



SAN FRANCISCO PLANNING DEPARTMENT

Executive Summary General Plan Amendment

HEARING DATE: AUGUST 23, 2018
90-DAY DEADLINE: NOVEMBER 21, 2018

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

Reception:
415.558.6378

Fax:
415.558.6409

Planning
Information:
415.558.6377

Project Name: **General Plan Amendment: The Central Waterfront – Dogpatch Public Realm Plan**

Case Number: **2015-001821GPA** [Board File No. TBD]

Initiated by: Planning Commission / Introduced June 28, 2018

Staff Contact: Robin Abad Ocubillo, Citywide Planning Division
Robin.Abad@sfgov.org, 415-575-9123
Seung Yen Hong, Citywide Planning Division
Seungyen.hong@sfgov.org, 415-575-9026

Reviewed by: Aaron Starr, Manager of Legislative Affairs
aaron.starr@sfgov.org, 415-558-6362
Adam Varat, Assistant Director, Citywide Planning Division
Adam.varat@sfgov.org, 415-558-6405

Recommendation: **Approve a proposed ordinance that would adopt amendments to various elements of the San Francisco General Plan and the Central Waterfront Area Plan within the General Plan to address and incorporate the Central Waterfront – Dogpatch Public Realm Plan**

GENERAL PLAN AMENDMENT

The proposed Ordinance would amend various elements of the General Plan and amend the Central Waterfront Area Plan within the General Plan to address and incorporate the Central Waterfront – Dogpatch Public Realm Plan, affirming the Planning Commission’s findings under the Environmental Quality Act, making findings of consistency with the General Plan and the eight priority policies of Planning Code, Section 101.1, and making the public necessity findings of Planning Code, Section 340. The current land use policies and zoning in the Central Waterfront Area Plan will remain unchanged.

The Way It Is Now:

The Eastern Neighborhoods Plans contain a set of policies and strategies that address policy level issues pertaining to land use, transportation, urban design, built form, open space, housing, historic resources, community facilities and economic development for the city’s eastern bayfront, including the South of Market, the Mission, Showplace Square / Potrero Hill and the Central Waterfront.

The Central Waterfront Area plan provides a legal framework to further study and address public infrastructure needs within the Plan Area but does not specify an implementation roadmap to guide and prioritize investments in complete streets, parks and open spaces, or conceptual designs for typical streets and open spaces in the neighborhood.

The Way It Would Be:

The proposed amendments would adopt by reference the Central Waterfront – Dogpatch Public Realm Plan, which would serve as the guiding framework for investments in complete streets, parks and open spaces within the Central Waterfront – Dogpatch Public Realm Plan Area. Future public and private projects would follow the guidance and prioritization framework and conceptual designs for typical streets in the neighborhood set forth in the Central Waterfront – Dogpatch Public Realm Plan. This would help ensure that public realm improvements will be done in a holistic manner and with respect to the local context and history steeped in maritime industry, industrial manufacturing, and a new creative economy of local crafts and fabrication.

BACKGROUND

In 2008, the Central Waterfront Area Plan was adopted with various other area plans comprising the Eastern Neighborhoods to address inevitable change in four of the neighborhoods most affected – the South of Market, the Mission, Showplace Square / Potrero Hill and the Central Waterfront.

The two key policy goals of the Eastern Neighborhoods Plans are to 1) ensure a stable future for Production, Distribution and Repair (PDR) businesses in the city, mainly by reserving a certain amount of land for this purpose; and 2) to provide a significant amount of new housing affordable to low, moderate and middle income families and individuals, along with “complete neighborhoods” that provide appropriate amenities for these new residents.

The Central Waterfront Area Plan addresses policy level issues pertaining to land use, transportation, urban design, built form, open space, housing, historic resources, community facilities and economic development.

ISSUES AND CONSIDERATIONS

Under the Central Waterfront Area Plan, the Dogpatch neighborhood has continued to grow, accommodating both new housing and neighborhood commercial services. Many private development projects have recently occurred, but investment in the public realm has not kept up with the growth of the neighborhood.

The Central Waterfront Area Plan contains numerous policies and objectives that call for open space and street improvements to promote the safety, connectivity, and sustainability of the Dogpatch neighborhood. Key pertaining policies are listed below.

- OBJECTIVE 5.1: Provide public parks and open spaces that meet the needs of residents, workers and visitors.
- OBJECTIVE 5.3: Create a network of green streets that connects open spaces and improves the walkability, aesthetics, and ecological sustainability of the neighborhood.
- OBJECTIVE 5.4: The open space system should both beautify the neighborhood and strengthen the environment.

However, implementation of these policies has not kept up with the rapid change the neighborhood is undergoing. A clear guiding framework, including conceptual designs for typical streets in the

neighborhood, is needed to implement these objectives and policies, in particular for the public rights-of-way and open spaces where multiple departmental jurisdictions overlap.

In response to this need, the Central Waterfront – Dogpatch Public Realm Plan for the Dogpatch area kicked off in 2015 to develop an implementation tool that identifies and scopes context-appropriate improvements, and guides the investment of impact fees and other sources in the streetscapes and parks that tie the area together.

Plan Area

The Central Waterfront - Dogpatch Public Realm Plan area generally encompasses the area south of Mariposa Street, east of Pennsylvania Street, north of Islais Creek Channel, and west of the San Francisco Bay, excluding the Port's Pier 80 cargo facilities. The Central Waterfront - Dogpatch Public Realm Plan area is slightly bigger than the Central Waterfront Area Plan boundary, encompassing the area south of Cesar Chavez Street between 3rd Street and Indiana Street.

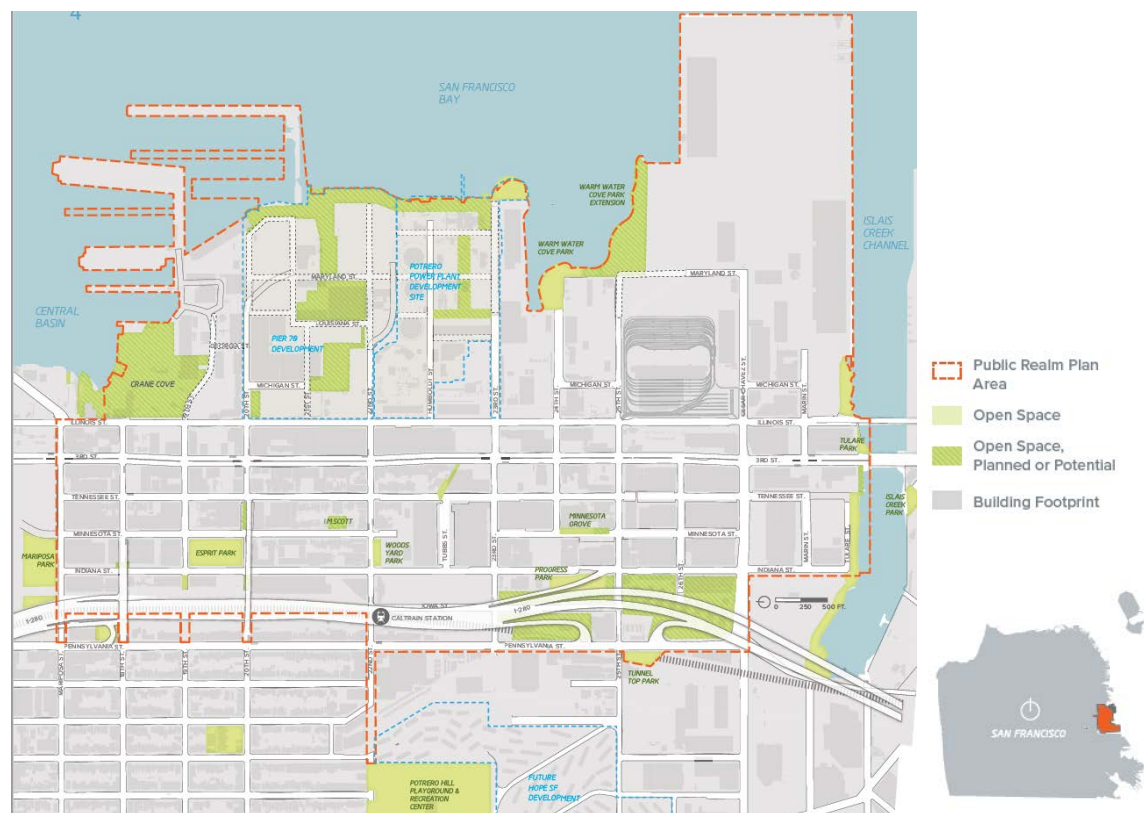


Figure 1 Public Realm Plan Area

Plan Development and Community Engagement

The Central Waterfront - Dogpatch Public Realm Plan is the result of a close collaboration between City agencies, neighborhood groups, institutions and community members. The San Francisco Planning Department led the planning process in partnership with the San Francisco Municipal Transportation Agency, San Francisco Public Works, the Port of San Francisco, and the San Francisco Recreation and Park Department.

One main goal of this planning effort is to identify and prioritize improvements to streets, sidewalks, and public spaces in the Dogpatch neighborhood based on community input gathered through multifaceted outreach efforts. During the planning process, the San Francisco Planning Department held five public workshops, over 20 focus group meetings, and distributed four distinct online surveys.

On January 31 2018, at the fifth public workshop of the planning process, the Planning Department released a public review draft of the Central Waterfront - Dogpatch Public Realm Plan to solicit public input for 30 days. Following the comment period, the Planning Department revised the plan responding to community feedback and published the final draft in June 2018.

Since the Planning Commission hearing on June 28, 2018, the project was presented before the Port Commission on July 10, 2018 and the Architectural Review Committee of the Historic Preservation Commission on August 15, 2018 and received comments requiring minor text edits and map changes. These changes have been incorporated into the Plan, attached as Appendix D of this case report.

Public Realm Vision and Implementation Guidelines & Strategies

Building on the Central Waterfront Area Plan objectives and policies, the Public Realm Plan establishes a Vision Map (Figure 2) and Implementation Guidelines & Strategies. The vision map recognizes current and future anticipated concentrations of transit and commercial activity, residential density, and future open spaces that need to be connected by a robust network of safe, green streets. Together, they will provide a long-term framework for public realm investments in the plan area.

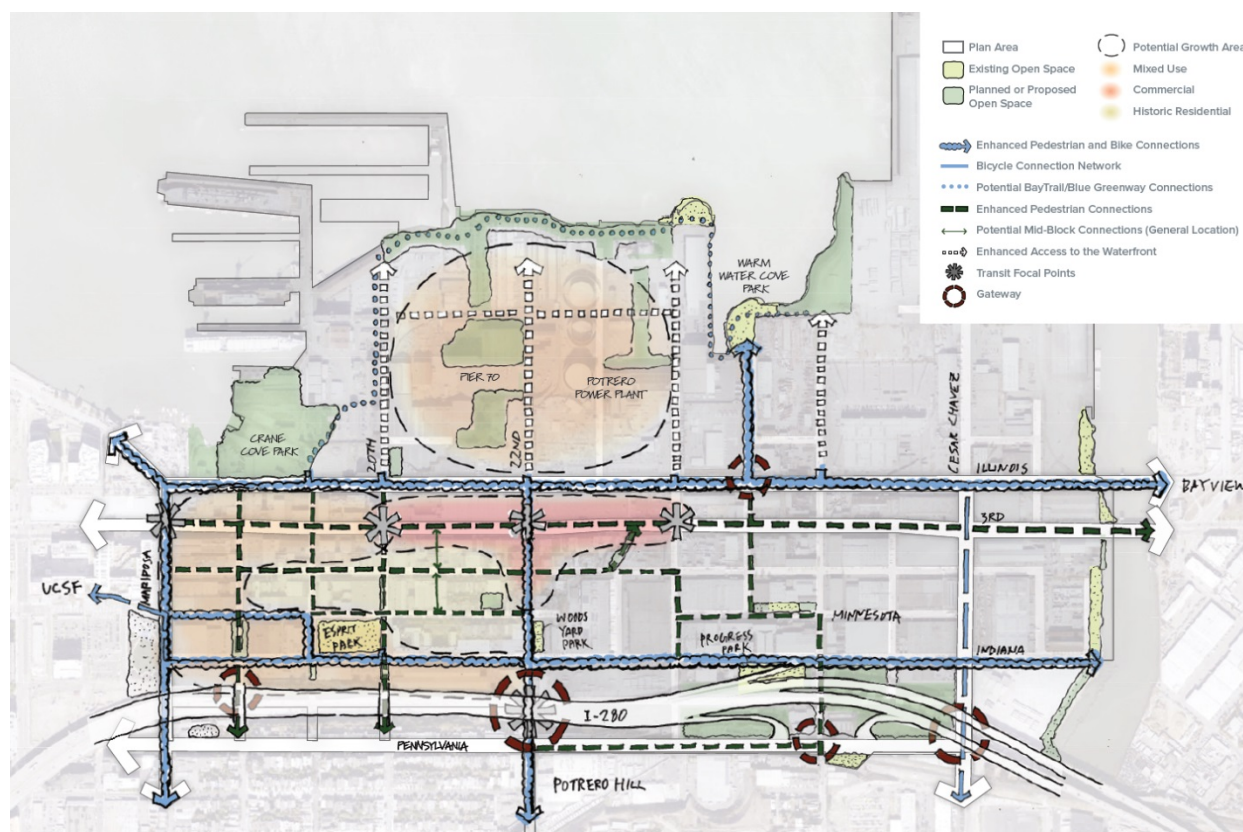


Figure 2. Vision Map

Public Realm Plan Implementation Guidelines & Strategies

A NETWORK OF COMPLETE STREETS

- A. Prioritize pedestrian safety and comfort along key walking routes
- B. Encourage Multi-Modal Transportation
- C. Maximize Greening Opportunities

A DIVERSITY OF HIGH-QUALITY OPEN SPACES

- A. Distribute open spaces equitably throughout the plan area
- B. Balance needs of local residents with those of other visitors
- C. Maximize ecological and habitat functions of open spaces

EXPRESS UNIQUE HISTORY AND CHARACTER

- A. Encourage the use of materials and forms that refer to industrial and maritime heritage
- B. Develop street designs that are appropriate for areas of differing land uses
- C. Continue developing a variety of open space types including plazas, street parks, pocket parks, and repurposing of under-freeway parcels
- D. Partner with local organizations on stewardship, maintenance, activation programming in the Public Realm
- E. Support the adaptive reuse of historic buildings associated with past institutional uses for community-serving purposes
- F. Encourage incorporating historic interpretive elements, such as signs and plaques, in public and private projects

Building on the Central Waterfront Area Plan's Open Space Objectives 5.1 and 5.4, the Public Realm Plan inventories existing and planned open spaces and recommends open space improvements based on community input and interagency coordination. The Public Realm Plan selected representative open spaces to focus on for conceptual design through the plan effort, as illustrated in Chapter 4 of the Plan.

The Public Realm Plan also contains a Key Pedestrian Routes Map (Figure 3-26 of the Plan) and a Map of Implementation Priorities for Complete Streets (Figure 3-26 of the Plan), which together will guide the capital planning and implementation of streetscape projects in the plan area. Typical streetscape designs for Industrial, Mixed-Use, and Residential streets are also illustrated in the Public Realm Plan to serve as a reference for future projects.

As a result of the Public Realm Planning process, some of the priority projects have already begun their implementation phases, including the Esprit Park renovation project led by the Recreation and Park Department and the Minnesota Grove project, led by the Public Works Department.

RECOMMENDATION

The Department recommends that the Commission *approve* the proposed Ordinance and adopt the attached Draft Resolution to that effect.

BASIS FOR RECOMMENDATION

The Department recommends that the Commission initiate the proposed ordinance because it will allow for the Central Waterfront - Public Realm Plan effort to guide the investment of impact fees and other sources in the streetscapes and parks that tie the area together, and provide consistent design for street and open space improvements in the neighborhood, whether built by City agencies, private development, or community-based organizations.

REQUIRED COMMISSION ACTION

The proposed Ordinance is before the Commission so that it may approve it, reject it, or approve it with modifications.

ENVIRONMENTAL REVIEW

On May 2, 2018 the Planning Department determined that no supplemental environmental review is required for the proposed Ordinance. The environmental effects of this plan have been adequately analyzed pursuant to the California Environmental Quality Act ("CEQA") in the Final Environmental Impact Report ("FEIR") previously prepared for the Eastern Neighborhoods Rezoning and Area Plans project. The Planning Department reviewed the proposed plan in accordance with CEQA Guidelines Sections 15162 and 15164. The Planning Department found that implementation of the proposed plan would not cause new significant impacts not identified in the FEIR or result in a substantial increase in the severity of previously identified significant impacts, and no new mitigation measures would be necessary to reduce significant impacts. No changes have occurred with respect to circumstances surrounding the original project that would cause significant environmental impacts to which the modified project would contribute considerably, and no new information has been put forward which shows that the modified project would cause significant environmental impacts. Based on the foregoing and in accordance with CEQA Guidelines Section 15164 and San Francisco Administrative Code Section 31.19(c)(1), the Planning Department documented the reasons that no subsequent environmental review is required for the Dogpatch Public Realm Plan and issued an Addendum to the Final Environmental Impact Report, attached as Exhibit B to this case report for reference.

PUBLIC COMMENT

This amendment has been developed in conjunction with an interagency team made up of the San Francisco Municipal Transportation Agency, Public Works, SF Port, and Recreation and Park Department, based on community input gathered through multifaceted outreach efforts. During the planning process, the San Francisco Planning Department held five public workshops, over 20 focus group meetings, and distributed 4 distinct separate online surveys. In addition, The Planning Department

and several neighborhood groups interacted and coordinated in various ways throughout the plan development process.

As of the date of this report, the Planning Department has not received any public comment regarding the proposed Ordinance.

Attachments:

- Exhibit A: Draft Planning Commission Resolution
- Exhibit B: Addendum to Final Environmental Impact Report
- Exhibit C: Letter of Support from the Recreation and Park Department
- Exhibit D: Final Draft of the Central Waterfront -Dogpatch Public Realm Plan
- Exhibit E: Proposed Ordinance