



SAN FRANCISCO PLANNING DEPARTMENT

Planning Commission Resolution No. 20732

HEARING DATE: MAY 28, 2020

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

Reception:
415.558.6378

Fax:
415.558.6409

Planning
Information:
415.558.6377

Case No.: 2018-007883GPA
Project: Balboa Reservoir Project
Existing Zoning: P (Public)
Height-Bulk: 40-X and 65-A
Proposed Zoning: Balboa Reservoir Mixed-Use District (BR-MU)
Balboa Reservoir Special Use District
Proposed Height: 48-X and 78-X
Blocks/Lots: Block 3180/Lot 190
Project Sponsor: Reservoir Community Partners LLC,
Kearstin Dischinger, (415) 321-3515, kdischinger@bridgehousing.com
Staff Contact: Seung Yen Hong – (415) 575-9026, seungyen.hong@sfgov.org

RESOLUTION RECOMMENDING THAT THE BOARD OF SUPERVISORS APPROVE AMENDMENTS TO THE BALBOA PARK STATION AREA PLAN, THE RECREATION AND OPEN SPACE ELEMENT, AND THE LAND USE INDEX OF THE GENERAL PLAN IN RELATION TO THE BALBOA RESERVOIR PROJECT AND MAKING FINDINGS OF CONSISTENCY WITH THE GENERAL PLAN AND PLANNING CODE SECTION 101.1, AND ADOPTING FINDINGS UNDER THE CALIFORNIA ENVIRONMENTAL QUALITY ACT AND PLANNING CODE 340.

WHEREAS, Section 4.105 of the Charter of the City and County of San Francisco provides that the Planning Commission periodically recommend General Plan Amendments to the Board of Supervisors; and

WHEREAS, The General Plan consists of goals, policies and programs for the future physical development of the City and County of San Francisco that take into consideration social, economic and environmental factors; and

WHEREAS, The General Plan shall be periodically amended in response to changing physical, social, economic, environmental or legislative conditions; and

WHEREAS, Planning Code Section 340 provides that an amendment to the General Plan may be initiated by the Planning Commission upon an application by one or more property owners, residents or commercial lessees, or their authorized agents; and

WHEREAS, In 2009, the Planning Commission adopted the Balboa Park Station Area Plan, a community-requested planning effort launched in 2000. The Balboa Park Station Area Plan sets forth policies designed to increase affordable housing for a variety of incomes; create open space; knit together isolated areas of the neighborhood; integrate diverse land uses with the area's commercial and transit corridors; design streets for walking, biking and public transit; and otherwise strengthen the Balboa Park area.

WHEREAS, Key objectives of the Balboa Park Station Area Plan call for the development of a mixed-use residential neighborhood and public open space on the Reservoir if the San Francisco Public Utilities Commission ("SFPUC") does not need the site for water storage; and

WHEREAS, In 2014, the Public Land for Housing Program was launched to utilize City-owned land to address the City's most pressing housing issues, and in 2014, Proposition K was passed setting a goal of building or rehabilitating 30,000 homes by 2020, with 33% of all new housing units to be affordable; and

WHEREAS, The Office of Economic and Workforce Development, the Planning Department, and the San Francisco Public Utilities Commission initiated a study of the SFPUC owned Balboa Reservoir site, which is among the first sites slated for San Francisco's Public Land for Housing Program.

WHEREAS, In the spring of 2015, the Board of Supervisors created the Balboa Reservoir Community Advisory Committee (BRCAC) to serve as the primary forum for community feedback on the development of a master plan for the Reservoir site. From 2015 to 2016, over the course of 16 CAC meetings, the BRCAC worked with the City and County of San Francisco (City) and the community to establish development principles and parameters for developer selection, which informed the programming goals included in the Request for Proposals issued by the City and SFPUC in 2017; and

WHEREAS, In 2017, the city chose a developer team to partner on the development of the Balboa Reservoir site and began an extensive planning process with City agencies and the community to develop a master plan for the site that would implement the Balboa Reservoir Project ("Project"); and

WHEREAS, The site is currently referenced in the General Plan as designated for Public use with a height limit of 40/65 feet, and as such, the Project could not be constructed under the current provisions of the General Plan. However, existing policies in the Balboa Park Station Area Plan anticipated development of the Project site to accommodate a residential mixed-use neighborhood with public open space; and

WHEREAS, The Project site is an approximately 17.6 acres of land, located south of the Ocean Avenue commercial district, west of the City College of San Francisco Ocean Campus, east of the Westwood Park neighborhood, and north of Archbishop Riordan High School. The project site is owned by the SFPUC. The Project proposal includes developing approximately 1.3 million gross square feet (gsf) of residential space (1,100 dwelling units plus residential amenities), approximately 10,000 gsf of community space (childcare and a community room for public use), approximately 7,500 gsf of retail, up to 550 residential parking spaces and 450 public parking spaces. Additionally, it includes approximately 4 acres of public open space, including a new 2-acre central park. The proposal would also feature new public streets, pedestrian paths, and bicycle facilities. New buildings on the site are proposed to range from 25 feet and 78 feet and would generally step down westerly. The SFPUC will retain ownership of an 80-foot-wide strip of land located along the southern edge of the site where an underground water transmission pipeline is located. The Project sponsor is working with the SFPUC to utilize this 80-foot-wide strip of land as public open space, subject to the SFPUC review and approval; and

WHEREAS, The Project Sponsor is proposing development of the Project and has submitted an application to the San Francisco Planning Department ("Department") for Environmental Review. The Project approvals include (1) General Plan Amendments, (2) Planning Code Text and Map Amendments, (3) the adoption of a

Design Standards and Guidelines (“DSG”) document to facilitate implementation, and (4) a Development Agreement (“DA”) between the Project Sponsor and the City and County of San Francisco; and

WHEREAS, To implement the project, the Board of Supervisors must approve legislation amending the Planning Code (Planning Code Text and Planning Code Map amendments) by rezoning the underlying portions of the site from P (Public) to Balboa Reservoir Mixed Use, rezoning the height and bulk district from 40-X and 65-A to 48-X and 78-X, and establishing the Balboa Reservoir Special Use District (“SUD”) across the site, approving a purchase and sale agreement for the site, and approving an amendment to an easement agreement with City College; and

WHEREAS, On April 9, 2020, the Planning Commission passed Resolution No. 20679, which initiated the Commission’s consideration of amendments to the General Plan, and included by reference, the proposed General Plan Amendment necessary to implement the Project.

WHEREAS, The proposed General Plan Amendments contained in a draft ordinance attached hereto as Exhibit A would (1) amend the introduction text, Map 2, Objective 1.4, Map 3, Policy 1.4.2, Map 4, Policy 2.4.4, Policy 3.4.3, Objective 4.4, Policy 4.4.1, Policy 5.1.1, Policy 5.1.3, Map 5, and Map 6 of the Balboa Park Station Area Plan to reflect the mixed-income residential neighborhood nature for the subject site; (2) amend Map 3 of the Recreation and Open Space Element, (3) amend the Land Use Index to reflect amendments to the maps described above in the Balboa Park Station Area Plan and the Recreation and Open Space Element, and (4) amend the Housing Element to include a new policy to promote housing that is designed for families with children; and

WHEREAS, On May 28, 2020, the Planning Commission reviewed and considered the Final EIR (“FEIR”) for the Project and found the FEIR to be adequate, accurate and objective, thus reflecting the independent analysis and judgment of the Department and the Commission, and that the summary of comments and responses contained no significant revisions to the Draft EIR, and certified the FEIR for the Project in compliance with the California Environmental Quality Act (“CEQA”), the CEQA Guidelines and Chapter 31 by Motion No. 20730; and

WHEREAS, On May 28, 2020, the Commission by Motion No. 20731 approved CEQA Findings, including adoption of a Mitigation Monitoring and Reporting Program (MMRP), under Case No. 2018-007883ENV, for approval of the Project, which findings and MMRP are incorporated by reference as though fully set forth herein; and

WHEREAS, On May 28, 2020, the Commission conducted a duly noticed public hearing at a regularly scheduled meeting on the proposed General Plan Amendments and has considered the information included in the File for these Amendments, the staff reports and presentations, public testimony and written comments, as well as the information provided about the Project from other City departments.

NOW THEREFORE BE IT RESOLVED, That the Planning Commission hereby adopts the CEQA Findings for purposes of this action and finds that in accordance with Planning Code Section 340 the General Plan Amendments promote the public welfare, convenience and necessity for the following reasons:

1. The General Plan Amendments would help implement the Balboa Reservoir Development Project development by making available currently under-utilized land for needed housing, parks and open space, community facilities, and other related uses.

2. The General Plan Amendments would help implement the Project, which, in turn, would provide employment opportunities for local residents during construction and post-occupancy.
3. The General Plan Amendments would help implement the Project by enabling the creation of a mixed-use and sustainable neighborhood with new infrastructure. The new neighborhood would improve the site's connectivity to and integration with the surrounding City fabric and existing neighborhoods.
4. The General Plan Amendments would enable the construction of a new vibrant, safe, and connected neighborhood with active streets and open spaces, high quality and well-designed buildings, and thoughtful relationships between buildings and the public realm.
5. The General Plan Amendments would enable construction of new housing, including new on-site affordable housing, a wide mix of recreational opportunities, and other related uses, including a childcare facility and a community room. These new uses would strengthen and complement nearby neighborhoods.

AND BE IT FURTHER RESOLVED, That the Planning Commission finds these General Plan Amendments are in general conformity with the General Plan, as proposed for amendment, and that the Project and its approvals associated therein, all as more particularly described in Exhibit E to the Development Agreement on file with the Planning Department in Case No. 2018-007883DVA, are each on balance consistent with the General Plan, as it is proposed to be amended. These General Plan Findings are for the entirety of the Project and related approval actions that, in addition to the General Plan Amendments, include but are not limited to Planning Code Text and Zoning Map Amendments, DA approval, DSG approval, a purchase and sale agreement for the site, and an amended easement agreement with City College. The Planning Commission's findings are based on various policies in the General Plan, including, but not limited to, those listed below.

AIR QUALITY

OBJECTIVE 3

DECREASE THE AIR QUALITY IMPACTS OF DEVELOPMENT BY COORDINATION OF LAND USE AND TRANSPORTATION DECISIONS.

POLICY 3.1

Take advantage of the high density development in San Francisco to improve the transit infrastructure and also encourage high density and compact development where an extensive transportation infrastructure exists.

POLICY 3.9

Encourage and require planting of trees in conjunction with new development to enhance pedestrian environment and select species of trees that optimize achievement of air quality goals.

The Project is a mixed-use development with approximately 1,100 units and is located within short walking distance of multiple high-frequency Muni rail and bus lines and the Balboa Park BART Station. The Project will provide many new street trees and other landscape features

HOUSING ELEMENT

OBJECTIVE 1

IDENTIFY AND MAKE AVAILABLE FOR DEVELOPMENT ADEQUATE SITES TO MEET THE CITY'S HOUSING NEEDS, ESPECIALLY PERMANENTLY AFFORDABLE HOUSING.

POLICY 1.1

Plan for the full range of housing needs in the City and County of San Francisco, especially affordable housing.

POLICY 1.8

Promote mixed use development, and include housing, particularly permanently affordable housing, in new commercial, institutional or other single use development projects.

POLICY 1.10

Support new housing projects, especially affordable housing, where households can easily rely on public transportation, walking and bicycling for the majority of daily trips.

The Project is a mixed-use development with approximately 1,100 units and is located within short walking distance of multiple high-frequency Muni rail and bus lines and the Balboa Park BART Station. As described in the Development Agreement, the Project will include a wide range of housing options, 50% of which will be affordable to low and moderate income households. Part of the 50% affordable housing will include educator housing with a preference for City College employees.

OBJECTIVE 11

SUPPORT AND RESPECT THE DIVERSE AND DISTINCT CHARACTER OF SAN FRANCISCO'S NEIGHBORHOODS.

POLICY 11.1

Promote the construction and rehabilitation of well-designed housing that emphasizes beauty, flexibility, and innovative design, and respects existing neighborhood character.

The Project, as described in the Development Agreement, the SUD and the DSG, includes a program of development accompanied by substantial community benefits designed to revitalize an underutilized site and complement the surrounding neighborhood with a mix of housing, community amenities, and open spaces. Additionally, the SUD and DSG include standards and guidelines that ensure the design of new buildings complement and enhance the character of the surrounding neighborhoods, including reduced heights adjacent to the Westwood Park neighborhood.

OBJECTIVE 12

BALANCE HOUSING GROWTH WITH ADEQUATE INFRASTRUCTURE THAT SERVES THE CITY'S GROWING POPULATION.

POLICY 12.1

Encourage new housing that relies on transit use and environmentally sustainable patterns of movement.

POLICY 12.2

Consider the proximity of quality of life elements, such as open space, child care, and neighborhood services, when developing new housing units.

POLICY 12.3

Ensure new housing is sustainably supported by the City's public infrastructure systems.

OBJECTIVE 13

PRIORITIZE SUSTAINABLE DEVELOPMENT IN PLANNING FOR AND CONSTRUCTING NEW HOUSING.

POLICY 13.1

Support "smart" regional growth that locates new housing close to jobs and transit.

POLICY 13.3

Promote sustainable land use patterns that integrate housing with transportation in order to increase transit, pedestrian, and bicycle mode share.

The Project promotes "smart" regional growth as it will convert an underutilized surface parking lot in close proximity to the Balboa Park BART Station and multiple other transit lines into a mixed-income residential neighborhood. The Project will establish an active neighborhood with several community amenities around the transit station and improve the streets with pedestrian and bicycle amenities.

The Project appropriately balances the construction of new housing with new infrastructure and related public benefits in a sustainable manner. For example, the Project will:

- Implement a Transportation Demand Management (TDM) Program to incentive the use of transit, walking, and bicycling as alternatives to the private automobile.
- Construct a new grid of streets that connects the site to the Ocean Avenue District and surrounding neighborhoods, and additional high frequency transit lines off-site like the K Muni, the City College Loop, and the Balboa Park BART Station. The Project will prioritize safe and comfortable bicycle and pedestrian access.
- Construct and maintain nearly 4 acres of new open space, including an approximately 2-acre central park, for a variety of active and passive recreational activities.
- Make additional quality-of-life contributions to the surrounding neighborhoods including a childcare facility and a community room.

TRANSPORTATION ELEMENT

OBJECTIVE 1

MEET THE NEEDS OF ALL RESIDENTS AND VISITORS FOR SAFE, CONVENIENT AND INEXPENSIVE TRAVEL WITHIN SAN FRANCISCO AND BETWEEN THE CITY AND OTHER PARTS OF THE REGION WHILE MAINTAINING THE HIGH QUALITY LIVING ENVIRONMENT OF THE BAY AREA.

POLICY 1.3

Give priority to public transit and other alternatives to the private automobile as the means of meeting San Francisco's transportation needs, particularly those of commuters.

The Project is a short walk to several major public transit lines and facilities, including the City College Bus Loop, the K Muni line, and the Balboa Park BART and Muni Stations, which offer high frequency service and connections to Downtown and other City and regional destinations. In addition, the Project will extend Lee Avenue and Brighton Avenue through the site, providing robust pedestrian and bicycle facilities. The extended segment of Lee Avenue will accommodate protected bike lanes, and Brighton Avenue Paseo and San Ramon Paseo will provide shared paths. The Project will also implement its site-tailored TDM plan, which includes a range of measures, such as a bikeshare station, an on-site childcare facility, and ample space for bike storage on site. These measures and pedestrian and bicycle improvements on and off-site will encourage Project residents and neighbors to choose public transit and other alternatives over the private automobile.

OBJECTIVE 2

USE THE TRANSPORTATION SYSTEM AS A MEANS FOR GUIDING DEVELOPMENT AND IMPROVING THE ENVIRONMENT.

POLICY 2.1

Use rapid transit and other transportation improvements in the city and region as the catalyst for desirable development, and coordinate new facilities with public and private development.

POLICY 2.5

Provide incentives for the use of transit, carpools, vanpools, walking and bicycling and reduce the need for new or expanded automobile and automobile parking facilities.

The Project is located within walking distance to several major public transit lines and facilities, including the City College Bus Loop, the K Muni Metro line, and the Balboa Park BART and Muni Stations, which offer high frequency transit service. The Project includes a site-tailored TDM program, including various performance measures, physical improvements and monitoring and enforcement measures designed to create incentives for transit and other alternative to the single occupancy vehicle for Project residents. In addition, the Project's design, including its streetscape elements, is intended to promote and enhance walking and bicycling. The Project features protected bike lanes on the extended segment of Lee Avenue and shared paths via Brighton Avenue Paseo and San Ramon Paseo. By providing the aforementioned TDM measures and incentives, the Project will minimize the need for new or expanded automobile and automobile parking facilities.

OBJECTIVE 14

DEVELOP AND IMPLEMENT A PLAN FOR OPERATIONAL CHANGES AND LAND USE POLICIES THAT WILL MAINTAIN MOBILITY AND SAFETY DESPITE A RISE IN TRAVEL DEMAND THAT COULD OTHERWISE RESULT IN SYSTEM CAPACITY DEFICIENCIES.

POLICY 14.4

Reduce congestion by encouraging alternatives to the single occupant auto through the reservation of right-of-way and enhancement of other facilities dedicated to multiple modes of transportation.

POLICY 14.8

Implement land use controls that will support a sustainable mode split and encourage development that limits the intensification of automobile use.

The Project is located within walking distance to many transit opportunities and an active commercial corridor on Ocean Avenue and will include a network of streets that are designed with robust bicycle and pedestrian infrastructure to encourage Project residents to use modes of transportation other than the automobile. In particular, many amenities on the Ocean Avenue corridor will help residents meet their daily needs by foot, such as a local library, a major grocery store, several eateries and other institutions.

The Project will also provide educator housing for the immediately adjacent college (thus reducing the need to travel), a range of open spaces, and a childcare which will support an environment of reduced automobile use by ensuring jobs, homes, open space, and community uses are all in close proximity to each other.

OBJECTIVE 18

ESTABLISH A STREET HIERARCHY SYSTEM IN WHICH THE FUNCTION AND DESIGN OF EACH STREET ARE CONSISTENT WITH THE CHARACTER AND USE OF ADJACENT LAND.

POLICY 18.4

Discourage high-speed through traffic on local streets in residential areas through traffic "calming" measures that are designed not to disrupt transit service or bicycle movement, including: Sidewalk bulbs and widenings at intersections and street entrances; Lane off-sets (chicanes) and traffic bumps; Narrowed traffic lanes with trees, landscaping and seating areas; Colored and/or textured sidewalks and crosswalks; and Median and intersection islands.

As described in the DSG, the Project will construct a network of multi-modal neighborhood streets to complement adjacent uses. Given the local-serving purpose of the streets, they are designed to feature multiple traffic calming strategies including raised crosswalks, narrow travel lanes, and street parking, to discourage high traffic speeds.

OBJECTIVE 23

IMPROVE THE CITY'S PEDESTRIAN CIRCULATION SYSTEM TO PROVIDE FOR EFFICIENT, PLEASANT, AND SAFE MOVEMENT.

POLICY 23.1

Provide sufficient pedestrian movement space with a minimum of pedestrian congestion in accordance with a pedestrian street classification system.

POLICY 23.2

Widen sidewalks where intensive commercial, recreational, or institutional activity is present, sidewalks are congested, where sidewalks are less than adequately wide to provide appropriate pedestrian amenities, or where residential densities are high.

POLICY 23.6

Ensure convenient and safe pedestrian crossings by minimizing the distance pedestrians must walk to cross a street.

The Project will establish a new street and open space network and provide pedestrian and streetscape improvements as described in the DSG document. All project sidewalks will be designed to provide ample space for pedestrians, and intersections and mid-block crosswalks will provide safe pedestrian crossings. Project open spaces will provide additional pedestrian access through the Project site.

OBJECTIVE 24

IMPROVE THE AMBIANCE OF THE PEDESTRIAN ENVIRONMENT.

POLICY 24.2

Maintain and expand the planting of street trees and the infrastructure to support them.

As described in the DSG, the Project will include a robust tree planting program along all development blocks utilizing a tree palette that includes native and climate-adaptive species. As described in the DSG, street types on the Project site and their sidewalk widths generally conform to those described in the Better Streets Plan.

URBAN DESIGN ELEMENT

OBJECTIVE 1

EMPHASIS OF THE CHARACTERISTIC PATTERN WHICH GIVES TO THE CITY AND ITS NEIGHBORHOODS AN IMAGE, A SENSE OF PURPOSE, AND A MEANS OF ORIENTATION.

POLICY 1.2

Recognize, protect and reinforce the existing street pattern, especially as it is related to topography

POLICY 1.7

Recognize the natural boundaries of districts, and promote connections between districts.

The Project extends the existing street pattern into the site, maintains boundaries between adjacent districts and provides pedestrian and bicycle connections through the Project site.

OBJECTIVE 3

MODERATION OF MAJOR NEW DEVELOPMENT TO COMPLEMENT THE CITY PATTERN, THE RESOURCES TO BE CONSERVED, AND THE NEIGHBORHOOD ENVIRONMENT.

POLICY 3.6

Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction.

The Project's SUD and DSG document include an extensive set of height and bulk standards that will help ensure that new development on the Project site complements adjacent development, the surrounding neighborhoods, and broader city pattern. The Project will create a new network of streets with compact blocks to resemble nearby residential blocks and small scale city fabric.

To provide a transition in scale from the institutional buildings at City College to the single family homes to the west, the tallest permitted building heights are generally located toward Lee Avenue extension near the City College campus and step down westerly. The western side of the project site will feature lower-scale townhomes that are set back from the property line and feature upper story setbacks in order to provide a transition to the lower prevailing heights in the adjacent Westwood Park area. In addition, upper story setbacks will be required on almost every block on the Project site, creating pedestrian-scaled streetwalls ranging from 48 to 78 feet in height, depending on the character of the street they face.

RECREATION AND OPEN SPACE ELEMENT

POLICY 1.7

Support public art as an essential component of open space design.

POLICY 1.11

Encourage private recreational facilities on private land that provide a community benefit, particularly to low and moderate-income residents.

The Project will construct and maintain nearly 4 acres of new open space along with community amenities, including an approximately 2-acre central park, a community room, and a childcare facility. Fifty percent of the housing units on the Project site will be dedicated to low and moderate-income residents, and therefore they will live in close proximity to such open space and community amenities. In addition, public art will be encouraged in all Project open space, and the DSG includes guidelines for public art on site.

OBJECTIVE 2

INCREASE RECREATION AND OPEN SPACE TO MEET THE LONG-TERM NEEDS OF THE CITY AND BAY REGION.

POLICY 2.2

Provide and promote a balanced recreation system which offers a variety of high quality recreational opportunities for all San Franciscans.

POLICY 2.11

Assure that privately developed residential open spaces are usable, beautiful, and environmentally sustainable.

The Project will provide a total of approximately 4 acres of publicly accessible open space, including an approximately 2-acre central park. Project parks will provide a wide range of active and passive recreation amenities that meet the needs of San Francisco's diverse population such as multi-use lawns, picnic areas, a playground, a flexible plaza, and community gardens. The DSG for the Project contains a number of standards that call for usable, aesthetically-pleasing, and environmentally-sustainable residential open spaces.

OBJECTIVE 3

IMPROVE ACCESS AND CONNECTIVITY TO OPEN SPACE.

POLICY 3.4

Encourage non-auto modes of transportation—transit, bicycle and pedestrian access—to and from open spaces while reducing automobile traffic and parking in public open spaces.

The Project and its publicly accessible opens spaces is located within walking distance to several major public transit lines and facilities, including the City College Bus Loop, the K Muni Metro line, and the Balboa Park BART and Muni Stations, which offer high frequency transit service. In addition, the Project will provide ample access to new open spaces on the site via transit, bicycle, and walking.

OBJECTIVE 4

PROTECT AND ENHANCE THE BIODIVERSITY, HABITAT VALUE, AND ECOLOGICAL INTEGRITY OF OPEN SPACES AND ENCOURAGE SUSTAINABLE PRACTICES IN THE DESIGN AND MANAGEMENT OF OUR OPEN SPACE SYSTEM.

POLICY 4.3

Integrate the protection and restoration of local biodiversity into open space construction, renovation, management and maintenance.

POLICY 4.4

Include environmentally sustainable practices in construction, renovation, management and maintenance of open space and recreation facilities.

The DSG includes provisions for integrating local biodiversity into Project open spaces—thereby furthering City biodiversity goals—by, for example, establishing a robust native and climate-adaptive plant palette. The DSG also includes requirements for sustainable practices in the construction, management and maintenance of open space facilities, such as the use of non-potable water for irrigation and the consideration to use sustainable materials for paving.

ENVIRONMENTAL PROTECTION ELEMENT

OBJECTIVE 15

INCREASE THE ENERGY EFFICIENCY OF TRANSPORTATION AND ENCOURAGE LAND USE PATTERNS AND METHODS OF TRANSPORTATION WHICH USE LESS ENERGY.

POLICY 15.3

Encourage an urban design pattern that will minimize travel requirements among working, shopping, recreation, school and childcare areas.

The Project is located within walking distance to many transit opportunities and the Ocean Avenue Commercial District, and will include a network of streets that are designed with robust bicycle and pedestrian infrastructure to encourage Project residents to use modes of transportation other than the automobile. The Project will also provide educator housing, a range of open space, and a childcare which will support an environment of reduced automobile use by ensuring jobs, homes, open space, and community uses are all in close proximity to each other

COMMUNITY FACILITIES ELEMENT

OBJECTIVE 3

ASSURE THAT NEIGHBORHOOD RESIDENTS HAVE ACCESS TO NEEDED SERVICES AND A FOCUS FOR NEIGHBORHOOD ACTIVITIES.

POLICY 3.5

Develop neighborhood centers that are multipurpose in character, attractive in design, secure and comfortable, and inherently flexible in meeting the current and changing needs of the neighborhood served.

As described in the DA, the Project will include a central park, childcare facility, and a community room that provides publicly accessible kitchen and bathrooms. These facilities will be designed to be attractive and accessible for the neighborhood residents and to meet their changing needs.

BALBOA PARK STATION AREA PLAN

1. Land Use

OBJECTIVE 1.1

INTEGRATE THE DIVERSE USES IN THE PLAN AREA AROUND THE COMMERCIAL SPINE AND TRANSIT NODE.

POLICY 1.1.1

Strengthen the link between transportation and land use.

OBJECTIVE 1.2

STRENGTHEN THE OCEAN AVENUE NEIGHBORHOOD COMMERCIAL DISTRICT.

POLICY 1.2.1

Improve access to and from the commercial district.

OBJECTIVE 1.3

ESTABLISH AN ACTIVE, MIXED-USE NEIGHBORHOOD AROUND THE TRANSIT STATION.

OBJECTIVE 1.4

DEVELOP THE RESERVOIRS IN A MANNER THAT WILL BEST BENEFIT THE NEIGHBORHOOD, THE CITY, AND THE REGION AS A WHOLE.

The Project will convert the Reservoir site, an underutilized surface parking lot, into a mixed-income residential neighborhood with new streets, open spaces, and community uses, such as a childcare facility and a community room. By providing open spaces and pedestrian and bicycle connections to and through the project site, the Project will increase accessibility to, from, and within the plan area. The Project will also benefit the neighborhood, the city, and the region by establishing an active neighborhood with several community amenities around the transit station and improving the streets with pedestrian and bicycle amenities. Lastly, additional housing and open space will strengthen the vitality of the Ocean Avenue Neighborhood Commercial District by adding foot traffic and new potential customers in close proximity to the corridor.

2. Transportation

OBJECTIVE 2.4

ENCOURAGE WALKING, BIKING, PUBLIC TRANSIT AS THE PRIMARY MEANS OF TRANSPORTATION

POLICY 2.4.2

Improve and expand bicycle connections throughout the plan area.

The Project will create a new network of streets with bicycle facilities that connect to the existing City street grid. In particular, the extended segment of Lee Avenue will provide protected bike lanes.

3. Parking

OBJECTIVE 3.1

ESTABLISH PARKING STANDARDS AND CONTROLS THAT PROMOTE QUALITY OF PLACE, AFFORDABLE HOUSING, AND TRANSIT-ORIENTED DEVELOPMENT.

POLICY 3.1.1

Provide flexibility for new residential development by eliminating minimum off-street parking requirements and establishing reasonable parking caps.

POLICY 3.1.3

Make parking costs visible to users by requiring parking to be rented, leased or sold separately from residential and commercial space for all new major development.

OBJECTIVE 3.2

ENSURE THAT NEW DEVELOPMENT DOES NOT ADVERSELY AFFECT PARKING AVAILABILITY FOR RESIDENTS.

POLICY 3.2.3

Promote car-sharing programs as an important way to reduce parking needs while still providing residents with access to an automobile when needed.

OBJECTIVE 3.3

ENSURE THAT NEW OFF-STREET PARKING DOES NOT ADVERSELY AFFECT NEIGHBORHOOD CHARACTER OR THE PEDESTRIAN FRIENDLINESS OF STREETS IN THE PLAN AREA.

POLICY 3.4.4

Consider the long-term need for additional public off-street parking only after all existing on and off-street parking opportunities have been exhausted.

Consistent with current standards across the entire city, there are no off-street parking minimums on the Project site. Nonetheless, the Project will include off-street parking for its residents, mostly within subterranean parking structures underneath the residential buildings. The DSG contains standards and guidelines to ensure the design and locations of parking structures minimize their traffic and visual impacts on the pedestrian realm. The Project will unbundle parking from residential units to make parking costs visible to users and will provide car-sharing programs to ensure that residents have access to an automobile when needed. The Project also plans to provide a shared parking garage or similar parking solutions to allow City College employees and students to park if needed.

4. Housing

OBJECTIVE 4.1

MAXIMIZE OPPORTUNITIES FOR RESIDENTIAL INFILL THROUGHOUT THE PLAN AREA.

POLICY 4.1.1

Housing, supported by a modest amount of neighborhood-oriented commercial establishments, should form the backbone of all new development in the plan area.

POLICY 4.1.2

Eliminate dwelling unit density maximums.

OBJECTIVE 4.2

STRENGTHEN THE OCEAN AVENUE NEIGHBORHOOD COMMERCIAL DISTRICT BY PROVIDING AN APPROPRIATE MIX OF HOUSING.

OBJECTIVE 4.3

ESTABLISH AN ACTIVE, MIXED-USE NEIGHBORHOOD AROUND THE TRANSIT STATION THAT EMPHASIZES THE DEVELOPMENT OF HOUSING.

OBJECTIVE 4.4

CONSIDER HOUSING AS A PRIMARY COMPONENT TO ANY DEVELOPMENT ON THE RESERVOIR.

POLICY 4.4.1

Develop housing on the West basin if it is not needed for water storage.

OBJECTIVE 4.5

PROVIDE INCREASED HOUSING OPPORTUNITIES AFFORDABLE TO A MIX OF HOUSEHOLDS AT VARYING INCOME LEVELS.

POLICY 4.5.1

Give first consideration to the development of affordable housing on publicly-owned sites.

The Project will convert the Reservoir site, an under-utilized parking lot, into a mixed-income residential neighborhood with new streets, open spaces, and community uses, such as a childcare facility and a community room. As described in the DA, 50% of the dwelling units will be dedicated to low- and moderate-income households. By maximizing housing opportunity nearby the Ocean Avenue Commercial District and the Muni and BART stations, the Project will help strengthen the commercial district and support the use of transit and other alternative transportation modes.

OBJECTIVE 4.7

PROMOTE HEALTH THROUGH RESIDENTIAL DEVELOPMENT DESIGN AND LOCATION.

POLICY 4.7.1

New development should meet minimum levels of "green" construction.

The Design Standards and Guidelines (DSG) includes requirements for sustainable practices in the construction, management and maintenance of buildings and on-site facilities, such as the use of non-potable water for irrigation and the consideration to use sustainable materials.

5. Streets and Open Space

OBJECTIVE 5.1

CREATE A SYSTEM OF PUBLIC PARKS, PLAZAS AND OPEN SPACES IN THE PLAN AREA.

POLICY 5.1.1

Create a variety of new public open spaces.

POLICY 5.1.3

Ensure that new open spaces are linked to and serve as an extension of the street system

OBJECTIVE 5.2

CREATE OPEN SPACE WITHIN NEW DEVELOPMENT THAT CONTRIBUTES TO THE OPEN SPACE SYSTEM

POLICY 5.2.1

Require good quality public open space as part of major new developments

POLICY 5.2.2

Create wind-protected open spaces.

OBJECTIVE 5.3

PROMOTE AN URBAN FORM AND ARCHITECTURAL CHARACTER THAT SUPPORTS WALKING AND SUSTAINS A DIVERSE, ACTIVE AND SAFE PUBLIC REALM.

OBJECTIVE 5.4

CREATE AN SPACE SYSTEM THAT BOTH BEAUTIFIES THE NEIGHBORHOOD AND STRENGTHENS THE ENVIRONMENT.

POLICY 5.4.1

Make the open space system more environmentally sustainable by improving the ecological functioning of all open spaces in the plan area.

The Project will establish a new street and open space network and provide pedestrian and streetscape improvements as described in the DSG document. The network of open spaces will consist of a central park, plazas, flex spaces, rain gardens, and paseos. As depicted in the DSG, all open spaces will be designed to minimize wind impacts, to promote an active and safe public realm, and to compensate the city's existing open space system. In addition, open space design will implement a broad range of sustainable practices, such as prioritizing native and bio-diverse plantings for non-turf areas, eliminating the need for pesticides, and minimizing water use.

6. Built Form

OBJECTIVE 6.2

KNIT TOGETHER ISOLATED SECTIONS OF THE PLAN AREA WITH NEW MIXED-USE INFILL BUILDINGS.

OBJECTIVE 6.4

RESPECT AND BUILD FROM THE SUCCESSFUL ESTABLISHED PATTERNS AND TRADITIONS OF BUILDING MASSING, ARTICULATION, AND ARCHITECTURAL CHARACTER OF THE AREA AND THE CITY.

POLICY 6.4.1

Urban design guidelines should ensure that new development contributes to and enhances the best characteristics of the plan area.

BALBOA PARK STATION AREA PLAN URBAN DESIGN PRINCIPLES

POLICY 6.4.2

New buildings should epitomize the best in contemporary architecture, but should do so with full awareness of the older buildings that surround them.

POLICY 6.4.4

Height and bulk controls should maximize opportunities for housing development while ensuring that new development is appropriately scaled for the neighborhood.

The Project will build a mixed-use neighborhood on underutilized land, carefully knitting together isolated sections of the plan area, including the City College of San Francisco, the Ocean Avenue commercial district, and residential neighborhoods, with a new network of streets and open spaces. As explained in the DSG, the Project will extend existing street grid system as much as possible, and new buildings will be scaled and designed with full awareness of the surrounding neighborhoods.

The DSG contains numerous standards and guidelines that implement the principles listed under Policy 6.4.1. In particular, Chapter 7 of DSG focuses on the built form of the development, such as massing, building height, ground-floor activation, setbacks, building modulation, roof design, streetscape, and materials. These provisions will ensure that new development on the Project site complements adjacent development and the surrounding neighborhoods. For example, the tallest permitted building heights are generally located toward the Lee Avenue extension near the City College campus and step down westerly. Townhomes facing Westwood Park will be required to provide 12-foot building setbacks to respect the character of Westwood Park and top floor setbacks.

OBJECTIVE 6.5

PROMOTE THE ENVIRONMENTAL SUSTAINABILITY, ECOLOGICAL FUNCTION AND THE OVERALL QUALITY OF THE NATURAL ENVIRONMENT IN THE PLAN AREA.

POLICY 6.5.1

The connection between building form and ecological sustainability should be enhanced by promoting use of renewable energy, energy-efficient building envelopes, passive heating and cooling, and sustainable materials.

POLICY 6.5.2

New buildings should comply with strict environmental efficiency standards.

The DSG includes goals and guidelines that direct development to reduce energy use consistent with or above local and State requirements.

7. Public art

OBJECTIVE 8.1

INTEGRATE ART INTO THE FABRIC OF THE NEIGHBORHOOD.

Public art will be encouraged in all Project open space and the DSG includes guidelines on its placement and curation.

AND BE IT FURTHER RESOLVED, That the Planning Commission finds these General Plan Amendments are in general conformity with the Planning Code Section 101.1, and the Project and its approvals associated therein, all as more particularly described in Exhibit E to the Development Agreement on file with the Planning Department in Case No. 2018-007883DVA, are each on balance, consistent with the Eight Priority Policies as follows:

- 1) *That existing neighborhood-serving retail uses be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses be enhanced.*

No neighborhood-serving retail uses are currently present on the Project site. Once constructed, the Project will contain a small amount of retail, community facilities and other temporary commercial uses that would provide opportunities for employment and ownership of retail businesses in the community. These new uses would serve nearby residents and the surrounding community. The Development Agreement includes commitments related to local hiring. The construction of the Project will provide opportunities to generate annual construction jobs and permanent jobs at project completion, encouraging participation by small and local business enterprises through a comprehensive employment and contracting policy.

- 2) *That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods.*

The Project would provide at full build-out approximately 1,100 new residential units, including affordable housing; no housing is currently present on the Project site. The Project is designed to develop an underutilized site that is a surface parking lot, creating a mixed-income residential neighborhood that would enhance the surrounding neighborhood. The Project provides a new neighborhood complete with residential, retail and community uses, new street infrastructure, and public open space. The Project design provides a desirable, pedestrian-friendly experience with interactive and engaged ground floors. Thus, the Project would preserve and contribute to housing within the surrounding neighborhood and the larger City and would otherwise preserve and be consistent with the neighborhood's unique context.

- 3) *That the City's supply of affordable housing be preserved and enhanced,*

The Project would enhance the City's supply of affordable housing through its affordable housing commitments in the Development Agreement. As detailed in the Development Agreement, the Project

will build over 500 affordable units, exceeding the inclusionary affordable housing requirements of the Planning Code by reaching up to 50% affordability level.

- 4) *That commuter traffic not impede MUNI transit service or overburden our streets or neighborhood parking.*

The Project would not impede transit service or overburden streets and neighborhood parking. The Project includes a robust transportation program with an on-site Transportation Demand Management (TDM) program. The Project does not include any transit network features.

The Project also includes robust pedestrian and bike facilities, including on Lee Avenue, North, South and West Streets, San Ramon Way and the SFPUC Open Space.

Lastly, the Project contains space for potential new public parking for City College staff and students, and visitors to the new park and open spaces, retail and community facilities uses, should demand exist. This would ensure that appropriate parking capacity is available so that the Project would not overburden neighborhood parking, while still implementing a rigorous TDM program to be consistent with the City's "transit first" policy for promoting transit over personal vehicle trips.

- 5) *That a diverse economic base be maintained by protecting our industrial and service sectors from displacement due to commercial office development, and that future opportunities for resident employment and ownership in these sectors be enhanced.*

In addition to residential, the Project includes up to 7,500 square feet of retail use, a childcare facility and a community room. All of these new uses would provide future opportunities for service-sector employment. No industrial or service sector businesses exist on the site currently.

- 6) *That the City achieve the greatest possible preparedness to protect against injury and loss of life in an earthquake.*

The Project will comply with all structural and seismic requirements under the San Francisco Building Code.

- 7) *That landmarks and historic buildings be preserved.*

The Project site is a parking lot and does not contain any Landmarks or historic buildings.

- 8) *That our parks and open space and their access to sunlight and vistas be protected from development.*

The Project would add approximately 4 acres of new open space including Reservoir Park and a greenway on the SFPUC retained fee parcel. The site plan includes provisions for pedestrian and bicycle access through the site with connections to existing neighborhood facilities.

The proposed project would not create new shadow in a manner that substantially affects any existing outdoor recreation facilities or other public areas.

A draft ordinance, **attached hereto as Exhibit A**, would (1) amend the introduction text, Map 2, Objective 1.4, Map 3, Policy 1.4.2, Map 4, Policy 2.4.4, Policy 3.4.3, Objective 4.4, Policy 4.4.1, Policy 5.1.1, Policy 5.1.3,

Map 5, and Map 6 of the Balboa Park Station Area Plan to reflect the mixed-income residential neighborhood nature for the subject site; (2) amend Map 3 of the Recreation and Open Space Element, (3) amend the Land Use Index to reflect amendments to the maps described above in the Balboa Park Station Area Plan and the Recreation and Open Space Element, and (4) amend the Housing Element to include a new policy to promote housing that is designed for families with children.

AND BE IT FURTHER RESOLVED, That pursuant to Planning Code Section 340, the Planning Commission adopts a Resolution to recommend that the Board of Supervisors approve the Draft Ordinance.

I hereby certify that the foregoing Resolution was ADOPTED by the San Francisco Planning Commission on May 28, 2020.



Jonas P. Ionin
Commission Secretary

AYES: Chan, Diamond, Fung, Imperial, Johnson, Koppel, Moore

NOES: None

ABSENT: None

ADOPTED: May 28, 2020

[General Plan Amendments – Balboa Reservoir Project]

Ordinance amending the General Plan to revise the Balboa Park Station Area Plan, the Recreation and Open Space Element, and the Land Use Index, to reflect the Balboa Reservoir Project; amending the Housing Element in regard to the design of housing for families with children, adopting findings under the California Environmental Quality Act; making findings of consistency with the General Plan and the eight priority policies of Planning Code, Section 101.1; and making public necessity, convenience, and general welfare findings under Planning Code, Section 340.

NOTE: **Unchanged Code text and uncodified text** are in plain Arial font.
Additions to Codes are in single-underline italics Times New Roman font.
Deletions to Codes are in ~~strikethrough italics Times New Roman font~~.
Board amendment additions are in double-underlined Arial font.
Board amendment deletions are in ~~strikethrough Arial font~~.
Asterisks (* * * *) indicate the omission of unchanged Code subsections or parts of tables.

Be it ordained by the People of the City and County of San Francisco:

Section 1. Environmental Findings.

(a) On _____, 2020, in Motion No _____, the Planning Commission certified as adequate and complete the Balboa Reservoir Project Final Environmental Impact Report (Planning Case No. _____) in accordance with the California Environmental Quality Act (California Public Resources Code Sections 21000 et seq.) and Administrative Code Chapter 31. Said Motion is on file with the Clerk of the Board of Supervisors in File No. _____ and is incorporated herein by reference.

(b) On that same date, in Motion No. _____, the Planning Commission adopted findings under the California Environmental Quality Act (“CEQA Findings”) related to

1 the Balboa Reservoir Project ("Project"). The Board adopts these CEQA Findings as its own.
2 Said Motion and the CEQA Findings are on file with the Clerk of the Board of Supervisors in
3 File No. _____ and are incorporated herein by reference.

4 (c) This ordinance is companion legislation to other ordinances relating to the Project,
5 including Planning Code and Zoning Map amendments and a Development Agreement. The
6 companion ordinances are on file with the Clerk of the Board of Supervisors in File Nos.
7 _____ and _____, respectively.

8
9 Section 2. General Plan and Planning Code Section 340 Findings.

10 (a) Section 4.105 of the Charter provides that the Planning Commission shall
11 periodically recommend to the Board of Supervisors, for approval or rejection, proposed
12 amendments to the General Plan.

13 (b) Planning Code Section 340 provides that the Planning Commission may initiate an
14 amendment to the General Plan by a resolution of intention, which refers to, and incorporates
15 by reference, the proposed General Plan amendments. Section 340 further provides that the
16 Planning Commission shall adopt the proposed General Plan amendments after a public
17 hearing if it finds from the facts presented that the public necessity, convenience, and general
18 welfare require the proposed amendment or any part thereof. If adopted by the Commission
19 in whole or in part, the proposed amendments shall be presented to the Board of Supervisors,
20 which may approve or reject the amendments by a majority vote.

21 (c) After a duly noticed public hearing on _____, 2020 in Motion No.
22 _____, the Planning Commission initiated amendments to the General Plan ("Plan
23 Amendments"). Said Motion is on file with the Clerk of the Board of Supervisors in File No.
24 _____ and incorporated herein by reference.

25 ///

(d) On _____, the Planning Commission, in Resolution No. _____, adopted findings regarding the City's General Plan, the eight priority policies of Planning Code Section 101.1, and Planning Code Section 340. A copy of said Resolution is on file with the Clerk of the Board of Supervisors in File No. _____ and is incorporated herein by reference.

(e) Section 4.105 of the City Charter further provides that if the Board of Supervisors fails to act within 90 days of receipt of the proposed Plan Amendments, then the Plan Amendments shall be deemed approved.

(f) The Board of Supervisors finds that the Plan Amendments are, on balance, in conformity with the General Plan, as it is proposed for amendment by this ordinance, and the eight priority policies of Planning Code Section 101.1 for the reasons set forth in Planning Commission Resolution No. _____. The Board hereby adopts these Planning Commission findings as its own.

(g) The Board of Supervisors finds, pursuant to Planning Code Section 340, that the Plan Amendments set forth in this ordinance and in documents on file with the Clerk of the Board in File No. _____ will serve the public necessity, convenience, and general welfare for the reasons set forth in Planning Commission Resolution No. _____. The Board hereby adopts these Planning Commission findings as its own.

Section 3. The General Plan is hereby amended by revising the Balboa Park Station Area Plan, as follows:

The Plan Area

* * * *

• Balboa Reservoir is located on the west side of Frida Kahlo Way~~Phelan Avenue~~. It is bounded by Riordan High School and the Westwood Park residential neighborhoods to the

north, and the Ocean Avenue Neighborhood Commercial District to the south. The reservoir is divided into two basins. The San Francisco Public Utilities Commission (SFPUC) owns the ~~West~~~~north~~ ~~Basin~~~~basin~~, while CCSF owns the ~~East~~~~south~~ ~~Basin~~~~basin~~. Should the SFPUC decide that the West Basin is not needed for water storage, it can be transferred to a different ownership to facilitate the development of the site.

* * * *

Map 2: (Plan Subareas), Remove the horizontal dotted line across “Balboa Reservoir Subarea” and remove the labels “PUC Portion” and “City College Portion.”

* * * *

OBJECTIVE 1.4

Develop the reservoirs in a manner that will best benefit the neighborhood, the city, and the region as a whole.

The Balboa Reservoir site represents one of the largest remaining undeveloped sites in San Francisco. The ~~Reservoir~~~~reservoir~~, which has never been used for water storage purposes contained water, is approximately 1725 acres in size, and currently forms an unpleasant void in the neighborhood. After a multi-year year outreach, visioning, and selection process, the City chose a group of developers as partners ~~This Plan encourages the owners of this site~~ to develop the ~~reservoir~~Reservoir in a manner that will best benefit the neighborhood, the city, and even the region as a whole, through mixed-income housing, public open space and community amenities.

* * * *

Map 3: (Land Use Districts), Retitle the map “Generalized Land Use Districts” and consolidate all RH and RM Districts into a Residential District and all NCT Districts into a Neighborhood Commercial District. Change Public (P) designation of the Balboa Reservoir project site to Residential/Balboa Reservoir Special Use District.

* * * *

POLICY 1.4.2

Develop the ~~West~~ West Basin of the Reservoir to provide the greatest benefit ~~to~~ the city as a whole as well as for the surrounding neighborhoods.

The development of the West Basin should include mixed-income housing, public open space and community amenities.~~If the PUC should decide that the west basin is not needed for water storage, it should consider facilitating the development of a mixed use residential neighborhood on part of the site~~ to address the city-wide demand for housing. The development on the site should recognize the opportunity to knit the surrounding neighborhoods together through the creation of ~~a~~ community open spaces, and new public street and pedestrian connections. ~~If the PUC does move ahead to use the west basin for water storage, it should provide a roof structure on top of the new water tank, to allow the development of a community park or open space~~

* * * *

Map 4 (Bicycle Improvements & Transit Preferential Streets): Update map to show new bike network as depicted in the “Balboa Reservoir Design Standards and Guidelines,” which may be amended from time to time, and add a boundary around the Balboa Reservoir project site and language that states: Refer to the Balboa Reservoir Design Standards and Guidelines.

* * * *

Policy 2.4.4

The City should coordinate with the City College of San Francisco to create new sustainable transportation opportunities for City College students, faculty, and staff

The development of the Reservoir site provides an opportunity to coordinate transportation goals with the City College community. The development project should consider improving pedestrian access to the City College through the project site. The City also should coordinate with City College on bike facilities and related amenities, and developing an appropriate parking and transportation demand management strategy.

1 * * * *

2 ~~POLICY 3.4.3~~

3 ~~Explore the potential for merchants and their employees to park in the reservoir.~~

4 ~~City College currently offers hundreds of parking spaces every day at the reservoir for \$1 a day.~~
5 ~~There is a large number of surplus spaces that could be used to accommodate longer term parking by~~
6 ~~merchants and their employees; freeing up more curbside spaces for customers. Though both City~~
7 ~~College and the Public Utilities Commission (PUC) have plans for using the reservoir in the future,~~
8 ~~they are unlikely to move forward for several years. In the meantime, the merchants association should~~
9 ~~explore whether City College would offer a monthly permit to local merchants and their employees. In~~
10 ~~addition, City College and the PUC should explore creating a pedestrian pathway that would connect~~
11 ~~the reservoir parking directly to Ocean Avenue.~~

12 * * * *

13 OBJECTIVE 4.4

14 CONSIDER HOUSING AS A PRIMARY COMPONENT TO ANY DEVELOPMENT ON
15 THE RESERVOIR.

16 The Balboa Reservoir represents one of the largest remaining undeveloped sites in
17 San Francisco and currently forms an unpleasant void in the neighborhood. The site presents
18 ~~an opportunity for mixed-income housing that will~~ Developing housing on this site would help fill this
19 ~~void in two ways. First, housing here would~~ add more people to the area, enlivening the
20 commercial district and increasing ridership levels on the nearby public transportation
21 services. This site also will ~~Second, new housing development would~~ fill the void between the
22 commercial district and the surrounding neighborhoods, enticing residents to walk to the
23 commercial district and use alternative modes of transportation

24 * * * *

25 ///

POLICY 4.4.1

Develop housing on the West ~~Basin~~^{basin} if it is not needed for water storage.

If the PUC should decide that the west basin is not needed for water storage, it should consider development of a mixed-use residential neighborhood on part of the site to address the city-wide demand for housing. Affordable ~~housing~~^{housing} should be considered a high priority per Policy 4.5.1. *In 2014, the Mayor's Office, the Planning Department, and the San Francisco Public Utilities Commission identified the Balboa Reservoir site as one of the sites slated for San Francisco's Public Land for Housing Program, which utilizes City-owned land to address the City's pressing housing needs. After a multi-year public outreach, visioning, and selection process, the City chose a development team as a partner to develop the Balboa Reservoir site. Given the size and location of the Reservoir site, any project at this site should be a mixed-income housing neighborhood with public open space and community amenities.*

* * * *

POLICY 5.1.1

Create a variety of new public open spaces.

* * * *

A number of open spaces are proposed in the plan area, including the ~~Phelan Loop~~^{Unity} Plaza, the Geneva Plaza, open space associated with the proposed freeway deck, Brighton Avenue, the Library playground, and the proposed Balboa Reservoir open space. *In particular, the Balboa Reservoir project should create an approximately 2-acre central park, an approximately 1-acre open space parallel with Ocean Avenue at its gateway, and several plazas and paseos. See the Balboa Reservoir Design Standards and Guidelines document, as may be amended from time to time, for detailed concept designs for these opens spaces.*

Design Guidelines for ~~three~~^{four} key open spaces are articulated below.

* * * *

Design Guidelines for the Open Space on the Balboa Reservoir

~~1. Develop a combination of active and passive recreational facilities that would serve residents of the neighborhood as well as others.~~

~~2. Provide a well defined eastern entrance to the open space to provide access from Phelan Avenue through the proposed new campus on the east basin of the reservoir. The entrance should provide a visual terminus for the east to west axis leading through the new development on the eastern half of the reservoir to City College's main building atop the hill. The entrance should have a special landscaping treatment.~~

~~3. Develop clearly marked access gates, pedestrian pathways, and visual site lines aligned with the streets of adjoining neighborhoods. Create trails, small open spaces or plazas to form useful transitions and opportunities for connection between destination points. Stairs and ramps should connect the open space atop the west basin to Ocean Avenue via an extension of Brighton Avenue. A proposed neighborhood green within the Brighton Avenue right-of-way would become the primary gateway into the park from Ocean Avenue and the neighborhoods to the south.~~

~~4. Provide a visual buffer between the park and the houses that abut the reservoir site to the west.~~

~~5. Pay careful attention to the design of edges between the open space and surrounding neighborhoods as well as Riordon High School. It is important to provide access into the park from the surrounding neighborhoods while respecting the privacy of adjacent homes. Trees and shrubs should be planted to provide a buffer between the houses that abut the reservoir site to the west. Entrances to the park should align with existing streets for direct pedestrian access and to extend clear views into the park from public streets.~~

* * * *

///

///

POLICY 5.1.3

Ensure that new open spaces are linked to and serve as an extension of the street system

The plan calls to extend streets in the plan area, enhancing the existing grid system. Extensions of the street grid for new development can serve as a means for linking open space to neighborhoods. The development of the Reservoir should extend the existing street grid, including Brighton Avenue, Lee Avenue, and San Ramon Way, to link the site with open spaces, as well as to improve access to the commercial district and transit stops. Brighton Avenue and San Ramon Way should be designed as paseos and a segment of Lee Avenue extension shall include protected bicycle lanes. The southern end of the Reservoir site shall remain under PUC ownership and be designed as open space that links the site to Unity Plaza. The creation of a path to the open space parcel on the reservoir should be explored when extending Brighton Avenue. The Lee Avenue extension should link the street with the proposed Phelan Loop plaza.

* * * *

Map 5: (Open Space Improvements), Revise the open space designation on the Balboa Reservoir as depicted in the "Balboa Reservoir Special Use District, Section 249.88 of the Planning Code" and add a boundary around the Balboa Reservoir project site and language that states: Refer to the Balboa Reservoir Design Standards and Guidelines.

* * * *

Map 6: (Height Districts) Remove the "40-X" designation of the Balboa Reservoir and update the map with a boundary around the Balboa Reservoir project site and language that states: Refer to the Balboa Reservoir Special Use District, Section 249.88 of the Planning Code.

Section 4. The General Plan is hereby amended by revising Map 3 of the Recreation and Open Space Element ("Existing & Proposed Open Space"), as follows:

Revise proposed open space depicted in the “Balboa Reservoir Special Use District,
Section 249.88 of the Planning Code.”

Section 5. The Land Use Index shall be updated as necessary to reflect the
amendments set forth in Sections 3 and 4 above.

Section 6. The General Plan is hereby amended by revising the Housing Element, as
follows:

* * * *

I. SUMMARY OF OBJECTIVES & POLICIES

* * * *

Issue 3:

EQUAL HOUSING OPPORTUNITIES

Objective 4

FOSTER A HOUSING STOCK THAT MEETS THE NEEDS OF ALL RESIDENTS ACROSS LIFECYCLES.

POLICY 4.1

Promote housing for families with children in new development by locating multi-bedroom units near
common open space and amenities or with easy access to the street; and by incorporating child-
friendly amenities into common open and indoor spaces.

POLICY 4.2

Develop new housing, and encourage the remodeling of existing housing, for families with
children.

///

///

POLICY 4.~~23~~

Provide a range of housing options for residents with special needs for housing support and services.

POLICY 4.~~34~~

Create housing for people with disabilities and aging adults by including universal design principles in new and rehabilitated housing units.

POLICY 4.~~45~~

Encourage sufficient and suitable rental housing opportunities, emphasizing permanently affordable rental units wherever possible.

POLICY 4.~~56~~

Ensure that new permanently affordable housing is located in all of the city's neighborhoods, and encourage integrated neighborhoods, with a diversity of unit types provided at a range of income levels.

POLICY 4.~~67~~

Encourage an equitable distribution of growth according to infrastructure and site capacity.

POLICY 4.~~78~~

Consider environmental justice issues when planning for new housing, especially affordable housing.

* * * *

Issue 3:

Equal Housing Opportunities

Objective 4

Foster a housing stock that meets the needs of all residents across lifecycles.

Population diversity is one of San Francisco's most important assets; San Francisco's residents span ethnicities, income levels, household types and sizes. Supporting household

diversity requires the City support a variety of housing opportunities, so that everyone has the opportunity to live in a suitable home that they can afford.

* * * *

POLICY 4.1

Promote housing for families with children in new development by locating multi-bedroom units near common open space and amenities or with easy access to the street; and by incorporating child-friendly amenities into common open and indoor spaces.

Since 1990 the number of households with children in San Francisco declined slightly, while the region continued to gain these households. While the Bay Area has gained both households with one child and households with two or more children, San Francisco lost households with two or more children, perhaps indicating the difficulty of securing housing that is large enough to accommodate the needs of these households.

Citywide, development projects of a certain size are required to provide a minimum of two and/or three bedroom units. Additional design features could help make these larger units more appealing to families with children. Locating these large units adjacent to each other would encourage socializing and community. Providing easy access to common open areas from those units, either directly where possible, or accessible by stairs up to three stories, would provide children easy access to play space. Creating overlooks from those units to the common open space would provide parents better opportunities for informal supervision. Designing open spaces and indoor spaces, such as community rooms or lobby space, with child-friendly features and programing those spaces with children-oriented activities and amenities would provide engaging opportunities for children and further appeal to families with children.

///

POLICY 4.12

~~Develop new housing, and e~~Encourage the remodeling of existing housing, for families with children.

* * * *

POLICY 4.23

Provide a range of housing options for residents with special needs for housing support and services.

* * * *

POLICY 4.34

Create housing for people with disabilities and aging adults by including universal design principles in new and rehabilitated housing units.

* * * *

POLICY 4.45

Encourage sufficient and suitable rental housing opportunities, emphasizing permanently affordable rental units wherever possible.

* * * *

POLICY 4.56

Ensure that new permanently affordable housing is located in all of the city's neighborhoods, and encourage integrated neighborhoods, with a diversity of unit types provided at a range of income levels.

* * * *

POLICY 4.67

Encourage an equitable distribution of growth according to infrastructure and site capacity.

* * * *

1 **POLICY 4.78**

2 **Consider environmental justice issues when planning for new housing, especially**
3 **affordable housing.**

4 * * * *

5
6 Section 7. Effective and Operative Dates. (a) This ordinance shall become effective
7 30 days after enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor
8 returns the ordinance unsigned or does not sign the ordinance within ten days of receiving it,
9 or the Board of Supervisors overrides the Mayor’s veto of the ordinance.

10 (b) Section 6 of this ordinance, which amends the General Plans Housing Element, is
11 not intended to conflict with the ordinance amending the Market and Octavia Area Plan, a
12 copy of which is on file with the Clerk of the Board of Supervisors in File No. _____.
13 Accordingly, Section 6 shall be inoperative if at the time of the effective date of this ordinance,
14 the ordinance in File No. _____ is in effect, and Section 6 shall remain inoperative
15 so long as the ordinance in File No. _____ remains in effect. If, at any time after the
16 effective date of this ordinance, the ordinance in File No. _____ is not in effect, then
17 Section 6 of this ordinance shall become operative.

18
19 Section 8. Scope of Ordinance. In enacting this ordinance, the Board of Supervisors
20 intends to amend only those words, phrases, paragraphs, subsections, sections, articles,
21 numbers, punctuation marks, charts, diagrams, or any other constituent parts of the General
22 Plan that are explicitly shown in this ordinance as additions, deletions, Board amendment
23 additions, and Board amendment deletions in accordance with the “Note” that appears under

24 ///
25 ///

1 the official title of the ordinance.

2
3 APPROVED AS TO FORM:
4 DENNIS J. HERRERA, City Attorney

5
6 By: /s/ John D. Malamut
7 JOHN D. MALAMUT
8 Deputy City Attorney

9
10
11
12
13
14
15
16
17
18
19
20
21
22
23
24
25
n:\legana\as2020\2000401\01450933.docx