



SAN FRANCISCO PLANNING DEPARTMENT

Executive Summary

HEARING DATE: FEBRUARY 19, 2014

REVISED MEMO

Date: February 14, 2014
Case No.: 2010.0641 M
Project: Recreation and Open Space Element Update
Staff Contact: Kimia Haddadan – (415) 575-9068
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Reviewed by: Susan Exline susan.exline@sfgov.org
Recommendation: **Informational**

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PROJECT DESCRIPTION

The Recreation and Open Space Element of the General Plan is one of the ten elements of the San Francisco General Plan, guiding the City to “to ensure that the qualities that make San Francisco unique are preserved and enhanced.” Each element of the General Plan signifies the City’s overarching strategies and goals in the underlying matters. The Recreation and Open Space Element (ROSE) of the General Plan was last updated in 1986 and California State law requires a current recreation and open space element.

In November 2007, the Mayor’s Office launched the Mayor’s Open Space Task Force, composed of over 80 landscape architects, open space advocates and residents from around the City. Their goal was to develop supportive open space policies, coordinate resources towards open space goals, and create strategies to acquire, develop, renovate and maintain open space opportunities in every neighborhood. The work of this task force highlighted the need to update the Recreation and Open Space Element (ROSE) of the General Plan in order to address current opportunities and challenges to recreation and open space.

Public Outreach

After meeting for almost a year, the Task Force developed a series of overarching themes which provided direction for an update of the ROSE, and staff from the Planning Department, Recreation and Parks Department, and the City’s nonprofit partner at the time, the Neighborhoods Parks Council, embarked upon a series of meetings with neighborhoods, organizations, and City departments to develop open space goals, policies and objectives.

After over 17 meetings staff developed the first *Draft Recreation and Open Space Element*. This Draft was released in May 2009 and incorporated feedback from the Open Space Task Force, the community meetings and numerous city agencies. The Department received numerous comments from the community as well as public agencies. A revised draft was published in June 2011, incorporating comments and input received, followed by an initiation hearing at the Planning Commission on August 4, 2011. The Commission and staff heard further comments at and subsequent to the hearing from certain stakeholders. In the following months, the Department worked closely with these stakeholders to understand their concerns through multiple targeted working group meetings. This final round of

community outreach along with further coordination with public agencies resulted in a final release of the ROSE in December 2013. The Department presented the final edits first in a stakeholder meeting in November and then in a public open house in December.

At the Planning Commission on January 9, 2014 and at the January 15th Historic Preservation Commission there were recommendations made to present the updated ROSE to the Historic Preservation Commission and to include in the ROSE policy language that explicitly addresses historic preservation. Staff presented the update to the Recreation and Open Space Element to the HPC on February 5, 2014 and suggested some possible policy language. Department historic preservation staff will also briefly discussed the draft Historic Preservation Element and the proposed work plan for next fiscal year that includes updating this new Element.

WHAT IS THE GENERAL PLAN AND HOW ARE HISTORIC PRESERVATION POLICIES INCLUDED THROUGHOUT THE GENERAL PLAN?

The San Francisco Charter requires “the city planning commission to adopt and maintain including necessary changes therein, a comprehensive, long-term, general plan for the improvement and future development of the city and county to be known as the master plan.....” State law requires that the Master Plan or General Plan address seven issues: land use, circulation, housing, conservation, open space, noise and safety. Additional Elements can be added.

The San Francisco General Plan contains the following elements: Housing, Commerce and Industry, Recreation and Open Space, Transportation, Urban Design, Environmental Protection, Community Facilities, Community Safety, Arts and Air Quality. San Francisco generally updates their Elements one at a time. Currently, in addition to the Recreation and Open Space Element, the Housing Element and Transportation Element are in the very early stages of being updated. The Preservation Element will be a new Element added to the General Plan and will be updated over the next few years.

Each Element focuses on its main purpose; e.g the housing element focuses on the need to meet the housing requirements of all economic segments of the community. However, there is obvious cross-referencing between Elements on numerous subject matters. In the case of historic preservation, the Housing Element has two policies related to historic preservation (Policies 11.7 and 11.9), the Community Safety Element has one policy (Policy 3.1), the Commerce and Industry Element has one policy (Policy 6.8), and the Urban Design Element is currently where most of the historic preservation policies reside (Policies 2.4-27).

TIMELINE FOR ADOPTION

Below is the proposed timeline for the adoption of the update to the Recreation and Open Space Element.

January 9, 2014	Initiation by the Planning commission
February 5, 2014	Presentation to the Historic Preservation Commission
February 19, 2014	Presentation to the Historic Preservation Commission
February 20, 2014	Presentation to the Recreation and Park Commission
March 27, 2014	Proposed adoption by the Planning Commission

REQUIRED COMMISSION ACTION

Attachment C is the draft General Plan Ordinance for the Historic Preservation Commission's review. The ordinance is what will be considered for adoption by the Planning Commission. The ordinance would update the Recreation and Open Space Element of the General Plan. If the Historic Preservation Commission chooses, it can direct staff to write a letter to the Planning Commission with comments on the draft preservation policies that the HPC would like to include in the update to the Recreation and Open Space Element.

ENVIRONMENTAL REVIEW

The Mitigated Negative Declaration is underway and publication is expected in February. CEQA requires a 30 day comment period and therefore adoption is expected in late March.

PUBLIC COMMENT

All comments and the response to comments on the 2009 Draft ROSE will be sent electronically due to the length of the materials. The document is also available online for the public to review at <http://openspace.sfplanning.org> or by calling the project staff. The Comment period on the November 2013 Draft ROSE has been extended to February 21st to accommodate any feedback from the Commissioners today or any public feedback.

RECOMMENDATION: Direct staff to write a letter to the Planning Commission

Attachments:

Attachment A: Draft historic preservation policy language to be included in the Recreation and Open Space Element

Attachment B: Draft letter from the Historic Preservation Commission to the Planning Commission

Attachment C: General Plan Ordinance

Draft Policy language

New Policy in Objective 1

Policy 1.12

Identify and preserve significant historic features, while acknowledging the need to alter or add to the historic features yet retain the feature's historic character.

Significant historic and cultural landscapes include sites associated with a significant event, activity, person or group of people. Historic and Cultural landscapes are intended to change and mature over time, especially in response to the need to modernize and respond to changing needs. Thus, when changes are proposed to these resources, review and analysis should ensure that changes reflect the surrounding historic context.

New bullet point under a new sustainability policy.

POLICY 4.4

Include environmentally sustainable practices in construction, renovation, management and maintenance of open space and recreation facilities.

Historic Preservation Appropriate repair and retrofitting of existing historic resources is an inherently sustainable strategy and ensures that the character and integrity of significant historic resources is maintained. Adaptive reuse, such as for new programming, accessibility, life and safety, and systems upgrades, is a strategy that can be used to conserve materials, minimize impacts to the environment, promote a sense of place, and improve livability.



SAN FRANCISCO PLANNING DEPARTMENT

February 19, 2014

Members, San Francisco Planning Commission
1650 Mission Street, Suite 400
San Francisco, CA 94103-2479

RE: **Recommendation of preservation policy language**

San Francisco Planning Commission:

On February 5, 2014 the Historic Preservation Commission (HPC) held a public hearing and took public comment on the department's proposed November 2013 Draft Recreation and Open Space Element, the HPC arrived at the comments below:

1. The HPC and department staff discussed adding the following policy language to the Recreation and Open Space Element:

NEW POLICY 1.12

Recognize the value of historic buildings and landscapes.

Historic resources are an important element of our park system. The value of these resources should be celebrated as they provide an important link to the significant events, people, places or design that they represent.

NEW POLICY 1.13

Identify and preserve historic landscapes, buildings, structures, and objects within City parks, while acknowledging that there may be a necessity to alter, replace or make changes to these features over time to accommodate new needs or uses.

The City should identify and evaluate historic resources in City parks. Prior to any proposed project that involves the alteration, replacement or other changes to any of these resources, the City should evaluate whether a comprehensive survey is warranted to identify historic resources and associated character-defining features within the vicinity of the proposed project. The City should determine the appropriate treatment for the affected resources based on the nature of the resource and the public benefits provided by the proposed project.

New bullet point under a new sustainability policy:

POLICY 4.4

Include environmentally sustainable practices in construction, renovation, management and maintenance of open space and recreation facilities.

Historic Preservation. Appropriate repair and retrofitting of existing historic resources is an inherently sustainable strategy and ensures that the character and integrity of significant historic resources is maintained. Adaptive reuse, such as for new programming, accessibility, life and safety, and systems upgrades, is a strategy that can be used to conserve materials, minimize impacts to the environment, promote a sense of place, and improve livability.

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Today, the HPC held its final public hearing on the department's draft Recreation and Open Space Element and **inclusion of these policies in the Recreation and Open Space Element**. The HPC appreciates the opportunity to participate in the review of the update to the Element.

Sincerely,

Karl Hasz, President
Historic Preservation Commission

FILE NO.

ORDINANCE NO.

1 [Approving General Plan Amendments Related to the 2014 Recreation and Open Space
2 Element Update.]

3 **Ordinance amending the San Francisco General Plan by repealing the 1986 Recreation
4 and Open Space Element and adopting the 2014 Recreation and Open Space Element;
5 making findings, including environmental findings and findings of consistency with the
6 General Plan and the eight priority policies of the Planning Code Section 101.1.**

7 Note: Additions are single-underline italics Times New Roman;
8 deletions are ~~strikethrough italics Times New Roman~~.
9 Board amendment additions are double underlined.
Board amendment deletions are ~~strikethrough normal~~.

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

11 Section 1. Findings.

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

15 B. On _____, the Board of Supervisors received from the Planning
16 Department the proposed General Plan amendment which repeals the 1986 Recreation and
17 Open Space Element and adopts the 2014 Recreation and Open Space Element (“the
18 Recreation and Open Space Element Update Amendment”).

19 C. Section 4.105 of the City Charter further provides that if the Board of
20 Supervisors fails to Act within 90 days of receipt of the proposed Recreation and Open Space
21 Element Update Amendment, then the proposed amendment shall be deemed approved.

22 D. San Francisco Planning Code Section 340 provides that an amendment to the
23 General Plan may be initiated by a resolution of intention by the Planning Commission, which
24 refers to, and incorporates by reference, the proposed General Plan amendment. Section
25 340 further provides that Planning Commission shall adopt the proposed General Plan

1 amendment after a public hearing if it finds from the facts presented that the public necessity,
2 convenience and general welfare require the proposed amendment or any part thereof. If
3 adopted by the Commission in whole or in part, the proposed amendment shall be presented
4 to the Board of Supervisors, which may approve or reject the amendment by a majority vote.

5 E. On _____, the Planning Commission initiated the Recreation and Open
6 Space Element Update, as an amendment to the General Plan, at a duly noticed public
7 hearing.

8 F. On _____, the Planning Department published the Mitigated Negative
9 Declaration and complied with the provisions of the California Environmental Quality Act
10 ("CEQA") (California Public Resources Code Section 21000 et seq.), the CEQA Guidelines
11 (14 Cal. Code Regs. Section 15000 et seq.) and Chapter 31 of the San Francisco
12 Administrative Code. A copy of the Final Mitigated Negative Declaration is on file with the
13 Clerk of the Board in File No. _____.

14 G. The Project evaluated in the Final Mitigated Negative Declaration includes
15 amendments to the General Plan related to the Project proposed by the Planning Department.
16 The Recreation and Open Space Element Update Amendment is an action proposed by the
17 Planning Department that is within the scope of the Project evaluated in the Final Mitigated
18 Negative Declaration.

19 H. At the same hearing during which the Planning Commission adopted CEQA
20 Findings with respect to the approval of the proposed Recreation and Open Space Element
21 Update Amendment in Motion _____ and adopted the Recreation and Open Space
22 Element Update Amendment in Resolution _____, finding that the public necessity,
23 convenience and general welfare required the proposed amendment. The letter from the
24 Planning Department transmitting the proposed Housing Element Update Amendment to the
25

Comment [se1]: Start here

1 Board of Supervisors, the Final EIR, the CEQA Findings adopted by the Planning Commission
2 with respect to the approval of the Housing Element Update Amendment, including a
3 mitigation monitoring and reporting program and a statement of overriding considerations, the
4 Housing Element Update Amendment and the Resolution approving the Housing Element
5 Update Amendment are on file with the Clerk of the Board in File No _____. These and
6 any and all other documents referenced in this Ordinance have been made available to, and
7 have been reviewed by, the Board of Supervisors, and may be found in either the files of the
8 City Planning Department, as the custodian of records, at 1650 Mission Street in San
9 Francisco, or in Board File No. _____ with the Clerk of the Board of Supervisors at 1 Dr.
10 Carlton B. Goodlett Place, San Francisco and incorporated herein by reference.

11 I. The Board of Supervisors has reviewed and considered the Final EIR and the
12 environmental documents on file referred to herein. The Board of Supervisors has reviewed
13 and considered the CEQA Findings adopted by the Planning Commission in support of the
14 approval of the Housing Element Update Amendment, including the mitigation monitoring and
15 reporting program and the statement of overriding considerations, and hereby adopts as its
16 own and incorporates the CEQA Findings contained in Planning Commission Motion
17 _____ by reference as though such findings were fully set forth in this Ordinance.

18 J. The Board of Supervisors endorses the implementation of the mitigation
19 measures identified in the Planning Commission's CEQA Findings.

20 K. The Board of Supervisors finds that no substantial changes have occurred in the
21 Project proposed for approval under this Ordinance that will require revisions in the Final EIR
22 due to the involvement of new significant environmental effects or a substantial increase in the
23 severity of previously identified significant effects, no substantial changes have occurred with
24 respect to the circumstances under which the Project proposed for approval under the
25

1 Ordinance are undertaken which will require major revisions to the Final EIR due to the
2 involvement of new environmental effects or a substantial increase in the severity of effects
3 identified in the Final EIR and no new information of substantial importance to the Project as
4 proposed for approval in the Ordinance has become available which indicates that (1) the
5 Project will have significant effects not discussed in the Final EIR, (2) significant
6 environmental effects will be substantially more severe, (3) mitigation measure or alternatives
7 found not feasible which would reduce one or more significant effects have become feasible
8 or (4) mitigation measures or alternatives which are considerably different from those in the
9 Final EIR would substantially reduce one or more significant effects on the environment.

10 M. The Board of Supervisors finds, pursuant to Planning Code Section 340, that the
11 Housing Element Update Amendment set forth in the documents on file with the Clerk of the
12 Board in File No. _____ will serve the public necessity, convenience and general welfare
13 for the reasons set forth in Planning Commission Resolution No. _____ and
14 incorporates those reasons herein by reference.

15 N. The Board of Supervisors finds that the Housing Element Update Amendment
16 as set forth in the documents on file with the Clerk of the Board in Board File No. _____, is
17 in conformity with the General Plan and the eight priority policies of Planning Code Section
18 101.1 for the reasons set forth in Planning Commission Resolution No. _____. The
19 Board hereby adopts the findings set forth in Planning Commission Resolution No.
20 _____ and incorporates those findings herein by reference.

21 Section 2. The Board of Supervisors hereby repeals the 2004 Housing Element and
22 approves the 2009 Housing Element, as an amendment to the General Plan as recommended
23 to the Board of Supervisors by the Planning Commission on _____, and referred to
24 above.

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

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4 By: _____
5 Audrey Pearson
6 Deputy City Attorney

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