

To: Members of the Balboa Reservoir Community Advisory Committee
From: Emily Lesk, Office of Economic and Workforce Development
Jeremy Shaw, Planning Department
Date: September 4, 2015

Subject: Development Parameters for Discussion at the September 14, 2015 CAC Meeting

At the CAC meeting scheduled for September 14, 2015, City staff will seek the CAC's feedback on development parameters related to (1) housing and (2) urban design and neighborhood character.

We have drafted the proposed parameters below based on community feedback to date, combined with our understanding of development and public policy considerations. Please review these draft parameters, share them with your respective constituencies and solicit their feedback, and be prepared to provide feedback at the September 14 meeting.

WPA Community Comment:

We appreciate the proposed parameters provided by the City, and support the voter approved Prop K. mandate. We further appreciate the Public Land for Housing Program's focus on our neighborhood site, as well as three other study sites including the Upper Yard located at Geneva and San Jose, the 4th and Folsom site, and 1950 Mission. At this early juncture, the community wishes to remind the city, reconfirm and restate the results and input from the greater San Francisco community on the City sponsored online survey. The top five choices, as listed in the Public Workshop #2 from May 5th, 2015 are:

1. Large open spaces for multiple uses (24%)
2. Affordable housing for all incomes (13%)
3. Neighborhood character and integrity (12%)
4. Large open spaces for programmed uses (6%)
5. Paths, walkways or routes to go on walks (6%)

Further, the Westwood Park Association residents would like to restate and confirm the top 5 choices of their neighborhood specific survey, which asked the same questions as the city sponsored survey. The top 5 choices of the WPA were:

1. Retaining neighborhood character and integrity (30.09%)
2. Large open spaces for multiple uses (25.66%)
3. Large open space for programmed use (14.16%)
4. Affordable housing for all incomes (13.27%)
5. Housing for local workforce / Paths walkways, or routes to go on walks (11.80% and 11.50%)

As described at the prior CAC meeting, these parameters will inform the selection of a developer partner for the Balboa Reservoir site. This selection will occur through a Request for Proposals (RFP) process in which prospective developers will propose concept-level ideas for development at the site. The proposals will be evaluated on how they adhere to these parameters, and a developer partner will be selected accordingly. The September 14, 2015 meeting will focus on housing and urban design/neighborhood character parameters, and at subsequent CAC meetings we will seek feedback on additional categories of parameters including parks and open space, transportation, relationship with City College, sustainability, and other desired community amenities.

WPA Community Comment:

The WPA community respectfully requests that the CAC and City provide more than one CAC meeting in order to address housing, given that this discussion point of the RFP forms a significant portion of the Westwood Park community concerns, and will significantly impact the other components of the CAC guidelines for the RFP (i.e., urban design & neighborhood character, parks and open space, transportation, relationship with CCSF, sustainability, and other desired community amenities).

Please note that the writing of these parameters will not be the only opportunity for the community and the City to impact the development. Once a developer is selected through the RFP process, its winning proposal will be refined with additional feedback from the City, community members, and the CAC.

In our experience, the RFP process is most successful when the development parameters balance (1) setting clear expectations about what is most important to the City and the community and (2) providing enough flexibility to encourage creative proposals and allow for continued, iterative work once the developer has been selected. The proposed parameters below seek to strike that balance by providing high-level guidance on critical issue

WPA Community Comment:

We respectfully request more detail around the RFP process. In particular:

1. Before the RFP is put in final form, we ask that a draft be made available to both interested proposers as well as the community, for comment. All of us have an interest in understanding the level of detail requested in the submitted proposals. For example, we would be strongly opposed to an RFP that does not ask the developer to include **specifics** as to how it intends to address the housing goals (number of units) as well as the community interests (maintaining neighborhood integrity, community space, etc).
2. Does the City have any existing studies around the economic viability of the development. For example, does the City have or intend to do any studies that analyze the **total** number of units that would be required to support a development that also includes both affordable housing and neighborhood amenities?

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Background Information

At the September 14 meeting, staff will also present background information that will help inform

the discussion of the proposed parameters. For additional background information, we highly

recommend consulting these resources:

- The Mayor's Office of Housing and Community Development's "Inclusionary Affordable Housing Program Monitoring and Procedures Manual" can be found online at <http://sfmoh.org/modules/showdocument.aspx?documentid=6983>. The CAC may be especially

interested in the monitoring and enforcement procedures that ensure that the housing serves only those in financial need, particularly the information found on pages 26 – 27 (limits to condominium resale prices) and pages 33 – 34 (restrictions for rental units).

- Information on the income levels that qualify for affordable housing is attached to this memorandum as Exhibit A and can also be found on the Balboa Reservoir Study's website, www.sf-planning.org/balboareservoir.

- Proposition K (2014), which was passed by 65% of San Francisco voters in 2014, established affordable housing development goals that have informed our proposed housing parameters. In particular, Proposition K set a goal for 33% of newly developed housing to be affordable to low-income and moderate-income households. The full text of this ballot measure can be found beginning on page 168 of the 2014 election guide, at http://sfpl4.sfpl.org/pdf/main/gic/elections/November4_2014.pdf.

- Applicable guidelines governing building design can be found within the Planning Department's ground floor residential design guidelines, at www.sfplanning.org/ftp/files/publications_reports/guidelines_for_groundfloor_residential_design.pdf.

pdf; in Section 6 of the Balboa Park Station Area Plan (Built Form), at

www.sfplanning.org/index.aspx?page=1748; and within the General Plan's Urban Design

Element,
at [www.sf-planning.org/ftp/general_plan/I5 Urban Design.htm](http://www.sf-planning.org/ftp/general_plan/I5_Urban_Design.htm).

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Proposed Principles and Parameters: Housing

Principle #1: Build new housing for people at a range of income levels.

Draft Parameters:

a. Make at least 33% of total housing units permanently affordable to low or moderate - income households. (*Note: This is consistent with Proposition K (2014), which is described above.*)

1. Make at least 15% of total housing units affordable to low-income households (earning up to 55% of Area Median Income (AMI)).

2. Make an additional 18% (or more) of total housing units affordable to low or middle-income households (earning up to 120% of AMI).

b. Maximize the number of affordable units for low (55% of AMI), moderate (120% of AMI), and middle-income (earning up to 150% of AMI) households; aim to include at least 50% of housing affordable to low, moderate, and middle-income households.

c. Produce sufficient market rate housing to cover costs, provide an economic return to the SFPUC ratepayers, and ensure project feasibility.

Principle #2: Create housing that can serve a diverse group of household types.

Draft Parameters:

a. Maximize the proportion of affordable housing that is provided on-site (as opposed to off-site or through paying an in-lieu fee).

WPA Community Comment:

We agree that development of on-site affordable housing is key to facilitating an integrated and vibrant neighborhood, one which crosses over socio-economic boundaries in order to bring residents together and create a strong community. We feel it is important for SF Planning and MOEW to consider holding all developers in San Francisco to this same standard, and exclude any future approved city residential developments from off-site affordable housing, or "in-lieu" fees, which have placed an undue burden on current and future developments in existing cohesive and historic San Francisco neighborhoods.

b. Design a substantial proportion of housing units, common spaces within residential buildings, and public amenities to be suitable for families with children.

c. Indicate how family-friendly units will be made accessible to households at a range of incomes.

d. Consider partnering with City College and/or area schools to allocate on-site units to house students, faculty, and/or staff.

Principle #3: Help to alleviate City's undersupply of housing.

Draft Parameters:

a. Within the confines of other relevant parameters (e.g. neighborhood character, open

space, transportation), and subject to the desired unit sizes and family oriented units cited above, maximize the amount of new housing created to address the current and projected affordability challenges faced by the neighborhood and the City.

b. Maximize the pace of housing creation without compromising the quality of design or construction or outpacing needed transportation infrastructure.

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Proposed Principles & Parameters: Urban Design & Neighborhood Character

The following draft principles and parameters provide a framework for more detailed parameters

and guidelines to be included in the RFP. They are based on existing urban design guidelines in the

Planning Department as well as on the specific context of the Balboa Public Site. Planning Department staff is working to further explore and illustrate these principles and draft parameters,

which may lead to a refined set of parameters used to facilitate discussion, feedback and input on

urban design and neighborhood character.

Principle #1: Connect and relate to the surrounding fabric of streets, blocks and open spaces.

Draft parameters:

a. Create a general block scale that respects nearby neighborhoods, provides permeability, and uses a pedestrian network to connect the surrounding fabric of streets and open spaces.

b. Break the scale of blocks by providing mid-block alleys, pedestrian paths, courtyards, or plazas to better connect networks of public or common spaces

c. Orient the site, blocks, and street and pedestrian connections to maximize pedestrian safety, accessibility and mobility.

Principle #2: Harmonize the relationships between existing buildings, streets and open spaces.

Draft parameters:

a. Design the site and buildings to integrate with, respect and reflect local character, scale, design, and uses.

b. Design variation in building height, scale, massing and materials. Maintain visual interest and limit the extent of uniform, unvaried surfaces.

c. Locate taller buildings where adjacent buildings are tallest, with heights tapering down on approach to single-family neighborhoods. Buildings on the west side of site should generally be of lower height than the east, and respect the scale, privacy and light of adjacent homes to the west.

d. Building heights should fall within a range of 25' to 65' feet, allowing for heights of up to 85' in the eastern portion of the site where, due to economic efficiencies, the additional height allows for additional community benefits.



WPA Community Comment:

The current zoning of Westwood Park is 28'. The current zoning of the Balboa reservoir site is 40 feet, as agreed to and implemented within the 2009 Balboa Park Station Plan. Please describe for the community how an 85' height maximum was derived, given the **significant community input that resulted in the 40' height restriction within the 2009 plan**. The community concern is that desired open space will be negotiated for increased height and density. Please address this concern.

- e. Site and design buildings to enhance public spaces, while minimizing their impact on existing residential privacy and access to light.
- f. Shape the height and bulk of buildings to respect views and vantage points; avoid top-heavy or bulky appearance.
- g. Design roofs to enhance and not detract views from above.

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Principle #3: Design with and complement the site's natural context.

Draft Parameters:

- a. Maximize exposure to sun and protection from wind, in particular afternoon winds from the West.
- b. Design the site, buildings and public realm to accentuate local topography, integrate with local landscape and incorporate natural habitat.

Principle #4: Express neighborhood character, celebrate cultural history and build on neighborhood activities.

Draft Parameters:

- a. Design amenities and the public realm to align with neighborhood activities, desires or needs, including current uses of the site for families, dog walking and exercise
- b. Express the cultural and historical elements of the community in the site or public realm design.
- c. Design the site and public realm to respect and reflect community heritage, the City College campus, and the role of Ocean and Phelan as a "gateway" to the neighborhood.

Meeting Agenda

The following meeting agenda, which has been developed in consultation with the CAC Chairperson,

will incorporate discussion of these RFP parameters in addition to the other items discussed at the

August 26, 2015 CAC meeting. Once a location for the September 14, 2015 meeting has been

confirmed, staff will format a formal agenda document that will be posted on the CAC website and

transmitted to the CAC members.

1. Call to Order and Roll Call.

2. Approval of Minutes from Previous Meeting. (Action Item)

3. Scheduling October CAC Meeting. (Action Item)

Discussion and possible action regarding the cancellation of the regular meeting scheduled on

October 12 (Columbus Day) and the scheduling of a special meeting in October to replace it.

4. General Public Comment.

5. Communication with the Community. (Discussion Item)

Discussion of strategies that CAC members might employ for outreach to and communication

with their respective constituents. *Note: Each CAC member will be asked to briefly share the strategy or strategies that you anticipate employing.*

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6. Overview of RFP Format. (Discussion Item)

Presentation by City staff on anticipated RFP content, followed by discussion by the CAC.

7. Housing: Background and Parameters. (Discussion Item)

WPA Community Comment:

At the January 21st, 2015 Community meeting, the City indicated 4 pilot sites were being studied in conjunction with the Public Land for Housing Program. Can the City provide an overview of the status of the other three pilot sites? For example, are these sites moving forward, how many units will be developed, how many affordable, cost of land, etc.?

Presentation by City staff on real estate and affordable housing development economics and

initial draft housing and housing affordability parameters for the Balboa site, followed by discussion by the CAC.

8. Urban Design & Neighborhood Character: Background and Parameters. (Discussion Item)

Presentation by City staff on urban design and neighborhood character parameters and supporting background information, followed by discussion by the CAC.

9. City College Master Plan Process Update. (Followed by Q&A)

Report on master plan status and, followed by an opportunity for members of the public to ask related questions.

10. Adjournment.

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Exhibit A