



SAN FRANCISCO PLANNING DEPARTMENT

Historic Preservation Commission Resolution No. 644

HEARING DATE: APRIL 21, 2010

Date: April 15, 2010
Case No.: 2008.1398TZ
Project Address: 150 Otis Street
Zoning: P (Public Use District)
Proposed SUD: Veterans Common Special Use District
Height/Bulk: 85-X
Proposed Ht/Bulk: 125-X
Block/Lot: 3513/007
Project Sponsor: Supervisor David Chiu
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RESOLUTION OF THE HISTORIC PRESERVATION COMMISSION ADOPTING FINDINGS RECOMMENDING THAT THE BOARD OF SUPERVISORS ADOPT A PROPOSED ORDINANCE ADDING PLANNING CODE SECTION 249.46 TO ESTABLISH THE VETERANS COMMONS SPECIAL USE DISTRICT, TO AMEND SHEET SU07 OF THE ZONING MAP TO REFLECT THIS NEW SPECIAL USE DISTRICT AND TO AMEND ZONING MAP SHEET HT07 TO CHANGE THE HEIGHT AND BULK DESIGNATION TO 125-X FOR THE PROPERTY AT 150 OTIS STREET (LOT 007 IN ASSESSOR'S BLOCK 3513) LOCATED ON THE WEST SIDE OF OTIS STREET BETWEEN MCCOPPIN STREET AND DUBOCE AVENUE, TO FACILITATE THE DEVELOPMENT OF 76 AFFORDABLE DWELLING UNITS, RESIDENTIAL SERVICES AND COMMON AREA AND ADOPTING ENVIRONMENTAL FINDINGS UNDER THE CALIFORNIA ENVIRONMENTAL QUALITY ACT AND FINDINGS OF CONSISTENCY WITH THE GENERAL PLAN AND THE PRIORITY POLICIES OF PLANNING CODE SECTION 101.1.

WHEREAS, On March 16, 2010, Supervisor David Chiu introduced a proposed Ordinance under Board of Supervisors (hereinafter "Board") File Number 100330, attached as EXHIBIT A, which would amend the San Francisco Planning Code by adding Section 249.46 to create the Veterans Commons Special Use District ("SUD"), to amend Sheet SU07 of the Zoning Map of the City and County of San Francisco and to amend Sheet HT07 of the Zoning Map of the City and County of San Francisco to reflect this new SUD and change in height and bulk designation to allow dwelling units, social services and exceptions from the Planning Code for rear yard, usable open space dwelling unit exposure, bicycle parking, dwelling unit mix and density requirement for establishment of an affordable housing development at 150 Otis Street, located on the west side of Otis Street, between McCoppin Street and Duboce Avenue, (Lot 007 in Assessor's Block 3513).

Chinatown Community Development Center (hereinafter "Project Sponsor") proposes to establish on the Subject Property 76 affordable dwelling units and no more than 6,300 square feet of residential social service space on the lower floors. The Project will result in the beneficial reuse of a site currently serving as a seasonal homeless shelter and a storage site for the City of San Francisco. The Project will adaptively use and rehabilitate the subject property, which is designated as City Landmark #248.

The Planning Department (hereinafter, "Department") published a Preliminary Negative Declaration (hereinafter "PND") on March 31, 2010, analyzing the Proposed SUD and change in height and bulk designation and other actions related to the project (Case No. 2008.1398E). On April 21, 2010, the Department reviewed and considered the Final Negative Declaration (hereinafter "FND") and found that the contents of said report and the procedures through which the FND was prepared, publicized, and reviewed complied with the California Environmental Quality Act (California Public Resources Code Sections 21000 et seq.) (CEQA), 14 California Code of Regulations Sections 15000 et seq. (the "CEQA Guidelines") and Chapter 31 of the San Francisco Administrative Code ("Chapter 31").

The Historic Preservation Commission conducted a duly noticed public hearing at a regularly scheduled meeting to consider the proposed text amendment and map change and adopt environmental findings on April 21, 2010.

The goal of this legislation is to allow the establishment of 76 permanently affordable dwelling units so as to provide affordable rental opportunities and social services for formerly homeless veteran households consistent with the goals of the General Plan and the Market and Octavia Plan.

The Department has not received any letters or phone calls in support or in opposition to the proposed Ordinance.

The proposed text amendment and map change will promote the following relevant objectives and policies of the General Plan:

HOUSING ELEMENT:

Objectives and Policies

OBJECTIVE 1

TO PROVIDE NEW HOUSING, ESPECIALLY PERMANENTLY AFFORDABLE HOUSING, IN APPROPRIATE LOCATIONS WHICH MEETS IDENTIFIED HOUSING NEEDS AND TAKES INTO ACCOUNT THE DEMAND FOR AFFORDABLE HOUSING CREATED BY EMPLOYMENT DEMAND.

Policy 1.1

Encourage higher residential density in areas adjacent to downtown, in underutilized commercial and industrial areas proposed for conversion to housing, and in neighborhood commercial districts where higher density will not have harmful effects, especially if the higher density provides a significant number of units that are affordable to lower income households.

Set allowable densities in established residential areas at levels which will promote compatibility with prevailing neighborhood scale and character where there is neighborhoods support.

The proposed project is a high density development just to the west of the downtown area, situated in a building that the City of San Francisco has identified as part of its Surplus Property program. The proposed project will adaptively re-use a publicly held site that currently serves as a seasonal homeless shelter and a storage site for the City of San Francisco into 76 permanently affordable units for formerly homeless veterans and a resident manager and space for supportive social services for the residents of the building.

Policy 1.3

Identify opportunities for housing and mixed-use districts near downtown and former industrial portions of the City.

The proposed project is a high density development just to the west of the downtown area within a building that has been identified by the City of San Francisco to be a part of its Surplus Property program.

Policy 1.5

Support development of affordable housing on surplus public lands.

The proposed project will adaptively re-use a publicly held site that currently serves as a seasonal homeless shelter and a storage site for the City of San Francisco and one that has been identified by the City of San Francisco to be a part of its Surplus Property program into 76 permanently affordable units for formerly homeless veterans and a resident manager and space for supportive social services for the residents of the building.

OBJECTIVE 3

ENHANCE THE PHYSICAL CONDITION AND SAFETY OF HOUSING WITHOUT JEOPARDIZING USE OR AFFORDABILITY.

Policy 3.1

Ensure that existing housing is maintained in a decent, safe, and sanitary condition, without increasing rents or displacing low-income households.

As part of the scope of work for the rehabilitation of the existing 90 plus year old structure, the project proposes seismic, building system, and accessibility upgrades as well as the reconfiguration of interior spaces and the addition of a new, exterior elevator tower. The project will create 76 units of permanently affordable housing for formerly homeless veterans and a resident manager.

Policy 3.5

Improve the seismic stability of existing housing without reducing the supply of affordable housing.

As part of the creation of 76 units of permanently affordable units, the project proposes seismic upgrades to meet current building code standards.

Policy 3.6

Preserve landmark and historic residential buildings.

The proposed project would result in the conservation of an existing historic resource.

OBJECTIVE 4

SUPPORT AFFORDABLE HOUSING PRODUCTION BY INCREASING SITE AVAILABILITY AND CAPACITY.

Policy 4.1

Actively identify and pursue opportunity sites for permanently affordable housing.

The proposed project site is part of the City of San Francisco Surplus Property program, and as such is the result of the identification of sites for permanently affordable housing. The project proposes to create 76 units of permanently affordable housing on publicly held land.

Policy 4.3

Encourage the construction of affordable units for single households in residential hotels and "efficiency" units.

The project proposes to create 76 units of permanently affordable housing for formerly homeless veterans and a resident manager. The sizes of the proposed units are generally considered adequate for households of not more than one to two persons and it is anticipated that the vast majority of households in the proposed project will be households of not more than one person.

Policy 4.4

Consider granting density bonuses and parking requirement exemptions for the construction of affordable housing or senior housing.

As part of the entitlements being sought to realize the proposed project, a Special Use District will be created to grant a density bonus for the project. The creation of 76 units of affordable housing for formerly homeless veterans and a resident manager is a clear public benefit granted in exchange for the increased density at the site.

OBJECTIVE 5

INCREASE THE EFFECTIVENESS AND EFFICIENCY OF THE CITY'S AFFORDABLE HOUSING PRODUCTION SYSTEM.

Policy 5.2

Support efforts of for-profit and non-profit organizations and other community-based groups and expand their capacity to produce and manage permanently affordable housing.

The SUD will support a 100% affordable housing project in conjunction with a local non-profit, community-based organization dedicated to the provision of affordable housing and community services.

OBJECTIVE 8
ENSURE EQUAL ACCESS TO HOUSING OPPORTUNITIES.

Policy 8.1

Encourage sufficient and suitable rental housing opportunities and emphasize permanently affordable rental units wherever possible.

The proposed project will create 76 units of permanently affordable rental units. It is anticipated that a number of the residents will be elderly veterans and/or have special needs.

Policy 8.8

Promote the adaptability and maximum accessibility of residential dwellings for disabled and elderly occupants.

The proposed project will meet ADA requirements as imposed by the City of San Francisco to provide the maximum possible accessibility, given site and historic building constraints, for disabled and elderly occupants.

OBJECTIVE 10
REDUCE HOMELESSNESS AND THE RISK OF HOMELESSNESS IN COORDINATION WITH RELEVANT AGENCIES AND SERVICE PROVIDERS.

Policy 10.1

Focus efforts on the provision of permanent affordable and service-enriched housing to reduce the need for temporary homeless shelters.

The proposed project seeks to convert a site currently used as a seasonal shelter for the homeless into 76 units of permanently affordable dwellings with space on lower floors for social services designed and aimed for the residents of the project.

TRANSPORTATION ELEMENT:
Objectives and Policies

OBJECTIVE 11

ESTABLISH PUBLIC TRANSIT AS THE PRIMARY MODE OF TRANSPORTATION IN SAN FRANCISCO AND AS A MEANS THROUGH WHICH TO GUIDE FUTURE DEVELOPMENT AND IMPROVE REGIONAL MOBILITY AND AIR QUALITY.

Policy 11.3

Encourage development that efficiently coordinates land use with transit service, requiring that developers address transit concerns as well as mitigate traffic problems

The proposed project coordinates the establishment of 76 permanently affordable units for formerly homeless veterans and a resident manager with the rich network of public transit found along Market Street, Mission Street and other intersections all within walking distance of the project site. Because off-street parking is not a part of the proposed project, there are no traffic problems to mitigate for the developer.

URBAN DESIGN ELEMENT:

Objectives and Policies

OBJECTIVE 2

CONSERVATION OF RESOURCES WHICH PROVIDE A SENSE OF NATURE, CONTINUITY WITH THE PAST, AND FREEDOM FROM OVERCROWDING.

POLICY 2.4

Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

POLICY 2.5

Use care in remodeling of older buildings, in order to enhance rather than weaken the original character of such buildings.

POLICY 2.7

Recognize and protect outstanding and unique areas that contribute in an extraordinary degree to San Francisco's visual form and character.

The goal of a Certificate of Appropriateness is to provide additional oversight for buildings and districts that are architecturally or culturally significant to the City in order to protect the qualities that are associated with that significance. The Planning Department recommendation is that the project qualifies for a Certificate of Appropriateness, and, therefore, furthers these policies and objectives by maintaining and preserving the character-defining features of the subject property, which is a designated City Landmark.

AIR QUALITY ELEMENT:

Objectives and Policies

OBJECTIVE 3

DECREASE THE AIR QUALITY IMPACTS OF DEVELOPMENT BY COORDINATION OF LAND USE AND TRANSPORTATION DECISIONS.

Policy 3.2:

Encourage mixed land use development near transit lines and provide retail and other types of service oriented uses within walking distance to minimize automobile dependent development.

The SUD will permit greater density adjacent to transit infrastructure thus reducing potential air quality impacts.

ENVIRONMENTAL PROTECTION ELEMENT:

Objectives and Policies

OBJECTIVE 4

ASSURE THAT THE AMBIENT AIR OF SAN FRANCISCO AND THE BAY REGION IS CLEAN, PROVIDES MAXIMUM VISIBILITY, AND MEETS AIR QUALITY STANDARDS.

Policy 4.2:

Encourage the development and use of urban mass transportation systems in accordance with the objectives and policies of the Transportation Element.

Because the proposed project does not include off-street parking spaces, residents of the project will be using mass transit and other forms of transportation to commute to their places of work and recreation.

OBJECTIVE 13

ENHANCE THE ENERGY EFFICIENCY OF HOUSING IN SAN FRANCISCO.

Policy 13.1

Improve the energy efficiency of existing homes and apartment buildings.

Policy 13.4

Encourage the use of energy conserving appliances and lighting systems.

Policy 13.5

Emphasize energy conservation in local government housing assistance programs.

As part of the renovation of the existing building, the proposed project will incorporate numerous energy efficiency improvements including the use of energy conserving appliances and lighting systems. The project sponsor will assure that the renovations achieve at least the City required minimum rating under the Green Point Rated system and the proposed project is also participating in the Energy Star pilot program.

OBJECTIVE 15

INCREASE THE ENERGY EFFICIENCY OF TRANSPORTATION AND ENCOURAGE LAND USE PATTERNS AND METHODS OF TRANSPORTATION WHICH USE LESS ENERGY.

Policy 15.3:

Encourage an urban design pattern that will minimize travel requirements among working, shopping, recreation, school and childcare areas.

With the approval of the SUD, the proposed project will achieve a greater density adjacent to transit infrastructure thus encouraging less energy-intensive transit use.

MARKET AND OCTAVIA AREA PLAN

Objectives and Policies

OBJECTIVE 1.1

CREATE A LAND USE PLAN THAT EMBRACES THE MARKET AND OCTAVIA NEIGHBORHOOD'S POTENTIAL AS A MIXED-USE URBAN NEIGHBORHOOD.

POLICY 1.1.2

Concentrate more intense uses and activities in those areas best served by transit and most accessible on foot.

The proposed project is located approximately two blocks from Market Street and Van Ness Avenue, and is well-served by transit that will allow residents of the development to easily travel throughout the City and Bay Region.

OBJECTIVE 2.2

ENCOURAGE CONSTRUCTION OF RESIDENTIAL INFILL THROUGHOUT THE PLAN AREA.

POLICY 2.2.5

Encourage additional units in existing buildings.

The proposed project seeks to create 76 permanently affordable units for formerly homeless veterans within an existing building that currently serves as a seasonal homeless shelter.

POLICY 2.2.6

Where possible, simplify zoning and planning controls to expedite the production of housing.

As part of the entitlements being sought to realize the proposed project, the creation of a Special Use District will enable the proposed project to meet planning controls for development on publicly held land.

OBJECTIVE 3.2

PROMOTE THE PRESERVATION OF NOTABLE HISTORIC LANDMARKS, INDIVIDUAL HISTORIC BUILDINGS, AND FEATURES THAT HELP TO PROVIDE CONTINUITY WITH THE PAST.

POLICY 3.2.5

Preserve landmark and other buildings of historic value as invaluable neighborhood assets.

The proposed project will result in the preservation of a landmark building, with improvements made that meet all applicable preservation codes and standards.

POLICY 3.2.6

Encourage rehabilitation and adaptive reuse of historic buildings and resources.

The proposed project is an adaptive re-use of the existing historically significant building. The proposal includes an upgrade to seismic system, building system, and accessibility of the building; the reconfiguration of interior spaces; the addition of a new, exterior elevator tower; the addition of new deck and entrances at rear; and the replacement of non-historic windows.

The proposed amendments to the Planning Code are consistent with the eight Priority Policies set forth in Section 101.1(b) of the Planning Code in that:

1. That existing neighborhood-serving retail uses be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses enhanced;

The proposed project will have no adverse affect upon the existing neighborhood serving retail uses. The addition of 76 dwelling units and accompanying social services will provide many new potential patrons for the existing neighborhood serving retail, preserving and enhancing the retail base in the immediate vicinity

2. That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods;

The proposed project will create 76 additional units of affordable housing for the area, thereby increasing and enhancing the cultural and economic diversity of the neighborhood. The proposed project will strengthen neighborhood character by respecting the character-defining features of the landmark building in conformance with the Secretary of the Interior's Standards for Rehabilitation.

3. That the City's supply of affordable housing be preserved and enhanced;

The proposed project will enhance the supply of affordable housing by adding 76 units.

4. That commuter traffic not impede MUNI transit service or overburden our streets or neighborhood parking;

The proposed project will not impede Muni transit service or overburden streets or neighborhood parking as it is not expected that the residents of this project will own automobiles and it is anticipated that the residents will use public transit or walk as a means for mobility.

5. That a diverse economic base be maintained by protecting our industrial and service sectors from displacement due to commercial office development, and that future opportunities for resident employment and ownership in these sectors be enhanced;

The proposed project will have no adverse affects upon the industrial and service sectors stemming from commercial office development as the project proposes the creation of 76 affordable dwelling units.

6. That the City achieve the greatest possible preparedness to protect against injury and loss of life in an earthquake;

The scope of rehabilitation for the proposed project includes seismic upgrades to protect against injury and loss of life in an earthquake.

7. That the landmarks and historic buildings be preserved;

The proposed project will result in the rehabilitation and continued preservation of a landmark building in accordance with the applicable standards. The project as proposed is in conformance with Article 10 of the Planning Code and the Secretary of the Interior's Standards for Rehabilitation.

8. That our parks and open space and their access to sunlight and vistas be protected from development;

The proposed project will not adversely affect parks and open space and their access to sunlight and vistas as the project has been determined to not cast net new shadow upon any parks or open areas.

Further, for the foregoing reasons and based on the facts presented, the Commission finds, pursuant to Section 302, that the public necessity, convenience, and general welfare require the adoption of this legislation.

NOW THEREFORE BE IT RESOLVED that the Historic Preservation Commission hereby recommends that the Board of Supervisors ADOPT the proposed Ordinance.

I hereby certify that the foregoing Resolution was ADOPTED by the Historic Preservation Commission on April 21, 2010.

Linda Avery
Commission Secretary

AYES: Commissioners Buckley, Chase, Damkroger, Hasz, Martinez, Matsuda, and Wolfram

NAYS: None

ABSENT: None

ADOPTED: April 21, 2010

Attachments: EXHIBIT A (Proposed Ordinance introduced by Supervisor Chiu)