

## MEMORANDUM

January 10, 2020

**TO:** MEMBERS, PORT COMMISSION  
Hon. Kimberly Brandon, President  
Hon. Willie Adams, Vice President  
Hon. Gail Gilman  
Hon. Victor Makras  
Hon. Doreen Woo Ho

**FROM:** Elaine Forbes  
Executive Director

**SUBJECT:** Request approval of Mission Rock proposed new street names: “Spur Street” and “Plank Road” and extension of street grid, at Mission Rock located at Seawall Lot 337, bound by China Basin Channel, Third Street, Mission Rock Street, and San Francisco Bay (Resolution No. 20-02)

**DIRECTOR’S RECOMMENDATION:** Approve Attached Resolution

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### **Executive Summary**

The Mission Rock project, located at Seawall Lot 337, bound by China Basin Channel, Third Street, Mission Rock Street, and San Francisco Bay, is preparing its Final Map for Phase 1 for submittal to the Board of Supervisors. Approval of the Mission Rock Phase 1 Final Map is a critical predecessor to begin horizontal construction, form the public financing district (the Community Facilities District, CFD), and transact on the first four parcels for vertical development.

The Port applies the standards of the City’s Public Works Code to regulate encroachments and construction activity in the roads, streets and rights-of-way within the Port’s jurisdictional boundaries (Port Commission Resolution No. 07-55). Similarly, Port staff also follow the substantive provisions of the City’s Public Works Code in naming of new streets dedicated to the City, in Port jurisdiction. San Francisco Public Works Department’s procedures for the naming of publicly dedicated streets include indicating the new street names on a subdivision map or other legislation requiring Board of Supervisors approval.

All of the street names at the site are proposed to extend existing street names, except for two new names (shown below on **Figure 1**). The Mission Rock team has proposed those streets be named “Spur Street” (based on the site’s previous use as a railyard) and “Plank Road” (echoing a historic San Francisco street name “Mission Plank Road”). Port staff

presented these names at the joint Southern Waterfront Advisory Committee (SWAC)-Central Waterfront Advisory Committee (CWAG) meeting on December 5, 2019 and attendees did not object to using existing street names and the two new street names at Mission Rock. The names have also been vetted through the City's Public Works' process to ensure unique, locational identification for emergency and postal service and have been preliminarily approved, pending Port Commission and Board of Supervisors' approval. Port staff recommend approval of the attached resolution, allowing the names to be submitted on the Phase 1 Final Map for Board of Supervisors' consideration.

### **Strategic Objectives**

The Mission Rock Project supports the Port's Strategic Plan strategies of Evolution and Productivity.

- **#3 Engagement.** Port staff and the Mission Rock project team provide regular updates on the project to the Port's advisory groups, including related to this street name item.
- **#6 Productive.** Redevelopment of a surface parking lot into the Mission Rock neighborhood supports the goal of enhancing the economic vitality of the Port.
- **#7 Stability.** Establishment of IFD and CFD financing districts are projected to have capacity for a variety of Port capital projects.

### **Background**

The entitled Mission Rock project anticipates approximately 1,200 units of new, rental housing, 1.4 million square feet of new commercial and office space, and rehabilitation of historic Pier 48, as well as space for small-scale manufacturing, retail, neighborhood services, waterfront parks, and public infrastructure. The Mission Rock mixed-use project is located on about 28 acres, including SWL 337 and Pier 48.

Approved last year and nearing construction, the Project represents 11 years of effort, led by the Port Commission, Port and City staff, and Mission Rock Partners, a partnership between the San Francisco Giants and Tishman Speyer (Developer). Following Port Commission approval in January 2018, the Project team secured approvals from the following regulatory entities: Bay Conservation and Development Commission, State Lands Commission, and the Board of Supervisors.

In September 2019, the Port Commission approved the Phase 1 Budget, a key milestone in facilitating horizontal and vertical development. The Project team is now preparing to submit its Final Map for subdivision of the Phase 1 parcels to the Board of Supervisors. Phase 1 includes the following estimated program elements:<sup>1</sup>

- 540 apartment units
  - 202 of which are below market rate units
- 588,000 gross square feet office

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<sup>1</sup> Note these program elements are estimated based on preliminary building designs and infrastructure layout. Actual buildings and the exact size of parks and open space will vary as construction documents are finalized through the permit review process.

- 87,000 gross square feet of retail
- 5.5 acres of parks and open space
- District energy system located in Parcel A which will serve all of Mission Rock
- District scale Non-Potable Water Plant located in Parcel B which will serve all of Mission Rock's indoor and outdoor recycled water needs

Key public benefits include affordable housing, parks and open space, sustainability strategy goals, and achievement of workforce and local hire requirements and goals agreed upon in the Project's Development and Disposition Agreement and the Development Agreement.

As part of the subdivision process, the Board of Supervisors establishes street names and building addressing.

### **Local Business Enterprise Status**

The Project has a 10% LBE participation goal for pre-construction work. The Mission Rock project team estimates that pre-construction work constitutes approximately 5-10% of the total project cost. The Mission Rock team exceeded the 10% goal and to date has achieved 15% LBE participation for pre-construction services.

Additionally, the team has redoubled efforts to reach members of underrepresented communities. Some of these efforts include expanding and restructuring the LBE team, appointing an internal equity compliance officer, requiring greater General Contractor engagement and collaboration, and developing strategies with diversity and workforce consultant RDJ Enterprises to assess and address outreach, bidding, and selection barriers. The construction phase of the project represents approximately 90-95% of the overall project cost. During this phase, the LBE participation commitment is 20%.

The construction of horizontal improvements is scheduled to commence in early 2020 and the vertical construction phase is anticipated to commence during the summer of 2020. Procurement of contractors and sub-contractors is underway and the Mission Rock team expects to meet its LBE goals during the construction phase. The Mission Rock team commits to providing quarterly reports to the Port Commission.

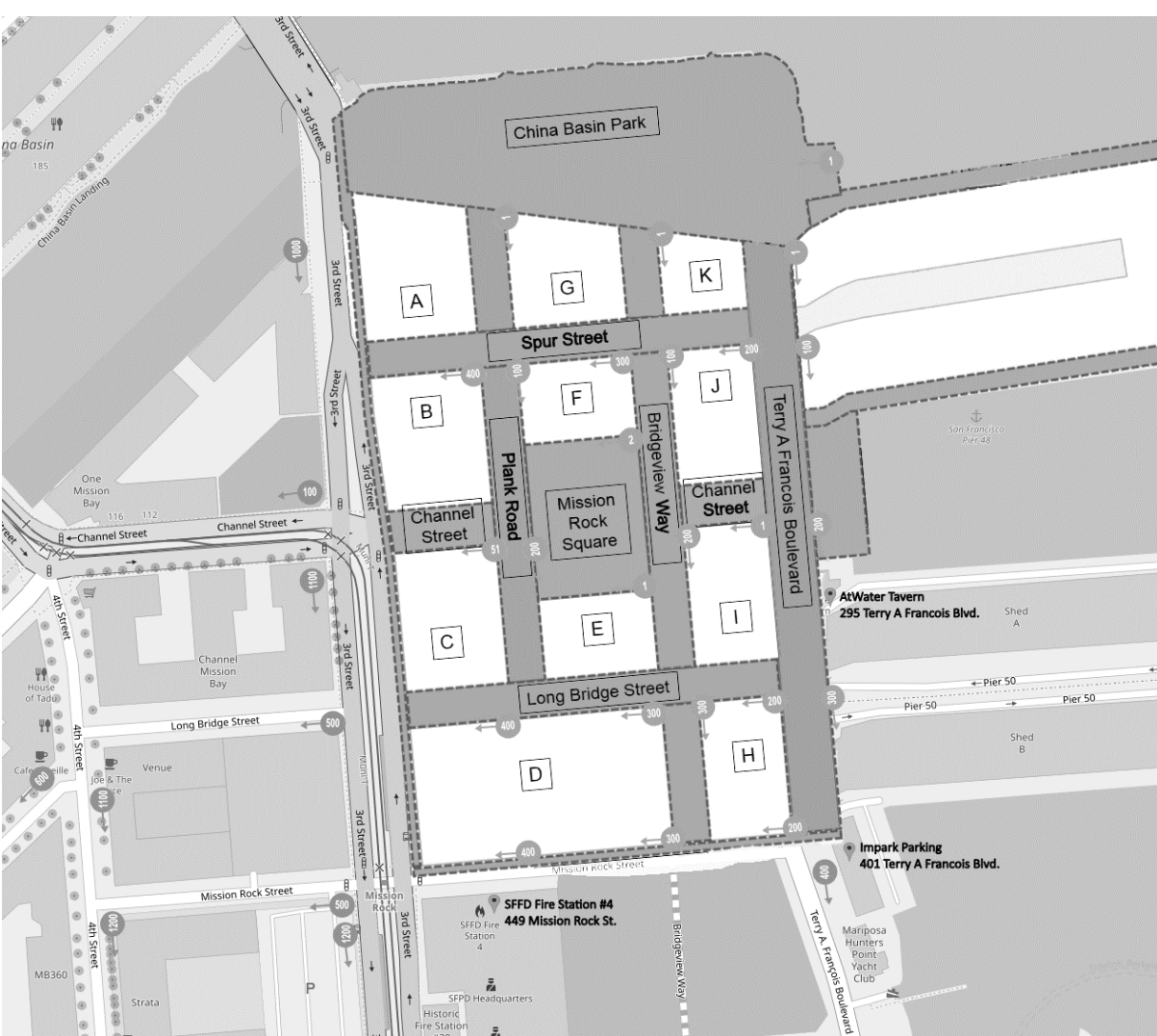
### **Proposed Existing and New Street Names**

**Figure 1** illustrates the site and proposed street names. Six streets and Port open spaces traverse the site. Four names are extensions of the surrounding street grid into the site and are:

- Terry A. Francois Boulevard
- Long Bridge Street
- Bridgeview Way
- Channel Street

For the two streets which do not extend the existing grid, the Project team proposed two names. The two new street names are Plank Road and Spur Street.

Figure 1. Mission Rock Proposed Street Names



**Spur Street**

The name “Spur Street” is proposed to replace what was shown on prior Project maps as “Exposition Street”, a future street that will run east-west from Terry A. Francois Boulevard to 3rd Street, south of China Basin Park. “Spur Street” is a name the Mission Rock team heard in community meetings hosted by the Port over the years. A “spur” is a railroad track on which cars are left for loading and unloading. The name is a reference to the history of the site’s use as a rail yard, between the late 1800s and mid-1900s.

**Plank Road**

The name “Plank Road” is proposed to replace what was shown on prior Project maps as “Shared Public Way”, for a future street and future Port open space that will run north-south from China Basin Park to Long Bridge Street, one block east of Third Street. Mission Plank Road, a toll road that operated in San Francisco from 1851 to approximately 1873, is the historical precedence for the proposed new street name. Mission Plank Road

connected Yerba Buena Cove across a swampy wetland to Mission Dolores until Mission Bay was filled in.

### **Analysis**

Street names throughout the City are established through a Public Works-managed process, implemented by the Bureau of Street Use and Mapping (BSM) and approved by the Board of Supervisors. Because the streets in Mission Rock will be dedicated to Public Works, Port staff have worked with BSM to evaluate the proposed street names.

Renaming of streets requires a more involved public process, including public noticing and public hearings.<sup>2</sup> New street names are established as part of the subdivision process, pursued by a subdivision applicant seeking to create new parcels and publicly dedicated rights of way, governed by the California Subdivision Map Act.

The process Port staff have undertaken for the two new street names at Mission Rock is as follows:

- (1) Mission Rock Partners submitted Phase 1 Final Map proposed street names to BSM.
- (2) BSM reviewed the names to ensure they provide unique locational identifies for emergency response and postal service.
- (3) Port staff requested public comment on the street names during a joint CWAG/SWAC meeting on December 5 and did not receive negative feedback.

*Figure 2. Mission Bay area, Rail yards use visible, circa 1938*



Photo Credit: Harrison Ryker collection, David Rumsey map collection

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<sup>2</sup> Renaming of existing streets requires a noticing and public process, like the one undertaken for the proposed renaming of Steuart Street to Steuart Lane, located on Port property and heard by the Port Commission in its meeting on November 12, 2019.

## **Recommendation**

Port staff recommend the Port Commission approve the attached resolution. The resolution directs staff to include the street names described in this staff memorandum in the Mission Rock Phase 1 Final Map application to the Board of Supervisors. Port staff seek this approval in order to advance the assemblage of the Final Map package and maintain the targeted mid-January Final Map introduction. Approval of the Phase 1 Final Map is required to establish the Community Facilities District and to facilitate the start of horizontal construction.

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**PORT COMMISSION  
CITY AND COUNTY OF SAN FRANCISCO**

**RESOLUTION NO. 20-02**

- WHEREAS, Beginning in 2006, the Port initiated an intensive planning process that has culminated in a project that will restore and redevelop an approximate 28-acre site located along the Central Waterfront comprised of (1) Seawall Lot 337, bounded by Third Street on the west, Mission Rock Street on the south, Pier 48 to the east, and China Basin Park on the north; (2) Pier 48; (3) China Basin Park; and (4) the marginal wharf between Pier 48 and Pier 50; (collectively, the “Site”); and
- WHEREAS, In May 2010, by Resolution No. 10-32, the Port Commission awarded to Seawall Lot 337 Associates, LLC, a Delaware limited liability company (“Developer”), through a competitive process, the opportunity to negotiate exclusively for the mixed-use development of Seawall Lot 337 and Pier 48, and the Port Commission later added China Basin Park, the marginal wharf between Pier 48 and Pier 50, and Parcel P20 to the development opportunity (collectively, the “Project”); and
- WHEREAS, The Developer is a limited liability company, which is wholly owned by TSCE 2007 Mission Rock, L.L.C. and Giants Development Services, LLC, the former is an affiliate of Tishman Speyer Properties, L.P., and the latter is an affiliate of San Francisco Baseball Associates, LLC, the Major League Baseball franchise holder of the San Francisco Giants; and
- WHEREAS, In May 2013, by Resolution No. 142-13, the Board of Supervisors found the Project fiscally feasible under Administrative Code - Chapter 29 and endorsed a Term Sheet for the Project now known as “Mission Rock”; and
- WHEREAS, In January 2018, by Resolution No. 18-03, the Port Commission approved the terms of a Disposition and Development Agreement between the Port and the Developer (the “DDA”), and related transaction documents that are incorporated into the DDA, and provided an overall road map for development of the Project, including: a Financing Plan; an Infrastructure Plan; a Housing Plan; a Transportation Plan; a Transportation Demand Management Plan; a Workforce Development Plan; an LBE Utilization Program; and forms for an interim Master Lease, a Vertical Disposition and Development Agreement, and a Parcel Lease; and
- WHEREAS, Concurrently with Resolution No. 18-03, the Port Commission authorized a number of other actions in furtherance of the Project, including: (1) consenting to amendments to the Planning Code that create the Mission Rock Special Use District (“Mission Rock SUD”) over the Site and related

amendments to City zoning maps, as set forth in Resolution No. 18-04; (2) consenting to the Development Agreement (the “DA”) between the City and County of San Francisco and the Developer as it relates to matters under Port jurisdiction, as set forth in Resolution No. 18-06; (3) approving the Design Controls, which provide detailed land use controls for the Mission Rock SUD and conforming amendments to the Waterfront Land Use Plan, as set forth in Resolution No. 18-05; (4) approving and recommending that the Board of Supervisors approve a Memorandum of Understanding for Interagency Cooperation among the Port, and other City agencies with respect to approvals related to the subdivision of the Site and construction of infrastructure and other public facilities as set forth in Resolution No. 18-07; (5) recommending that the Board of Supervisors approve formation proceedings for Project Area I of City and County of San Francisco Infrastructure Financing District No. 2, as set forth in Resolution No. 18-08; and (6) entering into a Memorandum of Understanding between the Port and the Treasurer-Tax Collector and the Controller regarding the collection and allocation of ad valorem and special taxes to the financing districts, as set forth in Resolution No. 18-09; and

WHEREAS, In February 2018, the Board of Supervisors approved the DDA by Resolution No. 42-18; and

WHEREAS, Under the DDA and related transaction documents, at full build-out, the Project will include: (1) 1.1 million to 1.6 million gross square feet (“gsf”) of new residential uses, at least 40% of which will be on-site affordable housing as described in the Housing Plan attached to the DDA; (2) 972,000 to 1.4 million gsf of new commercial and office space; (3) 241,000 to 244,800 gsf of active retail and production uses on 11 proposed development blocks on Seawall Lot 337 in buildings that will range in height from 90 to 240 feet; (4) the rehabilitation and reuse of Pier 48, a significant contributing resource to the Port of San Francisco Embarcadero Historic District; (5) up to approximately 1.1 million gsf of above- and below-grade parking in one or two garages; (6) on-site transportation demand management and payment of impact fees that the Municipal Transportation Agency will use to improve transportation service in the area; (7) approximately 8 acres of new and expanded open space, including an expansion of China Basin Park, a new central Mission Rock Square, and waterfront access along the shoreline; (8) public access areas, assembly areas, and an internal grid of public streets, shared streets, and utilities infrastructure; and (9) on-site strategies to protect against sea level rise; and

WHEREAS, The DDA governs: (1) Developer's obligations to complete horizontal development of the Project, including entitlements, site preparation, subdivision and construction work related to streets and sidewalks, public realm amenities (e.g., parks and open space), public utilities and



shoreline area improvements (together, “Horizontal Development”), all to create development parcels and support and protect buildings; and (2) Developer’s option to ground lease developable lots in the Site for vertical development, all in accordance with all of the governing land use and entitlement documents, including the Development Agreement, Mission Rock SUD, and Design Controls; and

WHEREAS, The DDA includes a Schedule of Performance that provides 60 months from the Phase 1 Notice to Proceed as the outside date for the completion of construction of all public infrastructure, including streets, utilities and parks; and

WHEREAS, On October 25, 2019, Developer submitted to the San Francisco Public Works Department (“SFPW”) a proposed street addressing plan for the Site; and

WHEREAS, On November 26, 2019 SFPW approved Developer’s proposed street addressing plan; and

WHEREAS, As part of the SFPW approved street addressing plan, Developer has formally requested to create two new street names for two streets that will be constructed entirely within the Project limits, namely Spur Street and Plank Road; and

WHEREAS, The new street that runs north-south from China Basin Park to Long Bridge Street is proposed to be named Plank Road; and

WHEREAS, Plank Road is a historic reference to Mission Plank Road, a former toll road that operated in San Francisco from 1851 to 1873, connecting Yerba Buena Cove to Mission Dolores; and

WHEREAS, The new street that runs east-west from Terry A. Francois Boulevard to 3<sup>rd</sup> Street is proposed to be named Spur Street; and

WHEREAS, The proposed name Spur Street was generated through Developer’s outreach efforts to the Mission Bay community as a reference to the many railroad spurs upon which railcars were loaded and unloaded in the era when this site functioned as a rail yard; and

WHEREAS, Developer presented the proposed new street names to a Central Waterfront Advisory Committee and Southern Waterfront Advisory Committee meeting on December 5, 2019; and

WHEREAS, The actions contemplated in this Resolution are within the scope of the project for which the Port Commission (Resolution No. 18-06) and the Board of Supervisors (Resolution No. 33-18) approved on January 30, 2018 and March 6, 2018, respectively, affirming the Planning

Commission's certification of the Final Environmental Impact Report for the Seawall Lot 337 and Pier 48 Mixed-Use Project (Planning Commission Motion No. 20018) and made findings in accordance with the California Environmental Quality Act (California Public Resources Code section 21000 et. seq.) and Administrative Code Chapter 31, which resolutions are incorporated herein by reference; and

WHEREAS, The Port Commission recognizes that SFPW, on behalf of the City, has or will have taken all necessary actions to effect these new street names, including complying with regulations regarding street names under California Government Code, Section 34091.1, California Streets and Highways Code, Sections 970.5, 971, and 5026, and Public Works Code, Section 423; now, therefore be it

RESOLVED, Pursuant to California Government Code, Section 34091.1, California Streets and Highways Code, Sections 970.5, 971, and 5026, and Public Works Code, Section 423, the Port Commission recommends that the San Francisco Board of Supervisors adopt the new street names Spur Street and Plank Road for the Mission Rock SUD; and, be it further

RESOLVED, That the Port Commission recommends that the San Francisco Board of Supervisors, in accordance with Transportation Code 2.2, direct the Municipal Transportation Agency to prepare street signs indicating the new street names Spur Street and Plank Road; and, be it further

RESOLVED, That the Port Commission recommends that the San Francisco Board of Supervisors direct SFPW to add the names described in the attached memorandum to the City's official list of street names; and, be it further

RESOLVED, That the Port Commission authorizes the Executive Director of the Port, or her designee, to non-substantively modify the names if required by SFPW or the San Francisco Board of Supervisors in order to effectuate the names as modified, in compliance with all applicable laws and in consultation with the City Attorney.

***I hereby certify that the foregoing resolution was adopted by the San Francisco Port Commission at its meeting of January 14, 2020.***

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Secretary