

File No. 250824

Committee Item No. 4

Board Item No. \_\_\_\_\_

## COMMITTEE/BOARD OF SUPERVISORS

### AGENDA PACKET CONTENTS LIST

Committee: Land Use and Transportation

Date: Dec. 8, 2025

Board of Supervisors Meeting:

Date: \_\_\_\_\_

#### Cmte Board

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| <input checked="" type="checkbox"/> | <input type="checkbox"/> | Legislative Digest                           |
| <input type="checkbox"/>            | <input type="checkbox"/> | Budget and Legislative Analyst Report        |
| <input type="checkbox"/>            | <input type="checkbox"/> | Youth Commission Report                      |
| <input type="checkbox"/>            | <input type="checkbox"/> | Introduction Form                            |
| <input type="checkbox"/>            | <input type="checkbox"/> | Department/Agency Cover Letter and/or Report |
| <input type="checkbox"/>            | <input type="checkbox"/> | MOU  |
| <input type="checkbox"/>            | <input type="checkbox"/> | Grant Information Form                       |
| <input type="checkbox"/>            | <input type="checkbox"/> | Grant Budget                                 |
| <input type="checkbox"/>            | <input type="checkbox"/> | Subcontract Budget                           |
| <input type="checkbox"/>            | <input type="checkbox"/> | Contract / DRAFT Mills Act Agreement         |
| <input type="checkbox"/>            | <input type="checkbox"/> | Form 126 – Ethics Commission                 |
| <input type="checkbox"/>            | <input type="checkbox"/> | Award Letter                                 |
| <input type="checkbox"/>            | <input type="checkbox"/> | Application                                  |
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#### OTHER

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| <input checked="" type="checkbox"/> | <input type="checkbox"/> | <u>PLN General Plan Referral Memo – October 22, 2025</u> |
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Prepared by: John Carroll

Date: Dec. 5, 2025

Prepared by: \_\_\_\_\_

Date: \_\_\_\_\_

Prepared by: \_\_\_\_\_

Date: \_\_\_\_\_

[Street Vacation Order and Interdepartmental Property Transfer - 1236 Carroll Avenue - Fire Department Fire Training Facility]

**Ordinance ordering the vacation of portions of Hawes Street, Griffith Street, and Bancroft Avenue for the development of the San Francisco Fire Department Training Facility at 1236 Carroll Avenue; reserving public utility and access rights in favor of the City and easement rights for existing PG&E overhead electrical facilities; approving the interdepartmental transfer of the street vacation area from Public Works to the Fire Department; authorizing official acts in connection with this Ordinance; affirming the Planning Department's determination under the California Environmental Quality Act; and making findings of consistency with the General Plan, and the eight priority policies of Planning Code, Section 101.1.**

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. Background and Findings.

(a) On \_\_\_\_\_, 2025, the Board of Supervisors ("Board") adopted Resolution No. \_\_\_\_\_, a copy of which is on file with the Clerk of the Board of Supervisors in File No. \_\_\_\_\_, declaring its intention to order the vacation of portions of (1) Hawes Street, between Carroll and Armstrong Avenues; (2) Griffith Street, between Carroll and Armstrong Avenues; and (3) Bancroft Avenue, between Griffith and Hawes Streets (collectively, the "Vacation Area"). The location and extent of the Vacation Area is shown on the Department of Public

1 Works' ("Public Works") SUR Map No. \_\_\_\_\_, dated \_\_\_\_\_ (the "SUR Map"). A copy of  
2 said map is on file with the Clerk of the Board in File No. \_\_\_\_\_ and is incorporated herein by  
3 reference.

4 (b) The Clerk of the Board has transmitted to the Director of Public Works a certified  
5 copy of the Resolution of Intention, and the Director has caused the notice of adoption of such  
6 Resolution to be posted and published in the manner required by law.

7 (c) When such matter was considered as scheduled by the Board at its regular  
8 meeting held in City Hall, San Francisco, on \_\_\_\_\_, the Board heard all persons interested  
9 in such vacation.

10 (d) The vacation of the Vacation Area is part of the development of the San Francisco  
11 Fire Department ("Fire Department") training facility at 1236 Carroll Avenue ("Project"). The  
12 Project site is bounded by Carroll Avenue, Armstrong Avenue, and Assessor's Parcel Block  
13 Numbers 4851, 4853, and 4876, and consists of approximately eight acres of City-owned real  
14 property. The Project will provide necessary training facilities for effective firefighting,  
15 including live-fire training, classroom training, equipment training, and other forms of training.  
16 The Project will consolidate and replace the Fire Department training facilities currently  
17 located at 649 Avenue N on Treasure Island and at 2310 Folsom Street.

18 (e) The Vacation Area is currently comprised of paper streets that are inaccessible to  
19 the public. The steep grade of the Project site relative to the surrounding area has posed  
20 challenges to the development of the paper streets into physical right-of-way. Development of  
21 the paper streets is also unnecessary to provide access to the Project site or neighboring  
22 sites, which are already served by Carroll Avenue. The Vacation Area will be incorporated  
23 into the Project site.

1 (f) On April 19, 2022, the Board approved the acquisition of various properties for the  
2 Project in Resolution No. 162-22, a copy of which is on file with the Clerk of the Board of  
3 Supervisors in Board File No. 220296.

4 (g) On February 8, 2022, the Board adopted a Final Mitigated Negative Declaration  
5 ("FMND") and Mitigation Monitoring and Reporting Program ("MMRP"), and made findings  
6 pursuant to the California Environmental Quality Act (California Public Resources Code  
7 Sections 21000 et seq.) for the Project. A copy of Motion No. M22-016, the FMND, and  
8 MMRP, is on file with the Clerk of the Board of Supervisors in File No. 220054.

9 (h) Since the adoption of the FMND and the MMRP, Public Works, acting on behalf of  
10 the Fire Department, has made several changes to the Project, including by expanding the  
11 Project site area, changing the Project layout, adding structures, and reducing the heights of  
12 certain previously proposed structures. In Addendum No. 1 to the FMND, the Planning  
13 Department determined that the modifications to the Project will not result in any new  
14 significant impacts or a substantial increase in the severity of previously identified significant  
15 effects that would alter the conclusions reached in the FMND. The Planning Department also  
16 determined that no new information has become available that shows that the modified project  
17 would cause significant environmental impacts. Therefore, the Planning Department found  
18 that no supplemental environmental review is required beyond Addendum No. 1 to the FMND.  
19 A copy of this determination is on file with the Clerk of the Board in File No. 250823. The  
20 Board affirms this determination.

21 (i) In a letter dated \_\_\_\_\_ (the "Planning Letter"), the Planning Department  
22 determined that the proposed vacation and other actions contemplated herein are consistent,  
23 on balance, with the General Plan and the priority policies of Planning Code, Section 101.1. A  
24 copy of said letter is on file with the Clerk of the Board of Supervisors in File No. \_\_\_\_\_  
25

1 and is incorporated by reference as though fully set forth herein. The Board adopts as its own  
2 the consistency findings of the Planning Letter.

3 (j) In Public Works Order No. \_\_\_\_\_, dated \_\_\_\_\_, a copy of which is on file  
4 with the Clerk of the Board in File No. \_\_\_\_\_, the Director of Public Works and the City  
5 Engineer (collectively, the "Public Works Director") determined: (1) vacation of the Vacation  
6 Area is being taken pursuant to California Streets and Highways Code, Sections 8300 et seq.  
7 and Public Works Code, Section 787(a); (2) the Vacation Area is no longer necessary for the  
8 City's present or prospective future public street and sidewalk purposes; (3) in accordance  
9 with Streets and Highways Code, Sections 892 and 8314, the right-of-way and parts thereof  
10 proposed for vacation are not useful as a nonmotorized transportation facility, as defined in  
11 Streets and Highways Code Section 887; (4) Public Works obtained the consent of all  
12 property owners adjacent to the Vacation Area; (5) the Vacation Area presently contains  
13 physical utility facilities owned and operated by the San Francisco Public Utilities Commission  
14 including (i) a subsurface box culvert located within Hawes Street and Bancroft Avenue, (ii) a  
15 subsurface sewer main located within and adjacent to Griffith Street, (iii) one communication  
16 line in Bancroft Avenue, and (iv) maintenance hole and catch basins (collectively "SFPUC  
17 Utilities"); and (6) the Vacation Area presently contains overhead electrical utility facilities  
18 owned and operated by Pacific Gas and Electric ("PG&E Facilities"). A copy of the Public  
19 Works Order is on file with the Clerk of the Board in File No. \_\_\_\_\_. The Board adopts as  
20 its own and incorporates by reference herein as if fully set forth, the recommendations of the  
21 Public Works Director as set forth in Order No. \_\_\_\_\_ concerning the vacation of the  
22 Vacation Area and other actions in furtherance thereof.

23 (k) The Fire Department and the SFPUC have negotiated a memorandum of  
24 understanding ("MOU") to memorialize the agreement to preserve the SFPUC's continued  
25

1 access to the Project site for the use, maintenance, repair, and replacement of the SFPUC  
2 Utilities. A copy of the MOU is on file with the Clerk of the Board in File No. \_\_\_\_\_.

3 (l) From all the evidence submitted at the public hearing noticed in Resolution No.  
4 \_\_\_\_\_ and the associated materials on file with the Clerk of the Board in File No. \_\_\_\_\_,  
5 the Board of Supervisors finds that the Vacation Area is no longer necessary for the City's  
6 present or prospective future use as a public street, sidewalk, or nonmotorized transportation  
7 facility.

8 (m) The public interest and convenience require that the vacation be done as declared  
9 in Resolution No. \_\_\_\_\_.

10  
11 Section 2. Ordering Street Vacation.

12 (a) The Board hereby vacates the Vacation Area, as shown on the SUR Map, pursuant  
13 to California Streets and Highways Code, Sections 8300 et seq. and San Francisco Public  
14 Works Code Section 787(a), and upon satisfaction of the terms, conditions, and reservations  
15 as set forth in this ordinance.

16 (b) The Board of Supervisors finds that the Vacation Area is unnecessary for present  
17 or prospective public use, subject to the conditions described in this ordinance including:

18 (1) On or following the effective date of the ordinance, the vacation of the  
19 Vacation Area shall take effect without any further action by the Board of Supervisors after: (i)  
20 the Fire Department and the SFPUC execute the MOU and (ii) Public Works and the Fire  
21 Department have provided the Director of the Division of Real Estate with written confirmation  
22 that the departments are prepared to have the Vacation Area transferred to the jurisdiction of  
23 the Fire Department.

24 (2) Pursuant to the provisions of Section 8340 of the California Streets and  
25 Highways Code and pursuant to and consistent with that certain franchise granted to Pacific

1 Gas and Electric Company ("PG&E") according to Board Bill No. 326, Ordinance No. 414  
2 (Series 1939), and for the benefit of PG&E, the reservation of a 12-foot-wide temporary  
3 easement along Hawes Street between Carroll and Armstrong Avenues, the center line of  
4 which runs six feet east from and parallel to the westerly boundary of Hawes Street ("PG&E  
5 Easement") including the right, from time to time: (i) to excavate for, construct, reconstruct,  
6 replace, maintain, remove, inspect, and use PG&E's electric facilities; (ii) of ingress to and  
7 egress from the electric facilities; (iii) to trim and cut down trees and other vegetation that may  
8 be a hazard to the electric facilities; and including a requirement that the area shall be kept  
9 open and free of buildings, structures, wells or other obstructions; provided, however, that the  
10 City shall be authorized to install a gate to restrict public access to the PG&E electric facilities  
11 and provided further that the rights conferred under the PG&E Easement shall be equivalent  
12 to, and shall not be greater than, those rights granted under the aforementioned franchise.  
13 The PG&E Easement will terminate effective automatically with no requirement for further  
14 action on the earliest to occur of: (i) the relocation and removal of the PG&E Facilities, with  
15 concurrence of PG&E; (ii) termination of service to customers through the PG&E Facilities; or  
16 (iii) City's acceptance for City maintenance and liability of a new public right-of-way within the  
17 Project site that include equivalent or superior electric facilities.

18 (c) The public interest, convenience, and necessity require that the vacation be done  
19 as declared in this ordinance.  
20

21 Section 3. Interdepartmental Property Transfer from Public Works to the Fire  
22 Department.

23 Notwithstanding the requirements of Administrative Code Chapter 23, the Board of  
24 Supervisors hereby approves the interdepartmental property transfer of the Vacation Area  
25 from Public Works to the Fire Department, and directs the Director of the Division of Real

1 Estate to modify the City's records concerning City property ownership and jurisdiction  
2 accordingly. Until such transfer occurs, the Vacation Area shall remain under the jurisdiction  
3 of Public Works.

4  
5 Section 4. Instructions to Clerk of the Board of Supervisors and Public Works.

6 The Board of Supervisors hereby directs the Clerk of the Board of Supervisors to  
7 transmit to the Director of Public Works a certified copy of this Ordinance, and the Board of  
8 Supervisors hereby urges the Director of Public Works to proceed in the manner required by  
9 law. The Clerk of the Board also is hereby directed to transmit to the Director of Public Works  
10 a certified copy of this Ordinance so that this Ordinance may be recorded together with any  
11 other documents necessary to effectuate this Ordinance.

12  
13 Section 5. Official Acts in Connection with the Ordinance.

14 (a) The Clerk of the Board, Director of the Real Estate Division, the Fire Chief, County  
15 Surveyor, and Public Works Director are hereby authorized and directed to take any and all  
16 actions that they or the City Attorney may deem necessary or advisable in order to effectuate  
17 the purpose and intent of this ordinance, including, without limitation, revising official public  
18 right-of-way maps if deemed necessary; confirmation of satisfaction of the street vacation  
19 conditions in Section 2 above; and execution and delivery of any evidence of the same, which  
20 shall be conclusive as to the satisfaction of the conditions.

21 (b) The Clerk of the Board of Supervisors is directed to transmit to the Office of the  
22 Assessor-Recorder a certified copy of this ordinance, the legal description of the Vacation  
23 Area, the Assessor's Parcel Block Number(s) or reserved Assessor's Parcel Block Number(s),  
24 and the SUR Map. Promptly upon the effective date of this vacation, the County Recorder  
25 shall record this ordinance, the legal description of the Vacation Area, and the SUR Map.

1           Section 6. Effective Date. This ordinance shall become effective 30 days after  
2 enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the  
3 ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board  
4 of Supervisors overrides the Mayor's veto of the ordinance. This ordinance shall be recorded  
5 upon the effective date of this ordinance.

6  
7 APPROVED AS TO FORM:  
8 DAVID CHIU, City Attorney

9 By: /s/ Christopher T. Tom  
10 CHRISTOPHER T. TOM  
Deputy City Attorney

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## **LEGISLATIVE DIGEST**

[Street Vacation Order and Interdepartmental Property Transfer - 1236 Carroll Avenue - Fire Department Fire Training Facility]

**Ordinance ordering the vacation of portions of Hawes Street, Griffith Street, and Bancroft Avenue for the development of the San Francisco Fire Department Training Facility at 1236 Carroll Avenue; reserving public utility and access rights in favor of the City and easement rights for existing PG&E overhead electrical facilities; approving the interdepartmental transfer of the street vacation area from Public Works to the Fire Department; authorizing official acts in connection with this Ordinance; affirming the Planning Department's determination under the California Environmental Quality Act; and making findings of consistency with the General Plan and the eight priority policies of Planning Code, Section 101.1.**

### **Existing Law**

California Streets and Highways Code sections 8300 et seq. and Public Works Code section 787(a) govern the process for the vacation of City streets and public service easements.

### **Amendments to Current Law**

This ordinance would order the vacation of portions of Hawes Street, Griffith Street, and Bancroft Avenue ("Vacation Area"), while reserving public utility and access rights in favor of the City and easement rights for existing PG&E overhead electrical facilities. In addition, notwithstanding the requirements of Administrative Code Chapter 23, the ordinance would approve the interdepartmental property transfer of the Vacation Area from Public Works to the Fire Department.

### **Background Information**

Public Works recommends that the Board of Supervisors ("Board") approve the vacation of the Vacation Area to facilitate the future development of the San Francisco Fire Department ("Fire Department") training facility at 1236 Carroll Avenue ("Project"), which will consolidate and replace the fire department training facilities currently located at 649 Avenue N on Treasure Island and at 2310 Folsom Street in San Francisco. The Project will provide necessary training facilities for effective firefighting, including live-fire training, classroom training, equipment training, and other forms of training.

In addition, the Board will be asked to approve a separate ordinance, which would amend the Zoning Map of the San Francisco Planning Code and the height and bulk district designations of portions of the Project site prior to the effective date of the vacation of the Vacation Area and the interdepartmental transfer of the Vacation Area to the Fire Department.

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October 22, 2025

Ms. Angela Calvillo, Clerk  
Honorable Supervisor Walton  
Board of Supervisors  
City and County of San Francisco  
City Hall, Room 244  
1 Dr. Carlton B. Goodlett Place  
San Francisco, CA 94102

Re: **Transmittal of Planning Department Case Number 2025-007439PCAMAP:**  
1236 Carroll Avenue  
Board File No. 250823

**Planning Commission Action: Adopted a Recommendation for Approval**

Dear Ms. Calvillo and Supervisor Walton,

On October 16, 2025, the Planning Commission conducted a duly noticed public hearing at a regularly scheduled meeting to consider the proposed Ordinance, introduced by Supervisor Walton. The proposed ordinance would amending the Zoning Map of the Planning Code to change the zoning use district designation of select lots collectively known as 1236 Carroll Avenue, from Production, Distribution and Repair District-2 (PDR-2) to Public (P). The proposed Ordinance would also change the height and bulk district designation of the aforementioned parcels and Assessor's Parcel Block No. 4852, Lot No. 001 from 40-X to 90-X. At the hearing the Planning Commission adopted a recommendation for approval.

The proposed amendments received CEQA clearance under Addendum 1 to Mitigated Negative Declaration for San Francisco Fire Department Training Facility/1236 Carroll Avenue Project. Planning Department Case No 2021-004847ENV-02, issued June 4, 2021.

Please find attached documents relating to the actions of the Commission. If you have any questions or require further information, please do not hesitate to contact me.

Sincerely,

A handwritten signature in black ink, appearing to read "Aaron D. Starr", with a long horizontal flourish extending to the right.

Aaron D. Starr  
*Manager of Legislative Affairs*

cc: Giulia Gualco-Nelson and Christopher Tom, Deputy City Attorney  
Percy Burch, Aide to Supervisor Walton  
John Carroll, Office of the Clerk of the Board

**ATTACHMENTS :**

Planning Commission Resolution  
Planning Department Executive Summary



# PLANNING COMMISSION RESOLUTION NO. 21847

**HEARING DATE: OCTOBER 16, 2025**

*Project Name:* 1236 Carroll Avenue  
*Case Number:* 2025-007439PCAMAP [Board File No. 250823]  
*Initiated by:* Supervisor Walton / Introduced August 8, 2025  
*Staff Contact:* Rebecca Salgado, Current Planning  
Rebecca.Salgado@sfgov.org, 628-652-7332  
*Reviewed by:* Aaron Starr, Manager of Legislative Affairs  
aaron.starr@sfgov.org, 628-652-7533

**RESOLUTION ADOPTING A RECOMMENDATION FOR APPROVAL OF A PROPOSED ORDINANCE THAT WOULD AMEND THE ZONING MAP OF THE PLANNING CODE TO CHANGE THE ZONING USE DISTRICT DESIGNATION OF ASSESSOR'S PARCEL BLOCK NO. 4877, LOT NOS. 001, 002, 003, AND 004, AND ASSESSOR'S PARCEL BLOCK NO. 4852, LOT NOS. 002, 003, 004, 005, 006, 007, 008, 009, 010, 011, 012, 013, 014, 015, 016, 017, 018, 019, 020, 021, AND 022, THE FULL WIDTH OF BANCROFT AVENUE BETWEEN GRIFFITH STREET AND HAWES STREET, AND THE FULL WIDTHS OF GRIFFITH STREET AND HAWES STREET BETWEEN CARROLL AVENUE AND ARMSTRONG AVENUE, COLLECTIVELY KNOWN AS 1236 CARROLL AVENUE, FROM PRODUCTION, DISTRIBUTION AND REPAIR DISTRICT-2 (PDR-2) TO PUBLIC (P); AND CHANGE THE HEIGHT AND BULK DISTRICT DESIGNATION OF THE AFOREMENTIONED PARCELS AND ASSESSOR'S PARCEL BLOCK NO. 4852, LOT NO. 001 FROM 40-X TO 90-X; AFFIRMING THE PLANNING DEPARTMENT'S DETERMINATION 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 FINDINGS OF PUBLIC NECESSITY, CONVENIENCE, AND WELFARE UNDER PLANNING CODE, SECTION 302.**

WHEREAS, on August 8, 2025, Supervisor Walton introduced a proposed Ordinance under Board of Supervisors (hereinafter "Board") File Number 250823, which would amend the Zoning Map of the Planning Code to change the zoning use district designation of Assessor's Parcel Block No. 4877, Lot Nos. 001, 002, 003, and 004, and Assessor's Parcel Block No. 4852, Lot Nos. 002, 003, 004, 005, 006, 007, 008, 009, 010, 011, 012, 013, 014, 015, 016, 017, 018, 019, 020, 021, and 022, the full width of Bancroft Avenue between Griffith Street and Hawes Street, and the full widths of Griffith Street and Hawes Street between Carroll Avenue and Armstrong Avenue, collectively known as 1236 Carroll Avenue, from Production, Distribution and

Repair District-2 (PDR-2) to Public (P); and change the height and bulk district designation of the aforementioned parcels and Assessor's Parcel Block No. 4852, Lot No. 001 from 40-X to 90-X;

WHEREAS, the Planning Commission (hereinafter "Commission") conducted a duly noticed public hearing at a regularly scheduled meeting to consider the proposed Ordinance on October 16, 2025; and,

WHEREAS, the proposed Ordinance received CEQA clearance under Addendum 1 to Mitigated Negative Declaration for San Francisco Fire Department Training Facility/1236 Carroll Avenue Project, Planning Department Case No 2021-004847ENV-02, issued June 4, 2021; and

WHEREAS, the Planning Commission has heard and considered the testimony presented to it at the public hearing and has further considered written materials and oral testimony presented on behalf of Department staff and other interested parties; and

WHEREAS, all pertinent documents may be found in the files of the Department, as the Custodian of Records, at 49 South Van Ness Avenue, Suite 1400, San Francisco; and

WHEREAS, the Planning Commission has reviewed the proposed Ordinance; and

WHEREAS, the Planning Commission finds from the facts presented that the public necessity, convenience, and general welfare require the proposed amendment; and

MOVED, that the Planning Commission hereby adopts a **recommendation for approval** of the proposed ordinance.

## Findings

Having reviewed the materials identified in the preamble above, and having heard all testimony and arguments, this Commission finds, concludes, and determines as follows:

The Commission supports the proposed Ordinance because it allows for the consolidation of SFFD fire training facilities into one location, whereas training facilities are currently split between locations in the Mission and Treasure Island. The construction of the new SFFD fire training facility will provide an upgraded training campus for firefighters and emergency medical technicians to meet the evolving needs of emergency responders in a 21st-century urban environment. The proposed Ordinance would not displace any existing uses or result in any introduction of incompatible uses.

## General Plan Compliance

The proposed Ordinance is consistent with the following Objectives and Policies of the General Plan:

### COMMUNITY FACILITIES ELEMENT

## OBJECTIVE 5

DEVELOPMENT OF A SYSTEM OF FIREHOUSES WHICH WILL MEET THE OPERATING REQUIREMENTS OF THE FIRE DEPARTMENT IN PROVIDING FIRE PROTECTION SERVICES AND WHICH WILL BE IN HARMONY WITH RELATED PUBLIC SERVICE FACILITIES AND WITH ALL OTHER FEATURES AND FACILITIES OF LAND DEVELOPMENT AND TRANSPORTATION PROVIDED FOR IN OTHER SECTIONS OF THE GENERAL PLAN.

*The proposed Ordinance will allow for the construction of training facilities necessary for effective firefighting, including live-fire training, classroom training, equipment training, and emergency medical services training. The facilities would be the site of initial and ongoing firefighting training and are thus an integral component of the City's system of firehouses crucial for maintaining and expanding the Fire Department's prevention and firefighting capability.*

## SAFETY AND RESILIENCE ELEMENT

### OBJECTIVE 4.2

CITY AGENCY CAPABILITIES. PLAN FOR THE OPERATIONAL, DATA, AND LOGISTICAL CAPACITIES NEEDED TO FACILITATE COMMUNITY SAFETY DURING THE RESPONSE, RECOVERY, AND RECONSTRUCTION PHASES OF ALL HAZARDS.

#### Policy 4.2.3

Continue to expand the City's fire department prevention and firefighting capability with sufficient personnel and training.

*The proposed Ordinance will allow for the construction of training facilities necessary for effective firefighting, including live-fire training, classroom training, equipment training, and emergency medical services training. The facilities would be the site of initial and ongoing firefighting training and are thus an integral component of the City's system of firehouses crucial for maintaining and expanding the Fire Department's prevention and firefighting capability.*

## URBAN DESIGN ELEMENT

### OBJECTIVE 2

CONSERVATION OF RESOURCES WHICH PROVIDE A SENSE OF NATURE, CONTINUITY WITH THE PAST, AND FREEDOM FROM OVERCROWDING.

#### Policy 2.8

Maintain a strong presumption against the giving up of street areas for private ownership or use, or for construction of public buildings.

#### Policy 2.9

Review proposals for the giving up of street areas in terms of all the public values that streets afford.

### Policy 2.10

Permit release of street areas, where such release is warranted, only in the least extensive and least permanent manner appropriate to each case.

*The rights-of-way that are proposed for vacation are not improved as City streets. They are not currently used for circulation or recreational purposes, and there are no plans to put them to such use in the future. Policy 2.8 requires a strong presumption against the giving up of street areas, a presumption that can be overcome only by extremely positive and far-reaching justification. The need for a state-of-the-art training facility for the City's firefighting force provides such a positive and far-reaching justification.*

*Policy 2.10 requires release of street areas in the least extensive and least permanent manner appropriate to each case. The proposed Ordinance will allow for a state-of-the-art firefighting training facility to be built, which requires a large contiguous site with permanent buildings and training structures. Assembling such a large contiguous site and building facilities to meet Fire Department requirements would not be possible without the proposed street vacations.*

*Policy 2.9 enumerates criteria for evaluating proposals for vacation of rights-of-way, including 12 outcomes that would preclude a positive recommendation. The proposed fire-training facility would not result in any of the 12 outcomes specified. Specifically, it would not negatively impact circulation or rightful access by any mode to any location including in emergency situations; would not reduce open space or recreational opportunities, or impact significant views; would not enlarge any existing residential or commercial properties; would not result in the removal of significant natural features, or in detriment to the scale and character of surrounding development, and; would not have any adverse effect on any component of the General Plan. The Policy further states that the release of street area may be considered favorably when it is necessary for a significant public use, where the nature of the use and the character of the development proposed present strong justifications for occupying the street area. The proposed fire-training facility is a significant and necessary public facility, the nature of which requires an unusually large contiguous site. This presents a strong justification for the proposed street vacations.*

*These General Plan Findings are for the entirety of the fire-training facility and all related approval actions that, in addition to the Planning Code Zoning Map Amendment, include the proposed street vacations, lot mergers, and other subsequent approvals that are consistent with and further the proposed fire-training facility.*

### Planning Code Section 101 Findings

The proposed amendments to the Planning Code are consistent with the eight Priority Policies set forth in Section 101.1(b) of the Planning Code in that:

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

*The proposed Ordinance would not have a negative effect on neighborhood serving retail uses and will not have a negative effect on opportunities for resident employment in and ownership of*

*neighborhood-serving retail.*

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

*The proposed Ordinance would not have a negative effect on housing or neighborhood character.*

3. That the City's supply of affordable housing be preserved and enhanced;

*The proposed Ordinance would not have an adverse effect on the City's supply of affordable housing.*

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

*The proposed Ordinance would not result in commuter traffic impeding MUNI transit service or overburdening the streets or neighborhood parking.*

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;

*The proposed Ordinance would not cause displacement of the industrial or service sectors due to office development, and future opportunities for resident employment or ownership in these sectors would not be impaired.*

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

*The proposed Ordinance would not have an adverse effect on City's preparedness against injury and loss of life in an earthquake.*

7. That the landmarks and historic buildings be preserved;

*The proposed Ordinance would not have an adverse effect on the City's Landmarks and historic buildings.*

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

*The proposed Ordinance would not have an adverse effect on the City's parks and open space and their access to sunlight and vistas.*

### **Planning Code Section 302 Findings.**

The Planning Commission finds from the facts presented that the public necessity, convenience and general welfare require the proposed amendments to the Planning Code as set forth in Section 302.

NOW THEREFORE BE IT RESOLVED that the Commission hereby ADOPTS A RECOMMENDATION FOR APPROVAL the proposed Ordinance as described in this Resolution.

I hereby certify that the foregoing Resolution was adopted by the Commission at its meeting on October 16, 2025.

A handwritten signature in blue ink, appearing to read 'Jonas P. Ionin'.

Jonas P. Ionin  
Commission Secretary

AYES: Campbell, McGarry, Braun, Imperial, Moore, So  
NOES: None  
ABSENT: Williams  
ADOPTED: October 16, 2025



## EXECUTIVE SUMMARY

# PLANNING CODE TEXT & ZONING MAP AMENDMENT

**HEARING DATE: OCTOBER 16, 2025**

**90-Day Deadline:** November 6, 2025

*Project Name:* 1236 Carroll Avenue  
*Case Number:* 2025-007439PCAMAP [Board File No. 250823]  
*Initiated by:* Supervisor Walton / Introduced August 8, 2025  
*Staff Contact:* Rebecca Salgado, Current Planning  
Rebecca.Salgado@sfgov.org, 628-652-7332  
*Reviewed by:* Aaron Starr, Manager of Legislative Affairs  
aaron.starr@sfgov.org, 628-652-7533  
*Environmental Review:* Addendum 1 to Mitigated Negative Declaration for San Francisco Fire Department Training Facility/1236 Carroll Avenue Project, Planning Department Case No 2021-004847ENV-02, issued June 4, 2021

**RECOMMENDATION:** Adopt a Recommendation for Approval

### Planning Code Amendment

The proposed Ordinance would amend the Zoning Map of the Planning Code to change the zoning use district designation of the site collectively known as 1236 Carroll Avenue,<sup>1</sup> from Production, Distribution and Repair District-2 (PDR-2) to Public (P). The proposed Ordinance would also change the height and bulk district designation of 1236 Carroll Avenue and Assessor's Parcel Block No. 4852, Lot No. 001 from 40-X to 90-X.

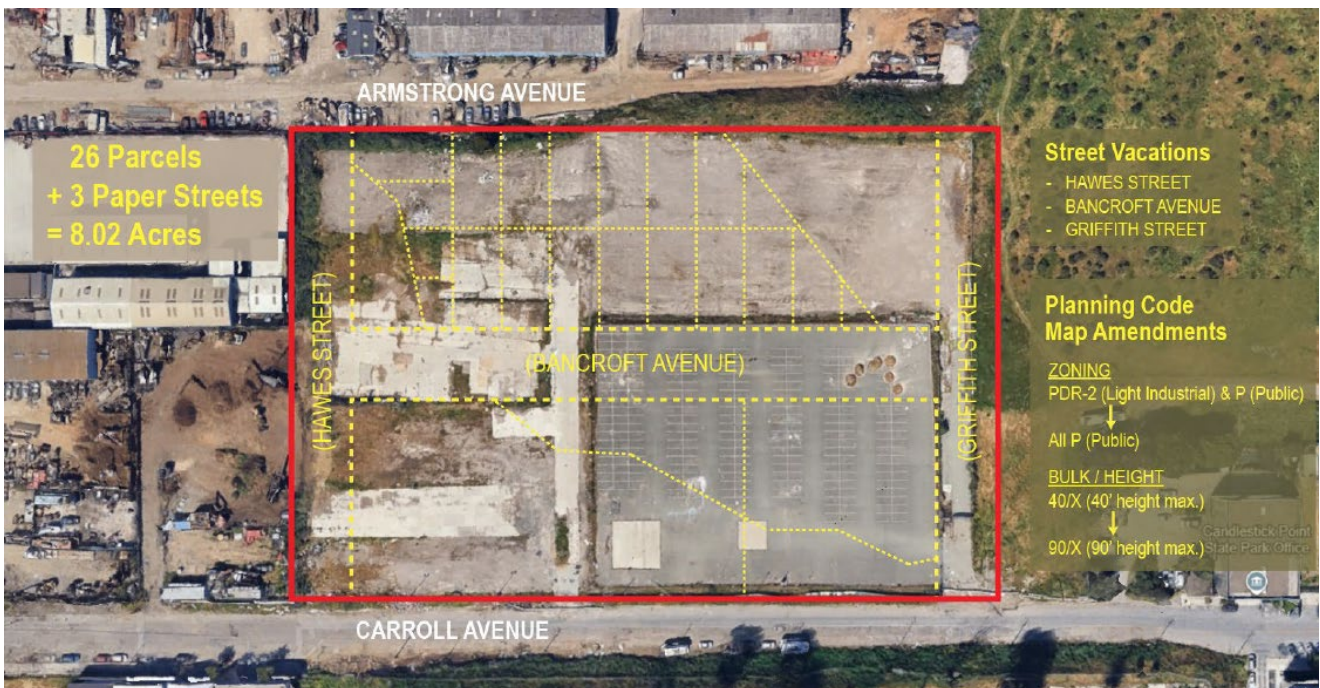
<sup>1</sup> The site collectively known as 1236 Carroll Avenue includes Assessor's Parcel Block No. 4877, Lot Nos. 001, 002, 003, and 004, and Assessor's Parcel Block No. 4852, Lot Nos. 002, 003, 004, 005, 006, 007, 008, 009, 010, 011, 012, 013, 014, 015, 016, 017, 018, 019, 020, 021, and 022, the full width of Bancroft Avenue between Griffith Street and Hawes Street, and the full widths of Griffith Street and Hawes Street between Carroll Avenue and Armstrong Avenue.

### The Way It Is Now:

1. The parcels and street sections collectively known as 1236 Carroll Avenue are zoned either PDR-2 or P.
2. The parcels and street sections collectively known as 1236 Carroll Avenue have a 40-X height and bulk district designation.

### The Way It Would Be:

1. The parcels and street sections collectively known as 1236 Carroll Avenue would be zoned P.
2. The parcels and street sections collectively known as 1236 Carroll Avenue would have a 90-X height and bulk district designation.



*Project Parcel Map*



Project Site Plan



Overview Rendering of Project

## Background

The proposed Zoning Map amendments would apply to the vacant parcels and street sections collectively known as 1236 Carroll Avenue (the “Project Site”), which is bounded by Carroll Avenue, Armstrong Avenue, and Assessor’s Block Nos. 4851, 4853, and 4876, and consists of approximately eight acres of City-owned real property. The proposed Zoning Map amendments would facilitate the development of a consolidated fire training facility for the San Francisco Fire Department.

The proposed Zoning Map amendments will allow for the construction of necessary training facilities at the Project Site for effective firefighting, including live-fire training, classroom training, equipment training, and other forms of training. The proposed facilities will consolidate and replace the Fire Department training facilities currently located at 649 Avenue N on Treasure Island and at 2310 Folsom Street. Additional information on the proposed fire-training facilities, which would be permitted as-of-right if the proposed Zoning Map amendments are approved as proposed, is provided in the “Issues and Considerations” section below.

## Issues and Considerations

### Project Background

The following background information is excerpted from the Addendum to the Mitigated Negative Declaration published on June 4, 2025, under file number 2021-004874ENV-02:

“A Final Mitigated Negative Declaration (FMND), file number 2021-004874ENV, for the subject project (previously approved project) was adopted and issued on December 30, 2021. The San Francisco Department of Public Works acting on behalf of the San Francisco Fire Department (SFFD) proposed to acquire the property and construct a new fire-training facility that would consolidate and replace the San Francisco Fire Department’s current training facilities at 19th and Folsom streets and on Treasure Island. The undeveloped “paper streets” of Bancroft Avenue, which bisects the project site between Hawes and Griffith streets, and Griffith Street between Carroll Avenue and Armstrong Avenue, would have been vacated and the parcels would have been merged to form a 7.28 acre (317,300 square foot) contiguous parcel, which is the project site. Following acquisition of the property, the project sponsor proposed to develop detailed plans for the project site and would seek project approvals, including a zoning text and map amendment for the project site.

Subsequent to the issuance of the FMND, the project sponsor revised the proposed project design (revised project). The revised project differs from the previously approved project analyzed in the FMND in that the project site is approximately 10 percent larger in area. In addition, the proposed training facility buildings would be reduced in height and total square footage, and different live-fire structures would be constructed for training activities. The total construction period would increase from 30 months to 34 months, and ground improvements would occur over a larger area, but with the same total amount of excavation (17,000 cubic yards). The revised project would require planning code map amendments to change the zoning from a combination of PDR-2 (Production, Distribution and Repair) and P (Public) use districts to all P use districts, and a height and bulk change from 40-X to 90-X. The revised project is described in detail below.

The revised project would expand the project site to include the undeveloped “paper street” of Hawes Street between Carroll Avenue and Armstrong Avenue, which would expand the lot size from 317,300 square feet (7.28 acres) to 349,440 square feet (8.02 acres).

The revised fire-training facility would include the following four buildings:

- A two-story (50-foot-tall), approximately 35,000-square-foot Fire-Training and Administration Building for classroom instruction and administrative functions. The building would be reduced in floors from three stories (same height) and area from 70,000 square feet compared to the previously approved project;
- A one-story (24-foot-tall), approximately 12,000-square-foot building not in the previously proposed project on the southern portion of the site, would serve as the Fire and Emergency Medical Services (EMS) support building. It would house “dirty” classrooms, which trainees can enter after using props without having to do a full washing/cleaning, and support functions including restrooms, lockers, showers, and equipment-cleaning rooms;
- A one-story (26-foot-tall), approximately 9,000-square-foot Apparatus Building for the storage of fire trucks, fire engines, ambulances, and other equipment used for training purposes. The apparatus building would be reduced in size from 50 feet and 27,000 square feet from the previously approved project, and would include five vehicle bays (one additional from the four in the previously approved project) on the north side of the building. The revised project would also construct one above-ground, 10,000-gallon steel split-fuel oil tank (8,000 gallons of diesel and 2,000 gallons gasoline) in close proximity to the apparatus building. The split-fuel tank would support apparatus refueling and an emergency generator. The previously approved project proposed two underground tanks; and
- A one-story (24-foot-tall), approximately 7,000-square-foot shop/maintenance building that would include metalworking and woodworking shops for the construction and maintenance of training props. The maintenance building would be reduced in height from 40 feet tall and 19,200 square feet from the previously approved project.

The revised project includes a tower and on-site structures and props to be used for fire-training activities involving controlled burns and simulated rescue operations. To support this training, the revised project would include two metal 2,000-gallon propane tanks near the training structures, which would store propane used in some live-fire burn exercises. A concrete pad near the training structures would support several storage containers for materials and supplies needed for live-fire training exercises. The revised project would have a total of seven fire training structures, the same number as the previously approved project. Live-fire and simulated rescue operations would occur in the following training structures and props for the revised project:

- A seven-story (84-foot-tall) training tower that would be 58 feet wide and 36 feet deep. In the previously approved project, the training tower was 110 feet tall (seven-stories), 40 feet wide, and 40 feet deep;
- An 80-foot-tall, simulated communications tower, which would be 10 feet wide and 10 feet deep. This prop has been added as part of the revised project;
- A four-story (56-foot-tall) simulated commercial-residential building, which would be 66 feet wide, and 55 feet deep. In the previously approved project, this structure was a simulated condominium/apartment building that was 60 feet tall, 50 feet wide, and 40 feet deep;
- A four-story (54-foot tall) simulated earthquake-damaged structure, which would be 94 feet wide, and 56 feet deep. Under the previously approved project, this prop structure was 20 feet tall, 40 feet

- wide, and 32 feet deep;
- A four-story (48-foot-tall) simulated apartment building, which would be 25 feet wide and 40 feet deep. This prop structure has been added as part of the revised project;
- A three-story (32-foot tall) simulated three-unit, hillside residential building, which would be 25 feet wide and 50 feet deep. Under the previously approved project, this structure was 40 feet tall, 35 feet wide, and 20 feet deep;
- An assortment of props and training structures (up to 40 feet tall), which would include additional simulated residential buildings, a vehicle-fire prop, and an apparatus-training "hill" (built up streets simulating natural hills).
- The revised project removes the previously proposed use of live-fire from the use of the ventilation prop (a simulated roof structure used for firefighters to train in the use of chainsaws to cut holes in the roof safely and effectively)."

Figures 1 through 3 above show the revised fire training facility parcel map, site plan, and renderings of the revised fire training facility as seen from various representative viewpoints. Additionally, preliminary plans are included in Exhibit C for illustrative purposes.

## Rezoning

The proposed Ordinance would give all of the parcels and street sections within the Project Site a consistent zoning categorization while also increasing the height limit for the Project Site from 40 feet to 90 feet. The proposed fire-training facilities are considered a Public Facility use, which is principally permitted in the P zoning districts. The proposed Ordinance is required to create a large contiguous site necessary for the fire training facility.

## General Plan Compliance

Objective 5 of the Community Facilities Element of the General Plan seeks the "development of a system of firehouses which will meet the operating requirements of the Fire Department in providing fire protection services and which will be in harmony with related public service facilities and with all other features and facilities of land development and transportation provided for in other sections of the General Plan." The facilities would be the site of initial and ongoing firefighting training and are thus an integral component of the City's system of firehouses crucial for maintaining and expanding the Fire Department's prevention and firefighting capability. Objective 4.2 of the Safety and Resilience Element notes that the City should "plan for the operational, data, and logistical capacities needed to facilitate community safety during the response, recovery, and reconstruction phases of all hazards." The proposed Ordinance would facilitate the construction of training facilities necessary for effective firefighting, including live-fire training, classroom training, equipment training, and emergency medical services training. Objective 2 of the Urban Design Element calls for the "conservation of resources which provide a sense of nature, continuity with the past, and freedom from overcrowding." The Project would provide a significant and necessary public facility, the nature of which requires an unusually large contiguous site. This presents a strong justification for the proposed street vacations.

## **Racial and Social Equity Analysis**

The proposed Zoning Map amendments are narrowly tailored and cannot be directly associated with a negative or positive impact in advancing the City's racial and social equity. As the proposed Ordinance would only affect a limited geographic area of the City, there is not enough data to support a claim of racial or social equity.

## **Implementation**

The Department has determined that this ordinance will not impact our current implementation procedures.

## **Recommendation**

The Department recommends that the Commission **adopt a recommendation for approval** of the proposed Ordinance and adopt the attached Draft Resolution to that effect.

## **Basis for Recommendation**

The Department supports the proposed Ordinance because it allows for the consolidation of SFFD fire training facilities into one location, whereas training facilities are currently split between locations in the Mission and Treasure Island. The construction of the new SFFD fire training facility will provide an upgraded training campus for firefighters and emergency medical technicians to meet the evolving needs of emergency responders in a 21st-century urban environment. The proposed Ordinance would not displace any existing uses or result in any introduction of incompatible uses.

## **Required Commission Action**

The proposed Ordinance is before the Commission so that it may adopt a recommendation of approval, disapproval, or approval with modifications.

## **Environmental Review**

The proposed amendments received CEQA clearance under Addendum 1 to Mitigated Negative Declaration for San Francisco Fire Department Training Facility/1236 Carroll Avenue Project, Planning Department Case No 2021-004847ENV-02, issued June 4, 2021.

## **Public Comment**

As of the date of this report, the Planning Department has received one public comment regarding the proposed Ordinance, recommending that the site of the current SFFD training facility at 2310 Folsom Street be made available for the construction of affordable housing once it is vacated by SFFD.

The proposed Zoning Map amendments and fire training facilities were presented to the Bayview Hunters Point Citizens Advisory Committee (CAC) at meetings on May 1, 2024, and August 20, 2025. The CAC voted and gave a positive recommendation for the proposal to change the zoning of a 7.28-acre site to a P District and 90-X Height and Bulk District for the purposes of developing a consolidated fire training facility.

**ATTACHMENTS:**

Exhibit A: Draft Planning Commission Resolution  
Exhibit B: Board of Supervisors File No. 250823  
Exhibit C: Preliminary Project Plans

## Introduction Form

(by a Member of the Board of Supervisors or the Mayor)

I hereby submit the following item for introduction (select only one):

- ☐ 1. For reference to Committee (Ordinance, Resolution, Motion or Charter Amendment)
- ☐ 2. Request for next printed agenda (For Adoption Without Committee Reference)  
(Routine, non-controversial and/or commendatory matters only)
- ☐ 3. Request for Hearing on a subject matter at Committee
- ☐ 4. Request for Letter beginning with "Supervisor  inquires..."
- ☐ 5. City Attorney Request
- ☐ 6. Call File No.  from Committee.
- ☐ 7. Budget and Legislative Analyst Request (attached written Motion)
- ☐ 8. Substitute Legislation File No.
- ☐ 9. Reactivate File No.
- ☐ 10. Topic submitted for Mayoral Appearance before the Board on

The proposed legislation should be forwarded to the following (please check all appropriate boxes):

- ☐ Small Business Commission      ☐ Youth Commission      ☐ Ethics Commission
- ☐ Planning Commission      ☐ Building Inspection Commission      ☐ Human Resources Department

General Plan Referral sent to the Planning Department (proposed legislation subject to Charter 4.105 & Admin 2A.53):

- ☐ Yes      ☐ No

(Note: For Imperative Agenda items (a Resolution not on the printed agenda), use the Imperative Agenda Form.)

Sponsor(s):

Subject:

Long Title or text listed:

Signature of Sponsoring Supervisor: