

INFORMATIONAL MEMORANDUM

TO: Agency Commissioners

FROM: Tiffany Bohee, Executive Director

SUBJECT: Workshop on proposed revisions to Candlestick Point Hunters/Point Shipyard Phase 2 street designs to accommodate increased street widths; Bayview Hunters Point Redevelopment Project Area

EXECUTIVE SUMMARY

In June 2010, the former Redevelopment Commission took a series of actions to approve the Candlestick Point/Hunters Point Shipyard Phase 2 development (“CP/HPS2” or, the “Project”) including the approval of the CP/HPS2 Disposition and Development Agreement (“DDA”) with CP Development Co., LP (the “Developer”), and an Interagency Cooperation Agreement (“ICA”) with City departments that included the Developer as a third-party beneficiary. These agreements included an Infrastructure Plan as an exhibit which contained street-cross sections for each of the new streets in the Project that were designed pursuant to the adopted elements of the State fire code, as well as the Better Streets Plan adopted by the Planning Commission and the Board of Supervisors in 2010. The Infrastructure Plan as approved in 2010 is available at the following links:

Volume 1: <http://www.sfredevelopment.org/Modules/ShowDocument.aspx?documentid=2575>

Volume 2: <http://www.sfredevelopment.org/Modules/ShowDocument.aspx?documentid=2574>

In March 2014, OCII staff provided the San Francisco Fire Department (“SFFD”) with an updated Infrastructure Plan and a Vesting Tentative Subdivision Map (“VTSM”) for review, comment, and approval. SFFD submitted a number of revisions to the Infrastructure Plan as well as Conditions of Approval to the VTSM that included a requirement that the project provide a minimum of 26 feet of unobstructed width (“26’ Standard”) on all streets within the Project. This requirement represented a departure from the Neighborhood Residential Street typology (“Neighborhood Residential Streets”) widths that had been included in the originally approved ICA’s Infrastructure Plan.

In response to SFFD’s requested revisions, a number of technical meetings were convened and a preliminary agreement reached between the Developer and SFFD as to ways to accommodate SFFD’s request; however, any proposed revisions may require changes to the adopted plans and agreements that make up the Project’s entitlements (“Entitlement Documents”) and must be evaluated to ensure consistency. In addition, the San Francisco Board of Supervisors (the “BOS”) recently held a hearing on May 12 at the Land Use and Economic Development

Committee in order to initiate a public discussion of the potential change to CP/HPS2 street widths. At the hearing, SFFD voiced strong concern over building a network of streets too narrow to enable fire fighters to maneuver a ladder truck in front of residential buildings in Candlestick Point. The San Francisco County Transit Authority along with transportation advocates presented strong evidence of the linkage between street widths and pedestrian injuries and fatalities, and the Municipal Transportation Agency (“MTA”) and the Planning Department presented best practices of urban street design.

At the Commission’s meeting of May 20th, OCII staff will provide background on the 2010 adopted street designs, an overview of the proposed revisions, and analysis of the implications of adopting such revisions.

BACKGROUND

Initial Project Planning

Conceptual planning and design of streets and infrastructure began in 2007 when the planning and entitlements for CP/HPS2 were merged through the *Conceptual Framework* for the integrated redevelopment of the two sites, which was approved by the BOS, the former Redevelopment Commission, and signed by then Mayor Gavin Newsom. At that same time, the City, led by the Planning Department, had embarked on developing a set of comprehensive design guidelines for San Francisco streets and released the first public draft of the Better Streets Plan in June 2008 later adopted by the BOS in 2010. Conceptual street designs, based on the emerging Better Street Plan guidelines, were included in the Project’s *Urban Design Plan*, which was approved by the Hunters Point Shipyard Citizen’s Advisory Committee (“CAC”) in 2009. These designs were further developed among City departments and informed the design of specific street cross-sections for each new or improved street within the Project. These cross-sections show the dimension of the overall street right-of-way as well as the location and width of sidewalks, parking lanes, bus, bike and auto lanes, as well as medians.

In summer of 2009, a four-part series of transportation workshops were held at various locations throughout the Bayview including 20 public meetings, which collected substantial input from adjacent communities on the Project’s Draft Transportation Plan including the street cross-sections.

Throughout this process street designs were adjusted to balance the competing demands of:

- Pedestrian safety
- SFMTA operations including bus turning, stops, layover
- Stormwater management
- Parking and loading
- Para-transit
- Building access
- Urban design and neighborhood character
- Commuter and recreational bicycle circulation
- Automobile traffic volume and capacity

The final street cross-sections were later incorporated into the Project's Entitlement Documents.

Document Overview

The collective project documents that include agreements, plans, and other documents (the "Project Documents") advance and refine plans that have already been extensively reviewed and endorsed by a multitude of committees, agencies, commissions, the Board of Supervisors, and voters of San Francisco. Included in the Project Documents are the Entitlement Documents, which together establish "what" may go "where" in the Project site. The Entitlement Documents include but are not limited to the DDA, Infrastructure Plan, Design Review and Development Review Procedure ("DRDAP"), and the ICA.

The DDA establishes the Developer's rights to develop within the parameters of the Project Documents and the other requirements and conditions set forth in the DDA, and sets forth the Developer's obligations related to development. The DDA is the primary legally binding document between OCII and the Developer that obligates the Developer to comply with the terms of the various Project documents.

The Infrastructure Plan establishes the design and construction standards, performance criteria and specifications regarding the Developer's responsibility for public infrastructure within the Project, including site grading, street layouts and improvements, wet utilities (separated sanitary sewer, separated storm drainage, auxiliary water supply system, low pressure water system and recycled water systems), dry utility layouts, sea level rise improvements, location and improvements for parks and open space, and storm drainage.

The DRDAP describes the process by which OCII and relevant City departments are to consider applications to approve the Streetscape Master Plans and Signage Plans (one for each of Candlestick Point and Hunters Point Shipyard), Major Phases of the Project, Sub-Phases within each Major Phase and the construction of infrastructure, open space and parks, and individual vertical development projects. The DRDAP also describes what the Developer must submit during each step of the approval process, the time period for OCII to review complete submissions, and the process for other City agencies to comment on design matters.

The ICA between OCII and the City establishes procedures for interdepartmental coordination related to the implementation of the Project. The agreement binds the City to the Infrastructure Plan, provides for the City to accept dedication of public improvements, and establishes procedures for cooperation regarding design review by incorporating the processes set forth in the DRDAP. Additionally, the ICA states that approvals from City departments will not be denied "based on items that are consistent with the Redevelopment Documents, Applicable City Regulations, a prior Approval by the City Agency, and applicable State and federal law,"(ICA, 3.4(e)(i)).

Updated Infrastructure Plan Review

The updated Infrastructure Plan that was submitted to SFFD for review, comment, and approval in March of this year was updated as a result of changes to project phasing – caused by delays in

land being transferred by the U.S. Navy, and the decision to terminate the Stadium-option – as well as refinements due to further consultation with City agencies. As a result of updates, the Infrastructure Plan was made consistent with a 2013 addendum to the project's Environmental Impact Report, as well as the Major Phase application and Streetscape Master Plan – required to be submitted prior to the first Major Phase application – both approved by the OCII Commission in January 2014. The street cross-sections that appear in the Infrastructure Plan are also incorporated into the Project's Transportation Plan. In Addition, overall street widths and resultant blocks sizes appear in the Project's Design for Development. Attachment A provides an example of the level of detail provided in the approved Infrastructure Plan.

Concurrently with their review of the updated Infrastructure Plan, City agencies including SFFD had also been asked by DPW to provide Conditions of Approval to the Subdivision Regulations and VTSM.

SFFD's request to accommodate the 26' Standard throughout the Project, including on local streets, raised significant conflicts with previously approved designs. While the project's principal arterials and boulevards currently meet the 26' Standard, Neighborhood Residential Streets – designed to achieve pedestrian safety and urban design goals – provide a minimum of 20-feet of unobstructed width in accordance with the fire code.

The State fire code requires a minimum of 20-feet of unobstructed street width but also provides discretion to the local fire department to require wider streets if they determine that such widths are necessary to accommodate fire-fighting apparatus. While SFFD has stated that the minimum required unobstructed street width is 26-feet, they have recently approved narrower widths on a case-by-case basis, and there is no specific BOS adopted policy guidance.

In addition to the Infrastructure Plan, any revisions to street cross-sections must be reflected in the Transportation Plan, the Design for Development, and the recently approved Streetscape Master Plan. The Transportation Plan was included alongside the Infrastructure Plan as an exhibit to the DDA and ICA. The Design for Development was also adopted in 2010 by the Planning Commission and the SFRA Commission.

SFFD AND DEVELOPER PROPOSED REVISIONS

In response to SFFD's requested revisions, a number of technical meetings were held to discuss ways that designs could be revised in order to accommodate SFFD's request without undermining the objectives that were accommodated by providing 20-feet of unobstructed street width. Throughout these meetings, SFFD maintained their position that the 26' Standard be met along frontages where primary building access points would be placed. Because of the logic of the development project which vests the Developer with the right to develop or sell vertical development parcels only after infrastructure is built to project requirements, the only way to meet SFFD's requirement was to build to its Standard wherever possible, because primary access points of future buildings could not be accurately determined at this time.

Over the past several weeks the Developer has met with staff from various City Departments as well as from OCII to identify a compromise solution that would preserve the overall objectives

of the street design while accommodating SFFD's request for wider local streets to accommodate fire equipment. The compromise solution that was the result of the above-mentioned meetings only applies to Candlestick Point, but will likely serve as precedent for the entire Project site.

Prior to determining a compromise with SFFD, the Candlestick Point portion of the Project included three street-sections representing approximately 18 blocks that were already designed in a way that provided a minimum of 26-feet of unobstructed width, generally along Carroll Avenue, the portion of Egbert Avenue outside of the Alice Griffith community, Gilman Avenue, and portions of Harney Way. The compromise solution meets the 26' Standard along almost every road outside of the Alice Griffith community including select mid-block breaks, except for Donner Avenue and two blocks along both 7th and 9th Streets. There are also portions of Aurelius Walker, Harney Way, Hawes Street, and P Street that were not required to meet the 26' standard because of the adjacent land use. Attachment B shows Candlestick Point prior to the compromise solution, Attachment C shows the street widths included in the compromise solution, Attachment D provides an explanation of the redesign of each street cross-section, and Attachment E provides all street-sections in their original configuration and redesigned.

The Developer redesigned streets to meet the 26' Standard including the following:

- Reduction in the width of parking stalls from 8-feet to 7-feet;
- Reduction in the size of developable parcels, including those planned for affordable and workforce housing;
- Reduction of space within certain parks within Candlestick Point;
- Narrowing of clear width on sidewalks;
- Narrowing and elongating of bio-retention facilities in sidewalks;
- Replacement of medians with "mountable" medians;
- Meeting the 26' Standard in certain "mid-block breaks".

IMPLICATION OF REVISIONS

Because of the timing of these proposed changes, a number of the Project's Entitlement Documents must be revisited either to make updates to remain consistent, or to confirm that changes and their impact on various elements of the Project do not materially affect what was previously approved. Specifically, under Section 11.2 of the ICA, any changes to the Infrastructure Plan must be evaluated in the context of the obligations in the other project documents such as the Below-Market Rate Housing Plan, the Open Space Plan, the Transportation Plan, and the Design for Development, and may be subject to the Board of Supervisor's approval if these changes are deemed material.

Furthermore, any proposal must also be evaluated for consistency with other Entitlement Documents and agreements, and environmental review documents including, but not limited to:

- Proposition G;
- The Hunters Point Shipyard and Bayview Hunters Point Redevelopment Plans;
- The Candlestick Point/Hunters Point Shipyard Phase 2 Environmental Impact Report;
- Bayview Transportation Improvement Project and Environmental Assessment; and,

- Candlestick Point Streetscape Master Plan.

OCII staff are currently evaluating the proposed revisions and will present at the May 20th meeting of the Commission a review of the project's ability to meet its requirements to:

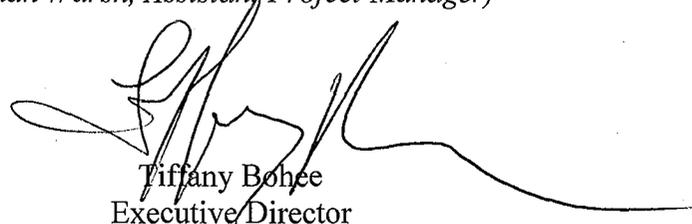
- Provide approved amounts of affordable and workforce housing units;
- Provide approved amounts of parks and open space; and,
- Provide bicycle facilities in a form as approved.

The presentation will identify potential changes to Project Documents that may be required in order to adopt the proposed revisions.

COMMUNITY PARTICIPATION

In order to provide the public and the Commission with timely information regarding the emerging discussion of revisions to Project street widths, OCII staff will present up to date information at the Commission's May 20th workshop. Any proposed package of revisions along with amendments to plan documents that may be required as a result will be presented and discussed with the community through the CAC. In addition, staff understands that the Planning Department intends to hold a public hearing to ensure that this discussion is accessible and transparent to the public.

*(Originated by Wells Lawson, Senior Project Manager, and
Ethan Warsh, Assistant Project Manager)*



Tiffany Bohce
Executive Director

- Attachment A Example of Approved street cross-sections from the 2010 Infrastructure Plan
- Attachment B Map Depicting Commission Approved Land Use, Building Heights and Street Widths – Plan View
- Attachment C Developer's Proposed Compromise to Accommodate Wider Streets – Plan View
- Attachment D Overview of Developer's proposed changes to street cross-sections
- Attachment E Developer's Proposed Compromise to Accommodate Wider Streets – Cross-Sections