4.A  LAND USE AND LAND USE PLANNING

This section describes the applicable regulatory and environmental setting for land use, existing and proposed land uses within and around the site for the Seawall Lot 337 and Pier 48 Mixed-Use Project (Mission Rock Project or proposed project), the project’s physical impacts on land uses, the project’s consistency with key regulatory requirements, and the potential for land use incompatibilities to result from project development. The proposed project’s regulatory consistency relative to specific physical effects on the environment, such as air quality, noise, and transportation, is discussed in detail in each appropriate environmental topic section, such as Section 4.G, Air Quality; Section 4.F, Noise; and Section 4.E, Transportation and Traffic, of this Draft Environmental Impact Report (Draft EIR).

The City of San Francisco (City) received nine written comments and one verbal comment on the topic of land use in response to the notice of preparation (NOP). The comments requested that the EIR analyze the following issues: the scale of the proposed project and its consistency with the Mission Bay Redevelopment Plans and the San Francisco Waterfront Plan, the height of the proposed project, future use of Parcel P20, and consistency with Mission Bay development guidelines.

ENVIRONMENTAL SETTING

The project site occupies approximately 28 acres adjacent to San Francisco’s Mission Bay neighborhood and the Mission Bay Redevelopment Plan area. It is surrounded by China Basin and AT&T Park to the north, San Francisco Bay (Bay) to the east, Pier 50 to the south and east, and Mission Bay to the south and west. Figure 2-2, on page 2-8, depicts land uses on the project site; Figure 2-3, on page 2-12, illustrates existing land uses and the development status for parcels adjacent to the project site.

PROJECT SITE

The project site consists of Block 8719/Lot 002, Block 8719/Lot 006, and Block 9900/Lot 048. This includes the 14.2-acre Seawall Lot 337; the 0.3-acre strip of land on the south side of Seawall Lot 337, referred to as Parcel P20; the 6.0-acre Pier 48; the 2.2-acre China Basin Park; and 5.4 acres of

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1 The project sponsor’s proposal includes Parcel P20 as part of the project site. Parcel P20, along the southern edge of Seawall Lot 337, is owned by the Port and is part of the Mission Bay South Redevelopment Plan area and subject to the jurisdiction of the Office of Community Investment and Infrastructure as the Successor Agency to the San Francisco Redevelopment Agency. Local approvals are necessary for the project to include Parcel P20 as part of the project site. Except where indicated otherwise, references in this document to Seawall Lot 337 include Parcel P20. As part of the project, Parcel P20 would be merged into Seawall Lot 337.
streets and access areas within or adjacent to the boundaries of Seawall Lot 337 and Pier 48. The existing land uses associated with these different components of the project site are discussed further below.

**Seawall Lot 337.** As shown in Figure 2-3, on page 2-12, Seawall Lot 337 is a roughly rectangular, approximately 14.2-acre parcel, bounded by Terry A. Francois Boulevard to the north, Terry A. Francois Boulevard and Piers 48 and 50 to the east, Parcel P20 and Mission Rock Street to the south, and Third Street to the west. Except for two small, portable pay station kiosks and a billboard, Seawall Lot 337 does not currently contain any permanent structures; it functions mainly as an approximately 2,170-space surface parking lot and an area for pop-up retail (as discussed below). The lot provides space and parking for special events (up to 50 days per year); additional temporary structures are erected periodically to accommodate those events. The existing surface lot provides parking for patrons of AT&T Park as well as parking for approximately 500 daytime commuters (primarily people who work in nearby commercial buildings). In addition, Seawall Lot 337 currently includes a temporary installation called The Yard at Mission Rock. The Yard, which is open year-round from 7:00 a.m. to 10:00 p.m., is made out of 16 recycled shipping containers. It hosts food vendors, public gatherings, and programming opportunities for the community.

**Parcel P20.** The project site includes a 0.3-acre (14,000-square-foot), approximately 20-foot-wide strip of land adjacent to the south side of Seawall Lot 337, along the north side of Mission Rock Street. This area, referred to as Parcel P20, is within the Mission Bay South Redevelopment Plan area as well as the Mission Bay Open Space (MB-OS) Use District and the Mission Rock Height and Bulk District. Under the Mission Bay South Redevelopment Plan, the parcel was originally intended to be a thin landscape buffer between the residential uses that were to be built on the south side of Mission Rock Street and the industrial uses at Seawall Lot 337. No such buffer has been or will be necessary because, since that time, Seawall Lot 337 and Parcel P20 have been used for parking and special-event uses; they are now proposed for residential, commercial, and open space uses.

**Pier 48.** Pier 48 is a pile-supported facility, approximately 6 acres (261,000 square feet) in size, bounded by San Francisco Bay to the north, east, and south and Terry A. Francois Boulevard to the west. About 181,200 gross square feet (gsf) of Pier 48 consists of enclosed warehouse space, including two one-story main sheds (Shed A and Shed B), which are connected by a one-story connector shed (Shed C) at the east end of the pier. Between Shed A and Shed B is an approximately 33,800-square-foot uncovered “valley,” or open-to-sky space. Currently, Shed A and Shed C are used for parking during AT&T Park events and special events. Shed B has been leased by the Department of Elections for storing voting machines, but that tenant could vacate in early 2017. The eastern apron of Pier 48 is currently part of the premises the Port leases to Cross Link, Inc. (dba Westar Marine Services [Westar]), a barge, water taxi, and tug operator. The southern berth of Pier 48 is occupied by tugs and maintenance facilities for ferry boats. The
northern apron is red-tagged,\(^2\) vacant, and not actively used for any purpose. Public access has never been available to the northern (20,300-square-foot), southern (21,000-square-foot), or eastern (4,700-square-foot) aprons because they are in varying states of disrepair or encumbered by existing maritime industrial uses that are incompatible with unrestricted public access.

**China Basin Park.** Approximately 2.2 acres of the northern portion of the project site are improved as China Basin Park and perimeter walkways. China Basin Park was constructed following the opening of AT&T Park and opened to the public in 2001. The park includes a lawn with a single row of 26 trees and a paved bicycle/pedestrian pathway. The park features views of the Bay and its surroundings. It contains viewing areas, benches, picnic areas, lighting, a small baseball diamond, a statue of former Giants player Willie McCovey, and historic markers that represent Giants teams from 1958 through 1999.

**Existing Streets and Access Areas.** The project site includes approximately 3.5 acres of Terry A. Francois Boulevard. This street curves around Seawall Lot 337, from Third Street to the northwest to Mission Rock Street to the southeast. The approximately 1.4-acre Pier 48 and Pier 50 access areas are located directly west and south of Pier 48. To the south, between Piers 48 and 50 and east of Terry A. Francois Boulevard, is an approximately 0.50-acre marginal wharf (see Figure 2-2, on page 2-8).

**ADJACENT USES**

The project site is surrounded by China Basin and AT&T Park to the north, the Bay to the east, Pier 50 to the south and east, and Mission Bay to the south and west. Existing land uses in these areas consist of a mixture of medium-density mixed-use developments, constructed from the late 1990s to the present; areas that are presently under development and in various stages of completion; and vacant parcels that temporarily serve as either surface parking lots or construction staging areas. These adjacent areas are depicted in Figure 2-3, on page 2-12, and described in more detail below.

**China Basin and Mission Creek.** China Basin is directly north of China Basin Park where the mouth of Mission Creek meets the Bay. Mission Creek was once a waterway that extended from the Mission neighborhood to the Bay but is now channelized, going west from China Basin to approximately Interstate 280 (I-280) and undergrounded west of I-280. Mission Creek Park (being developed as part of the Mission Bay project) lines the creek on the north and south and includes open grassy areas, pathways, a small amphitheater, overlook areas, a nonmotorized boat launch, sports courts, and a dog play area.

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\(^2\) Structures that have been red-tagged are severely damaged, to the degree that the structures are too dangerous to occupy.
**AT&T Park.** North of the project site, across China Basin, is AT&T Park, home of the San Francisco Giants major league baseball team. Located at 24 Willie Mays Plaza, the ballpark opened in April 2000 and has a seating capacity of 41,503. The regular major league baseball season runs from early April to late September, followed by the postseason in October and early November. AT&T Park attracts an average of 3.5 million visitors to the neighborhood annually. Visitors attend baseball games or other events and patronize the local restaurants, retail stores, and bars. In addition to two to five preseason games and up to 12 postseason games, there are approximately 81 regular-season home games per year, of which approximately 27 are held during the day (a maximum of 13 mid-week day games) and approximately 54 are held in the evening. AT&T Park hosts approximately 145 nonbaseball-related special events per year, including a limited number of concerts, charity and private events, and other sporting events, attended by a total of approximately 170,000 visitors annually.

**Pier 50.** Pier 50, an active maritime industrial pier, is located east and south of Seawall Lot 337 and south of Pier 48. Pier 50 houses the Port’s primary maintenance facility (in Shed D), which supports Port maintenance activities along the waterfront. Pier 50’s three other warehouse sheds (Sheds A, B, and C) accommodate industrial maritime support, harbor service operations, and Bauer vans. Pier 50 provides a ready-reserve berthing facility for the U.S. Department of Transportation Marine Administration (MARAD), which provides transport for military troop deployments and national emergencies as part of the National Defense Reserve Fleet. Towing and tugboat services, operated by Westar, are based out of Shed C on Pier 50, with storage areas for equipment and vessels at the south apron of Pier 48. There are numerous smaller, interim tenants at Pier 50, which typically use the Pier for storage and parking uses. A restaurant is located in a building, approximately 3,400 gsf, on Channel Wharf near Pier 50.

**Mission Bay.** Mission Bay, which covers approximately 303 acres of land between the Bay and I-280, is a mixed-use, transit-oriented area. This neighborhood is roughly bounded by Townsend Street to the north, Third Street (adjacent to the project site) and Terry A. Francois Boulevard to the east (south of the project site), Mariposa Street to the south, and Seventh Street to the west.

The fully entitled, and under construction, development program includes approximately 6,400 housing units, 3.4 million gsf of office/life science/biotechnology space; a University of California, San Francisco (UCSF) research campus, containing 3.15 million gsf of building space; a 550-bed UCSF Medical Center (not included in the UCSF research campus); 285,000 gsf of retail space; a 250-room hotel with 350 housing units; 49 acres of public open space; and new public facilities, including a 280,000 gsf public safety building, a 7,500 gsf public library, and a 500-student public school. Included within the development program and under construction is

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3 The 0.3-acre Parcel P20 strip of land that is part of the proposed project site and within the Mission Bay South Redevelopment Plan area is included within these 303 acres.
an arena/event center that would host the Golden State Warriors basketball team during the NBA season and provide a year-round venue for a variety of other uses, including concerts, family shows, other sporting events, cultural events, conferences and conventions; the development would also include office, retail and parking facilities. Upon full implementation of the Mission Bay North and South Redevelopment Plans, more than 11,000 residents and 30,000 permanent jobs will have been added to the Mission Bay area, with full development contemplated within the next 10 years, depending on market conditions.4

The largest development by a single property owner at Mission Bay is the UCSF research campus and hospital complex. As of February 2015, UCSF has built approximately 398,000 gsf of lab/education space, 407,000 gsf of lab/research space, 155,000 gsf of educational/social/recreational space, 385,000 gsf of research/education space, 763,000 gsf of faculty office/support space, 290 hospital beds, and 430 housing units.5 In addition, the UCSF campus is anticipated to include a full-size sports field, a permanent child care facility, and neighborhood-serving retail space.

Portions of Mission Bay that have already been developed are included in the environmental baseline for this Draft EIR analysis, while other portions that are not yet developed or under construction are assumed to be part of the future cumulative condition. Additionally, although the Warriors Event Center and associated office and retail buildings and parking facilities are currently under construction, at the time the NOP for this Draft EIR was issued, that project had not yet been approved and, until recently, its construction remained uncertain due to litigation that was recently resolved. Therefore, the Warriors Event Center and associated office and retail and parking facilities have been assumed in the future cumulative condition rather than in the environmental baseline. Refer to Chapter 4, Environmental Setting and Impacts, for further discussion.

**REGULATORY FRAMEWORK**

As described below, the main local documents that guide planning and land use within and around the project site are the San Francisco General Plan (General Plan), the Port’s Waterfront Land Use Plan (WLUP), and the San Francisco Planning Code. In addition to the brief description below, these and other applicable planning documents are summarized and discussed in greater detail in Chapter 3, Plans and Policies.

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San Francisco General Plan. The General Plan presents broad objectives and policies that guide land use decisions within the city and represents the vision for the city’s physical character. The General Plan is made up of 10 elements: Air Quality, Arts, Commerce and Industry, Community Facilities, Community Safety, Environmental Protection, Housing, Recreation and Open Space, Transportation, and Urban Design. Sixteen area plans provide additional policies for neighborhoods from Bayview/Hunters Point to Chinatown. Together, these elements and the area plans provide a policy framework that guides future development in the city. The proposed project is not located within any of the city’s area plans but is in the WLUP, as discussed below.

Within the General Plan, the Urban Design Element addresses the city’s physical character and order as well as the relationship between people and their environment. The following Urban Design Element policies are applicable to land use decisions associated with the proposed project’s compatibility with its surroundings:

- **Policy 1.1.** Recognize and protect major views in the city, with particular attention to those of open space and water.
- **Policy 1.3.** Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.
- **Policy 1.7.** Recognize the natural boundaries of districts, and promote connections between districts.
- **Policy 2.3.** Avoid encroachments on San Francisco Bay.
- **Policy 2.6.** Respect the character of older development nearby in the design of new buildings.
- **Policy 3.1.** Promote harmony in the visual relationships and transitions between new and older buildings.
- **Policy 3.4.** Promote building forms that will respect and improve the integrity of open spaces and other public areas.
- **Policy 3.5.** Relate the height of buildings to important attributes of the city pattern.
- **Policy 3.6.** Relate the bulk of buildings to the prevailing scale of development.
- **Policy 3.7.** Recognize the special urban design problems posed in development of large properties.
- **Policy 3.8.** Discourage accumulation and development of large properties, unless such development is carefully designed with respect to its impact upon the surrounding area and upon the city.
**Port of San Francisco Waterfront Land Use Plan.** The Port of San Francisco WLUP applies goals and policies to guide the development and revitalization of the city’s 7.5-mile-long waterfront area within the jurisdiction of the San Francisco Port Commission. The Port Commission formed the two-member Seawall Lot 337 Commission Committee in 2006 to lead a public planning process and define opportunities for development of Seawall Lot 337. The Commission Committee chaired a series of public meetings from January through July 2007, through which the Port developed extensive development objectives and criteria specific to Seawall Lot 337 and Pier 48 as well as a suggested approach to the Port’s developer solicitation process. On a parallel track, the legislature approved Senate Bill 815 in 2007, which authorized the Port to enter into 75-year leases for nontrust uses on specified seawall lots, including Seawall Lot 337, under specified conditions, including State Lands Commission concurrence. The 75-year limitation for such leases was modified by Assembly Bill (AB) 2797 to be the later of either 2094 or 75 years after the certificate of occupancy for the particular leased site or development parcel.

**San Francisco Planning Code.** The San Francisco Planning Code (Planning Code) incorporates the city’s zoning maps, codifies the land uses allowed within the city, and provides an additional level of land use regulation through its zoning Use Districts and Height and Bulk Districts. The Planning Code governs the permitted uses, densities, and configurations of buildings within and around the project site. The applicable Use Districts and Height and Bulk District for the project site and surrounding areas are discussed below and shown in Figure 4.A-1, on the following page, and Figure 4.A-2, page 4.A-9.

**PROJECT SITE**

**Seawall Lot 337.** Seawall Lot 337, part of the project site, is in the MB-OS Use District, which was created in 1991 as part of an earlier Mission Bay development plan. The subsequent Mission Bay South Redevelopment Plan, approved in 1998, did not include Seawall Lot 337 (except for Parcel P20), and the zoning classification remained unchanged. The Mission Rock Height and Bulk District approved by the voters in November 2015 authorized changes to the height and bulk of the site.6 Seawall Lot 337 is also public trust land and covered by special state

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6 As described in Chapter 2, Project Description, Proposition D, the Mission Rock Affordable Housing, Parks, Jobs, and Historic Preservation Initiative, which was approved by San Francisco voters on November 3, 2015, amended the height and bulk restrictions for the project site by establishing the Mission Rock Height and Bulk District.
Figure 4.A-1
Zoning Use District Map
Figure 4.A-2

Height and Bulk Districts at Project Site

Source: Proposition D, the Mission Rock Affordable Housing, Parks, Jobs, and Historic Preservation Initiative (November 3, 2015)

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legislation (Senate Bill [SB] 815) that allows nontrust uses under specified circumstances.\(^7\) The eastern edge of Seawall Lot 337 is designated as backland support space\(^8\) for Piers 48 and 50 in the WLUP.

The port priority use designation for this eastern portion of Seawall Lot 337 is incorporated into the Bay Conservation and Development Commission’s (BCDC’s) San Francisco Waterfront Special Area Plan and the Port’s WLUP, discussed further in Chapter 3, *Plans and Policies*, page 3-4.

**Parcel P20.** Parcel P20, part of the project site, is in the MB-OS Use District and Mission Rock Height and Bulk District. Parcel P20 is subject to the public trust but, unlike Seawall Lot 337, not covered by SB 815.\(^9\) The Port Commission approved the inclusion of Parcel P20 in the project site, subject to necessary approvals by the Board of Supervisors and the San Francisco Office of Community Investment and Infrastructure (successor agency to the former San Francisco Redevelopment Agency) with respect to the redevelopment plan and zoning changes and the State Lands Commission and the state legislature with respect to its use for nontrust uses under SB 815 or similar successor legislation. AB 2797, approved by the governor on September 23, 2016, authorizes the San Francisco Office of Community Investment and Infrastructure to amend the Mission Bay South Redevelopment Plan to remove Parcel P20 from the Mission Bay South Redevelopment Plan area and redefines the boundaries of Seawall Lot 337 to extend to the edge of China Basin Park, as expanded, to the north, realigned Terry A. Francois Boulevard to the east, and Mission Rock Street to the south.

**Pier 48.** Pier 48 is within a Heavy Industrial (M-2) Use District and the Mission Rock Height and Bulk District. In addition, Pier 48 is the southernmost pier structure within the Port of San Francisco Embarcadero National Register Historic District (Embarcadero Historic District), which is listed in the National Register of Historic Places (National Register). The Embarcadero Historic District encompasses an approximately 3-mile stretch of the city’s northeastern waterfront, from Pier 45 in the north to Pier 48 in the south.\(^10\) Pier 48 is identified as a contributory resource to The Embarcadero Historic District but is not individually listed as a

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\(^7\) Public trust lands are held on behalf of the people of the state for purposes of commerce, navigation, and fishery operations. In addition, the Burton Act (stats. 1967, ch. 1333), under which the State of California transferred San Francisco Harbor to the City and its port, imposes statutory trust obligations on the port. SB 815, approved in 2007 and amended by Assembly Bill 2797 (stats. 2016) in 2016, authorizes the State Lands Commission to lift public trust use restrictions from designated Port seawall lots, including Seawall Lot 337, for leases with terms of up to 75 years, or until December 31, 2105, upon making certain findings, as specified in SB 815.

\(^8\) Backland support space includes areas intended for storing materials used to load and unload vessels.

\(^9\) SB 815 suspends application of public trust use restrictions for certain seawall lots, including Seawall Lot 337. AB 2797 authorizes actions necessary to add portions of Parcel P20 to Seawall Lot 337.

\(^10\) The pier numbering convention used by the Port assigns odd numbers to facilities north of the Ferry Building and even numbers to facilities south of the Ferry Building.
historic structure. The Embarcadero Historic District is discussed further in Section 4.D, Cultural Resources. In addition, the Seaport Plan designates Pier 48 as a port priority use area and as a future site for neo-bulk cargo shipping and break bulk cargo storage. Pier 48 has not been used for neo-bulk cargo operations at any time since the Seaport Plan was adopted in 2006, nor does the Port foresee any future demand for cargo use there because capacity at the Port’s break bulk facility at Pier 80 exceeds demand. The Port began a community planning process for development of Seawall Lot 337 and Pier 48 in 2006. It identified the need to seek removal of the port priority use designation to permit mixed uses at the site. AB 2797, effective January 1, 2017, removed the port priority use designation from Pier 48 and the eastern 6 acres of Seawall Lot 337 (i.e., the portion of Seawall Lot 337 that previously had been subject to the port priority use designation).

China Basin Park. China Basin Park is designated as other public access and open space in the Port’s WLUP. The park is within an MB-OS Use District and the Mission Rock Height and Bulk District.

Adjacent Uses

AT&T Park. The San Francisco Giants' baseball park, located immediately north of China Basin, is located in an M-2 Use District\(^\text{11}\) and a 150-X Height and Bulk District.\(^\text{12}\)

Pier 50. Pier 50, an adjacent area east and south of Seawall Lot 337, is located in an M-2 Use District and a 40-X Height and Bulk District.

Mission Bay. Mission Bay, an adjacent area south and west of the project site, is in a Mission Bay Redevelopment Area (MB-RA) Use District and an MB-RA Height and Bulk District.\(^\text{13}\) As shown in Figure 4.A-3, on the following page, the blocks adjoining the project site are identified in the Mission Bay South Redevelopment Plan as Blocks 1, 2, and 3 on the west (across Third Street); Block 4 on the southwest; and Blocks 8, 9, 9a, and P19 on the south (across Mission Rock Street). Within the context of the Mission Bay South Redevelopment Plan, Block 1 is in the Hotel Use District (intended for mixed uses, including retail); Blocks 2, 3, 4, 9, and 9a are in the Mission Bay Residential Use District (intended for mixed uses, including neighborhood-serving retail); Block 8 is in the Public Facilities Use District (intended for school, police, fire, and rail uses); and Block P19 is in the Open Space Use District. Block 1 is within Mission Bay South Design Guidelines Height Zone (HZ) 2, Blocks 2 through 4 are within HZ-3,

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\(^{11}\) Under Proposition B, passed in March 1996, the M-2 zoning designation applies to ballpark uses but with provisions of Planning Code Section 249.18 incorporated under a conditional use authorization.

\(^{12}\) A 150-X Height and Bulk District allows height exceptions above the 150-foot base to be approved in accordance with the conditional use procedures.

\(^{13}\) A MB-RA Height and Bulk District is governed by the Mission Bay North and Mission Bay South Redevelopment Plans, which include a range of heights by block.
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Figure 4.A-3
Mission Bay Redevelopment Area
and Blocks 8, 9, and 9a are within HZ-4. All three of these height zones, HZ-2 through HZ-4, are characterized as areas with residential/hotel uses; buildings in these zones are limited to heights that range from 65 to 160 feet, exclusive of rooftop mechanical equipment. Block 9a has an additional height restriction, limiting buildings to a maximum of 90 feet.

**ENVIRONMENTAL IMPACTS**

This section describes the impact analysis related to land use and land use planning for the proposed project. It describes the methods used to determine the impacts of the proposed project and lists the thresholds used to conclude whether an impact would be significant. Measures to mitigate (i.e., avoid, minimize, rectify, reduce, eliminate, or compensate for) significant impacts accompany each impact discussion.

**SIGNIFICANCE CRITERIA**

The proposed project would be considered to have a significant effect if it would result in any of the conditions listed below.

- Physically divide an established community.
- Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the proposed project (including, but not limited to, a general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.

**METHODS FOR ANALYSIS**

This section discusses whether the proposed project would conflict with the applicable land use policies of the City and the regional plans listed above adopted for purpose of avoiding or mitigating an environmental effect. It also evaluates whether the proposed project would physically divide an established community. A conflict between a proposed project and applicable land use plans, policies, and regulations of an agency with jurisdiction over the project does not necessarily indicate a significant effect on the environment under the California Environmental Quality Act (CEQA). Consequently, the analysis here focuses on inconsistencies with policies adopted for the purpose of avoiding environmental impacts. The City’s Planning Commission and/or Board of Supervisors will ultimately determine the proposed project’s overall consistency on balance with the goals and policies contained in the General Plan and other City requirements and planning documents as part of the decision to approve or reject the proposed project.
If the proposed project would conflict with a plan or policy adopted to address issues associated with a particular resource area, such as biological, air quality, or water quality resources, any impacts associated with those conflicts are analyzed in the applicable resource sections of this Draft EIR and summarized here. Chapter 3, Plans and Policies, provides a discussion of the proposed project’s potential conflicts with applicable plans and policies generally.

**LAND USE ASSUMPTIONS**

This analysis considers the potential range of development that could occur under the High Commercial Assumption as well as the High Residential Assumption. As discussed in the Project Description, the two project assumptions would involve similar land uses (with varying amounts of commercial or residential uses under each assumption due to the flexible zoning for Blocks H, I, and J), as well as similar total square footages and building heights (with the exception of building heights on Blocks H, I, and J), within the project site. The two land use assumptions are therefore analyzed as one, except where the differences between the assumptions would result in a different conclusion with respect to potential impacts on the environment that could result from inconsistencies with applicable land use plans.

**IMPACTS AND MITIGATION MEASURES**

**Impact LU-1. The proposed project would not physically divide an established community. (Less than Significant)**

The physical division of an established community typically refers to the construction of a physical feature (such as an interstate highway or railroad tracks) or removal of a means of access (such as a local road or bridge) that would impair mobility within an existing community or between a community and surrounding areas. Physical divisions within a community could also result from large-scale land use changes; for instance, those that have the potential to isolate its residential uses from other nearby residential neighborhoods.

The project site is adjacent to an evolving mixed-use community, the Mission Bay South Redevelopment Plan area, which includes residential, commercial, and hotel uses. As described above under the Mission Bay heading on page 4.A-4, the fully entitled development program for Mission Bay is either constructed or under construction, including approximately 6,400 housing units, 3.4 million gsf of office/life science/biotechnology space, an arena for the Golden State Warriors, a 3.15 million gsf UCSF research campus, a 550-bed medical center, 285,000 gsf of retail space, a 250-room hotel with 350 housing units, 49 acres of public open space, and new public facilities, including a 280,000 gsf public safety building, a 7,500 gsf public library, and a 500-student public school. Full development of Mission Bay is contemplated within the next 10 years, depending on market conditions.14

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The proposed project does not include any large-scale infrastructure features such as new freeways or high-volume roadways that would physically divide an established community, nor would it remove transportation infrastructure that links neighborhoods. Instead, the proposed project would replace a surface parking lot with a mixed-use development, including a new internal street grid that would be aligned with surrounding streets (e.g., Third Street, Mission Rock Street, Terry A. Francois Boulevard). The proposed project would provide pedestrian and vehicular connectivity between the internal areas of the project site, Terry A. Francois Boulevard, and the existing and developing neighborhoods that surround the project site on the north, west, and south. The proposed project would therefore not divide, remove a means of access, or impair mobility within an existing community or between a community and surrounding areas.

Although the replacement of existing surface parking with mixed-use development would increase building development intensity on the project site, new buildings would not isolate areas or constitute a barrier to access because the majority of the project site presently serves as a parking facility rather than access between adjoining areas. Existing pedestrian access via China Basin Park along the northern edge of the project site would be retained and expanded to include a larger area, as well as provide access to the currently inaccessible Pier 48 aprons, and connect the City’s northern waterfront open space network via the planned Blue Greenway to the existing or planned central waterfront open space networks of Mission Bay, Pier 70, Hunter’s Point, and Candlestick Point to the south. The proposed project would therefore improve connectivity between the project site and surrounding neighborhoods and would not divide an established community. Based on the above, this would be a less-than-significant impact.

Section 4.E, *Transportation and Circulation*, provides a detailed analysis of potential impacts associated with the proposed project’s alteration of pedestrian and vehicular circulation.

**Impact LU-2. The proposed project would not conflict with applicable land use plans, policies, or regulations of an agency with jurisdiction over the project adopted for the purpose of avoiding or mitigating an environmental effect. (Less than Significant)**

Applicable local land use plans that regulate development on the project site include the General Plan, the WLUP, the Mission Bay South Redevelopment Plan, and the San Francisco Planning Code. Applicable regional plans include the BCDC Bay Plan and San Francisco Waterfront Special Area Plan and the San Francisco Bay Area Seaport Plan. Other applicable plans include the Bicycle Plan, Transit First Policy, Better Streets Plan, Accountable Planning Initiative, and Plan Bay Area. The discussion in Chapter 3, *Plans and Policies*, generally describes the proposed project’s consistencies and inconsistencies with these plans. The local land use plan analyses are summarized here; please refer to Chapter 3, *Plans and Policies*, for the regional plan analyses. The proposed project would not conflict with the General Plan, Transit First
Policy, Bicycle Plan, BCDC Bay Plan and San Francisco Waterfront Special Area Plan, San Francisco Bay Area Seaport Plan, Better Streets Plan, Accountable Planning Initiative, or Plan Bay Area. Thus, no environmental impacts would result.

**PLANNING CODE**

The proposed project would be inconsistent with allowable uses under the Planning Code at Seawall Lot 337, Parcel P20, and China Basin Park but consistent with the height and bulk limits. The proposed project would be consistent with allowable uses under the Planning Code at Pier 48. Seawall Lot 337, Parcel P20, and China Basin Park are within the MB-OS Use District. Only recreational uses and uses that are incidental to and supportive of recreational use are permitted in the district, including limited structures for or incidental to and supportive of use of the area for active and passive recreation. Pier 48 is within the Heavy Industrial (M-2) Use District, which is generally separated from residential and commercial areas. The M-2 zone allows heavy industrial uses, but some uses are permitted only as a conditional use or at some distance from residential districts. At Seawall Lot 337 and Parcel P20, the project proposes a mix of land uses depending on market conditions, including market-rate and affordable residential uses, commercial uses, active/retail/production uses, and parking uses, which are inconsistent with the Planning Code. At Pier 48, the proposed project would repurpose the existing Pier 48 sheds and valley to accommodate a range of uses, including industrial, associated general office and storage, retail, restaurant, tour and exhibition space, and event-related uses, which would be consistent with the Planning Code.

The entire project site falls within the Mission Rock Height and Bulk District, included as Section 291 of the Planning Code. Section 291 was added to the Planning Code with the passage of Proposition D on November 3, 2015. Section 291 establishes height and bulk limits for the Mission Rock Height and Bulk District and requires the adoption of design controls for the district to guide the design of improvements within established height limits.

The existing MB-OS use designation at Seawall Lot 337, Parcel P20, and China Basin Park was made in connection with an earlier Mission Bay project plan that was superseded by the current Mission Bay plan that is being built out. This remnant designation is from an earlier and no longer existing plan, as acknowledged by Proposition D. The current uses, an open parking lot and 2.2 acre China Basin Park, would be replaced with new uses as described in Chapter 2, *Project Description*. Under the proposed project, Seawall Lot 337, Parcel P20 and China Basin Park would be used for a mixed-use commercial and residential project that includes open space and a parking garage. Taking into account improvements to Pier 48, the project would include approximately 8.0 acres of new and expanded open spaces including China Basin Park, Mission Rock Square, Channel Wharf, Channel Lane, a waterfront promenade, pedestrian paseos, and new public access on the apron of Pier 48. The parks would be connected to a new pedestrian-oriented street network, including the pedestrian-
privileged Shared Public Way, which would connect China Basin Park to Long Bridge Street and areas south of the project site. These areas would also provide access to the City’s proposed Blue Greenway.

As stated in Chapter 2, Project Description, on page 2-64, the project sponsor would seek approval to rezone the project site through a Special Use District (SUD) or similar zoning mechanism and amend the Planning Code and Zoning Map. If approved by the Port Commission, the Planning Commission, and the San Francisco Board of Supervisors, the SUD would include flexible zoning controls that would permit certain blocks (Blocks H, I, and J) on the east side of the project site, adjacent to the west side of Terry A. Francois Boulevard, to be developed with either commercial or residential uses and the rest of the site to be developed for designated residential or commercial uses, a parking structure, and open space. As described in detail on page 2-64 of Chapter 2, Project Description, and illustrated in Figure 2-4, on page 2-21, the new zoning would allow for a mixed-use development that responds to future market conditions; incorporates specific development controls, such as height limits, allowed development densities, bulk limits, and building setbacks on upper floors within Seawall Lot 337; and requires all development on the project site to comply with the Design Controls under a design review process that would be referenced in the Planning Code text amendment.

As discussed in Chapter 3, Plans and Policies, the Design Controls for the proposed project would be consistent with the height and bulk restrictions set forth in the recently approved Mission Rock Height and Bulk District in Section 291 of the Planning Code, and would satisfy the requirement set forth in Section 291 to adopt design controls for the Mission Rock Height and Bulk District. Approval of the SUD, which would be required in order for the proposed project to be developed as proposed, would bring the proposed project into compliance with the development regulations for the project site set forth in the Planning Code. This would require a Planning Commission recommendation followed by Board of Supervisors approval of the Planning Code and zoning map amendments, which would include the creation of a new Planning Code section, establishing permitted uses, building forms, and other development controls for the new SUD, and amendment of the zoning map to show the boundaries of the new SUD.

The proposed project would replace a parking lot and 2.2 acres of open space with a mixed use project that includes an expanded amount of open space and would be consistent with proposed revisions to the Planning Code. In addition, with the 8.0 acres of open space that would be provided, as further explained in Section 4.J, Public Services and Recreation, the project would not result in significant environmental impacts related to public services and recreation. Thus, the project would not cause a significant environmental impact related to conflicts with a policy adopted for the purpose of avoiding an impact.
PORT OF SAN FRANCISCO WATERFRONT LAND USE PLAN

In the WLUP, the eastern portion of Seawall Lot 337 is identified as an “existing maritime area.” Its northern portion is within a “waterfront mixed-use opportunity area,” and the frontage along China Basin (China Basin Park) is identified as “open space and public access.” The proposed project, which would include commercial, residential, active/retail, production, and open space uses, has been designed to be compatible with the objectives and criteria developed in the Port’s public planning process for Seawall Lot 337 and Pier 48. Although the proposed project would be inconsistent with the “existing maritime area” designation in the WLUP for the eastern portion of Seawall Lot 337, the proposed use of the portion of the frontage along China Basin for an expanded China Basin Park would be generally consistent with the “open space and public access” and the project would be consistent with the “waterfront mixed use opportunity area” designation in other areas on the project site. The inconsistency with the "existing maritime area” designation would not constitute a significant environmental impact because this land use designation was not adopted to avoid or mitigate an environmental effect but rather establish land uses that are supportive of activities at adjacent Port property (such as Pier 48 and Pier 50).

As part of the project approval process, the Port would propose amendments to the WLUP to reflect land use designations that are consistent with the proposed project and SUD. The amendment to the WLUP would modify the “existing maritime area” designation at the project site to "Waterfront Mixed-Use Opportunity Area“ by amending the WLUP’s Map A, Maritime Uses and the South Beach/China Basin Waterfront Subarea Map, to reflect this change as well as amending the uses listed for Seawall Lot 337 and Pier 48 in the WLUP’s Acceptable Land Use Table for the South Beach/China Basin area to reflect the uses proposed for the project. The WLUP’s Development Standards for Pier 48 would also be amended to reflect standards that are consistent with the proposed rehabilitation and reuse of the pier. The WLUP’s Waterfront Design and Access Element would be amended to replace the Design Criteria for Seawall Lot 337 to reflect the mixed uses proposed under the project. These WLUP amendments would require approval by the San Francisco Port Commission.

GENERAL PLAN

The proposed project would be consistent with the General Plan. As discussed in Chapter 3, Plans and Policies, the height and bulk restrictions set forth for the project site in Map 4 (Urban Design Guidelines for Height of Buildings) and Map 5 (Urban Design Guidelines for Bulk of Buildings) of the Urban Design Element, respectively, defer to the Mission Rock Height and Bulk District as the design control authority for new land uses on the project site. The proposed project, as designed, is consistent with the design requirements set forth in Section 291 of the Planning Code for the Mission Rock Height and Bulk District. Further, proposed building heights would be consistent with the Urban Design Element Policy 3.5 requirement: "Heights of
buildings should taper down to the shoreline of the Bay and ocean, following the characteristic pattern and preserving topography and views." The proposed project would be consistent with the Urban Design Element. The building heights closest to the Bay on the east side of the proposed project would be shorter (ranging from 90 to 120 feet) than the buildings in the interior or on the west side of the proposed project (ranging from 90 to 240 feet), which are farther away from the Bay.

Overall, the proposed project would also be consistent with the Housing Element, Commerce and Industry Element, and the Transportation Element of the General Plan. The project site would be accessible by all modes of transportation from Third Street, Mission Rock Street, and the reconfigured Terry A. Francois Boulevard. The proposed street network would connect to surrounding Mission Bay streets and introduce additional streets to further break the blocks into walkable distances. Nevertheless, implementation of the proposed project could have minor conflicts with the Transportation Element by providing parking garages that could cause delays for transit. Additionally, bicycle safety and accessibility could be affected at Pier 48, and hazardous conditions or delays for transit, pedestrians, and bicycles could result from the project’s loading operations. However, these potential impacts would be reduced through implementation of mitigation measures, thereby reducing the environmental impacts and avoiding a conflict with the Transportation Element. See Section 4.E, Transportation and Circulation, for a more detailed discussion of potential impacts on transit, pedestrians, and bicycles as well as a discussion of mitigation measures.

MISSION BAY SOUTH REDEVELOPMENT PLAN

Only Parcel P20 is within the Mission Bay South Redevelopment Plan area. Development on this portion of the project site would conflict with this plan. Parcel P20 is designated as open space in the redevelopment plan, but the proposed project would use Parcel P20 for a new parking structure and residential development on Block D and future development on Block H. However, this would not result in an environmental impact because the removal of Parcel P20 from the open space land use designation would not negatively affect the total amount of open space available for parks and recreation in Mission Bay or the city because Parcel P20 is such a relatively small (0.3-acre) area, and because it was proposed as a landscape buffer (rather than an active use area), that is no longer needed between Mission Rock Street and previously anticipated or existing light industrial uses on Seawall Lot 337, which would instead be developed with the proposed project. In addition, because of the narrow shape and location of Parcel P20 along the edge of the Mission Bay South Redevelopment Plan area, removal of Parcel P20 from the plan area would not conflict with any of the open space policies in the plan.

To alleviate the conflict with the redevelopment plan, an amendment to the Mission Bay South Redevelopment Plan boundaries will be required to remove Parcel P20 from the plan area. AB 2797, approved by the governor on September 23, 2016, streamlined the process for
amending the Mission Bay South Redevelopment Plan area map and related documents. It provides that a plan amendment approved by the successor agency to the Redevelopment Agency (the Commission on Community Investment and Infrastructure) or the Board of Supervisors regarding removal of Parcel P20 from the Mission Bay South Redevelopment Plan area shall not require approval by the State Department of Finance or the controller, as otherwise would have been required under the law that dissolved redevelopment agencies. The amendment for the proposed project would be approved by the Board of Supervisors and the Commission on Community Investment and Infrastructure.

**SUMMARY**

To approve the proposed project, the City would be required to make findings of project consistency with the Planning Code, WLUP, and Mission Bay South Redevelopment Plan. Amending each of these land use plans to achieve consistency would be a part of the approval and entitlement process for the proposed project. Amendments to each of these land use plans and the Planning Code are part of the proposed project. The proposed project, as approved and developed, would thus be consistent with relevant plans and policies once amended. Overall, the proposed project would have a less-than-significant environmental impact related to land use plans and policies. No mitigation is required.

**CUMULATIVE IMPACTS**

**Impact C-LU-1. The proposed project, in combination with other development within the city, would not physically divide an established community. (Less than Significant)**

This analysis of the contribution of the proposed project to cumulative land use impacts is based on consideration of the reasonably foreseeable future projects identified in Table 4-1 in Chapter 4 Environmental Setting and Impacts, page 5. The cumulative projects that are closest to the project site and, therefore, have the greatest likelihood of combining with the proposed project in a way that could result in cumulative impacts include the Mission Bay Redevelopment Plan, the Golden State Warriors Project at Mission Bay Blocks 29–32, potential future development of the Fourth and King Street railyards, and the 701 Third Street project. Each of these cumulative projects is described below.

The Mission Bay Redevelopment Plan is a fully entitled and evolving mixed-use community, much of which is either under construction or already developed as residential, commercial, and hotel uses. The Mission Bay South Redevelopment Plan area abuts the project site to the west and south, while the Mission Bay North Redevelopment Plan area is located directly north of the project site, across Mission Creek. The future development program for Mission Bay would be built within the existing street grid. Therefore, the development program would not divide an existing community.
The under-construction Golden State Warriors Event Center Project includes an arena/event center that will host the Golden State Warriors basketball team during the NBA season, as well as provide a year-round venue for a variety of other uses, including concerts, family shows, other sporting events, cultural events, conferences and conventions. The Golden State Warriors Event Center Project would be constructed within one city block; it would not change the existing street grid and would therefore not divide an existing community.

The Planning Department received funding from the San Francisco County Transportation Authority to produce a technical study of development on the Fourth and King Street railyards, including exploration of the potential physical and economic feasibility for such development as well as the revenue potential with respect to helping to fund rail infrastructure, such as the Caltrain extension to downtown. Both Caltrain and the California High Speed Rail Authority are engaged in planning for the implementation of a blended rail service that would utilize the railyards site, which is located approximately 0.3 mile north of the project site, across Mission Creek. The Fourth and King Street railyards project would be located within an existing Caltrain railyard. It does not propose any changes to the existing arterial street grid and would not divide an existing community. In fact, one of the concepts in the plan proposes reconfiguring I-280 in a manner that would result in the site no longer being bisected by the elevated I-280 or bordered on its southern edge by an elevated I-280 ramp, which would allow for a more accessible site in terms of connectivity and remove a barrier in the community.

The 701 Third Street project, located approximately 0.2 mile north of the project site across Mission Creek, would demolish an existing building and parking lot and construct an 11-story, approximately 105-foot tall hotel over a below grade parking garage. The 701 Third Street project would be constructed within one parcel; it would not change the existing street grid and would therefore not divide an existing community.

None of the cumulative projects would combine with the proposed project to physically divide an established community because the projects are not located immediately adjacent to the project site. Furthermore, neither the proposed project nor the reasonably foreseeable cumulative projects would include physical features or remove a means of access that would impair mobility within an existing community or between a community and surrounding areas. Cumulative impacts related to physically dividing an established community would be less than significant.

Impact C-LU-2. The proposed project, in combination with other development within the city, would not conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project adopted for the purpose of avoiding or mitigating an environmental effect. (Less than Significant)

As discussed above, the discretionary approvals that would be required for the proposed project to proceed would bring the project into compliance with the land use plans and policies that govern development on the project site. Furthermore, each individual development project
or plan would be evaluated for consistency with applicable land use policies and programs, and any physical impacts associated with policy conflicts would be identified and mitigated to the extent feasible. Cumulative impacts related to consistency with plans and policies would be less than significant.