

[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 uncoded 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 ~~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 May 28, 2020, in Motion No. 20730, the Planning Commission certified as adequate and complete the Balboa Reservoir Project Final Environmental Impact Report (Planning Case No. 2018-007883PCAMAP) 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. 200635 and is incorporated herein by reference.

(b) On that same date, in Motion No. 20731, the Planning Commission adopted findings under the California Environmental Quality Act ("CEQA Findings") related to the

1 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. 200635 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 200422 and 200423, 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 April 9, 2020 in Resolution No. 20679, the
22 Planning Commission initiated amendments to the General Plan ("Plan Amendments"). Said
23 Motion is on file with the Clerk of the Board of Supervisors in File No. 200635 and
24 incorporated herein by reference.

25 ///

1 (d) On May 28, 2020, the Planning Commission, in Resolution No. 20732, adopted
2 findings regarding the City's General Plan, the eight priority policies of Planning Code Section
3 101.1, and Planning Code Section 340. A copy of said Resolution is on file with the Clerk of
4 the Board of Supervisors in File No. 200635 and is incorporated herein by reference.

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

8 (f) The Board of Supervisors finds that the Plan Amendments are, on balance, in
9 conformity with the General Plan, as it is proposed for amendment by this ordinance, and the
10 eight priority policies of Planning Code Section 101.1 for the reasons set forth in Planning
11 Commission Resolution No. 20732. The Board hereby adopts these Planning Commission
12 findings as its own.

13 (g) The Board of Supervisors finds, pursuant to Planning Code Section 340, that the
14 Plan Amendments set forth in this ordinance and in documents on file with the Clerk of the
15 Board in File No. 20732 will serve the public necessity, convenience, and general welfare for
16 the reasons set forth in Planning Commission Resolution No. 200635. The Board hereby
17 adopts these Planning Commission findings as its own.

18
19 Section 3. The General Plan is hereby amended by revising the Balboa Park Station
20 Area Plan, as follows:

21 The Plan Area

22 * * * *

23 • Balboa Reservoir is located on the west side of Frida Kahlo Way~~Phelan Avenue~~. It
24 is bounded by Riordan High School and the Westwood Park residential neighborhoods to the
25 north, and the Ocean Avenue Neighborhood Commercial District to the south. The reservoir is

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.

* * * *

1 POLICY 1.4.2

2 Develop the ~~Westwest Basin~~ basin of the Reservoir to provide the greatest benefit ~~to~~ of the
3 city as a whole as well as for the surrounding neighborhoods.

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

12 * * * *

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

17 * * * *

18 Policy 2.4.4

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

21 The development of the Reservoir site provides an opportunity to coordinate transportation
22 goals with the City College community. The development project should consider improving pedestrian
23 access to the City College through the project site. The City also should coordinate with City College
24 on bike facilities and related amenities, and developing an appropriate parking and transportation
25 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.

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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:

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

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

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

9 * * * *

10 I. SUMMARY OF OBJECTIVES & POLICIES

11 * * * *

12 Issue 3:

13 EQUAL HOUSING OPPORTUNITIES

14 **Objective 4**

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

17 POLICY 4.1

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

21 POLICY 4.~~1~~2

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

24 ///

25 ///

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.

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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. 200557.
13 Accordingly, Section 6 shall be inoperative if at the time of the effective date of this ordinance,
14 the ordinance in File No. 200557 is in effect, and Section 6 shall remain inoperative so long as
15 the ordinance in File No. 200557 remains in effect. If, at any time after the effective date of
16 this ordinance, the ordinance in File No. 200557 is not in effect, then Section 6 of this
17 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

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City and County of San Francisco

Tails

Ordinance

City Hall
1 Dr. Carlton B. Goodlett Place
San Francisco, CA 94102-4689

File Number: 200635

Date Passed: August 18, 2020

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.

July 27, 2020 Land Use and Transportation Committee - REFERRED WITHOUT RECOMMENDATION

August 11, 2020 Board of Supervisors - PASSED ON FIRST READING

Ayes: 11 - Fewer, Haney, Mandelman, Mar, Peskin, Preston, Ronen, Safai, Stefani, Walton and Yee

August 18, 2020 Board of Supervisors - FINALLY PASSED

Ayes: 10 - Fewer, Haney, Mandelman, Mar, Peskin, Preston, Ronen, Stefani, Walton and Yee
Excused: 1 - Safai

File No. 200635

I hereby certify that the foregoing
Ordinance was FINALLY PASSED on
8/18/2020 by the Board of Supervisors of
the City and County of San Francisco.

Angela Calvillo
Clerk of the Board

London N. Breed
Mayor

8 28 : 20

Date Approved