



# SAN FRANCISCO PLANNING DEPARTMENT

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## Memo to the Planning Commission

HEARING DATE: DECEMBER 11, 2014

*Date:* December 4, 2014  
*Project Name:* **Public Sites Framework**  
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*Recommendation:* **Informational Only**

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On January 23, 2014, Planning Department and Office of Economic and Workforce Development staff presented the Commission an overview of a new inter-agency initiative to examine the potential development of underutilized public parcels in order to help fund public services and provide public benefits through their better utilization.

At the January hearing, staff outlined the high-level programmatic approach to developing underutilized sites owned by public agencies:

- 1) A set of draft principles to guide the process for developing an underutilized site;
- 2) A comprehensive menu of public benefits the public sites can provide collectively;
- 3) A set of tools and innovative strategies to achieve the desired public benefits while still delivering a feasible project and supporting the landowning agency's mission; and
- 4) A rolling review of underutilized properties and the establishment of a portfolio of opportunity sites for which the above-mentioned principles and tools will be applied to create approvable and implementable project proposals.

Since January the inter-agency group has: 1) conducted outreach via a program website, phone calls and email, and hosted two community meetings and a number of individual stakeholder meetings to gather initial feedback on the various components and help shape the program; 2) begun preliminary analysis on the initial set of pilot sites including the SFPUC-owned Balboa Reservoir, the SFMTA-owned air rights over the Central Subway station at 4<sup>th</sup> and Folsom Streets, the property at 1950 Mission Street formerly owned by the SFUSD and the SFMTA-owned property at the Upper Yard near Balboa Park Station; and 3) refined the scope of the program based on public feedback.

This memo summarizes the process since January, program refinements based on that process, and the next steps.

**PUBLIC OUTREACH & ENGAGEMENT SUMMARY:**

Below is a summary of comments by topic from the two public meetings the inter-agency team conducted in October and from conversations with individual organizations:

- Project, process and draft principles:
  - Define project more clearly – What are public sites? How do you determine what is in the program? Is this primarily a housing effort?
  - Explain how site transactions will take place (sale? leases?).
  - The process and principles should be based on meaningful community engagement, transparency and be informed by/adapted to local needs.
  - Provide more information on universe of potential sites.
  - Look at impacts on existing and most vulnerable residents.
  - Prioritize sites near transit and services;
  - Participants generally agreed that underutilized sites should be put to more productive uses.
- Housing:
  - Define affordability more clearly.
  - 100% affordable housing should be priority and explain clearly when it is not.
  - Middle-income housing should be price/deed-restricted.
  - Mixed-income, workforce housing and family-size units are important;
  - Foster good urban and architectural design consistent with neighborhood character.
- Transportation:
  - Increase capacity (transit-proximate sites may impact an already crowded bus).
  - Parking and other factors (density, etc.) should be informed by transit capacity.
  - Transportation improvements and strategies should be included in developments but consider all needs (e.g., seniors as well as bike-users).
- Green infrastructure:
  - Participants expressed support for green infrastructure strategies, including as a way to better connect/repair neighborhoods.
  - Development should comply with codes and set a high bar but look at costs as compared to local and environmental benefits.
- Other public benefits that are a priority:
  - Open space;
  - Affordable ground floor opportunities for: commercial, nonprofit, and community space (based on local needs);
  - Local economic development/jobs (as a benefit, a principle and a metric to track).

There will be further opportunities for public participation as outlined under next steps. Information about them and other program updates will be posted on the website: <http://www.sf-planning.org/publicsites>

## PROJECT REFINEMENTS:

Based on public and stakeholder feedback staff has refined the project as follows:

- Enterprise Agency Properties. The program will commence with sites owned by City enterprise departments (SFMTA and SFPUC). This imposes certain constraints in terms of receiving value for the land but provides additional opportunities to bring forward public benefits in keeping with such agencies' respective missions. Property owned by other City departments and potentially other public agencies could be incorporated as the program moves forward, subject in all cases to agreement with the owner agency and satisfaction of any legal constraints associated with the property disposition.
- Housing First Priority. In response to community feedback and the passage of Proposition K by the voters in November, establishing housing (and in particular housing affordable to low and moderate incomes) as the primary focus of the programmatic approach. This is not a singular focus; other public benefits and community needs identified through public engagement (green features, TDM measures, affordable ground floor space, etc.) will be incorporated in each housing development project.
- Sites not Appropriate for Housing: Where housing is not feasible but the site may provide a key public benefit the inter-agency team will coordinate further conversations about site use with the owning agency to ensure appropriate consideration of all beneficial re-utilization opportunities.
- Housing Site Review Criteria. For sites with characteristics that best leverage federal and state funding sources for low-income housing the initial step will be to determine feasibility for such an approach and if established such a site would proceed along those lines. Similarly, sites with characteristics and capacity to pilot and demonstrate mixed-income strategies for cross-subsidization of rents and/or new funding streams to provide below-market-rate housing to moderate income families will be structured accordingly. The specifics of these criteria will be further discussed at the hearing.
- Housing Transaction Strategy. For housing transactions, the likely model will be to solicit a development partner early in the process so that community engagement and entitlement activities can proceed on a coordinated basis. Interagency team will explore ground lease structures wherever possible that will reduce up-front construction costs while retaining asset value for the owning agency.
- Public Information.
  - a. Producing a map for the public to see the universe of sites owned by public agencies.(Attachment A: Map of all Public Sites)
  - b. Identifying Tier 1/Pilot Sites and timeline for those sites (See Attachment B: Map of Sites)

**TIMELINE & NEXT STEPS:**

<i>Date:</i>	<i>Actions:</i>
Winter 2014-15	<ul style="list-style-type: none"> <li>➤ Planning Commission (12/11) and owner agency commission updates on program approach and next steps</li> </ul>
Winter/Spring 2015	<ul style="list-style-type: none"> <li>➤ Finalize preliminary site analysis on pilot/tier 1 sites (See Map Tier 1/Pilot Sites)</li> <li>➤ Site-specific meetings at Balboa Reservoir and other Tier 1 sites as appropriate based on analytical work</li> <li>➤ Commission presentation(s) on Balboa Reservoir community process</li> </ul>
Summer 2015	<ul style="list-style-type: none"> <li>➤ Refinement of funding and transaction strategies</li> <li>➤ Draft request for proposal(s) for initial site(s) based on community feedback, availability of needed funding resources and staff analysis</li> <li>➤ Additional sites analyzed for inclusion in program;; announcements made on a rolling basis</li> <li>➤ Informational reports at the Planning Commission and/or owner agency commissions or boards of directors</li> </ul>
End 2015	<ul style="list-style-type: none"> <li>➤ Developer partners selected for first-phase projects;</li> <li>➤ Report out on program status (active projects, projects under analysis, other opportunities for coming year)</li> </ul>

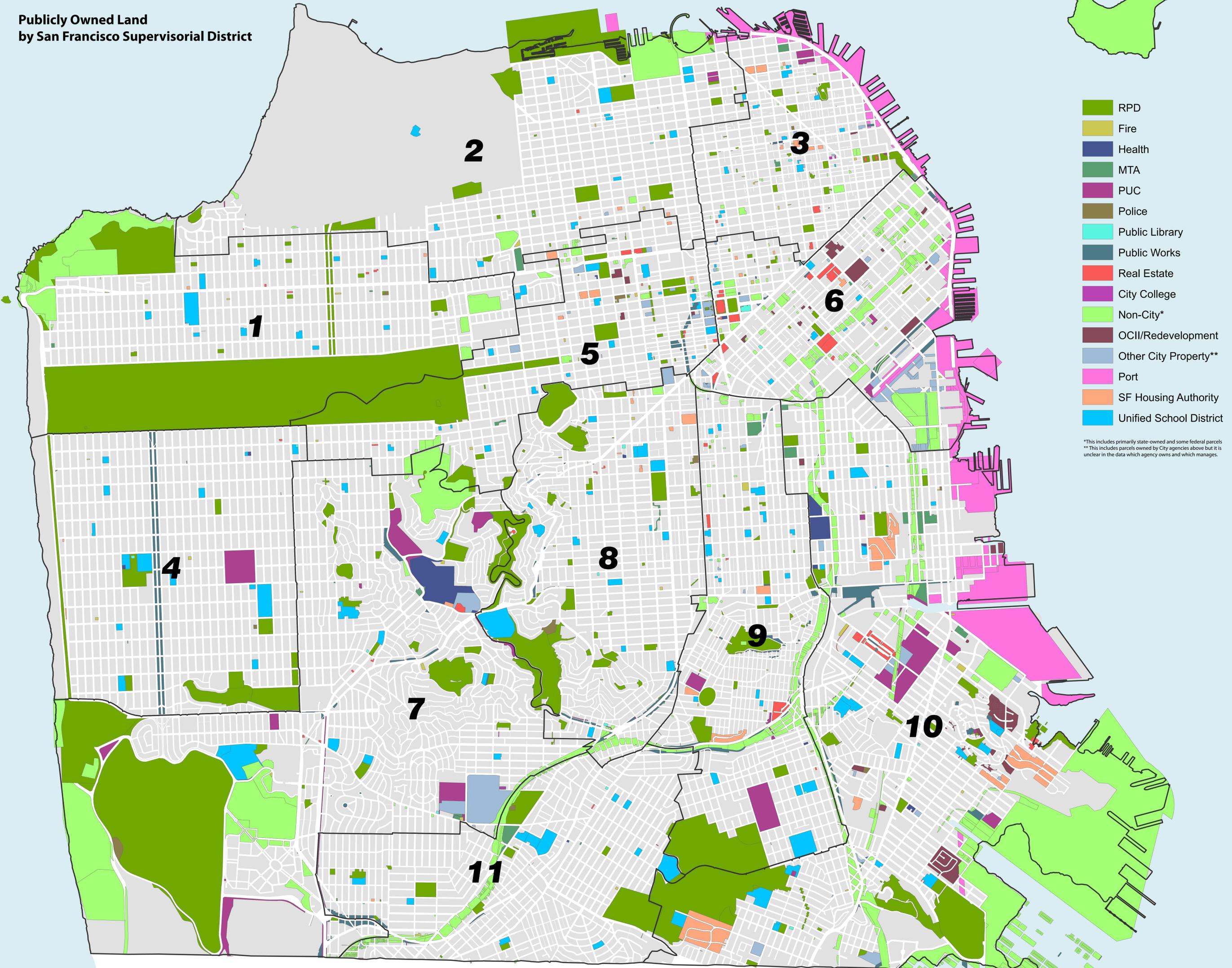
The Planning Commission will review specific proposals and approve any needed entitlements as projects are ready.

**RECOMMENDATION: Informational Only**

**Attachments:**

- A. Map of all publicly-owned sites in San Francisco**
- B. Map of Tier 1/Pilot Sites**

**Publicly Owned Land  
by San Francisco Supervisorial District**



- RPD
- Fire
- Health
- MTA
- PUC
- Police
- Public Library
- Public Works
- Real Estate
- City College
- Non-City\*
- OCII/Redevelopment
- Other City Property\*\*
- Port
- SF Housing Authority
- Unified School District

\*This includes primarily state-owned and some federal parcels  
\*\* This includes parcels owned by City agencies above but it is unclear in the data which agency owns and which manages.

**Tier 1/Pilot Public Sites for Development**

