

SAN FRANCISCO
PLANNING COMMISSION
RESOLUTION NO. 19114

ADOPTING AMENDMENTS TO THE SAN FRANCISCO GENERAL PLAN, TO UPDATE THE RECREATIONAL AND OPEN SPACE ELEMENT ("ROSE"); MAKING FINDINGS, INCLUDING FINDINGS OF CONSISTENCY WITH THE GENERAL PLAN, PRIORITY POLICIES OF PLANNING CODE SECTION 101; AND FINDINGS UNDER THE CALIFORNIA ENVIRONMENTAL QUALITY ACT.

WHEREAS, Section 4.105 of the Charter of the City and County of San Francisco mandates that the Planning Commission shall periodically recommend to the Board of Supervisors for approval or rejection proposed amendments to the General Plan.

The Planning Department, in cooperation with the Recreation and Parks Department and in consultation with other City agencies, developed an update to the Recreation and Open Space Element of the General Plan, hereinafter the Element, through a comprehensive community-based planning effort. Beginning with the establishment of an Open Space Task Force in November 2007, the Department worked closely with community leaders, stakeholders, City agencies, and community members across numerous fora to develop open space goals, policies and objectives for the update. The proposed General Plan Amendment of the Element was developed from feedback received through those fora. Staff recommends adoption of the draft Resolution to initiate proposed amendments to the General Plan.

Planning Code Section 101.1(b) establishes eight priority policies and is the basis by which differences between competing policies in the General Plan are resolved. The project is consistent with the eight priority policies, in that:

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

The Element calls for the expansion and improvement of the City's open space network and its recreational opportunities. Numerous studies have illustrated that open space opportunities make an area more attractive for investment, by attracting and expanding local businesses, by increasing tourism and by enhancing property values.

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

The Element includes objectives and policies that support the improvement of the City's parks, streets and public spaces, in accordance with the needs of their surrounding neighborhoods. It states that new acquisitions should be designed with their neighborhood populations in mind, and that existing spaces should be redesigned to better serve the needs of their neighborhoods, while ensuring that the spaces are flexible to adapt to changing neighborhood needs. It also promotes the development of cultural programming and activities in open spaces.

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

The Element will not affect the City's supply of affordable housing. It does however prioritize the acquisition of new space and renovation of existing space in "high needs" areas, where the City's low-income and minority populations tend to be concentrated,

and therefore will support the existence of affordable housing with open space and recreational opportunities.

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

The Element will not increase commuter traffic, and it encourages alternative modes of transportation – transit, bicycle and pedestrian access—to and from open spaces.

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 Element would not adversely affect the industrial or service sectors.

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

The Element would not adversely affect the City's preparedness in the face of an earthquake. It supports recycling and reuse of water, as well as water conservation, which will assist in the event of water shortages caused by an earthquake.

7. That landmarks and historic buildings be preserved.

The Element would not have a negative effect on the preservation of landmarks and historic buildings.

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

The Element contains policies to preserve sunlight in public open space and preserves Planning Code regulations which prohibit the construction of buildings which cast shadow on Recreation and Park Department spaces.

The development of the Recreation and Open Space Element Update was coordinated with existing General Plan policies. Analysis of applicable General Plan Objectives and Policies has determined that the proposed action is, on balance, consistent with the General Plan as it is proposed to be amended. The proposed revisions support many concepts outlined in the General Plan. Below are specific policies and objectives that support the proposed actions.

NOTE: General Plan Elements are in *CAPITAL ITALICS*
General Plan Objectives are in *CAPITAL LETTERS*
General Plan Policies are in Arial standard font

TRANSPORTATION ELEMENT

POLICY 24.5 Where consistent with transportation needs, transform streets and alleys into neighborhood-serving open spaces...

OBJECTIVE 26 CONSIDER THE SIDEWALK AREA AS AN IMPORTANT ELEMENT IN THE CITYWIDE OPEN SPACE SYSTEM.

POLICY 26.1 Retain streets and alleys not required for traffic...

POLICY 26.2 Close certain streets not required as traffic carriers for pedestrian use...

POLICY 26.3 Establish frequent and convenient transit service, including water-based transit, to major recreational facilities...

POLICY 27.9 Identify and expand recreational bicycling opportunities.

The Recreation and Open Space Element recognizes living streets, living alleys and streetscape improvements as an important supplement to traditional open space. It contains policies that call for improving access and connectivity to open space which includes transit, bicycling and pedestrian access.

URBAN DESIGN ELEMENT

- POLICY 1.4 Protect and promote large-scale landscaping and open space that define districts and topography.
- POLICY 2.2 Limit improvements in other open spaces having an established sense of nature to those that are necessary...
- POLICY 3.4 Promote building forms that will respect and improve the integrity of open spaces and other public areas.
- POLICY 4.8 Provide convenient access to a variety of recreation opportunities.
- POLICY 4.9 Maximize the use of recreation areas for recreational purposes.
- POLICY 4.10 Encourage or require the provision of recreation space in private development.
- POLICY 4.11 Make use of street space and other unused public areas for recreation...

The Recreation and Open Space Element update emphasizes the need to preserve open space and specifies criteria for any encroachment from other uses. Such criteria assure a no loss of quantity and quality of open space. The Recreation and Open Space Element also recognizes the role of private open space in private developments and establishes that such private open space should be of high quality.

ENVIRONMENTAL PROTECTION ELEMENT

- POLICY 7.1 Preserve and add to public open space...

The Recreation and Open Space Element Update focuses both on preserving existing open space, ensuring dynamic and flexible use of our existing open space, as well as acquiring new open spaces especially in areas of the city identified with high needs for open space.

BALBOA PARK AREA PLAN

- POLICY 5.1 Create A System Of Public Parks, Plazas And Open Spaces In The Plan Area.
- POLICY 5.2 Create Open Space Within New Development That Contributes To The Open Space System
- POLICY 5.4 Create An Space System That Both Beautifies The Neighborhood And Strengthens The Environment.

The Recreation and Open Space Element Update defines the open space system in the city as to include traditional parks as well as urban plazas and living streets. It also includes policies that highlight the need for environmentally sustainable design when constructing new open space or renovating existing ones.

BAYVIEW HUNTERS POINT AREA PLAN

- POLICY 12.1 Make better use of existing recreation facilities.
- POLICY 12.2 Maximize joint use of recreation and education facilities.
- POLICY 12.3 Renovate and expand Bayview's parks and recreation facilities, as needed.

The Recreation and Open Space Element Update encourages dynamic and flexible use of existing open space recognizing the need to better utilize our existing open space resources. Other policies prioritize renovation of underutilized open spaces, support development of signature open space along the shoreline, and call for a region serving open space at Hunters Point Shipyard.

CENTRAL WATERFRONT, EAST SOMA (SOUTH OF MARKET), MISSION AND SHOWPLACE SQUARE/POTRERO HILL AREA PLAN

- POLICY 5.1 Provide Public Parks And Open Spaces That Meet The Needs Of Residents, Workers And Visitors.
- POLICY 5.2 Ensure That New Development Includes High Quality Private Open Space.

- POLICY 5.3 Create A Network Of Green Streets That Connects Open Spaces And Improves The Walkability, Aesthetics, And Ecological Sustainability Of The Neighborhood.
- POLICY 5.4 The Open Space System Should Both Beautify The Neighborhood And Strengthen The Environment.
- POLICY 5.5 Ensure That Existing Open Space, Recreation And Park Facilities Are Well Maintained.

The Recreation and Open Space Element Update responds to community needs and changing demographics when providing new open space or renovating or programing existing open space. It also contains policies on improving access and connectivity to open space and specifically creating a network of green connections that increases access to parks, open spaces, and the waterfront. Other policies highlight maintenance and repair of open space to modern standards in order to guarantee enjoyment of the open space.

CHINATOWN AREA PLAN

- POLICY 4.4 Expand open space opportunities.

The Element update contains policies to acquire new open space in high needs areas of the City which are areas with high population density, high density of seniors, children and youth, and low income population, and low access to open space, as well as growth areas in the city.

CIVIC CENTER

- POLICY 1.3 Design Civic Center buildings and open spaces to serve as public gathering places for ceremonial, cultural, recreational, and other community activities.

The Element specifically supports the development of civic serving open spaces, including a series of connected open spaces along a civic center "axis".

DOWNTOWN PLAN

- OBJECTIVE 9 PROVIDE QUALITY OPEN SPACE IN SUFFICIENT QUANTITY AND VARIETY TO MEET THE NEEDS OF DOWNTOWN WORKERS, RESIDENTS, AND VISITORS.

- POLICY 9.1 Require usable indoor and outdoor open space, accessible to the public, as part of new downtown development.
- POLICY 9.2 Provide different kinds of open space downtown.
- POLICY 9.3 Give priority to development of two categories of highly valued open space; sunlit plazas and parks.
- POLICY 9.4 Provide a variety of seating arrangements in open spaces throughout downtown.
- POLICY 9.15 Improve the usefulness of publicly owned rights-of-way as open space.
- OBJECTIVE 10 ASSURE THAT OPEN SPACES ARE ACCESSIBLE AND USABLE.
- POLICY 10.1 Develop an open space system that gives every person living and working downtown access to a sizable sunlit open space within convenient walking distance.
- POLICY 10.2 Encourage the creation of new open spaces that become a part of an interconnected pedestrian network.
- POLICY 10.3 Keep open space facilities available to the public.
- POLICY 10.4 Provide open space that is clearly visible and easily reached from the street or pedestrian way.
- POLICY 10.5 Address the need for human comfort in the design of open spaces by minimizing wind and maximizing sunshine.

The Recreation and Open Space Element highlights the need for open space in dense areas of the city especially in downtown and calls for measures to ensure such open spaces are accessible, usable and activated. Other policies in the Recreation and Open Space Element emphasize preserving sunlight in public open spaces as well as safety and security for the public in open spaces.

HUNTERS POINT AREA PLAN

OBJECTIVE 7 CREATE A WORLD CLASS SYSTEM OF OPEN SPACE THAT INCLUDES A SIGNIFICANT PORTION OF THE OVERALL HUNTERS POINT SHIPYARD, ENABLES IMPROVEMENTS THE SHORELINE ENHANCES ACCESS, PROVIDES A WIDE RANGE OF RECREATIONAL AND ECOLOGICAL RESTORATION OPPORTUNITIES, AND IS SEAMLESSLY INTEGRATED WITH THE EXISTING NEIGHBORHOOD.

POLICY 7.1 Provide a wide variety of types and scale of open space with a wide variety of recreational and conservation opportunities.

POLICY 7.2 Celebrate the history of the site, including the history of indigenous populations, by incorporating interpretive elements throughout the development.

The Element Update encourages dynamic and flexible use of existing open space recognizing the need to better utilize our existing open space resources. Other policies prioritize renovation of underutilized open spaces, support development of signature open space along the shoreline, and call for a region serving open space at Hunters Point Shipyard.

MARKET AND OCTAVIA AREA PLAN

POLICY 4.1.7 Introduce traffic-calming measures on residential alleys and consider making improvements to alleys with a residential character to create shared, multipurpose public space for the use of residents.

The Recreation and Open Space Element recognizes living streets, living alleys and streetscape improvements as an important supplement to traditional open space and it calls for creative solutions to transform such public right of ways into open space.

NORTHEASTERN WATERFRONT

POLICY 2.4 Promote the development of new maritime activities, public open space and public access improvements as part of major new development on piers.

POLICY 2.5 Emphasize water-related recreation, Bay-oriented commercial recreation and Bay-oriented public assembly uses in non-maritime development adjacent to, or over, the water.

The Element Update encourages development of signature open space along the shoreline and calls for dynamic and flexible use of existing open space recognizing the need to better utilize our existing open space resources.

RINCON HILL AREA PLAN

POLICY 4.1 Create a Variety of New Open Spaces and Community Facilities...

POLICY 4.2 Create a New Neighborhood Park to Serve the District

POLICY 4.3 Link the Area Via Pedestrian Improvements to Major Open Spaces...

POLICY 4.4 Ensure Adequate Sunlight and Minimize Wind and Shadow on Public Streets and Open Spaces

POLICY 4.6 Create an Inviting and Pleasant Mid-Block Pedestrian Corridor to the Waterfront

POLICY 4.7 Require Private Development to Contribute to the Creation, Maintenance, and Operations of Open Spaces and Community Facilities...

The Element Update contains policies to acquire new open space especially in areas of the city with high needs for open space. Other policies also stress connectivity between parks and improvements for access to parks. The Element also recognizes the funding challenges around maintenance of parks and encourages innovative funding mechanisms to maintain parks and open spaces.

VAN NESS AVENUE

POLICY 7.2 Provide Wind Protection and Sun Exposure in Open Space Areas

POLICY 7.3 Maintain Existing Open Space Requirements for Residential Use

The Element underscores the importance of requirements for private residential open space and further calls for ensuring such open space is developed at high quality. Preserving sunlight in open spaces is also specifically featured in the Element as a city policy.

WESTERN SHORELINE

- POLICY 2.2 Maintain the Landscaped Recreational Corridor to Link with Other Parks
- POLICY 2.3 Provide for a Continuation of the Bicycle Trail
- POLICY 2.4 Improve Public Access to Ocean Beach from Golden Gate Park
- POLICY 2.5 Develop and Revise Golden Gate Park Plans to Improve Recreational Access in the Western Portion
- OBJECTIVE 6 Maintain and Enhance the Recreational Use of the Ocean Beach Shoreline
- OBJECTIVE 7 Preserve and Restore Sutro Heights Park
- POLICY 8.1 Develop the Cliff House/Sutro Bath Area as a Nature-Oriented Shoreline Park

The Recreation and Open Space Element identifies Golden Gate Park as a valuable open space resource, and encourages further improvements to the park while preserving its beauty and landscape. Other policies emphasize the need for signature open spaces along the shoreline. The new policies also stress the need for improvements to accessing parks whether with transit or by bicycle or on foot.

WHEREAS, a Preliminary Negative Declaration (PND) for the Project was prepared and published for public review on February 19, 2014; and

WHEREAS, the PND was available for public comment until March 26, 2014; and

WHEREAS, on March 27, 2014, the Planning Commission reviewed and considered the Final Negative Declaration (FND) and found that the contents of said report and the procedures through which the FND was prepared, publicized, and reviewed complied with the California Environmental Quality Act (California Public Resources Code Sections 21000 et seq.) (CEQA), 14 California Code of Regulations Sections 15000 et seq. (the "CEQA Guidelines") and Chapter 31 of the San Francisco Administrative Code ("Chapter 31"); and

WHEREAS, the Planning Commission found the FND was adequate, accurate and objective, reflected the independent analysis and judgment of the Department of City Planning and the Planning Commission, and approved the FND for the Project in compliance with CEQA, the CEQA Guidelines and Chapter 31; and

WHEREAS, the Planning Department, Jonas Ionin, is the custodian of records, located in File No. 2010.0641M, at 1650 Mission Street, Fourth Floor, San Francisco, California; now therefore, be it

RESOLVED, That the Planning Commission has reviewed and considered the FND and the record as a whole and finds that there is no substantial evidence that the Project will have a significant effect on the environment, and hereby adopts the FND; and, be it

NOW, THEREFORE BE IT RESOLVED, that pursuant to Planning Code Section 340, the Planning Commission finds the proposed amendments with the correction to "historical" on page 30 would serve the public necessity, convenience and general welfare, and for that reason adopts a Resolution to Adopt amendments to the General Plan of the City and County of San Francisco, in order to update the Recreation and Open Space Element of the General Plan, as set forth in the General Plan amendment ordinance for the proposed update, which is incorporated by reference as if fully set forth herein.

I hereby certify that the foregoing Resolution was ADOPTED by the City Planning Commission on April 3, 2014.

Jonas Ionin

Resolution
Hearing Date: April 3, 2014

CASE NO. 2010.0641 M
General Plan Amendment updating the
Recreation and Open Space Element of the General Plan

Commission Secretary

AYES: Wu, Fong, Sugaya, Hillis
NOES: Moore, Antonini
ABSENT: Borden
ADOPTED: April 3, 2014