Planning Commission Resolution No. 20679

HEARING DATE: APRIL 9, 2020

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

Reception: 415.558.6378

+10.000.001

415.558.6409

Planning Information: **415.558.6377**

Record No.: 2018-007883GPA

Project: Balboa Reservoir Project

Existing Zoning: P (Public)
Height-Bulk: 40-X and 65-A

Proposed Zoning: Balboa Reservoir Mixed-Use District (BR-MU)

Balboa Reservoir Special Use District

Proposed Height: 40/78-BR

Blocks/Lots: Block 3180/Lot 190

Project Sponsor: Reservoir Community Partners LLC

Kearstin Dischinger (415) 321-3515

kdischinger@bridgehousing.com

Staff Contact: Seung Yen Hong – (415) 575-9026

seungyen.hong@sfgov.org

RESOLUTION OF INTENTION TO INITIATE AMENDMENTS TO THE GENERAL PLAN, PURSUANT TO PLANNING CODE 340, INCLUDING AMENDMENTS TO THE BALBOA PARK STATION AREA PLAN, THE RECREATION AND OPEN SPACE ELEMENT, THE HOUSING ELEMENT, AND THE LAND USE INDEX OF THE GENERAL PLAN IN RELATION TO THE BALBOA RESERVOIR PROJECT.

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

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

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

WHEREAS, Planning Code Section 340 provides that an amendment to the General Plan may be initiated by the Planning Commission; and

WHEREAS, in 2009, the Planning Commission adopted the Balboa Park Station Area Plan, a community-requested planning effort launched in 2000. The Balboa Park Station Area Plan sets forth policies designed to increase affordable housing for a variety of incomes; create open space; knit together isolated areas of

the neighborhood; integrate diverse land uses with the area's commercial and transit corridors; design streets for walking, biking and public transit; and otherwise strengthen the Balboa Park area.

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

WHEREAS, in 2014, the Public Land for Housing Program was launched to utilize City-owned land to address the City's most pressing housing issues, and in 2015, Surplus Public Lands Initiative (Proposition K) was passed setting a goal of building or rehabilitating 30,000 homes by 2020, with 33% of all new housing units to be affordable; and

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

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

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

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

WHEREAS, the Project site is an approximately 17.6 acres of land, located north of the Ocean Avenue Neighborhood Commercial Transit District, west of the City College of San Francisco Ocean Campus, east of the Westwood Park neighborhood, and south of Archbishop Riordan High School. The project site is owned by the SFPUC. The Project proposal includes developing approximately 1.3 million gross square feet (gsf) of residential space (1,100 dwelling units plus residential amenities), approximately 10,000 gsf of community space (childcare and a community room for public use), approximately 7,500 gsf of retail, up to 550 residential parking spaces and up to 750 public parking spaces. Additionally, it includes approximately 4 acres of public open space, including a new 2-acre central park. The proposal would also feature new public streets, pedestrian paths, and bicycle facilities. New buildings on the site are proposed to range from 25 feet and 78 feet and would generally step down westerly. The SFPUC will retain ownership of an 80-foot-wide strip of land located along the southern edge of the site where an underground water transmission pipeline is located. The Project sponsor is working with the SFPUC to utilize this 80-foot-wide strip of land as public open space, subject to the SFPUC review and approval; and

SAN FRANCISCO
PLANNING DEPARTMENT 2 WHEREAS, the Project Sponsor is proposing development of the Project and has submitted an application to the San Francisco Planning Department ("Department") for Environmental Review. The Project will require (1) General Plan Amendments, (2) Planning Code Text and Map Amendments, and (3) the adoption of a Design Standards and Guidelines ("DSG") document to facilitate implementation. Additionally, the Project Sponsor has submitted or will submit an application to enter into a Development Agreement ("DA"); and

WHEREAS, to implement the project, the Board of Supervisors must approve legislation amending the Planning Code (Planning Code Text and Planning Code Map amendments) by rezoning the underlying portions of the site from P (Public) to Balboa Reservoir Mixed-Use District (BR-MU), rezoning the height district from 40-X and 65-A to 40/78-BR, and establishing the Balboa Special Use District ("SUD") across the site; and

WHEREAS, on August 7, 2019, the Department published the Draft Environmental Impact Report ("DIER"). On August 8, 2019 through September 23, 2019, the Planning Department provided the public with an opportunity to comment on the DEIR; a public hearing was held on September 12, 2019 to further provide public comment on the DEIR. A hearing is tentatively scheduled for April 30, 2020 for Final EIR certification and CEQA findings adoption; and

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

WHEREAS, a Proposed Ordinance has been drafted in order to make the necessary amendments to the General Plan to implement the Project. The Office of the City Attorney has approved the Proposed Ordinance as to form; and

WHEREAS, this General Plan Amendment Initiation would not, in and of itself, result in a physical change to the environment, and is not an approval of the proposed General Plan Amendments or of the Project. Therefore, this action is not considered a project under the California Environmental Quality Act (Section 15060(c)(2)); and

WHEREAS, all pertinent documents may be found in the files of the Planning Department Commission Secretary as the Custodian of Records, at 1650 Mission Street, Suite 400, San Francisco; and

WHEREAS, the 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 Planning Department staff and other interested parties.

SAN FRANCISCO
PLANNING DEPARTMENT

NOW THEREFORE BE IT RESOLVED, that pursuant to Planning Code Section 340, the Planning Commission adopts a Resolution of Intention to initiate amendments to the General Plan, in order to implement the Project; and

BE IT FURTHER RESOLVED, that pursuant to Planning Code Section 306.3, the Planning Commission authorizes the Department to provide appropriate notice for a public hearing to consider the above referenced General Plan amendments contained in the draft ordinance, approved as to form by the City Attorney in **Exhibit A**, to be considered at a publicly noticed hearing on or after April 30, 2020.

I hereby certify that the foregoing Resolution was ADOPTED by the San Francisco Planning Commission on April 9, 2020.

Jonas P. Ionin

Commission Secretary

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

NOES: None

ABSENT: None

ADOPTED: April 9, 2020

[General Plan Amendments – Balboa Reservoir Project]

Ordinance amending the General Plan to revise the Balboa Park Station Area Plan, the Recreation and Open Space Element, and the Land Use Index, to reflect the Balboa Reservoir Project; amending the Housing Element in regard to family friendly housing design, 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.

11

19

21

22

24

25

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 italies Times New Roman font. Board amendment additions are in double-underlined Arial font. Board amendment deletions are in strikethrough Arial font.

Asterisks (* * * *) indicate the omission of unchanged Code subsections or parts of tables.

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

Section 1. Environmental Findings.

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

NOTE:

the Balboa Re	servoir Project ("Project	"). The Board adopts these CEQA Findings as its own.	
Said Motion a	nd the CEQA Findings a	re on file with the Clerk of the Board of Supervisors in	
File No	and are incorp	porated herein by reference.	
(c) Th	is ordinance is compani	on legislation to other ordinances relating to the Project,	
including Planning Code and Zoning Map amendments and a Development Agreement. The			
companion ordinances are on file with the Clerk of the Board of Supervisors in File Nos.			
	and	, respectively.	

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

- (a) Section 4.105 of the Charter provides that the Planning Commission shall periodically recommend to the Board of Supervisors, for approval or rejection, proposed amendments to the General Plan.
- (b) Planning Code Section 340 provides that the Planning Commission may initiate an amendment to the General Plan by a resolution of intention, which refers to, and incorporates by reference, the proposed General Plan amendments. Section 340 further provides that the Planning Commission shall adopt the proposed General Plan amendments after a public hearing if it finds from the facts presented that the public necessity, convenience, and general welfare require the proposed amendment or any part thereof. If adopted by the Commission in whole or in part, the proposed amendments shall be presented to the Board of Supervisors, which may approve or reject the amendments by a majority vote.
- (c) After a duly noticed public hearing on ______, 2020 in Motion No. ______, the Planning Commission initiated amendments to the General Plan ("Plan Amendments"). Said Motion is on file with the Clerk of the Board of Supervisors in File No. _____ and incorporated herein by reference.

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 <u>Westnorth Basinbasin</u>, while CCSF owns the <u>Eastsouth Basinbasin</u>. <u>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.</u>

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

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

POLICY 1.4.2

Develop the <u>Westwest Basinbasin</u> of the Reservoir <u>to provide</u> the greatest benefit of the city as a whole as well as for the surrounding neighborhoods.

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

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

Policy 2.4.4

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

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

4

5 6

7 8

9

11

10

12 13

14

15

16 17

18 19

20

21 22

23

24 25

demand management strategy.

POLICY 3.4.3

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

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

OBJECTIVE 4.4

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

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

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 hsouinghousing 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 four key open spaces are articulated below.

Design Guidelines for the Open Space on the Balboa Reservoir

- 1. Develop a combination of active and passive recreational facilities that would serve residents of the neighborhood as well as others.
- 2. Provide a well-defined eastern entrance to the open space to provide access from Phelan Avenue through the proposed new campus on the east basin of the reservoir. The entrance should provide a visual terminus for the east to west axis leading through the new development on the eastern half of the reservoir to City College's main building atop the hill. The entrance should have a special landscaping treatment.
- 3. Develop clearly marked access gates, pedestrian pathways, and visual site lines aligned with the streets of adjoining neighborhoods. Create trails, small open spaces or plazas to form useful transitions and opportunities for connection between destination points. Stairs and ramps should connect the open space atop the west basin to Ocean Avenue via an extension of Brighton Avenue. A proposed neighborhood green within the Brighton Avenue right-of-way would become the primary gateway into the park from Ocean Avenue and the neighborhoods to the south.
- 4. Provide a visual buffer between the park and the houses that abut the reservoir site to the west.
- 5. Pay careful attention to the design of edges between the open space and surrounding neighborhoods as well as Riordon High School. It is important to provide access into the park from the surrounding neighborhoods while respecting the privacy of adjacent homes. Trees and shrubs should be planted to provide a buffer between the houses that abut the reservoir site to the west. Entrances to the park should align with existing streets for direct pedestrian access and to extend clear views into the park from public streets.

POLICY 5.1.3

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

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

Map 5: (Open Space Improvements), Revise the open space designation on the Balboa Reservoir as depicted in the "Balboa Reservoir Special Use District, Section 249.XX of the Planning Code" and add a boundary around the Balboa Reservoir project site and language that states: <u>Refer to the Balboa Reservoir Design Standards and Guidelines.</u>

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.XX 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.XX of the Planning Code."
3	Section 5. The Land Use Index shall be updated as necessary to reflect the
4	amendments set forth in Sections 2 and 3 above.
5	
6	Section 6. The General Plan is hereby amended by revising the Housing Element, as
7	follows:
8	
9	* * * *
10	I. SUMMARY OF OBJECTIVES & POLICIES
11	* * * *
12	
13	Issue 3:
14	EQUAL HOUSING OPPORTUNITIES
15	
16	Objective 4
17	FOSTER A HOUSING STOCK THAT MEETS THE NEEDS OF ALL RESIDENTS ACROSS
18	LIFECYCLES.
19	
20	POLICY 4.1
21	Promote housing for families with children in new development by locating multi-bedroom units near
22	common open space and amenities or with easy access to the street; and by incorporating child-
23	friendly amenities into common open and indoor spaces.
24	
25	POLICY 4.12

1	
1	Develop new housing, and encourage the remodeling of existing housing, for families with
2	children.
3	POLICY 4.23
4	Provide a range of housing options for residents with special needs for housing support and
5	services.
6	
7	POLICY 4.34
8	Create housing for people with disabilities and aging adults by including universal design
9	principles in new and rehabilitated housing units.
10	
11	POLICY 4.4 <u>5</u>
12	Encourage sufficient and suitable rental housing opportunities, emphasizing permanently
13	affordable rental units wherever possible.
14	
15	POLICY 4.5 <u>6</u>
16	Ensure that new permanently affordable housing is located in all of the city's neighborhoods,
17	and encourage integrated neighborhoods, with a diversity of unit types provided at a range of
18	income levels.
19	
20	POLICY 4.67
21	Encourage an equitable distribution of growth according to infrastructure and site capacity.
22	
23	POLICY 4.78
24	Consider environmental justice issues when planning for new housing, especially affordable
25	housing.

1	Citywide, development projects of a certain size are required to provide a minimum of two and/or three
2	bedroom units. Additional design features could help make these larger units more appealing to
3	families with children. Locating these large units adjacent to each other would encourage socializing
4	and community. Providing easy access to common open areas from those units, either directly where
5	possible, or accessible by stairs up to three stories, would provide children easy access to play space.
6	Creating overlooks from those units to the common open space would provide parents better
7	opportunities for informal supervision. Designing open spaces and indoor spaces, such as community
8	rooms or lobby space, with child-friendly features and programing those spaces with children-oriented
9	activities and amenities would provide engaging opportunities for children and further appeal to
10	families with children.
11	
12	POLICY 4.42
13	$rac{Develop\ new\ housing,\ and\ e}{E}$ ncourage the remodeling of existing housing, for families
14	with children.
15	* * * *
16	
17	POLICY 4.23
18	Provide a range of housing options for residents with special needs for housing
19	support and services.
20	* * * *
21	
22	POLICY 4.3-4
23	Create housing for people with disabilities and aging adults by including universal
24	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.

* * * *

Section 7. Effective Date. This ordinance shall become effective 30 days after enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board of Supervisors overrides the Mayor's veto of the ordinance.

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

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

JOHN D. MALAMUT
Deputy City Attorney

n:\legana\as2020\2000401\01435266.docx