

Executive Summary



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For Hearing on 9/28/2006

Project Name: Initiating Amendments to the General Plan, Planning Code and Zoning Map to implement the Market and Octavia Neighborhood Plan

Case Numbers: 2003.0347EE CEQA Findings
2003.0347M Initiating Amendments to the General Plan
2003.0347T Initiating Amendments to the Planning Code
2003.0347Z Initiating Amendments to the Zoning Map

Case Planners: AnMarie Rodgers, Plan Manager 558-6395, Kearstin Dischinger, Stephen Shotland, and Aksel Olsen

Reviewed By: John Billovits, 415.558.6390

Report Format

This report addresses the proposed initiation of amendments to the General Plan, Planning Code and Zoning Map to implement the Market and Octavia Neighborhood Plan. The report provides background information about the project and includes staff reports, draft Commission Resolutions and draft Ordinances required to adopt these amendments as listed in the attached documents.

Background Information

The Market and Octavia Neighborhood Plan contains proposed for changes to controls for land use, height, bulk, building design, parking and loading, open space, rear yards, and other standards from those currently established by the General Plan, Planning Code and Zoning Map. The Planning Department therefore proposes to amend the General Plan, Planning Code and Zoning Map to implement the Market and Octavia Neighborhood Plan.

Starting in 2000, the Planning Department initiated a public planning process, the Better Neighborhoods Program, which developed a series of policies and proposals including those for land use, height, bulk,

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building design, density, transportation, and parking in the Market and Octavia area. This program as described in “The Market and Octavia Neighborhood Plan: Draft for Public Review,” was published by the Planning Department in December 2002. Subsequent revisions are recorded in the “Market and Octavia Plan Revisions” published in 2006, all preceding revisions are captured in this final document. The Draft Plan together with the Plan Revisions provide a comprehensive set of policies and implementation programming to realize the vision for the Market and Octavia plan area.

Implementation of the Market and Octavia Neighborhood Plan requires the adoption of amendments to the General Plan and the Planning Code. Adoption of the Market and Octavia Area Plan into the General Plan incorporates plan policies into the city’s vision for the area. The policies will be used as a framework for policy decisions in the plan area. Amendments to the Planning Code change the controls that regulate land use and building form. Planning Code changes initiate implementation programming such as establishing impact fees associated with new development and Plan Area monitoring.

Pursuant to Planning Code Section 340, proposed amendments to the General Plan can be initiated by a Resolution of Intention by the Planning Commission. Planning Code Section 302 provides for amendments to the Planning Code and the Zoning Map by Planning Commission adoption of a Resolution of Intention to amend the Code. If the Planning Commission approves the draft Resolutions of Intention, it would subsequently schedule and hold a public hearing on the proposed amendments to the General Plan, Planning Code and Zoning Map.

Area Location:

The Plan encompasses an irregularly shaped area in northeast San Francisco. It extends two to three blocks in width along Market Street for ten blocks and extends north along the former Central Freeway alignment at Octavia Street for ten blocks. Along Market Street, the Plan Area boundaries extend from 11th and Larkin Streets in the east to Noe and Scott Streets in the west. The boundary jogs north along Noe Street, Duboce Avenue, Scott Street, Waller Street, Webster Street, Oak Street, Buchanan Street, and Grove Street; continues north along the former Central Freeway alignment to Turk Street between Laguna and Franklin Streets; and east of Franklin Street jogs south to Grove and Larkin Streets. The Project Area boundary extends south of Market Street between 10th and 11th Street to Howard Street. Extending west along Howard Street, the Project Area boundaries jog along Division, Mission, Fourteenth, Guerrero, and Sixteenth Streets. The Area Plan boundaries are shown in Figure 1

Requested Commission Action

Three actions are proposed. They include approving resolutions initiating amendments to the General Plan, Planning Code, and Zoning Map.

1. Proposed General Plan Amendment: 2003.0347M

Proposed amendments to the General Plan seek to protect much of the existing

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neighborhood character, build on the existing strengths and ensure a mix of housing opportunities including mid-rise and high-rise residential development at the Market Street and Van Ness Avenue and Mission Street and South Van Ness Avenue intersections, with clear standards for ground floor uses, parking and loading, building height and bulk that together will ensure a safe and attractive neighborhood environment, promote use of a variety of travel modes and develop a system of public improvements. Proposed amendments to the General Plan, include adding a new area plan, the Market and Octavia Area Plan, and making related amendments to the Commerce and Industry, Housing, Recreation and Open Space, and Transportation Elements, the Civic Center Area Plan, Downtown Area Plan, South of Market Area Plan, and the Land Use Index to implement the Market and Octavia Neighborhood Plan. The proposed amendments are described in Exhibit M-1. A draft Resolution of Intention to initiate General Plan amendment is included in Exhibit M-2, and a draft Board of Supervisor's ordinance included as Exhibit M-3.

2. Proposed Planning Code Amendment: 2003.0347T

Proposed amendments to the Planning Code seek to implement the General Plan Amendments and establish specific standards and procedures to ensure success of the Plan's goals. Additionally, a system for public improvement fees and a monitoring program will be established with this proposal. Proposed amendments to the Planning Code include revisions to the Planning Code adding Sections 121.5, 158.1, 206.4, 207.6, 207.7, 230, 249.27, 261.1, 263.18, 326-326.8, 341, 731, 731.1, 732, 732.1 and by amending Planning Code Sections 102.5, 121.1, 121.2, 124, 132, 134, 135, 144, 145.1, 145.4, 151.1, 152, 153, 154, 155, 156, 166, 167, 201, 207.4, 208, 209.1-209.9, 234.2, 253, 270, 303, 304, 311, 316, 603, 606 702.1, and 720.1. The proposed amendments are described in Attachment T-1; a Draft Resolution is included as T-2, and Proposed Board of Supervisors' Ordinance included as Exhibit T-3.

3. Proposed Zoning Map Amendment: 2003.0347Z

The proposed Zoning Map Amendment establishes the boundaries for the new zoning and height districts. Generally existing neighborhood commercial districts will become "neighborhood commercial-transit" districts, the residential districts will become "residential transit-oriented" districts and a new special use district, for "downtown residential" uses will be established to enable the creation of a new residential district in SoMa West. The new height districts will generally reduce heights in the residential areas to 40-feet and concentrate height increases in the SoMa West district and along the Market Street corridor. Staff recommends adoption of a draft Resolution of Intention to initiate amendments to the Zoning Map of the Planning Code, Including amendments to Sectional Maps 2 and 2H, 7 and 7H, and Maps 2SU and 7SU of the Zoning Map of the City and County of San Francisco. The amendments to the Zoning Map would establish three new zoning districts in the Market and Octavia Plan Area and revise height and bulk districts in the Plan Area. These companion amendments are consistent with the Planning Code amendments. The proposed amendments are described in Attachment Z-1; a Draft Resolution is included as Z-2, and a draft

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Board of Supervisors' Ordinance included as Exhibit Z-3

Environmental Review Status: 2003.0347E

The Planning Commission will consider certification of the Market and Octavia Neighborhood Plan Environmental Impact Report and consider adopting CEQA Findings prior to taking action to adopt the proposed amendments. Planning Code Section 101.1(b) Priority Policies are included in the draft resolutions attached to this staff report.

Issues and Other Considerations

The San Francisco Charter and Planning Code allow the Planning Commission to initiate amendments to the General Plan, Planning Code and Zoning Map by adopting Resolutions of Intention to initiate proposed amendments. Issues are discussed in the individual staff report for each case. Should the Planning Commission adopt a resolution of intent to initiate amendments to the General Plan, Planning Code and/or Zoning Map, it will provide public notice and schedule public hearing(s) to consider the actions at a regular meeting of the Planning Commission.

Public Comment

Since the Better Neighborhoods process started in 2000, the Department has held numerous public meetings, and has briefed the Planning Commission and other public bodies and neighborhood organizations. A list of public meetings and efforts held to elicit public comment is included in Exhibit A-2. While some community members have taken issue with details of the Plan, overall, neighborhood residents, property owners, and neighborhood organizations located in and close to the project area have expressed significant support for the Plan.

Basis for Recommendation

Much of the existing neighborhood fabric in the Market and Octavia Neighborhood was built in a transit-oriented manner. The neighborhood has had a healthy mix of neighborhood services within walking distance of housing, a substantial investment in transit infrastructure, with most of the private development being oriented towards housing people. Over the past 60 years, the imposition of large infrastructure and redevelopment projects have deeply scarred the area's physical fabric. In addition, the Planning Code has more recently required new development to provide ample space for car parking even if it has ultimately led to less space for housing. This has resulted in a degradation of the pedestrian realm and a loss of potential housing units. The Market and Octavia Plan seeks to address these issues by holistically examining the relationship between land use, transportation and creating whole neighborhoods. The Plan proposes to no longer require parking, to change the density controls for housing, and to encourage a built environment that supports all travel modes.

In this way the Plan, supports the General Plan's vision of building where growth can be accommodated by transit and services, encouraging public transit use over trips by private automobile, and where housing opportunities can be increased adjacent to the

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downtown area. Anti-demolition policies, lot size limits, building frontage controls, unit size and unit mix protections, alley height controls, are all meant to protect the historic character of the Plan Area and ensure new development is complimentary to the “fragile virtues” the community identified as important to neighborhood character. Key to the plan’s success are a number of pedestrian, transit, traffic-calming, open space and other public improvements. A comprehensive program of new public infrastructure is necessary to provide these improvements to the area’s growing population. The Market and Octavia Community Improvements Fund and Community Infrastructure Impact Fee will create the necessary financial mechanism to fund these improvements in proportion to the need generate by new development.

In order to track implementation, the Planning Department will monitor key indicators. The plan’s performance will be gauged relative to benchmarks. If monitoring surveys indicate an imbalance in growth and relevant infrastructure and support, the Planning Department may recommend policy changes to balance development with infrastructure.

The Plan consists of the following key components:

The proposed General Plan, Planning Code and Zoning Map amendments would establish planning and land use controls that would protect the existing character of the Market and Octavia neighborhood, encourage a mix of housing types, and establish standards for ground floor uses, parking and loading, building height and bulk and would reinforce efforts to provide a safe and attractive neighborhood environment. The actions would also approve a plan for public improvements that includes neighborhood parks, streetscape improvements and open space. The new Planning controls would also enable the City to establish an implementation program, which would provide mechanisms to leverage funding for public improvements from new private development, existing revenue streams, and innovative community strategies.

Recommendation

Staff recommends adoption of the draft Resolutions of Intention to initiate proposed (1) amendments to the General Plan; (2) amendments to the Planning Code; and (3) amendments to the Zoning Map to implement the Market and Octavia Neighborhood Plan. This packet includes staff reports, draft resolutions and draft ordinances for Planning Commission consideration on each of the related cases.

Attachments

Exhibit A-1	Figure - Project Location and Boundaries
Exhibit A-2	List of Public meetings and outreach
Exhibit M-1	Planning Department Staff Report Initiating General Plan Amendments (Case 2003.0347M)
Exhibit M-2	Draft Planning Commission Resolution Initiating General Plan Amendments
Exhibit M-3	Draft Board of Supervisors Ordinance - General Plan Amendments
Exhibit T-1	Planning Department Staff Report Initiating Planning Code Amendments

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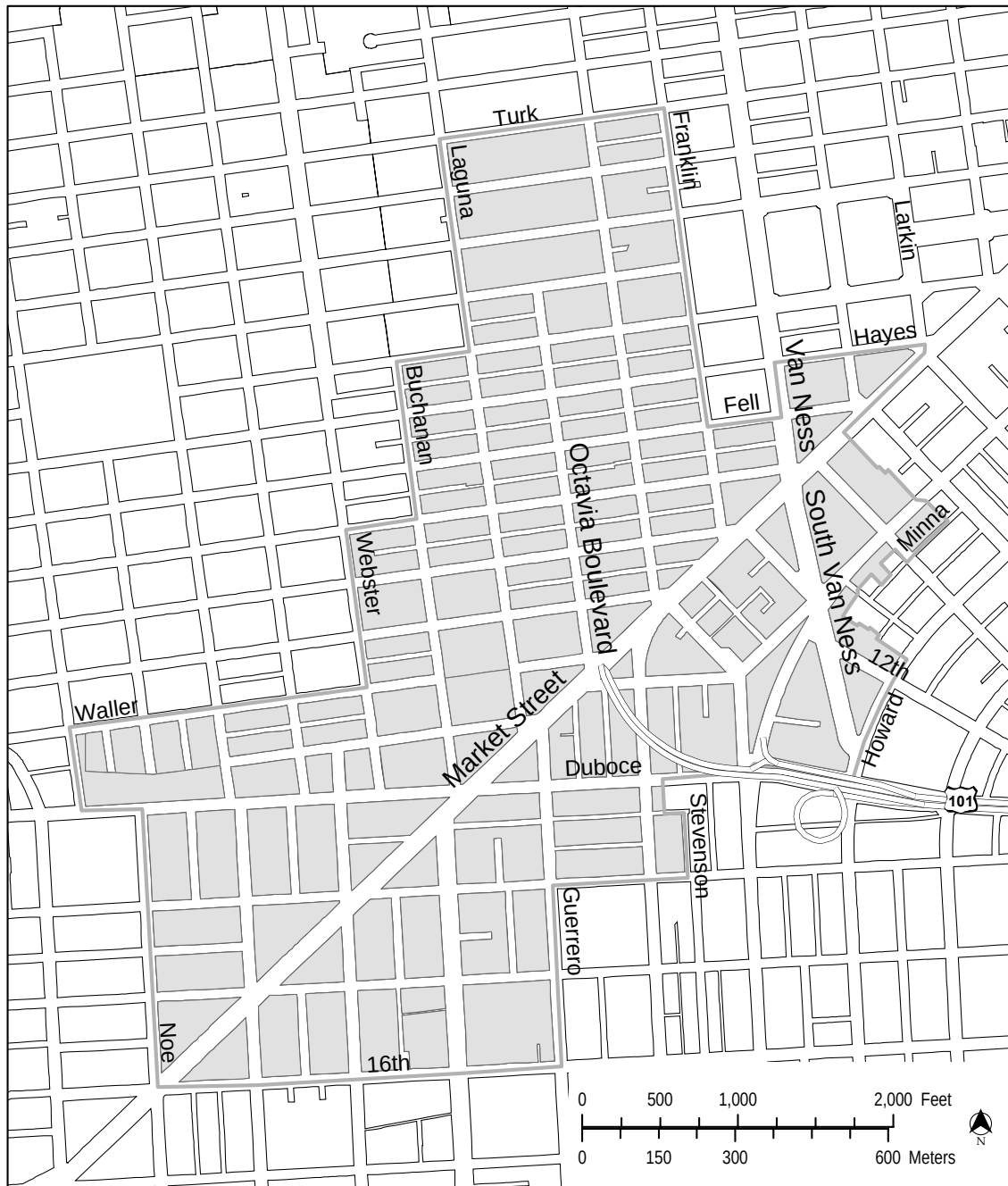
	(Case 2003.0347T)
Exhibit T-2	Draft Planning Commission Resolution Initiating Planning Code Amendments
Exhibit T-3	Draft Board of Supervisors Ordinance – Planning Code Amendments
Exhibit Z-1	Planning Department Staff Report Initiating Zoning Map Amendments (Case 2003.0347Z)
Exhibit Z-2	Draft Planning Commission Resolution Initiating Planning Code (Zoning Map) Amendments
Exhibit Z-3	Proposed Board of Supervisors Ordinance – Planning Code (Zoning Map) Amendments

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Exhibit A-1 Figure - Project Location and Boundaries

Project Location and Boundaries

Exhibit A-1



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Exhibit A – 2 List of Public Meetings and Outreach

List of Public Meetings, Workshops and Outreach The Market and Octavia Neighborhood Plan

What Makes a Great Neighborhood - Workshop One

Tuesday, May 2, 2000, 6:00 – 8:00pm

First Baptist Church, Octavia and Market Streets

Upper Market and Octavia Walking Tour

Wednesday, June 7, 2000, 6:00pm

Upper Market Bus Tour

Saturday, June 17, 2000, 10:30 AM

Market and Octavia Workshop Two

August 22, 2000, 6:00 PM

First Baptist Church, Octavia and Market Streets

Market and Octavia Workshop Three

January 18, 2001, 6:00 PM

First Baptist Church, Octavia and Market Streets

Central Freeway Parcel - Meeting 1

March 1, 2001, 6:30 PM

First Baptist Church, Octavia and Market Streets

Central Freeway Parcel - Meeting 2

April 26, 2001, 6:30 PM

First Baptist Church, Octavia and Market Streets

Central Freeway Parcel - Meeting 3

June 26, 2001, 6:30 PM

First Baptist Church, Octavia and Market Streets

Market and Octavia Workshop Four

December 4, 2001, 6:00 PM

First Baptist Church, Octavia and Market Streets

Draft Plan Release Event

Tuesday, December 17th, 2002

6:00-9:00pm - Ongoing Discussions and Hourly Presentations

GLBT Center, Market Street at Octavia Blvd.

Walking Tours of the Market and Octavia Neighborhood

January 12th & 18th, 2003

11am-1pm tour of plan area highlighting changes proposed in the plan

Open office hours for drop-in questions and comments

January 9th, 14th & 21st, 2003, 4:00 – 7:00 pm

Planning Department office, 1660 Mission Street

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Community Response to Draft Plan Workshop

January 28th, 2003, 6:00 PM

First Baptist Church, Octavia and Market Streets

Planning Commission Briefing and Community Comments

March 13, 2003, 12:30 PM

City Hall, Room 400, 1 Dr. Carlton B. Goodlett Place

Market and Octavia Community Meeting: Refinements & Next Steps

May 13th 2003, 6:00 PM

First Baptist Church, Octavia and Market Streets

What's New and What's Next Community Meeting

February 17, 2005, 6:30 PM

First Baptist Church, Octavia and Market Streets

Market and Octavia Zoning Workshop

June 21, 2005, 6:30 PM

LGBT Center, Market Street at Octavia Blvd.

Market and Octavia Plan Presentation

Planning Commission

March 20th, 2003

City Hall, Room 400, 1 Dr. Carlton B. Goodlett Place

Market and Octavia Plan Presentation

San Francisco Redevelopment Commission

November 1, 2005, 8:00 PM

City Hall, Room 400, 1 Dr. Carlton B. Goodlett Place

Market and Octavia Pre-Adoption Workshop

May 23, 2006, 6:30 – 8:30PM

LGBT Center, Market Street at Octavia Blvd.

Market and Octavia Plan Informational Presentation

Planning Commission

September 7th, 2006

City Hall, Room 400, 1 Dr. Carlton B. Goodlett Place

Additional Outreach

Planning Staff Attended the following Neighborhood Association Meetings

CAPA Workshop

March 9, 2002, 10 AM – 4 PM

July 19, 2006, 6:30 PM – 8 PM

Clinton Park Neighborhood Group

August 23, 2005

Francis of Assisi Center

DTNA Meeting

CPMC Davies Hospital

May 5, 2003

January 19, 2005

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September 12, 2005
November 14, 2005
December 1, 2005

DTNA Open Office Hours

November 16, 2005
San Francisco Planning Department, 1660 Mission Street

DTNA Meeting

November 29, 2005
San Francisco Planning Department, 1660 Mission Street

Eureka Valley Promotions Association

August 17th, 2006

Haight Ashbury Neighborhood Council

January 1, 2002

Hayes Valley Community Meeting

October 6, 2004, 6:30 PM

Further outreach was conducted in the form of presentations and discussions at other neighborhood organization meetings on the plan and related issues, including numerous community meetings on the University of Berkeley Extension site at 55 Laguna Street. Planning Department staff have also met with groups as requested including but not limited to Duboce Triangle Neighborhood Association, Hayes Valley Neighborhood Association, Mission Dolores Neighborhood Association, Castro Area Planning Association, and an assortment of historic preservation specialists.

In addition to our outreach program for workshops and meetings, the Planning Department provided the following updates about the Market and Octavia Neighborhood Plan to individuals and organizations on its Market and Octavia Neighborhood Plan mailing list:

Invitation for Neighborhood Group Participation

July 17, 2000 letter

Newsletters

Summer, 2000 Update
Winter 2001 Update
Fall 2004 Update
Winter 2004 Update, December 12, 2004
Spring 2005 Update
Summer 2005 Update, July 7, 2005

Website Updates

Spring 2000 to Present, *Continuously*