

An aerial photograph of San Francisco, showing the city's dense urban landscape, including the Golden Gate Bridge, the bay, and various city blocks.

EASTERN NEIGHBORHOODS

Planning Commission Update



SAN FRANCISCO
PLANNING
DEPARTMENT

SEPTEMBER 2007

Main Points to be Covered Today

- Brief Review and Where We Are in the Process
- Draft Zoning Overview
- Draft Height Map and Urban Design Overview

Where We Are In The Process

- Zoning and Heights/Urban Design Review **(Today)**
- Draft Area Plans Released **(October)**
- Public benefits and implementation program released **(November)**
- Initiate General Plan amendments, zoning changes & other legislation **(December)**
- Certify EIR and adopt plans, zoning and other legislation **(January)**

Key Principles of the Eastern Neighborhoods

People and Neighborhoods

- 1) Encourage new housing at appropriate locations and make it as affordable as possible to a range of city residents
- 2) Plan for transportation, open space, community facilities and other critical elements of complete neighborhoods

The Economy and Jobs

- 3) Reserve sufficient space for production, distribution and repair activities, in order to support the city's economy and provide good jobs for residents
- 4) Take steps to provide space for new industries that bring innovation and flexibility to the city's economy

Remaining Industrial Areas

(analyzed as part of Eastern
Neighborhoods process)

City Land: 1,488 acres

Port Land: 444 acres

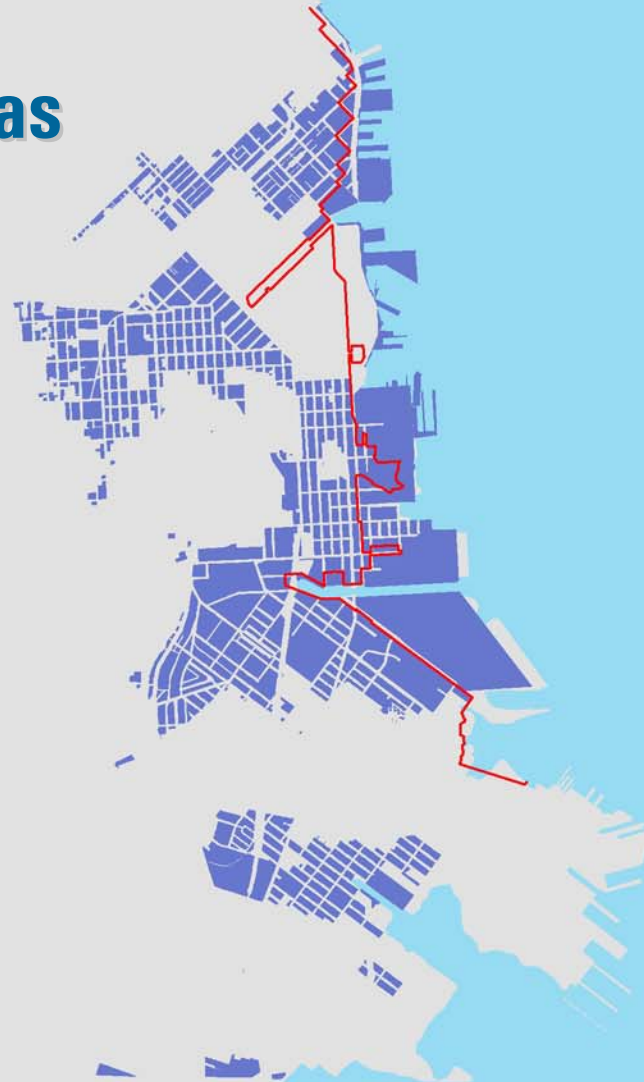
TOTAL: 1,932 acres



INDUSTRIAL



PORT BOUNDARY



Brief History of the Eastern Neighborhoods Process

-- Community Outreach

- **Mailings:** Area-wide mailings in 2002 and 2006. Project mailing list with over 2,000 members
- **Community Meetings:** Several dozen community meetings in four neighborhoods, attended by 50 - 200 people each.
- **Discussions with PDR Businesses:** Focus groups and telephone interviews
- **Citywide Summit on Industrial Land:** Attended by over 200 people
- **Commission Hearings:** 15+ hearings throughout the process

Proposed PDR and Mixed Use Districts

427 acres of industrial zoned land converted to mixed use

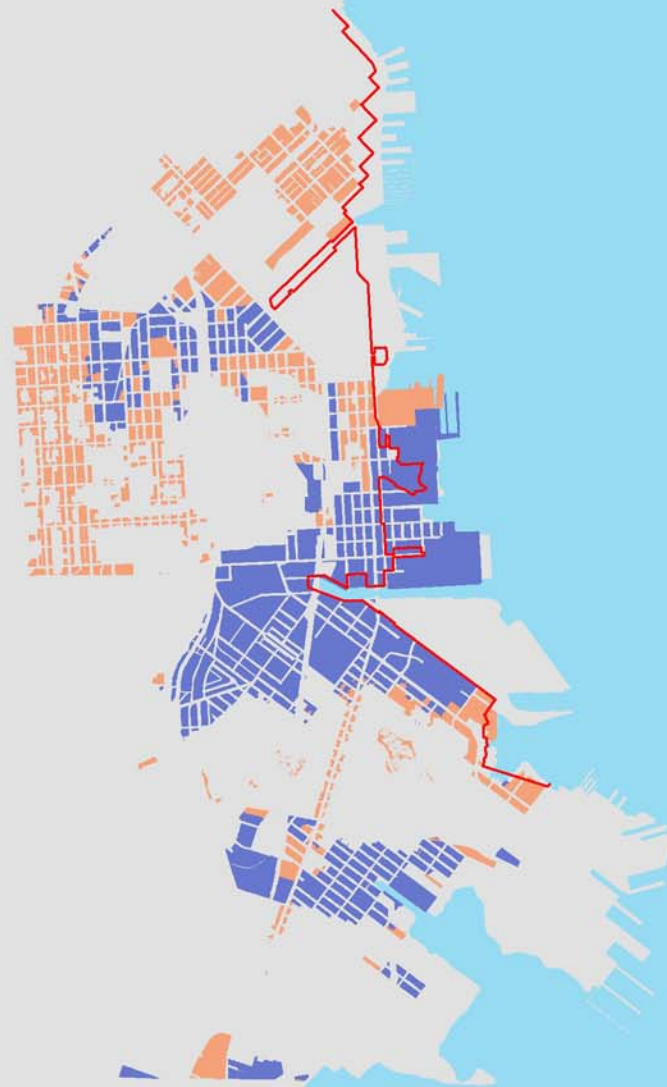
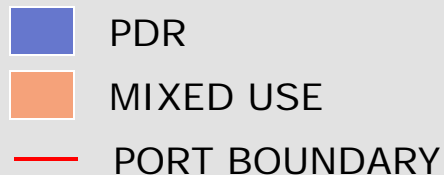
Remaining:

City Land: 1,061 acres

Port Land: 444 acres

TOTAL: 1,505 acres

- *West Soma not included in these figures.*



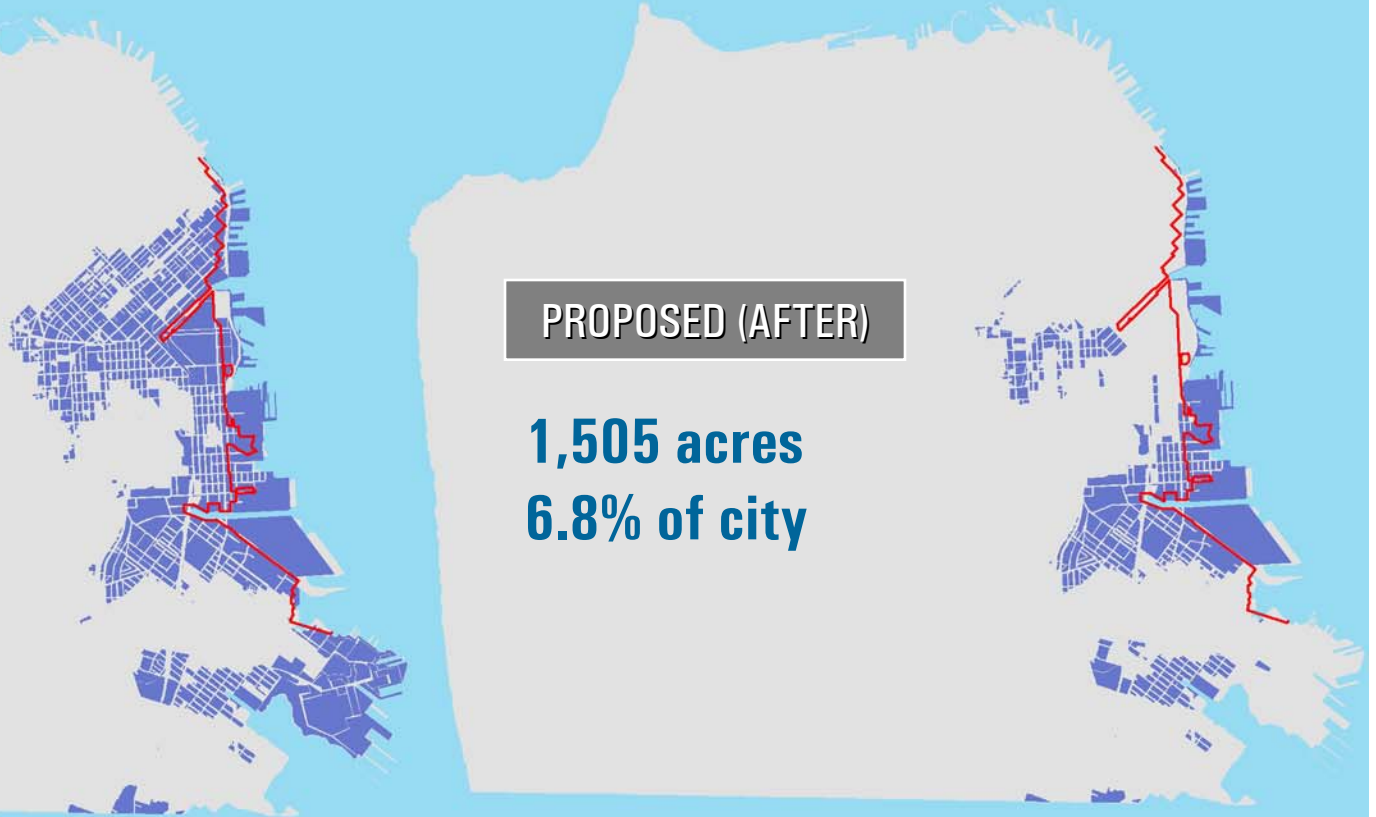
Overall 45% of former industrially zoned land goes to housing and other uses

HISTORICAL (BEFORE)

2,781 acres
12.6% of city

PROPOSED (AFTER)

1,505 acres
6.8% of city



ZONING OVERVIEW

- **Purpose:** Implement General Plan policies as well as policies developed in Area Plans. Stabilize and balance the use of land in the Eastern Neighborhoods.
- **Challenges:**
 - Planning and rezoning effort of unprecedented magnitude and complexity
 - Involves every land use imaginable; affects social, economic, demographic dimensions
 - Involves stakeholders with a wide variety of very strongly held interests and beliefs

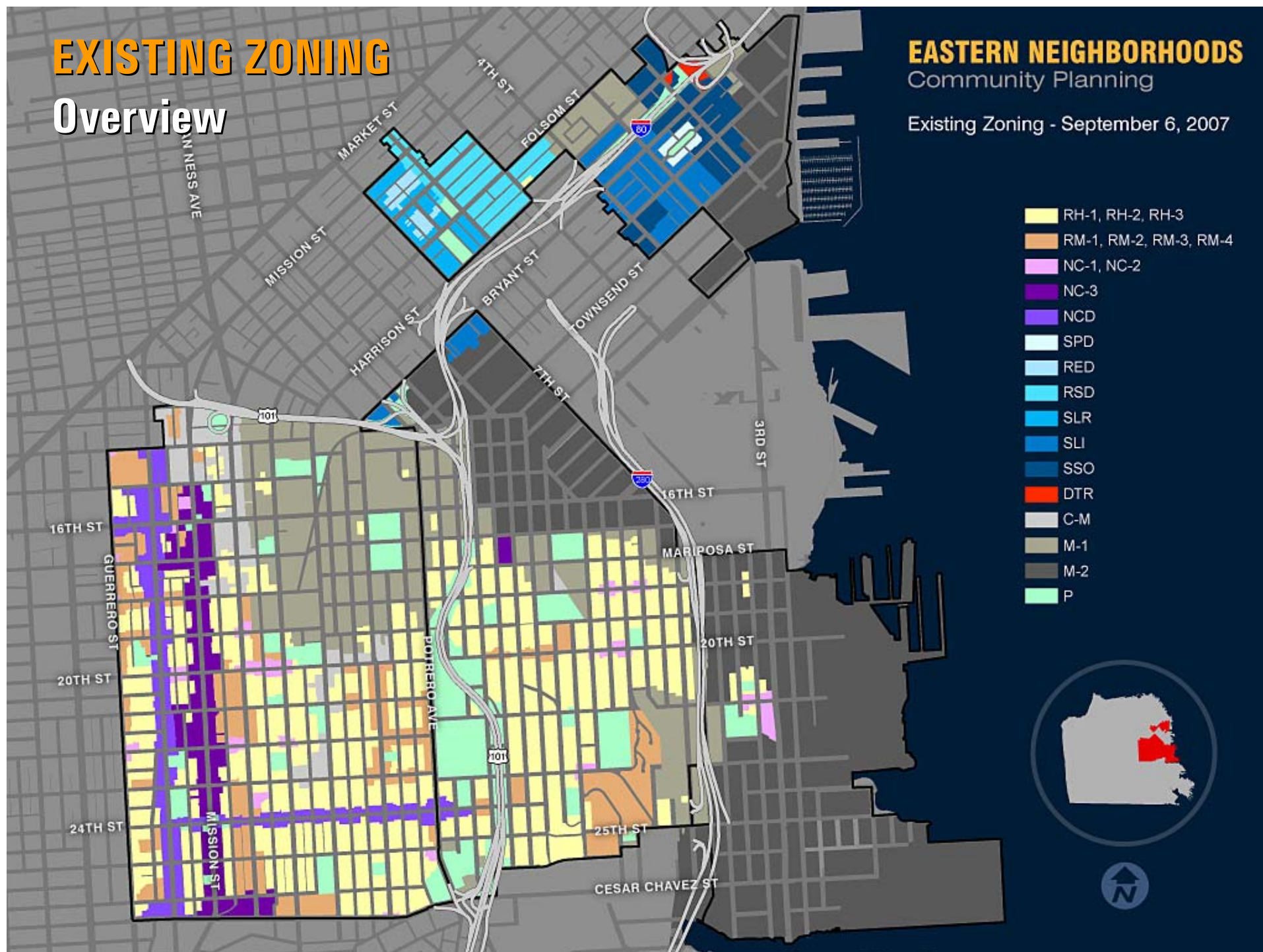
EXISTING ZONING

Overview

EASTERN NEIGHBORHOODS

Community Planning

Existing Zoning - September 6, 2007



EXISTING ZONING

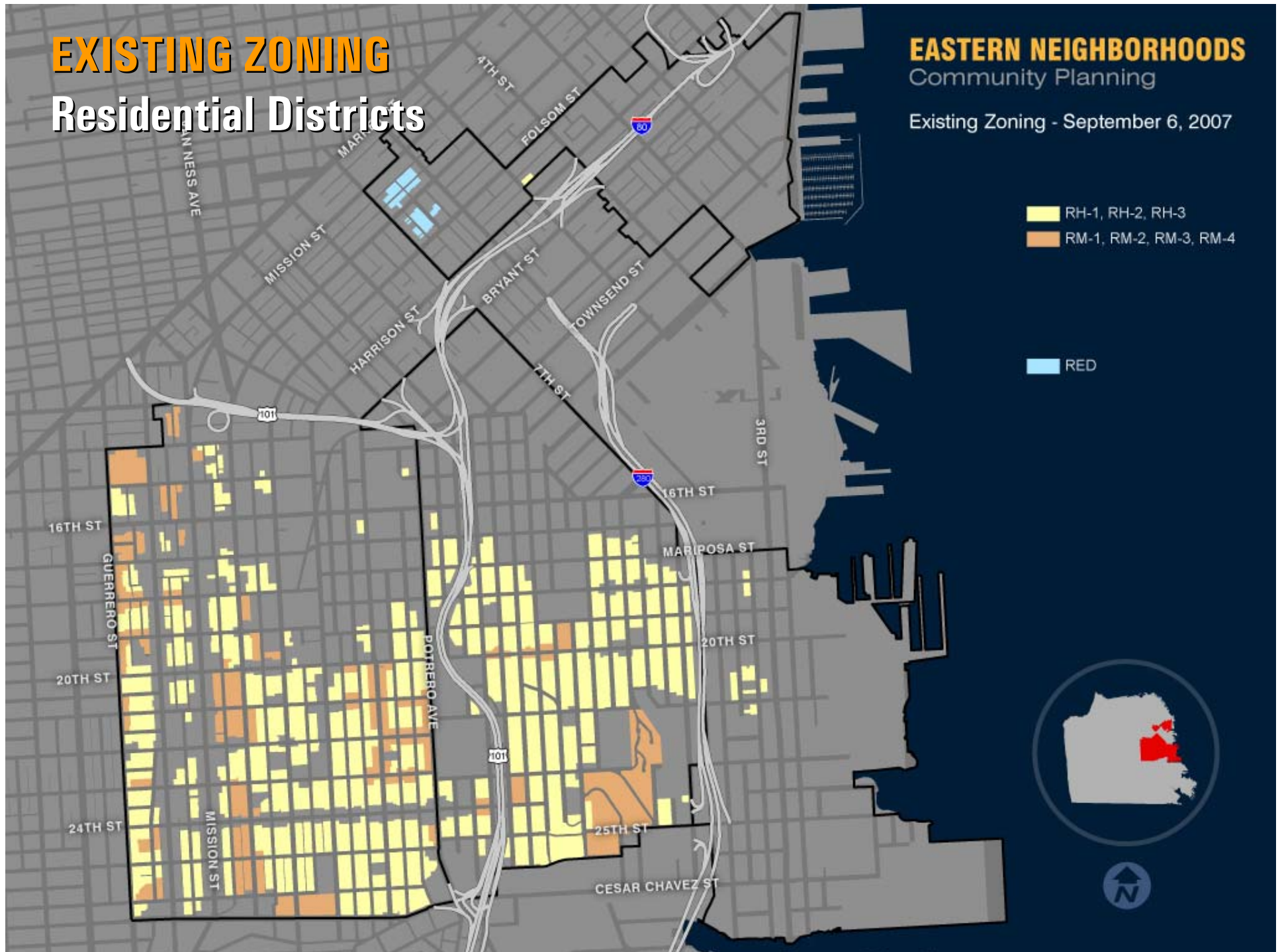
Residential Districts

EASTERN NEIGHBORHOODS

Community Planning

Existing Zoning - September 6, 2007

- RH-1, RH-2, RH-3
- RM-1, RM-2, RM-3, RM-4
- RED



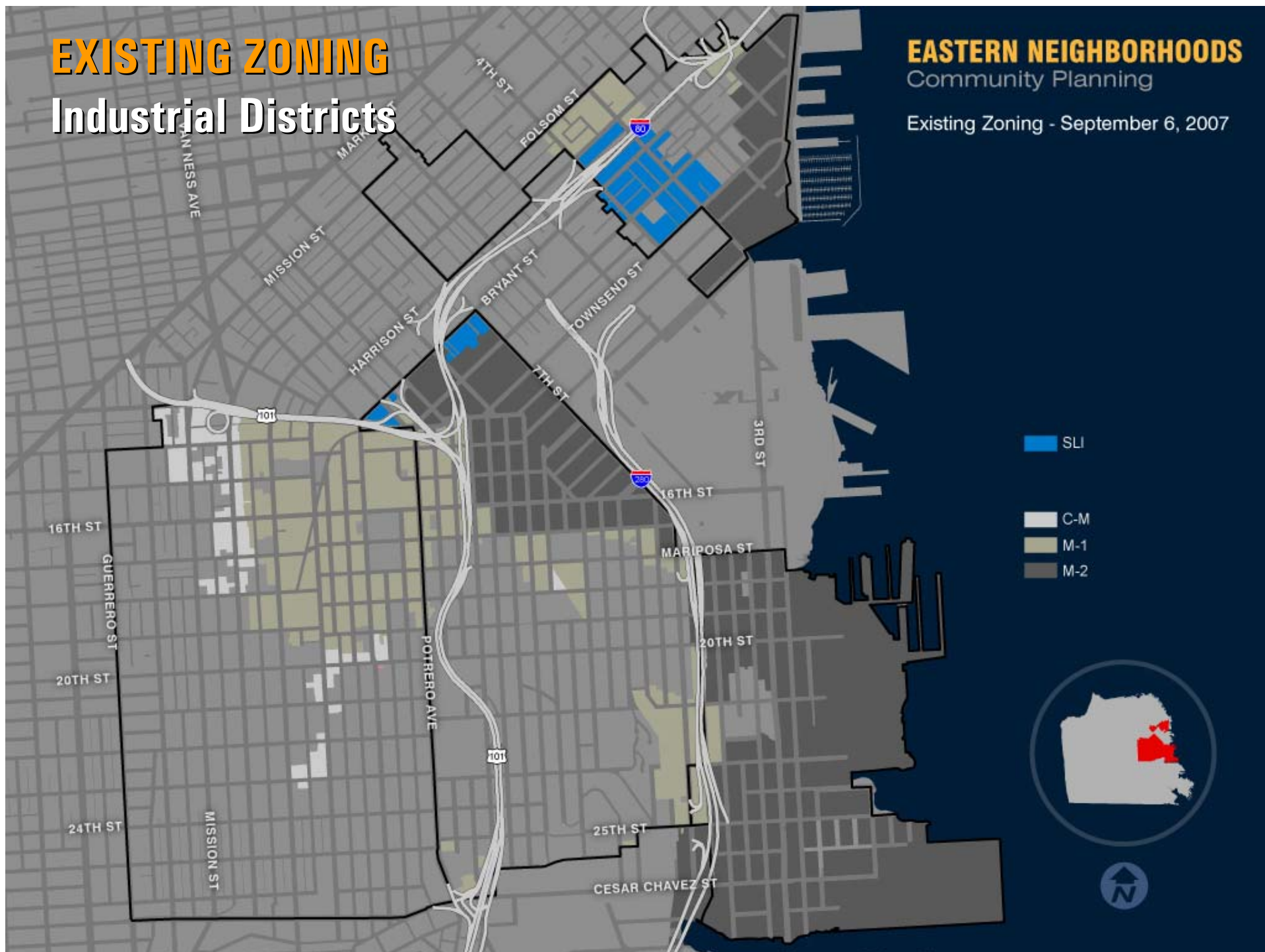
EXISTING ZONING

Industrial Districts

EASTERN NEIGHBORHOODS

Community Planning

Existing Zoning - September 6, 2007



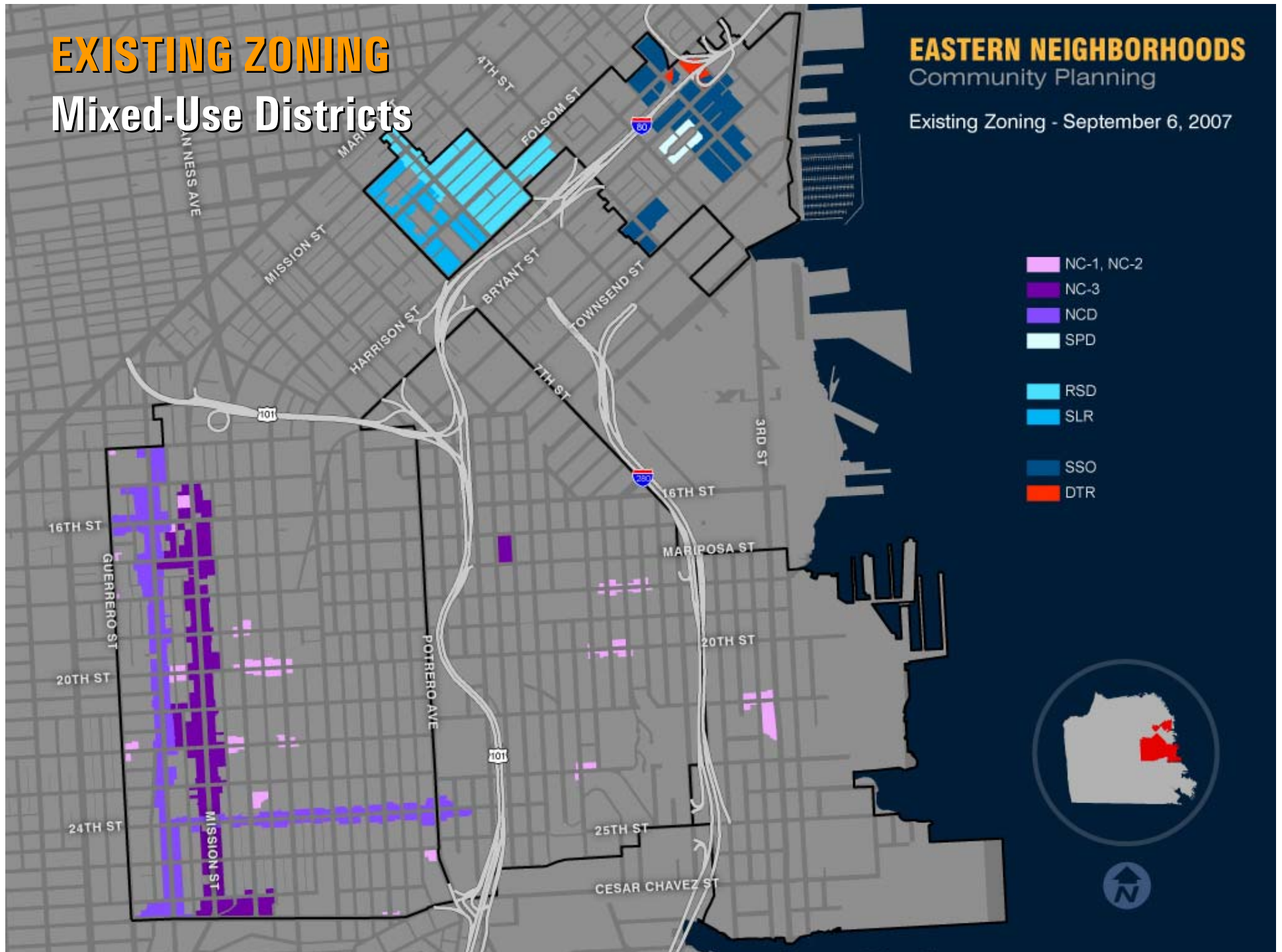
EXISTING ZONING

Mixed-Use Districts

EASTERN NEIGHBORHOODS

Community Planning

Existing Zoning - September 6, 2007



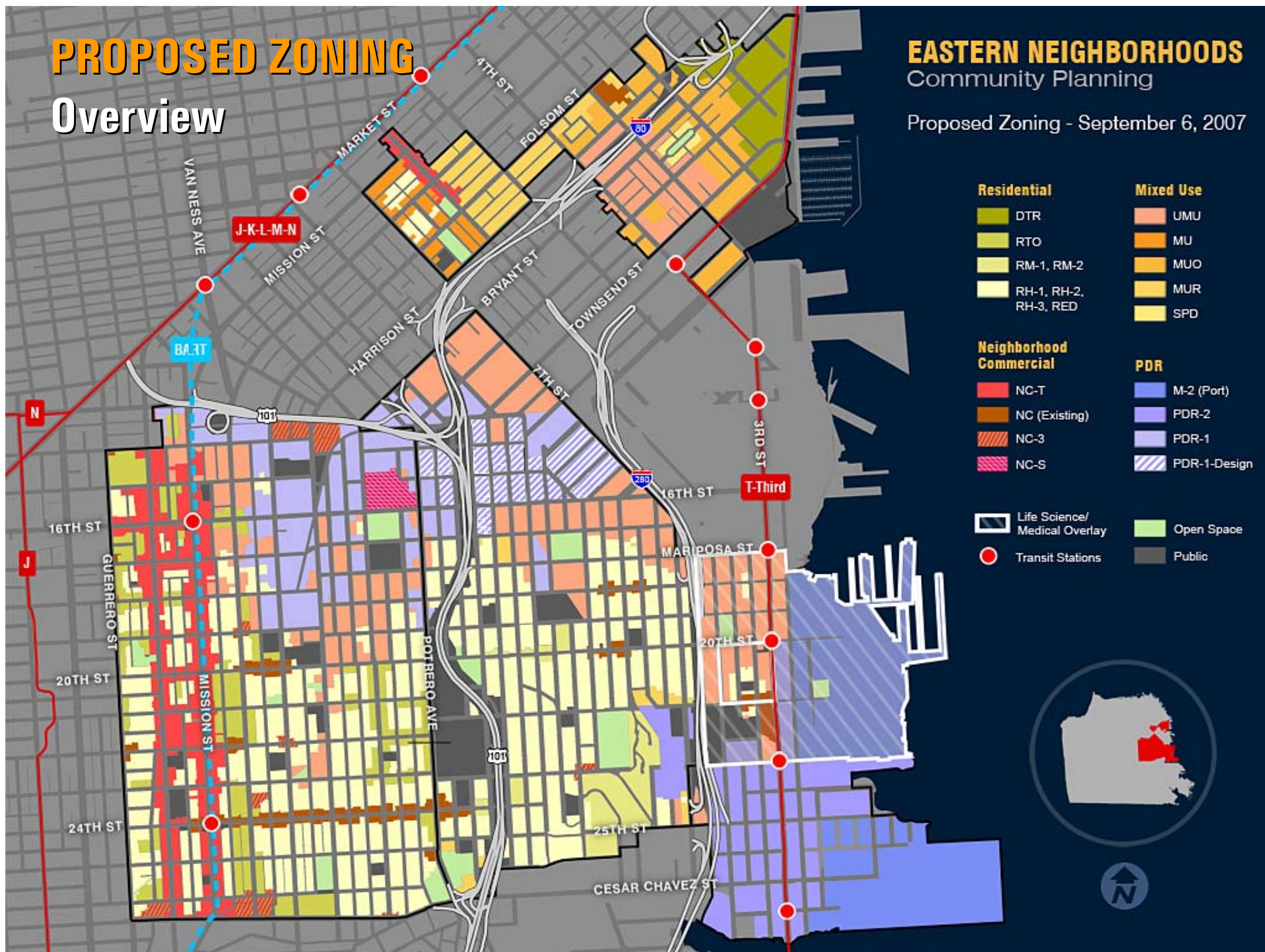
PROPOSED ZONING

Overview

EASTERN NEIGHBORHOODS

Community Planning

Proposed Zoning - September 6, 2007



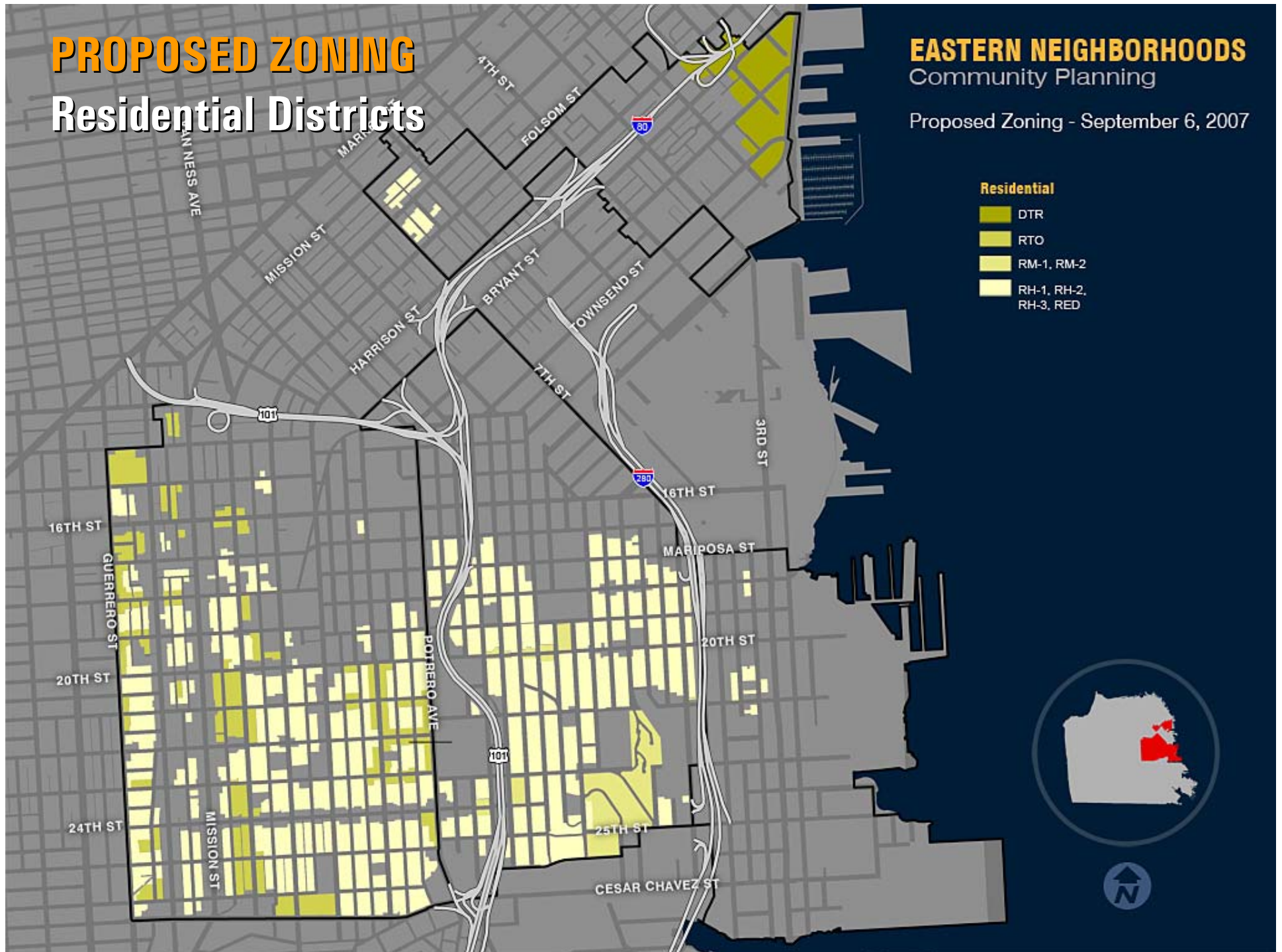
PROPOSED ZONING Residential Districts

EASTERN NEIGHBORHOODS Community Planning

Proposed Zoning - September 6, 2007

Residential

- DTR
- RTO
- RM-1, RM-2
- RH-1, RH-2,
RH-3, RED



PROPOSED ZONING

PDR Districts

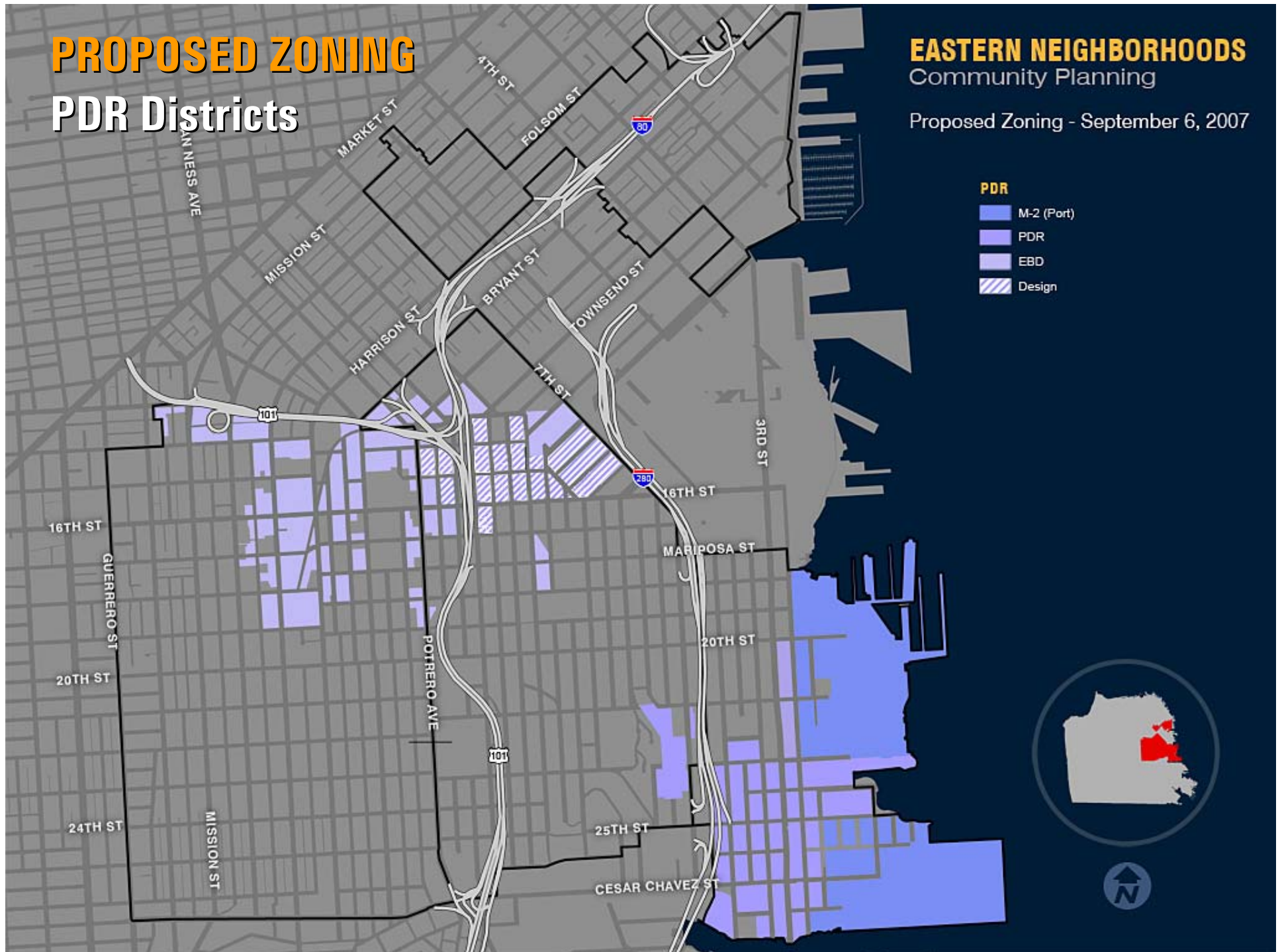
EASTERN NEIGHBORHOODS

Community Planning

Proposed Zoning - September 6, 2007

PDR

- M-2 (Port)
- PDR
- EBD
- Design



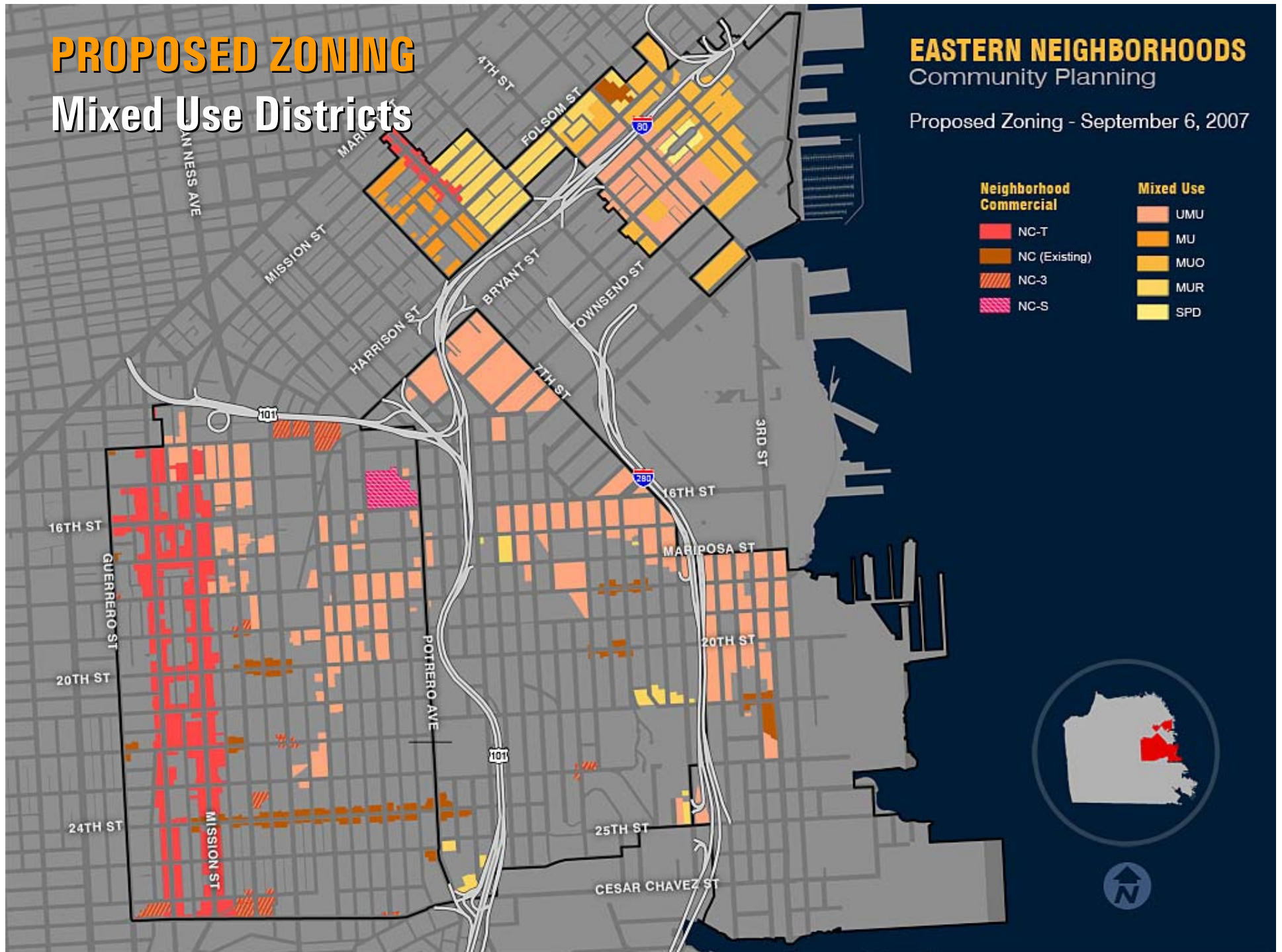
PROPOSED ZONING

Mixed Use Districts

EASTERN NEIGHBORHOODS

Community Planning

Proposed Zoning - September 6, 2007



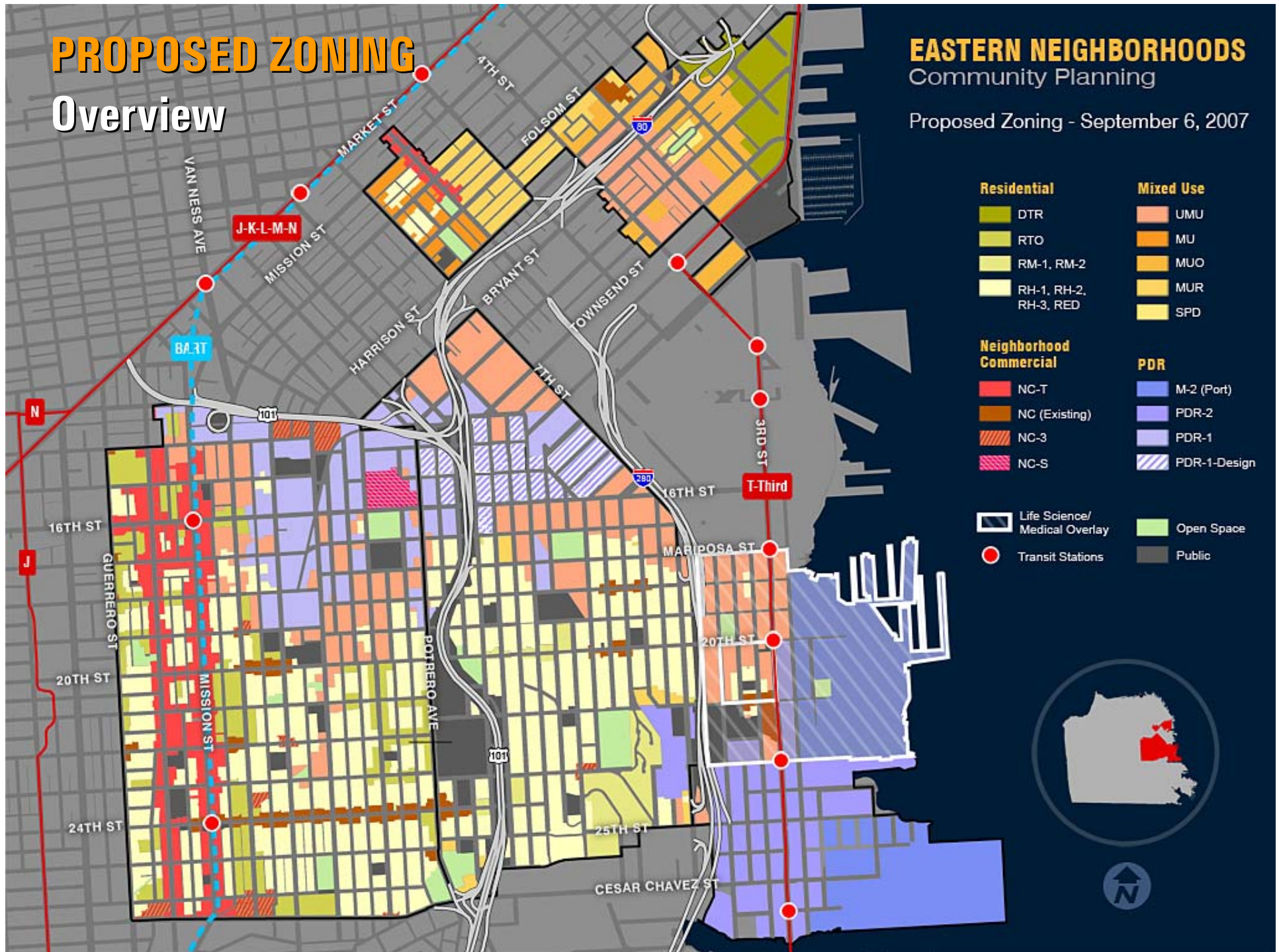
PROPOSED ZONING

Overview

EASTERN NEIGHBORHOODS

Community Planning

Proposed Zoning - September 6, 2007



Controls Common to All New Districts: Residential Density

- Current residential density controls eliminated
- Replaced by:
 - Height and bulk controls
 - Bedroom mix: 40% 2BR required; 10% 3BR encouraged

Controls Common to All New Districts: Residential Parking

Existing minimums eliminated, replaced by:

- In more transit intensive areas (Most of SoMa, Mission NC-T districts)

Max of 0.25 spaces per unit; with CU, max of 0.75 spaces per 1BR unit and 1.0 spaces per 2 BR or larger unit
(C3 Controls)

- In less transit intensive areas (portions of SoMa, NE Mission, Showplace Square, Central Waterfront)

Max of 0.75 spaces per 1BR unit and 1.0 spaces per 2 BR or larger unit

Controls Common to All New Districts: **Non-Residential Parking**

Existing minimums eliminated, replaced by:

- **For office:** Up to 7% of gross floor area
- **For all other non-residential uses:** Existing minimum (Planning Code section 151) becomes maximum

RESIDENTIAL DISTRICTS

Detailed Breakdown

EASTERN NEIGHBORHOODS

Community Planning

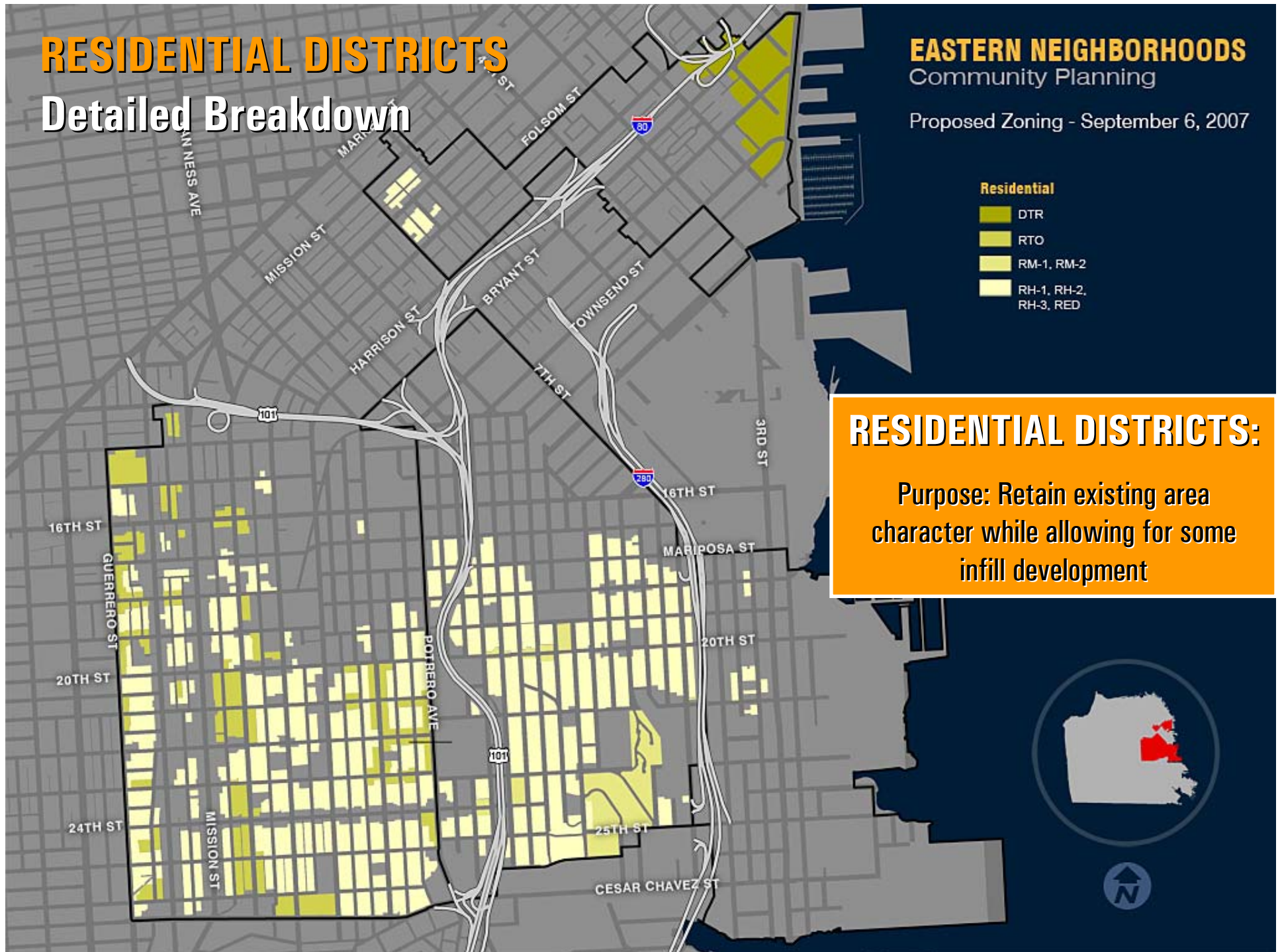
Proposed Zoning - September 6, 2007

Residential

- DTR
- RTO
- RM-1, RM-2
- RH-1, RH-2, RH-3, RED

RESIDENTIAL DISTRICTS:

Purpose: Retain existing area character while allowing for some infill development



RESIDENTIAL DISTRICTS

Residential House (RH), Residential Enclave (RED)

EASTERN NEIGHBORHOODS Community Planning

Proposed Zoning - September 6, 2007

Residential

- DTR
- RTO
- RM-1, RM-2
- RH-1, RH-2, RH-3, RED

RH/RED

Existing zoning.

No change from present



RESIDENTIAL DISTRICTS

Residential Apartment (RM)

EASTERN NEIGHBORHOODS Community Planning

Proposed Zoning - September 6, 2007

Residential

- DTR
- RTO
- RM-1, RM-2
- RH-1, RH-2, RH-3, RED

RM

Existing zoning.

No change from present



RESIDENTIAL DISTRICTS

Downtown Residential (DTR)

EASTERN NEIGHBORHOODS

Community Planning

Proposed Zoning - September 6, 2007

Residential

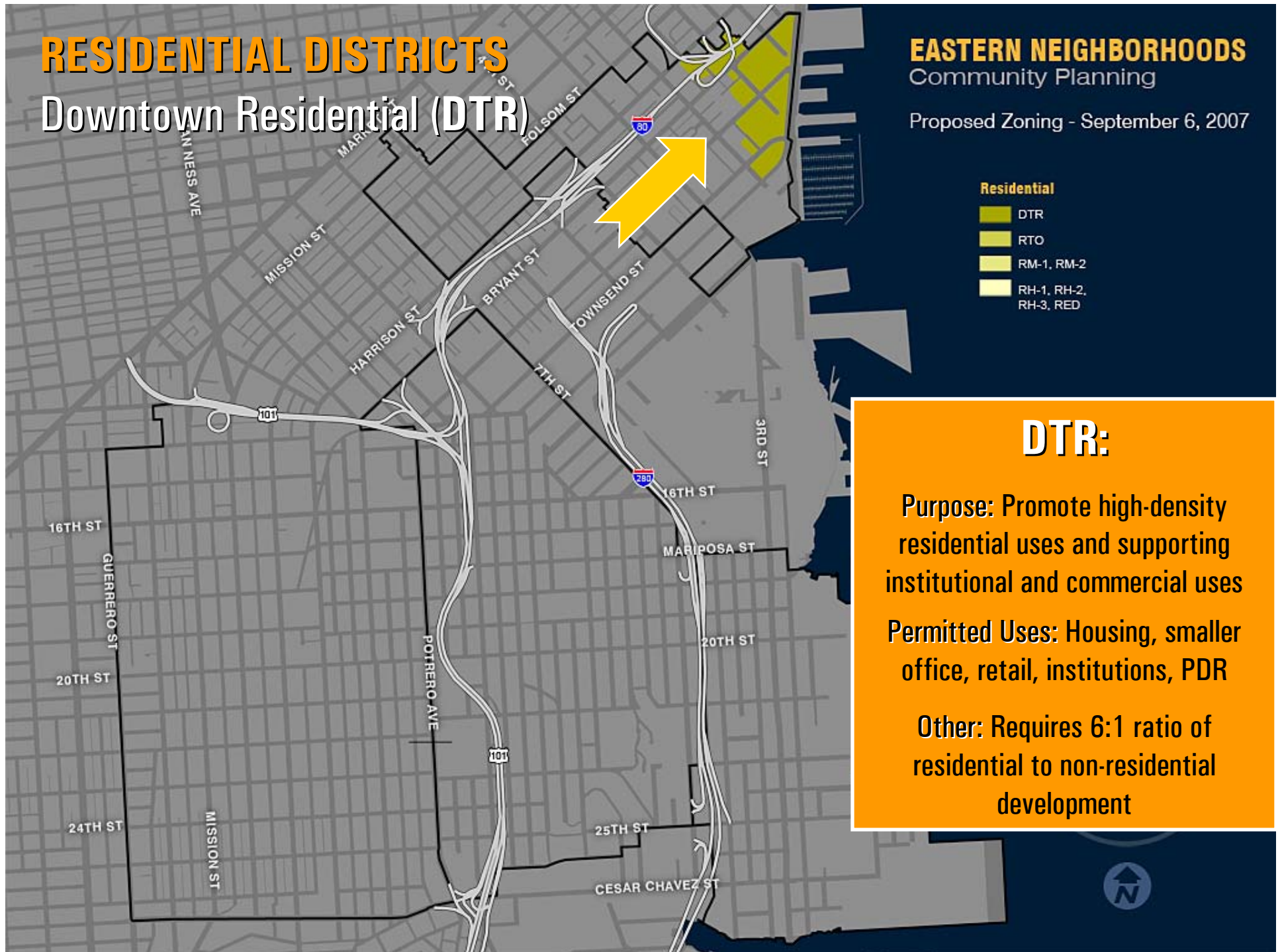
- DTR
- RTO
- RM-1, RM-2
- RH-1, RH-2, RH-3, RED

DTR:

Purpose: Promote high-density residential uses and supporting institutional and commercial uses

Permitted Uses: Housing, smaller office, retail, institutions, PDR

Other: Requires 6:1 ratio of residential to non-residential development



RESIDENTIAL DISTRICTS

Residential Transit-Oriented (RTO)

EASTERN NEIGHBORHOODS

Community Planning

Proposed Zoning - September 6, 2007

Residential

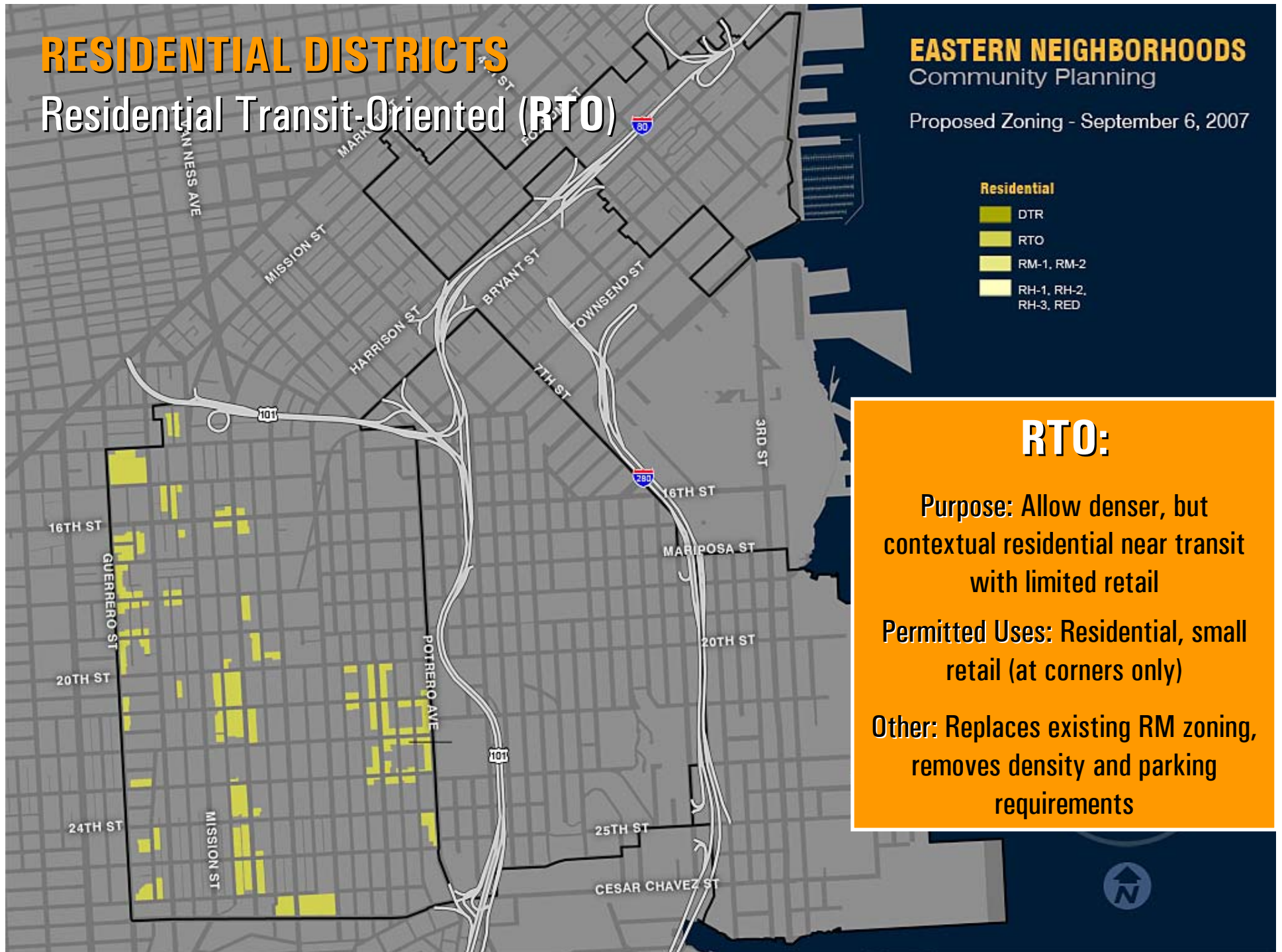
- DTR
- RTO
- RM-1, RM-2
- RH-1, RH-2, RH-3, RED

RTO:

Purpose: Allow denser, but contextual residential near transit with limited retail

Permitted Uses: Residential, small retail (at corners only)

Other: Replaces existing RM zoning, removes density and parking requirements



RESIDENTIAL DISTRICTS

Summary

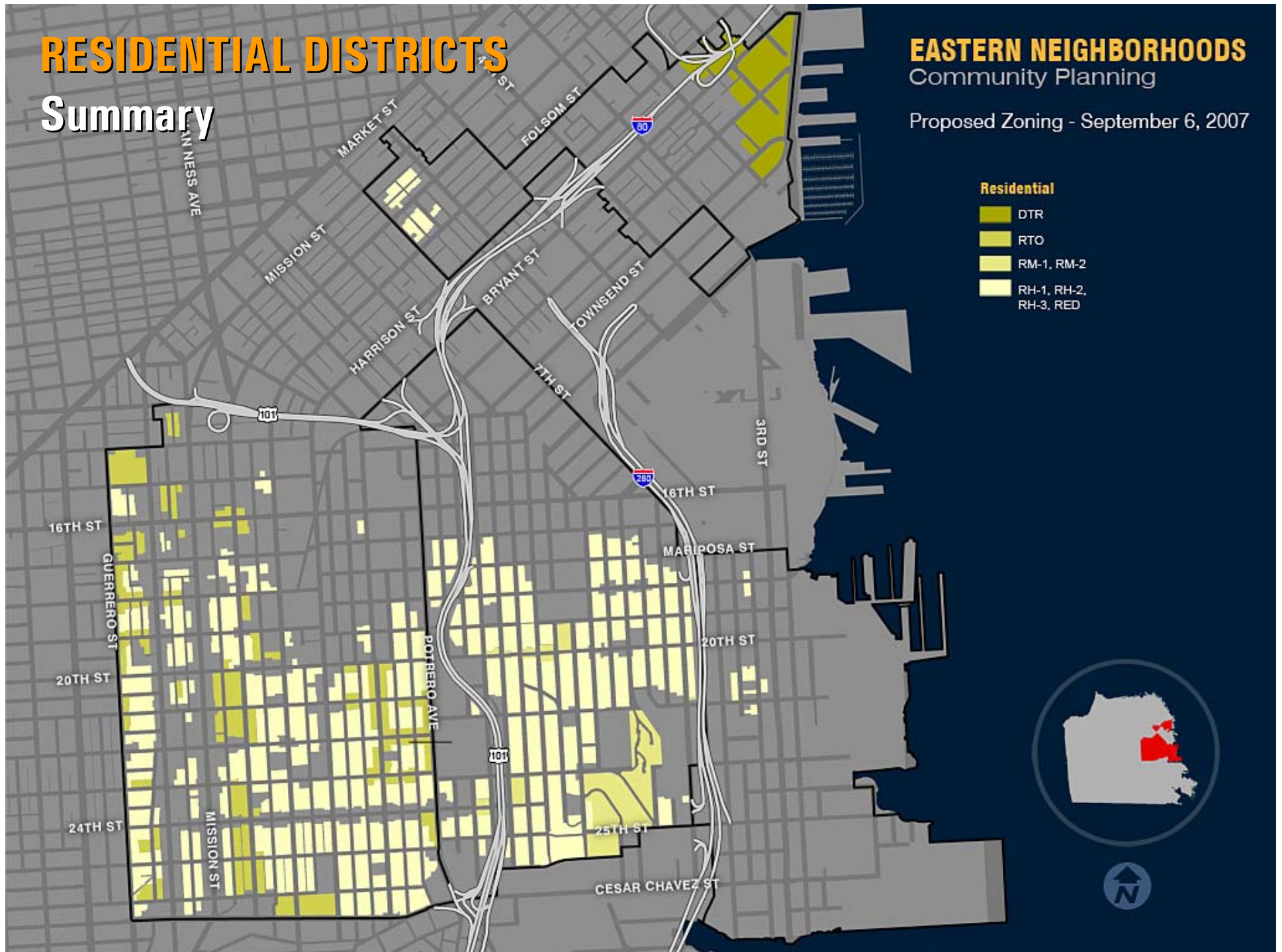
EASTERN NEIGHBORHOODS

Community Planning

Proposed Zoning - September 6, 2007

Residential

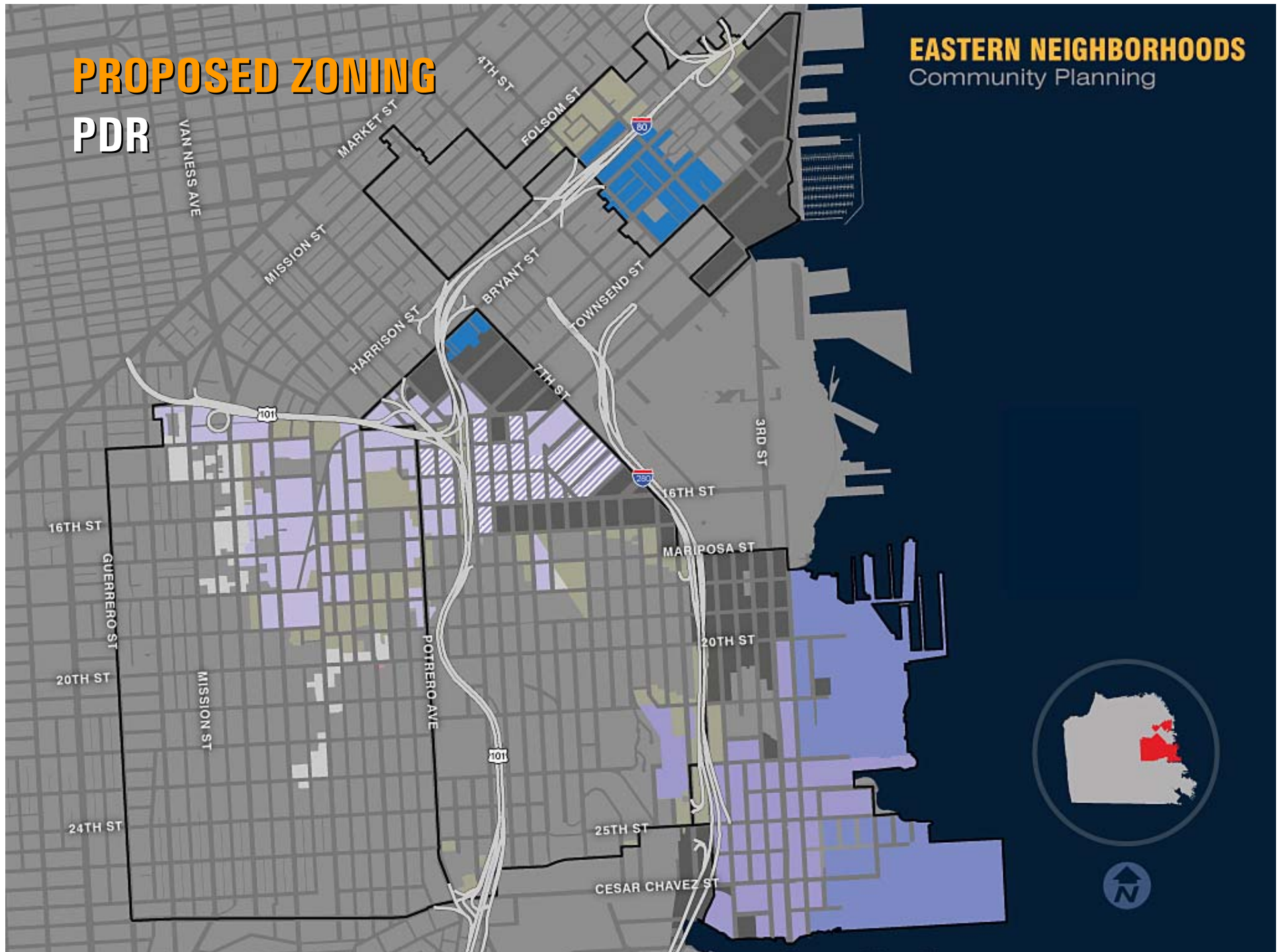
- DTR
- RTO
- RM-1, RM-2
- RH-1, RH-2, RH-3, RED



PROPOSED ZONING

PDR

EASTERN NEIGHBORHOODS
Community Planning



Background / Analysis for PDR Zoning

- **Public Process:** Took place over several years; involved public workshops, stakeholder interviews; citywide summit
- **Analysis Process:**
 - PDR business types & clusters
 - Relationship to citywide employment
 - Linkages between PDR and SF's "front office" economy
 - Space needs
- **Zoning Response:**
 - Supply-demand study shows need for land for PDR into the future similar to "Option B"
 - Current PDR vacancy rate is 2% - 4%
- **More Information:**
 - Hausrath Report
 - "Understanding PDR" Report
 - "Rezoning Options" Workbook
 - EPS PDR Supply-Demand Study

Mayor's Office of Economic and Workforce Development

Retaining and Growing PDR: The Economic Case for PDR

- PDR Provides Good Jobs: PDR jobs tend to pay above average wages, provide jobs for residents of all education levels and offer good opportunities for advancement
- PDR Supports Knowledge Industries: PDR businesses make our knowledge sectors more competitive by providing critical business services that need to be close, timely and often times are highly specialized.
- PDR is a Valuable Export Industry: PDR businesses that manufacture products in San Francisco do so because of unique aspects of the City's value proposition. These PDR export industries present an opportunity to strengthen and grow particular PDR sectors.

An Industrial Initiative to Retain and Grow PDR

- Actions to Date
 - Hired an Industrial Retention Manager
 - Conducting Pro-Active Business Outreach
 - Building Capacity and Empowering Industrial Businesses
 - Provide Business Assistance
 - Working with Back Streets Advisory Board
- On-going
 - Outreach to PDR developers and building owners
 - Outreach to PDR businesses about incentive programs

PDR DISTRICTS

Including Bayview

EASTERN NEIGHBORHOODS

Community Planning

PDR

- M-2 (Port)
- PDR-2
- PDR-1
- PDR-1-Design



0 1
Miles

PDR DISTRICTS

Detailed Breakdown

EASTERN NEIGHBORHOODS

Community Planning

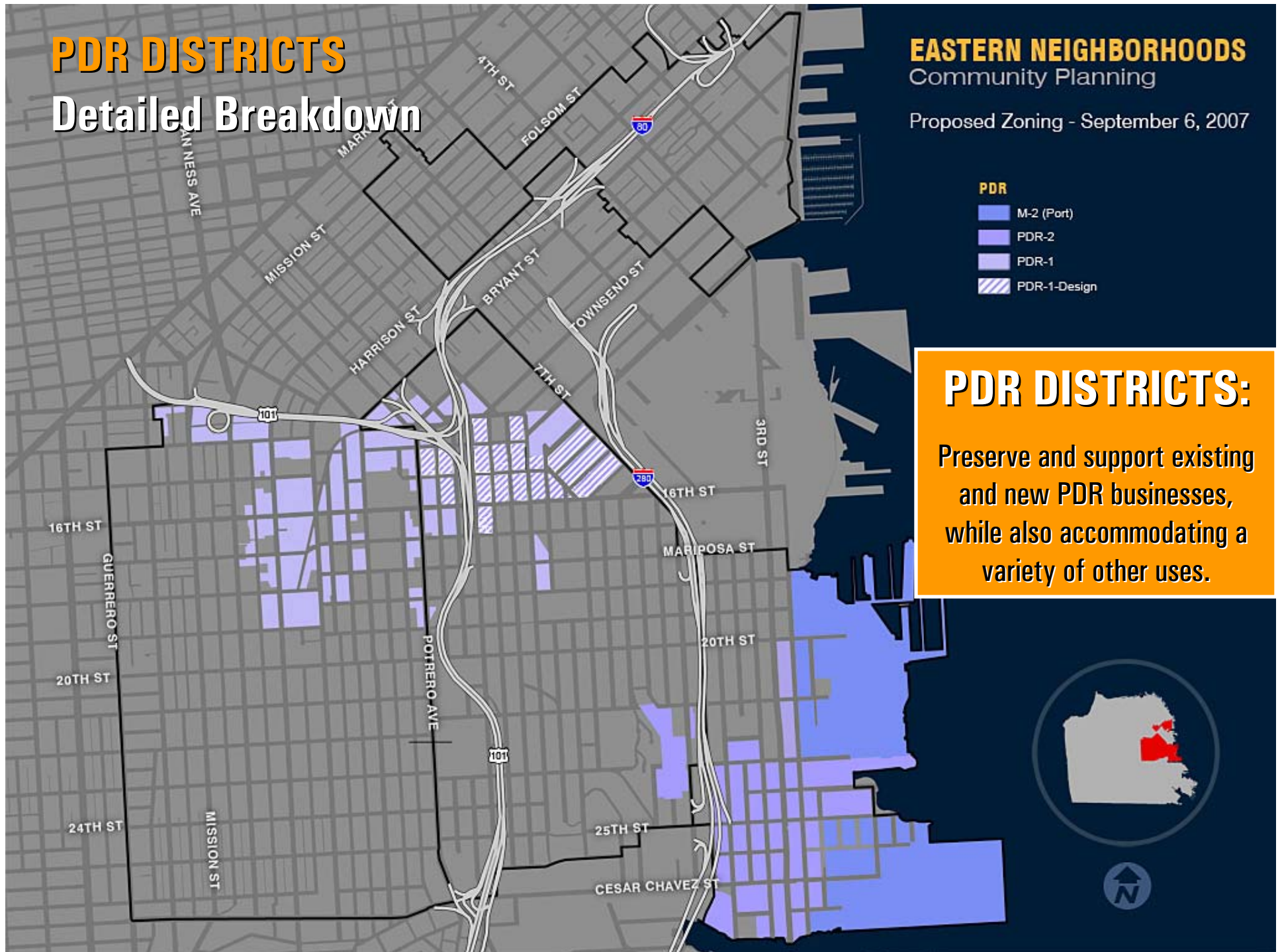
Proposed Zoning - September 6, 2007

PDR

- M-2 (Port)
- PDR-2
- PDR-1
- PDR-1-Design

PDR DISTRICTS:

Preserve and support existing and new PDR businesses, while also accommodating a variety of other uses.



Basic PDR District Controls

- Generally, permits most uses EXCEPT:
 - Residential
 - Office larger than 5,000 s.f. per parcel (approx. 20 employees)
 - Retail larger than 2,500 s.f. per parcel
- Production, Distribution and Repair
- Arts-related uses permitted
- Multimedia/Digital Media office space limited to 5,000 s.f.; production facilities not limited
- Institutional uses permitted up to 20,000 s.f.
- These limits modified in portions of the Central Waterfront

PDR DISTRICTS

PDR 2

EASTERN NEIGHBORHOODS Community Planning

Proposed Zoning - September 6, 2007

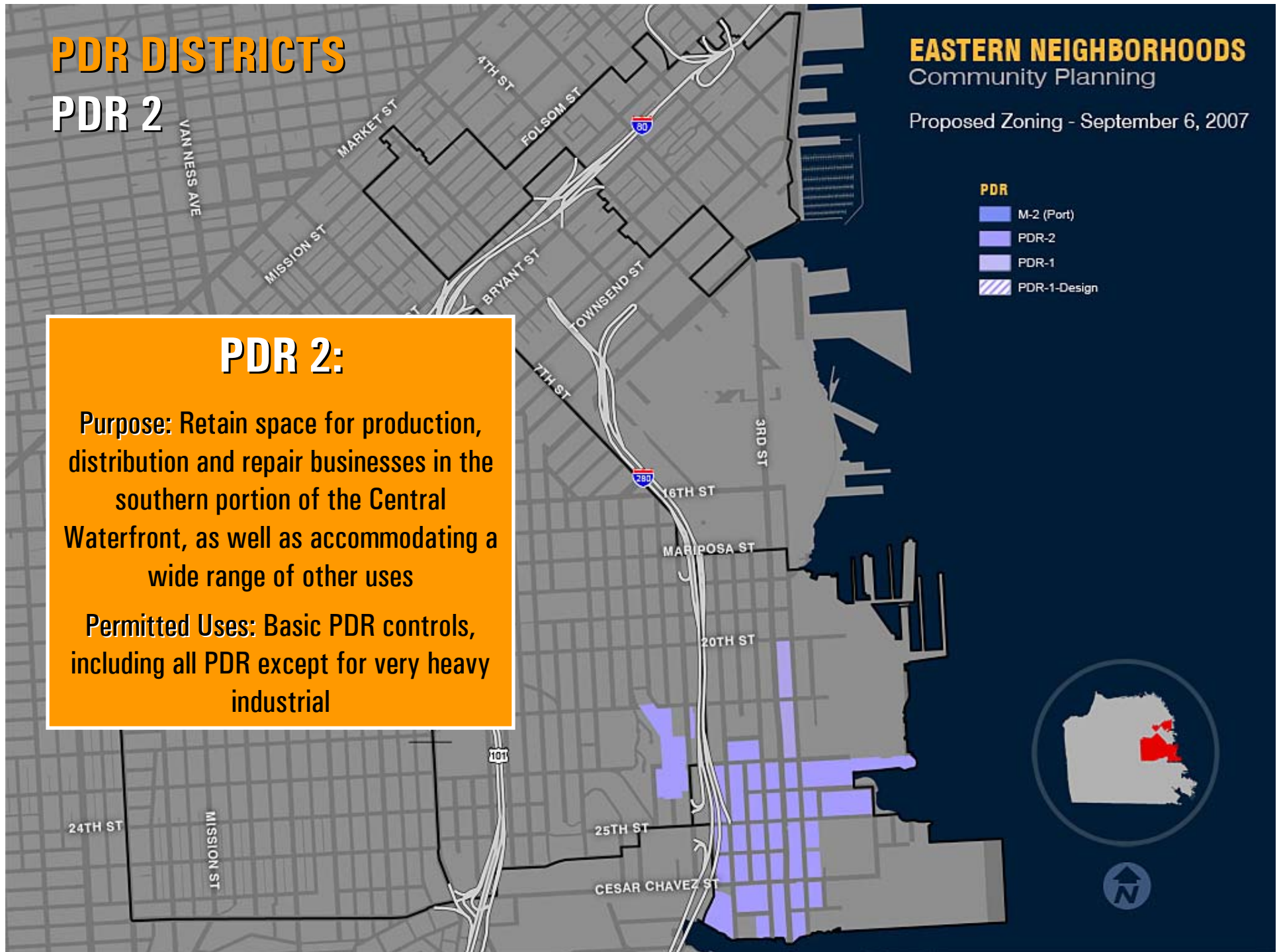
PDR

- M-2 (Port)
- PDR-2
- PDR-1
- PDR-1-Design

PDR 2:

Purpose: Retain space for production, distribution and repair businesses in the southern portion of the Central Waterfront, as well as accommodating a wide range of other uses

Permitted Uses: Basic PDR controls, including all PDR except for very heavy industrial



PDR DISTRICTS

PDR 1

EASTERN NEIGHBORHOODS Community Planning

Proposed Zoning - September 6, 2007

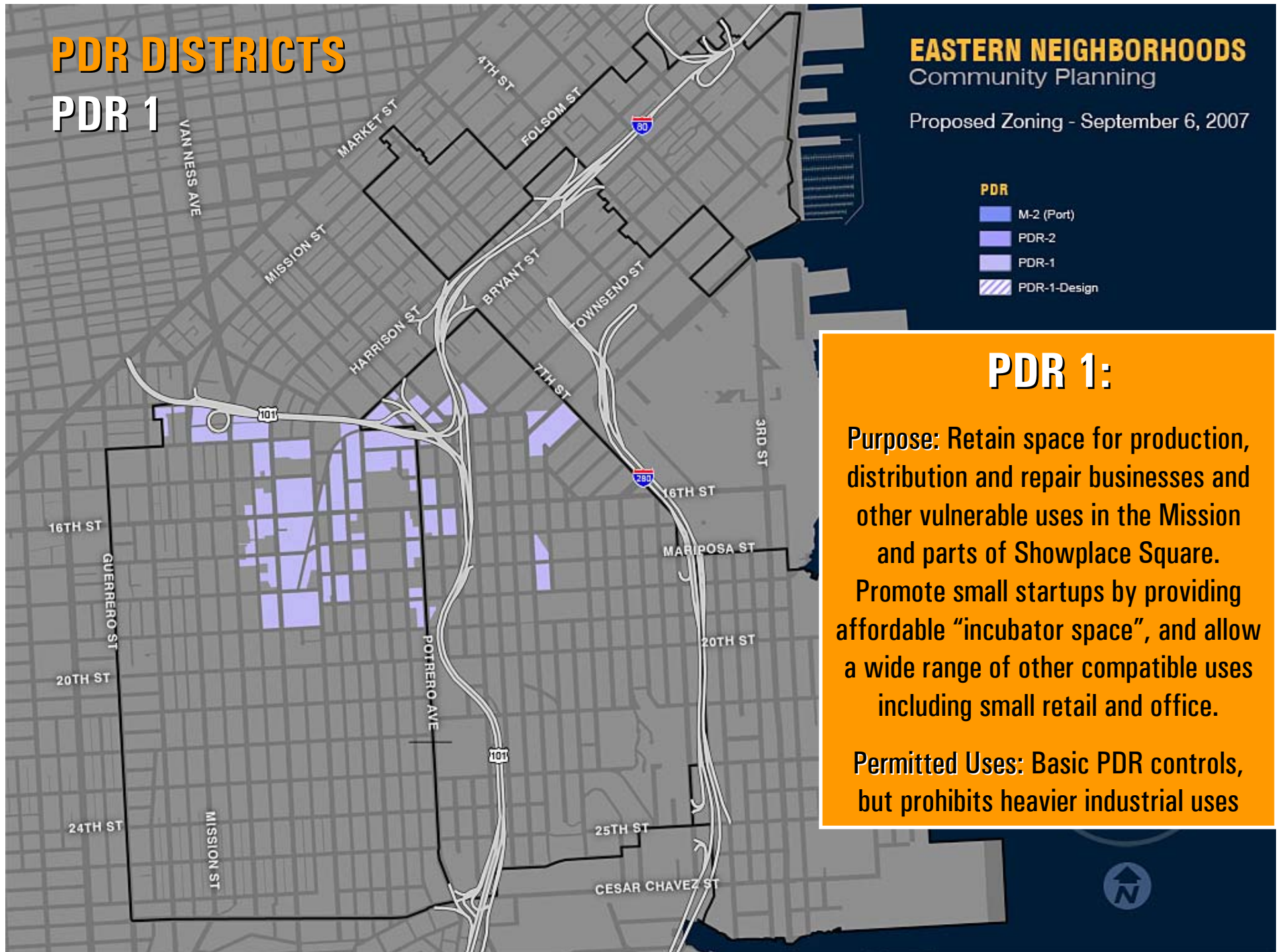
PDR

- M-2 (Port)
- PDR-2
- PDR-1
- PDR-1-Design

PDR 1:

Purpose: Retain space for production, distribution and repair businesses and other vulnerable uses in the Mission and parts of Showplace Square. Promote small startups by providing affordable “incubator space”, and allow a wide range of other compatible uses including small retail and office.

Permitted Uses: Basic PDR controls, but prohibits heavier industrial uses



PDR DISTRICTS

PDR 1 - Design

EASTERN NEIGHBORHOODS Community Planning

Proposed Zoning - September 6, 2007

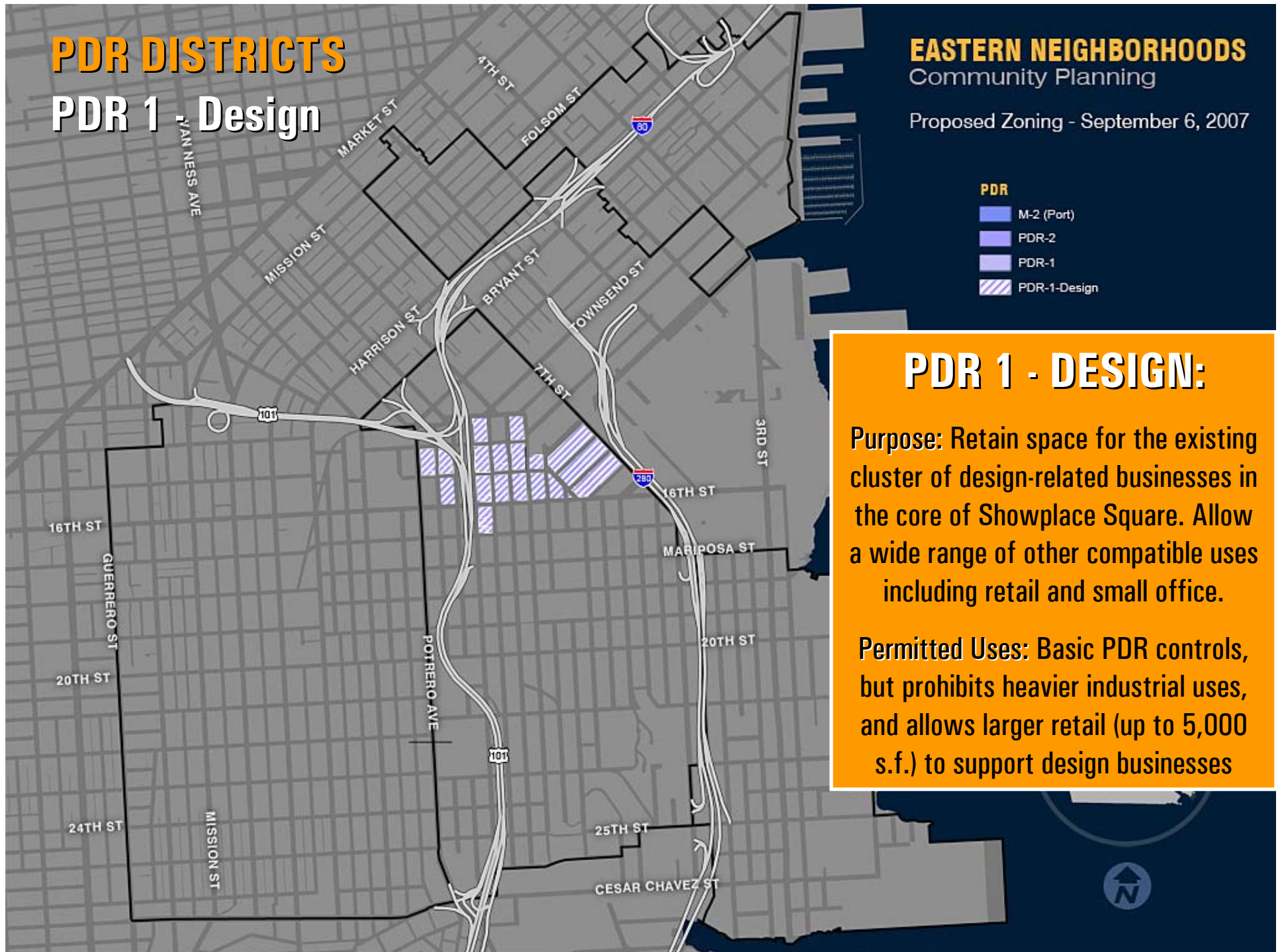
PDR

- M-2 (Port)
- PDR-2
- PDR-1
- PDR-1-Design

PDR 1 - DESIGN:

Purpose: Retain space for the existing cluster of design-related businesses in the core of Showplace Square. Allow a wide range of other compatible uses including retail and small office.

Permitted Uses: Basic PDR controls, but prohibits heavier industrial uses, and allows larger retail (up to 5,000 s.f.) to support design businesses



PDR DISTRICTS

M2

EASTERN NEIGHBORHOODS Community Planning

Proposed Zoning - September 6, 2007

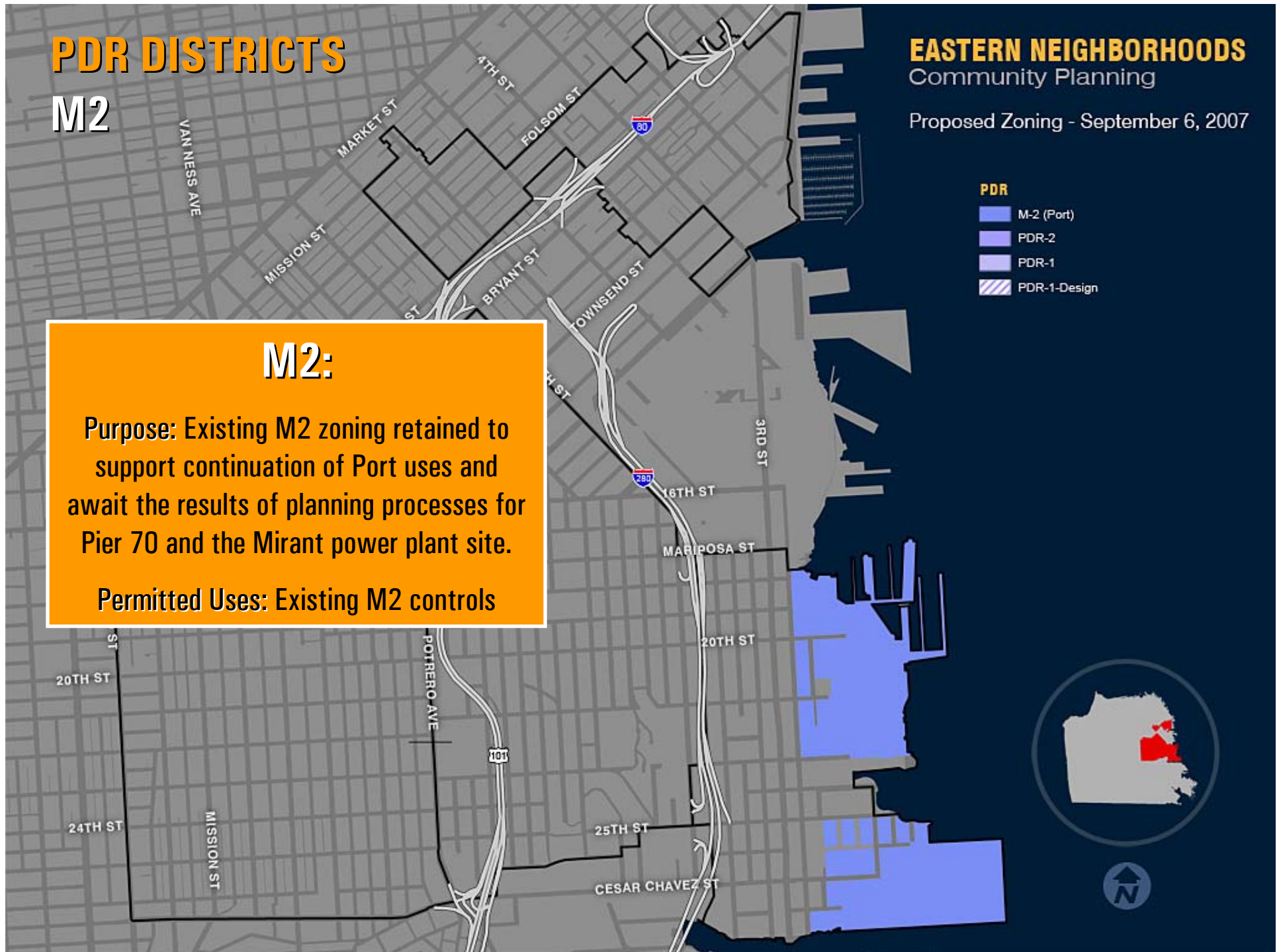
PDR

- M-2 (Port)
- PDR-2
- PDR-1
- PDR-1-Design

M2:

Purpose: Existing M2 zoning retained to support continuation of Port uses and await the results of planning processes for Pier 70 and the Mirant power plant site.

Permitted Uses: Existing M2 controls



PDR DISTRICTS

Summary

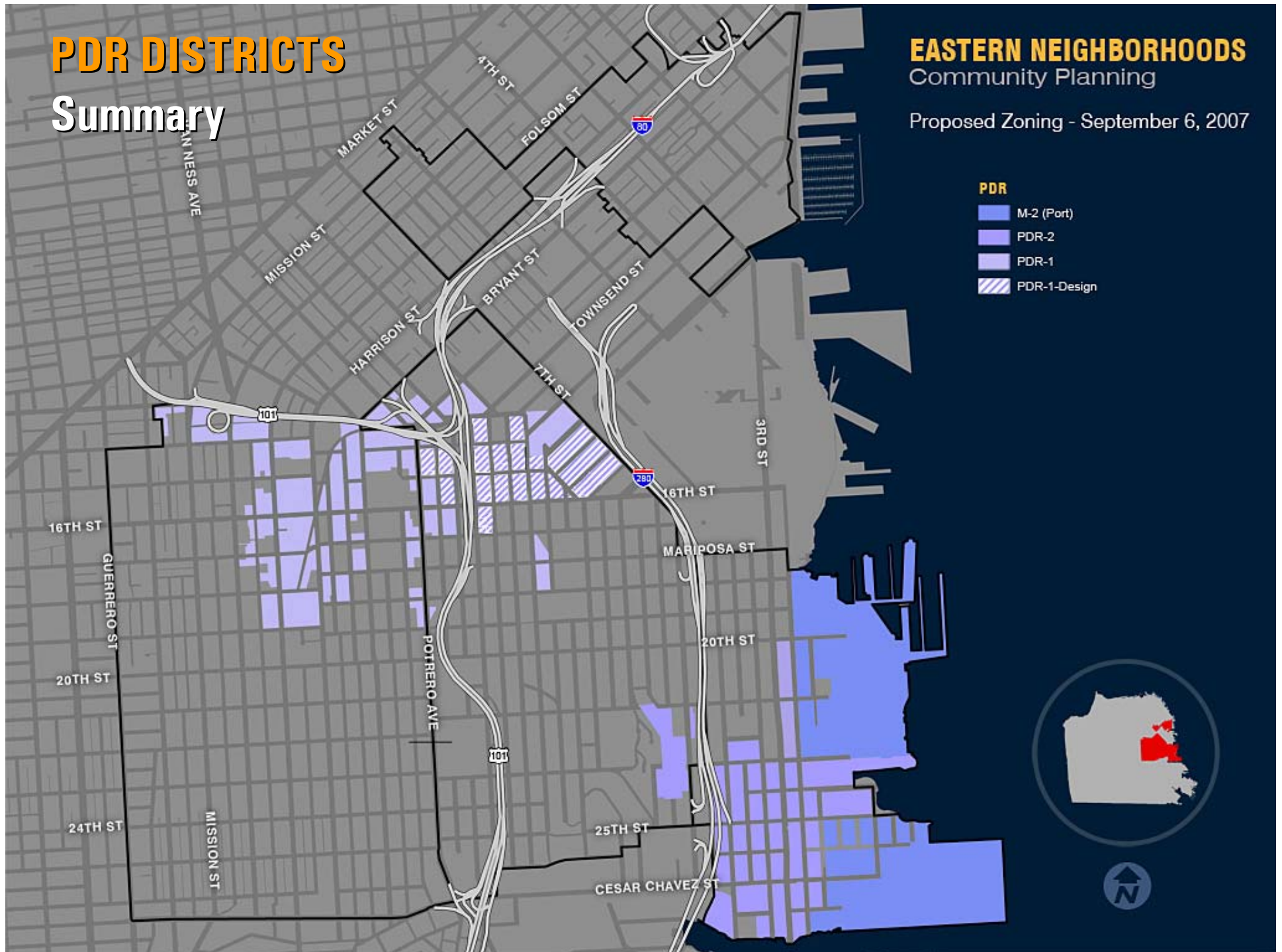
EASTERN NEIGHBORHOODS

Community Planning

Proposed Zoning - September 6, 2007

PDR

- M-2 (Port)
- PDR-2
- PDR-1
- PDR-1-Design



PDR DISTRICTS

Summary – Including Bayview

EASTERN NEIGHBORHOODS Community Planning

PDR

- M-2 (Port)
- PDR-2
- PDR-1
- PDR-1-Design



0 1
Miles

MIXED USE DISTRICTS

Detailed Breakdown

EASTERN NEIGHBORHOODS

Community Planning

Proposed Zoning - September 6, 2007

Neighborhood Commercial

- NC-T
- NC (Existing)
- NC-3
- NC-S

Mixed Use

- UMU
- MU
- MUO
- MUR
- SPD

MIXED USE DISTRICTS:

(Includes NCs.)

Promote a variety of mixed use neighborhoods



MIXED USE DISTRICTS

Neighborhood Commercial Transit (NCT)

EASTERN NEIGHBORHOODS

Community Planning

Proposed Zoning - September 6, 2007

Neighborhood Commercial

- NC-T
- NC (Existing)
- NC-3
- NC-S

Mixed Use

- UMU
- MU
- MUO
- MUR
- SPD

NCT:

Purpose: Maximize residential and commercial uses in areas well served by transit; activate the ground floors and create a pedestrian-friendly environment; encourage small, neighborhood-serving uses.

Permitted Uses: Residential, small scale retail, small institutions

Other: Retail sizes limited to neighborhood scale

MIXED USE DISTRICTS

Mixed Use (MU)

EASTERN NEIGHBORHOODS Community Planning

Proposed Zoning - September 6, 2007

Neighborhood Commercial

- NC-T
- NC (Existing)
- NC-3
- NC-S

Mixed Use

- UMU
- MU
- MUO
- MUR
- SPD

MU:

Purpose: Promote a mix of residential and commercial uses; allow flexibility, but restrict large office and ensure housing is built over large retail

Permitted Uses: Residential, retail, small offices, small institutions, PDR

Other: Retail over 25,000 square feet only permitted as part of mixed-use project

MIXED USE DISTRICTS

Mixed Use Residential (MUR)

EASTERN NEIGHBORHOODS Community Planning

Proposed Zoning - September 6, 2007

Neighborhood Commercial

- NC-T
- NC (Existing)
- NC-3
- NC-S

Mixed Use

- UMU
- MU
- MUO
- MUR
- SPD

MUR:

Purpose: Promote a mix of residential and commercial uses, but ensure that housing is built; protect alleys from overdevelopment

Permitted Uses: Residential, retail, small offices, institutions, PDR

Other: 3 square feet of residential required for every 1 square foot of retail

MIXED USE DISTRICTS

Mixed Use Office (MUO)

EASTERN NEIGHBORHOODS Community Planning

Proposed Zoning - September 6, 2007

Neighborhood Commercial

- NC-T
- NC (Existing)
- NC-3
- NC-S

Mixed Use

- UMU
- MU
- MUO
- MUR
- SPD

MUO:

Purpose: Promote a mix of residential, office and commercial uses, promote this zone as a secondary office district

Permitted Uses: Residential, retail, offices, institutions, PDR

Other: Retail over 25,000 square feet only permitted as part of mixed-use project

MIXED USE DISTRICTS

South Park District (SPD)

EASTERN NEIGHBORHOODS

Community Planning

Proposed Zoning - September 6, 2007

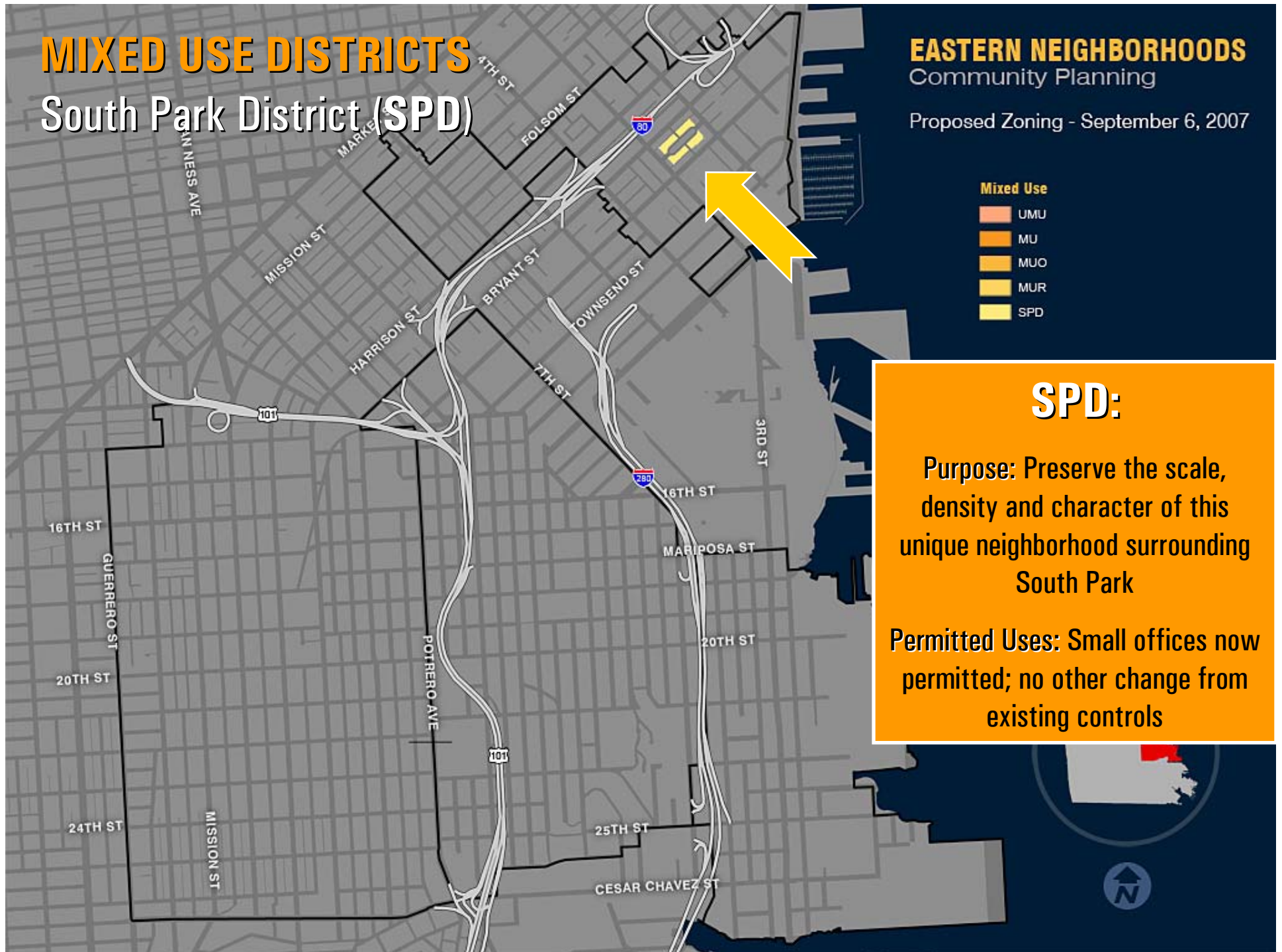
Mixed Use

- UMU
- MU
- MUO
- MUR
- SPD

SPD:

Purpose: Preserve the scale, density and character of this unique neighborhood surrounding South Park

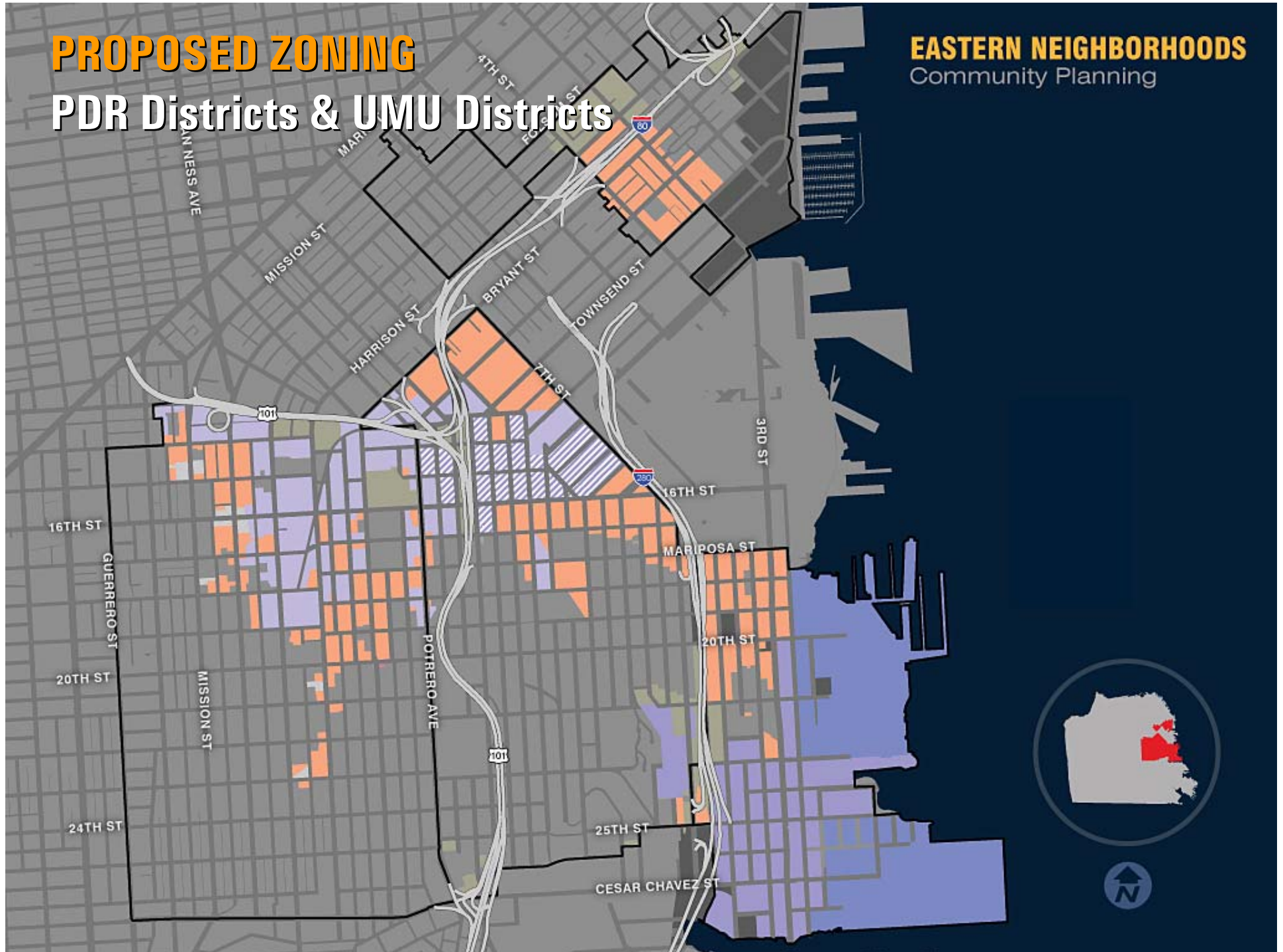
Permitted Uses: Small offices now permitted; no other change from existing controls



PROPOSED ZONING

PDR Districts & UMU Districts

EASTERN NEIGHBORHOODS
Community Planning



MIXED USE DISTRICTS

Urban Mixed Use (UMU)

EASTERN NEIGHBORHOODS

Community Planning

Proposed Zoning - September 6, 2007

Neighborhood Commercial

- NC-T
- NC (Existing)
- NC-3
- NC-S

Mixed Use

- UMU
- MU
- MUO
- MUR
- SPD

UMU:

Purpose: Transition formerly industrial zones into mixed use / mixed income districts, while preserving PDR uses.

Permitted Uses: PDR, mixed-income housing, small office, neighborhood-scale retail, small to medium institutions.

Other: PDR space no longer required as part of residential projects; PDR removal fee under consideration.

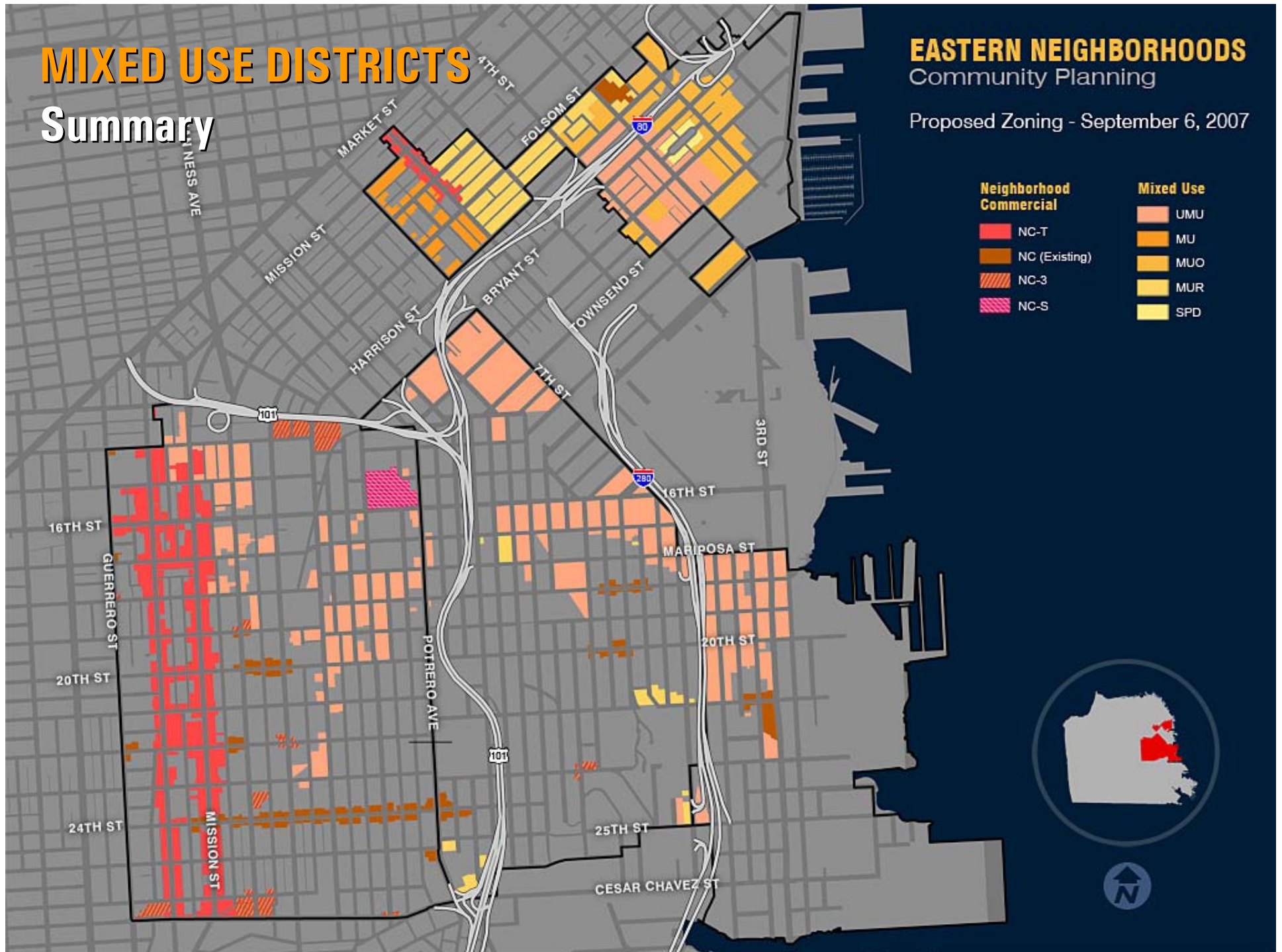
Mixed-income requirements apply to all residential projects

MIXED USE DISTRICTS

Summary

EASTERN NEIGHBORHOODS Community Planning

Proposed Zoning - September 6, 2007



PROPOSED ZONING

Overview

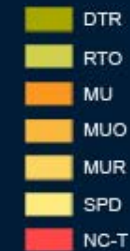
EASTERN NEIGHBORHOODS Community Planning

Proposed Zoning - September 6, 2007



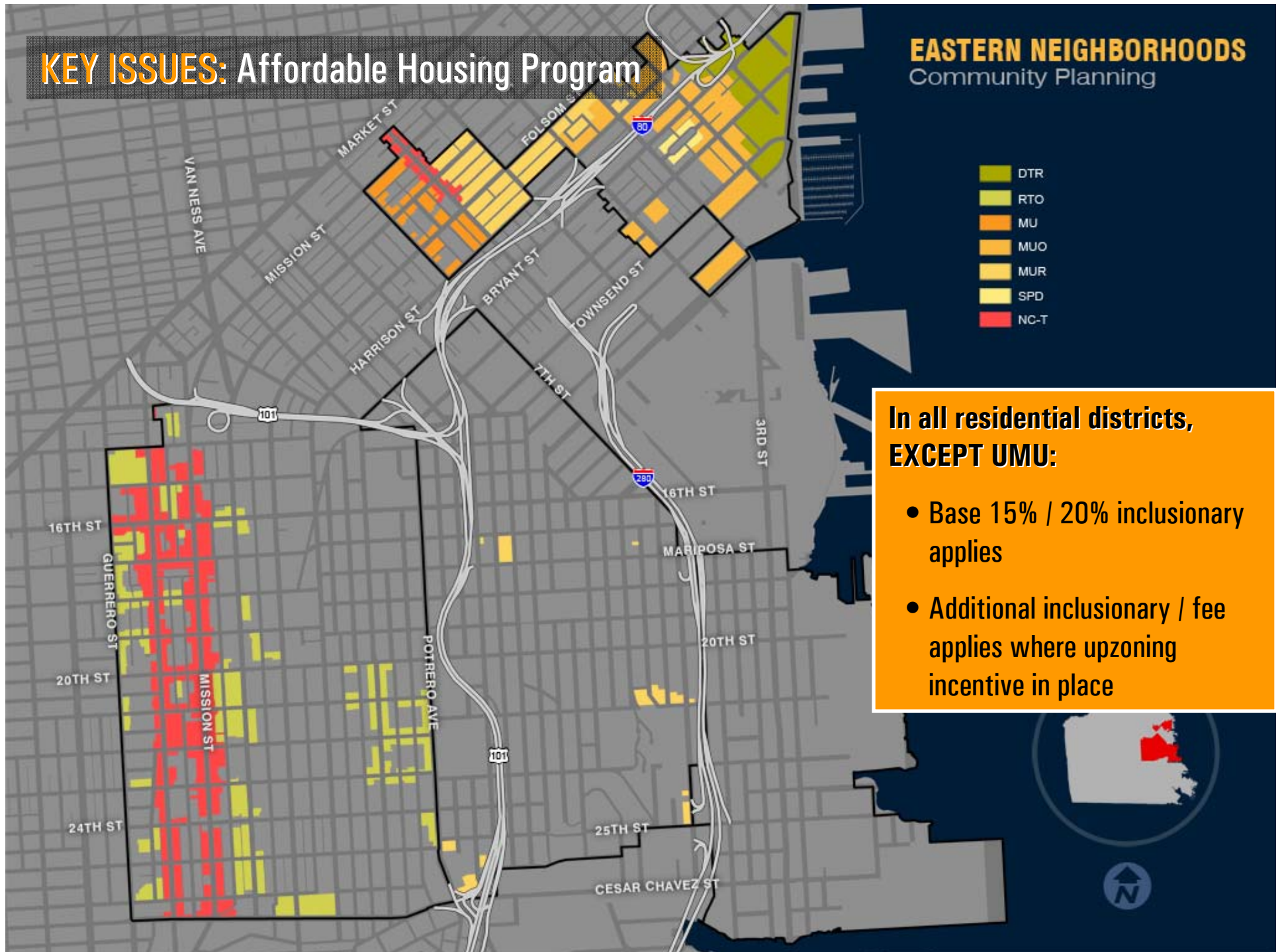
KEY ISSUES: Affordable Housing Program

EASTERN NEIGHBORHOODS Community Planning



**In all residential districts,
EXCEPT UMU:**

- Base 15% / 20% inclusionary applies
- Additional inclusionary / fee applies where upzoning incentive in place



KEY ISSUES: Affordable Housing Program (con't)

EASTERN NEIGHBORHOODS Community Planning

Proposed Zoning - September 6, 2007

Neighborhood Commercial

- NC-T
- NC (Existing)
- NC-3
- NC-S

Mixed Use

- UMU
- MU
- MUO
- MUR
- SPD

In UMU district:

Mixed-income rules apply. All residential development must comply with one of the following:

- 100% affordable developments permitted
- Land-dedication up to 50% required for market rate projects
- Moderate income projects (75% moderate up to 140-150% AMI, 25% market rate) permitted

KEY ISSUES: Legal Non-Conforming Uses

Change in zoning will create legal non-conforming uses (NCUs) in Mixed Use and PDR Districts

Proposed rules for Legal Nonconforming Uses:

- Existing residential in PDR districts may remain indefinitely but cannot add units
- Existing larger office or retail – **with permit history** -- in PDR or Mixed-Use districts may remain indefinitely
- Office or retail NCUs may be occupied indefinitely by any sort of office or retail uses interchangeably, as long as total NCU space in a building does not increase

KEY ISSUES: Places for “Knowledge Industry”

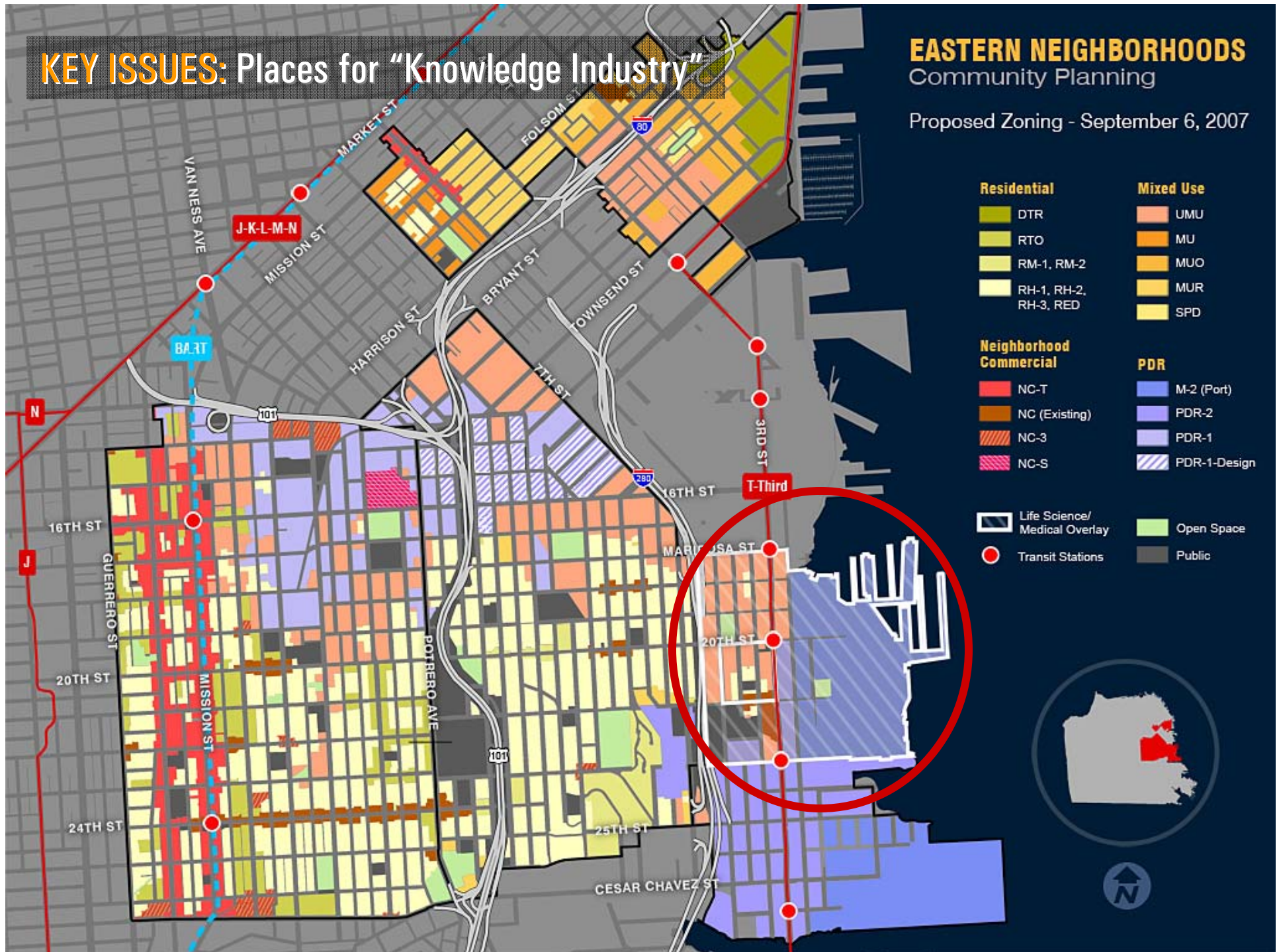
Concern that emerging industries such as multimedia, digital media biotech, clean-tech etc. have a place to go in the city

- Many can use regular office space in areas of the city designated for office
- “Start-up” facilities up to 5,000 square feet per parcel allowed in all districts
- Many aspects of these industries would be permitted without limit in PDR districts (i.e. digital/multimedia production facilities, clean-tech manufacturing)
- Biotech and medical offices / clinics proposed to be permitted with no limitations in Life Science / Medical Overlay in northern Central Waterfront
- Area Plan policies will link workforce training to new opportunities in knowledge industries

KEY ISSUES: Places for "Knowledge Industry"

EASTERN NEIGHBORHOODS Community Planning

Proposed Zoning - September 6, 2007



Key Issues: Zoning for “Transit Corridors”

- Eastern Neighborhoods includes several significant transit corridors: Mission St., 3rd St., 4th St (future) 16th St. (future)
- Planning orthodoxy tells us that we should optimize development along any significant transit investment. What does this mean for the Eastern Neighborhoods?
- Eastern Neighborhoods is about balancing competing priorities. Zoning for the transit corridors is one of these difficult balancing acts. Transit can serve jobs as well as housing. In addition, transit corridors may in some instances pass through areas which are already serving a useful purpose for the city.
- Staff has attempted to balance the desire for more intense development along transit corridors with the need to respect what may already be on the ground along some parts of the corridors, and the need to preserve some land that may be released for development in the future.

Key Issues: Zoning for “Transit Corridors” Current Thinking:

- **Mission Corridor:** Already neighborhood commercial. *Encourage more housing, particularly affordable, and balance with maintaining historic resources and neighborhood character*
- **3rd St. Corridor:** Already more than **15,000** housing units planned along corridor in Mission Bay, Northern Central Waterfront, Bayview and Visitacion Valley. *Focus more intense development north of 23rd Street in order to form a cohesive neighborhood; preserve PDR and jobs south of 23rd and re-address in the future.*
- **4th St. Corridor (future central subway):** In the UMU zone. *Assume that larger parcels along 4th Street will be built out with denser residential development.*
- **16th Street:** Primarily industrial through the Mission and Showplace. Connects BART and dense residential in western Mission with Mission Bay and 3rd Street. *Protect core PDR in Mission; allow some housing in Showplace UMU mainly along north side of 16th St.*

What We've Heard

Comment	Response
Affordable provisions don't serve the need in the Mission	Continuing to look into this
Need to protect neighborhood-serving small retail	Provisions in NC zoning partly do this, but we are continuing to look into it
Too much / too little parking	Proposed parking regulations attempt to provide balance and flexibility
Should upzone transit corridors	Several transit corridors being proposed for housing; others balanced with PDR
Should legalize in-law units in residential districts	Staff investigating the feasibility of doing this in selected neighborhoods as part of Eastern Neighborhoods or separately
Affordable housing provisions should be more evenly applied	Mixed-income provisions now proposed throughout the UMU in each neighborhood
Too much / not enough affordable housing	Zoning attempts to provide as much housing at a variety of income levels as possible without shutting down development

What We've Heard (con't)

Comment	Response
Affordable and mixed-income provisions will halt all development	Provisions are being carefully modeled to ensure that they still leave incentive to build
Many existing uses will become "non-conforming"	Proposed flexible nonconforming use provisions
Not enough space for knowledge industries	Small scale "office" and larger scale research or production facilities permitted everywhere; larger offices and biotech permitted in northern portion of Central Waterfront
Need community serving retail in Showplace	UMU zoning limits scale of retail uses
Retain neighborhood character of smaller NC's	Smaller NC will not become NC-T
Impact of adult businesses	Adult entertainment proposed NP in most areas. Concerns about adult production facilities will be dealt with separately