecting to the region’s Bay Trail, and a major renovation of the Candlestick Point State Recreation Area;
- Approximately 635,000 sq. ft. of regional retail on Candlestick Point;
- Approximately 250,000 sq. ft. of neighborhood-serving retail split between the Shipyard and Candlestick Point;
- Permanent new and renovated space for the existing Shipyard artists as well as an arts education center;
- New public and community facilities on both the Shipyard and Candlestick Point;
- A marina on the Shipyard.
- A stadium at the Shipyard for the San Francisco 49ers.

The Original Approvals included several alternative development scenarios in case a stadium was not constructed; one scenario among other aspects, allowed up to 5,000,000 sq. ft. of research and development / office use at the Shipyard.

The Jamestown Parcel was included as part of the Candlestick Point component of the Project, though it was owned by a private entity not associated with CP Development Co., LLC (“Developer”).

### **Entitlement Structure**

The CP HPS2 Project Area is within two Redevelopment Project Areas, which in turn, are governed by two Redevelopment Plans: Candlestick Point is designated as “Zone 1” under the Bayview Hunters Point Redevelopment Plan, and Hunters Point Shipyard is governed under the Hunters Point Shipyard

Redevelopment Plan. As Redevelopment Project Areas, OCII has land use and development approval jurisdiction.

The original approvals included the following among other approvals:

- A Disposition and Development Agreement (DDA) between the City, OCII, and FivePoint (previously Lennar Urban) (Developer) establishing development rights by the Developer stipulated on conditions set therein;
- HPS Redevelopment Plan Amendments;
- BVHP Redevelopment Plan Amendments, designating Candlestick Point as “Zone 1”, indicating OCII would retain land use and entitlement jurisdiction;
- Creation of the Hunters Point Shipyard Area Plan and the Candlestick Point Sub-Area Plan to align with the Redevelopment Plans amendments;
- Creation of the Candlestick Activity Node SUD and the Hunters Point Shipyard SUD and the CP and HPS Height and Bulk District to refer land use controls to the respective Redevelopment Plans;
- Creation of Design for Development documents for both Candlestick and the Shipyard to provide specific development controls for the two Project Areas.

The Planning Commission’s role in the ongoing implementation of the CP HPS II Project includes approving any future requested amendments to General Plan, Planning Code, Redevelopment Plans and D4Ds. In addition, through the Cooperative Agreement between the Planning Department and OCII, Planning staff is consulted on design review for Major Phase applications and schematic design review of buildings.

### **Modified Project**

The Developer is currently pursuing changes to the CP HPS2 Project (“Modified Project”). The major components of these changes include, but are not limited to:

- Allowing up to 4,265,000 sq. ft. of research and development / office use at the Shipyard (note: the Original Project included ,the FEIR analyzed, and the HPS Redevelopment Plan authorized, the potential of up to 5,000,000 sq. ft. of R&D / office as a Non-Stadium Variant );
- Redistribution of the development of residential units between the Shipyard and Candlestick as follows:
  - Approximately 7,218 units at Candlestick
  - Approximately 3,454 units at the Shipyard

(note: Original Project included and the FEIR analyzed up to 10,500 units altogether; the additional 172 units now proposed is equal to the number of units no longer being pursued in the Hunters Point Shipyard Phase 1 Project; those units are proposed to be developed to Phase 2 of the Shipyard).

- Addition of 410,000 sq. ft. of institutional use (proposal includes potential sites for an elementary school(s), middle school(s), and/or high school(s) );
- Addition of green infrastructure including:
  - Geothermal heating and cooling;
  - Utility and building-scale battery storage system;
  - Centralized recycled water facility at the Shipyard that could serve entire development
- Addition of 276,000 sq. ft. of retail and “maker space” (i.e. small-scale production uses) at the Shipyard;
- Addition of a hotel at the Shipyard;

- Removal of the Jamestown Parcel from the Candlestick portion of the development;
- Establishment of a substantially re-envisioned urban design framework for the Shipyard as further described below;
- Enabling the ability to transfer up to 118,500 gsf of nonresidential use from HPS2 to CP, and to convert nonresidential uses within each respective area, subject to further review and analysis.

As such, the following amendments to the original entitlements approved by the Planning Commission are required:

- Amendments to the BVHP Redevelopment Plan removing the Jamestown Parcel from Zone 1 and designating it as part of Zone 2, thereby placing it in the Planning Department’s jurisdiction wholly subject to the Planning Code and Zoning Maps;
- Amendments to the Candlestick Point Activity Node SUD and CP Height and Bulk District by removing the Jamestown Parcel;
- Amendments to the Candlestick Point Sub-Area Plan by removing the Jamestown Parcel from the Area Plan boundaries;
- Amendments to the HPS Redevelopment Plan, the HPS Design for Development, and the HPS Area Plan to reflect the removal of the stadium and the new urban design framework described below. Preparation of a new Hunters Point Shipyard D4D, implementing Master Developer’s new vision for the site.

### **The Bayview Hunters Point Redevelopment Project Area and the Jamestown Parcel**

As noted above, the Original Approvals included amendments to the BVHP Redevelopment Plan. A key aspect to these amendments divided the subject BVHP Project Area into Zone 1 and Zone 2. The Candlestick Point portion was designated as Zone 1, indicating that the Office of Community Investment and Infrastructure would retain jurisdiction over land use and would be the approval body for development approvals pursuant to State Redevelopment law. The rest of the BVHP Redevelopment Project Area was designated as Zone 2, indicating that the Planning Department would have jurisdiction over land use regulations, in accordance with a Delegation Agreement established between the Planning Department and OCII when the BVHP Redevelopment Project Area was created in 2006.

Zone 1 currently includes the property once occupied by the Candlestick Stadium, its parking lots, the Candlestick Point State Recreational Area, the Alice Griffith Housing Authority site, several private parcels that are generally surrounded by the stadium site and the SFSRA, and the Jamestown Parcel, which is located on Jamestown Avenue above the stadium site.

As part of the Original Approvals, a Sub-Area Plan under the BVHP Area Plan of the General Plan was created for Candlestick Point (the Candlestick Point Subarea Plan) to specifically align provisions for Zone 1 of the BVHP Redevelopment Plan with the General Plan. Similarly, the Candlestick Point Activity Node SUD and the CP Height and Bulk District were created under the Planning Code to refer all land use and development regulations to the BVHP Redevelopment Plan for Zone 1. Consistent with the BVHP Redevelopment Plan, the boundaries of the Candlestick Point SubArea Plan, the Candlestick Point Activity Node SUD, and the CP Height and Bulk District include the Jamestown Parcel.

Proposed revisions to the BVHP Redevelopment Plan, the CP Sub-Area Plan, the CP Activity Node SUD, the CP Height and Bulk District and the CP Design for Development (“D4D”) document entail removing the Jamestown Parcel from the boundaries of Zone 1 and associated plans and districts.

## The Hunters Point Shipyard Redevelopment Project Area and Proposed Project Refinements

Also as part of the 2010 Approvals, an Area Plan under the General Plan was created for Hunters Point Shipyard to specifically align the Hunters Point Shipyard Redevelopment Plan with the General Plan. Similarly, the Hunters Point Shipyard SUD and HPS Height and Bulk District were created to specifically refer all land use and development regulations to the HPS Redevelopment Plan. Consistent with the HPS Redevelopment Plan, the HPS Area Plan anticipated the construction of a stadium as one of several development scenarios.

Subsequent to the 2010 Approvals, a new stadium for the 49ers was constructed in Santa Clara, removing the need to accommodate a stadium within the Shipyard portion of the CP HPS II Project. Also, subsequent to the 2010 Approvals, the voters of San Francisco approved Proposition O, the “Hunters Point Shipyard/Candlestick Point Jobs Stimulus Proposition”, which established that office development within the CP HPS II Project area would not be subject to the annual office cap regulated by Planning Code Sections 320 – 325.

Perhaps most significantly, the Developer engaged Architect Sir David Adjaye to help re-envision the Shipyard. The proposed re-envisioned Shipyard now includes, but is not limited to the following: (1) a new 8.1-acre central park (“The Green Room”) and a strengthened open space around Dry Dock 4 (“The Water Room”); (2) a revised street grid in the Warehouse District (formerly HPS South) that uses the existing Shipyard street grid as a template for the new street grid; (3) other reconfiguration of the open space including the widening of the North Shoreline open space by one block, and the reconfiguration of the sports complex by consolidating it into a more compact and efficient area; (4) revising and strengthening the bicycle network by providing more separated bike paths removed from Crisp Avenue, the site’s major thoroughfare; (5) revising the heights throughout by increasing in some areas and decreasing in others but assuring the retention of key views particularly from the Phase 1 Hillside Park and (6) revising the locations of the proposed towers (while maintaining their heights).

### Revised HPS2 Design for Development

To implement the new vision, the HPS D4D has been completely revised. Gensler was retained by the Developer to work with both OCII and Planning staff to assure the revised document not only implements the Shipyard’s new vision, but improves on the existing document in terms of clarity and usability. Design controls regarding setbacks, build-to lines, lot coverage, frontage activation, and relationship of the building frontages to the public right-of-way are addressed in the Revised D4D as they were in the previously approved D4D. However, unlike the previously approved D4D, the Revised D4D provides additional architectural controls that relate to a building’s potential size, requiring additional interventions for larger buildings.

The revised D4D also provides more controls for above-grade parking garages to assure sufficient activation and to assure that the garages can be potentially converted to other uses if less parking is found to be needed in the future. The revised D4D also provides incentives (but not requirements) to retain not only buildings identified as historic resources, but four other Navy structures that celebrate the Shipyard’s history and context.

### HPS Redevelopment Plan Amendments

The Hunters Point Shipyard Redevelopment Plan proposed amendments include revising the maps to reflect the new vision, making minor changes to the land use section, including allowing hotel use in the

Wharf District, and allowing school uses more broadly across the site. Revisions to the Redevelopment Plan also clarify that certain green infrastructure is permitted and encouraged. Finally the revisions include adjustments to the development square footage caps to reflect the Modified Project as described above.

## **ENVIRONMENTAL REVIEW**

The Planning Commission, the Redevelopment Commission and the Board of Supervisors certified the Final Environmental Impact Report in 2010. OCII, in collaboration with the Planning Department published several addenda to the FEIR, including Addendum No. 5, which analyzes the changes to the Project described here. OCII has concluded the Project Refinements will not result in any new significant impacts or a substantial increase in the severity of previously identified significant effects that would alter the conclusions reached in the FEIR. The Commission on Community Investment and Infrastructure is scheduled to take action on the Addendum at their April 17, 2018 meeting ahead of the Commission’s April 26, 2018 meeting.

## **HEARING NOTIFICATION AND PUBLIC COMMENT**

Below is a summary of the completed notifications of this hearing required under the Planning Code.

<b>TYPE</b>	<b>REQUIRED PERIOD</b>	<b>REQUIRED NOTICE DATE</b>	<b>ACTUAL NOTICE DATE</b>	<b>ACTUAL PERIOD</b>
Classified News Ad	20 days	4/6/18	4/4/18	22 days
Posted Notice	[not required]			
Mailed Notice	20 days	4/6/18	4/6/18	20 days

## **BASIS FOR RECOMMENDATION**

1. The Modified Project and all Commission actions thereto would enable development that would eliminate blight at Candlestick Point and Hunters Point Shipyard by updating the respective Redevelopment Plans to facilitate mixed-use development
2. The Modified Project and all Commission actions thereto enable vibrant high-density, mixed-use, multi-modal and transit oriented development as a means to fully realize its shoreline location and to help revitalize the Bayview.
3. The Modified Project and all Commission actions thereto support development that could provide a wide range of employment opportunities in a wide range of fields and employment levels. Development enabled by the amendments could support thousands of new permanent jobs at full build out and thousands of ongoing construction job opportunities throughout the buildout of the Project. By removing the stadium as a development scenario, additional land is made available for job creating uses.
4. The Modified Project and all Commission actions thereto promote, the possibility of new

- emerging industries including green technology through the provision of a major new site and space for office and related uses. By removing the stadium as a development scenario, additional land is made available for these types of uses.
5. The Modified Project and all Commission actions thereto would strengthen the economic base of the Project Area and the City as a whole by strengthening retail and other commercial functions in the Project Areas and local community through the addition of more space for research and development, retail and community-facility uses. By removing the stadium as a development scenario, additional land is made available for these types of uses.
  6. The Modified Project and all Commission actions thereto would enable development that would include substantial new housing opportunities, including a substantial amount of below market rate housing including the replacement of the Alice Griffith Public Housing development. By removing the Jamestown Parcel from Zone 1 of the BVHP Redevelopment Area, the Jamestown Parcel can be further developed beyond the limits of the BVHP Redevelopment Plan. By removing the stadium as a potential development scenario, additional land is made available to allow housing to be distributed more evenly across CP and HPS.

#### RECOMMENDATION:

1. Approval on All Actions

#### Attachments:

1. **Draft Planning Commission Resolution Amending the General Plan**  
Exhibit A: Draft Ordinance Amending the General Plan  
Attachment 1: Proposed Text Changes  
Attachment 2: Proposed Map Changes
2. **Draft Planning Commission Resolution Amending the Planning Code Maps**  
Exhibit A: Draft Ordinance Amending the Planning Code Maps  
Attachment 1: Map of Proposed Changes
3. **Draft Planning Commission Resolution Finding the Amendments to the Redevelopment Plans consistent with the General Plan**  
Exhibit A: Draft Amended BVHP Redevelopment  
Exhibit B: Draft Amended HPS Redevelopment Plan
4. **Draft Planning Commission Motion Approving Amendments to the CP D4D and the HPS D4D**  
Exhibit A: Draft Revised Hunters Point Shipyard Phase 2 D4D
5. **Addendum 5 to the CP HPS2 2010 FEIR**
6. **Master General Plan Findings**

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