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Rezoning Alternatives

Meeting Packet - Workshop #4
September 25, 2002
San Francisco Planning Department



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Community Planning Process

The rapid economic growth in the past few years has pushed new housing and office development into San Francisco's industrially oriented Eastern Neighborhoods (Mission, SoMa, Showplace Square/Potrero Hill, Bayview, and Visitacion Valley). In 1999, the Planning Commission created "Industrial Protection Zone Interim Controls" to protect industrially zoned land from housing and office development pressures. After these controls expired in 2001, the impact of continued development motivated the initiation of a community planning process in the Eastern Neighborhoods to explore and define the course of future development. The purpose of the community planning process was to work collaboratively with the Eastern neighborhoods to identify areas that are best suited for future residential, commercial, and industrial development and develop rezoning proposals to guide these developments.

The following three principals guide the intent of the community planning process:

- ➔ Maximize housing production in the appropriate locations.
- ➔ Retain competitive industrial uses--Production/Distribution/Repair (PDR)--and ensure land supply for future PDR opportunities.
- ➔ Provide space for nighttime entertainment activities as well as community services, and neighborhood serving retail establishments.



Community Workshop Summaries

Since February 2002, three community workshops have been held to commence the community planning process in the SoMa area:

Workshop #1: February 20, 2002

Introduce the participants and stakeholders to one another.

Provide background information on the SoMa and assess future Production, Distribution and Repair land use needs.

Begin to identify goals for the community planning area.

Workshop #2: April 6, 2002

Define values and establish priorities for SoMa .

Prepare a draft of community goals.

Workshop #3: May 21, 2002

Refine, confirm, and evaluate the proposed community planning goals.

Organize the goals into three land use categories: residential, commercial, and industrial (see summary in Appendix A).

Propose rezoning as a planning tool to achieve the community goals.

Inform the community about how the zoning process can regulate the desired land uses in a neighborhood.

Begin to develop a draft of community land use and zoning proposals.



Rezoning Criteria and Tools

Based on the goals recognized by the community and an analysis of existing conditions and potential development in the citywide context, three rezoning alternatives have been developed.

Community Goals

Over the course of three community planning workshops in the SoMa, workshop participants developed generally agreed upon a set of goals. Then, using maps, the participants identified preferred locations for different types of activities.

The following set of goals reflect the key ideas set forth by the community at the three planning workshops. The goals are not in any particular order; they are simply a summary of the workshop discussions.

ENCOURAGE AN APPROPRIATE MIX OF USES. Encourage development that includes a mix of compatible uses, including different types of housing mixed with PDR, retail, and services.

RETAIN AND PROMOTE BUSINESSES AND ORGANIZATIONS THAT CONTRIBUTE TO THE DIVERSITY OF SOUTH OF MARKET. Support activities that play an important role in the local as well as the city's economy such as Production/ Distribution/Repair, arts, and entertainment.

ENCOURAGE MORE NEIGHBORHOOD SERVING BUSINESSES. Encourage a variety of neighborhood serving commercial businesses, especially grocery stores and personal services.

ATTRACT JOBS FOR LOCAL RESIDENTS. Encourage and preserve sectors that provide good paying jobs for employees with a variety of skill levels.



ENCOURAGE A MIX OF INCOMES IN RENTER AND OWNER-OCCUPIED HOUSING. Promote mixed income housing to strengthen the areas' economic and social diversity.

INCREASE AFFORDABLE HOUSING OPPORTUNITIES. Encourage new affordable housing for a broad spectrum of residents. Improve existing affordable housing, especially single room occupancy hotels (SROs).

IMPROVE THE CHARACTER OF STREETS AND ENCOURAGE PEDESTRIAN SAFETY. Use design guidelines that incorporate local historical and cultural elements to make streets and alleys more attractive and safe.

Two additional goals were identified by the community but cannot be realized through the re-zoning process. They will require participation of other city agencies.

IMPROVE COMMUNITY FACILITIES AND ENHANCE OPEN SPACES. Provide adequate sites for schools, parks, and community centers to serve everyone's needs—particularly those of youth and seniors.

OFFER A VARIETY OF TRANSPORTATION OPTIONS. Improve transit service. Improve streets by adding more bike lanes and by emphasizing pedestrian-friendly designs. Adapt parking requirements to fit the context of development.

The San Francisco Planning Department is currently rezoning South of Market. Zoning guides how land is used. It determines the uses permitted on a particular parcel of land and the height and bulk of the building that contains that use. Private and non-profit developers draw up detailed plans for their specific projects location, design and scale. The community must work with the City and with developers toward specific goals such as the desire for a particular grocery store or community facility, the number of affordable housing units in a project, community hiring policies for new businesses, and the need for more targeted social programs.



Analysis of Existing Conditions and Potential Development

After reviewing the contribution of the community participants, the Planning Department conducted a thorough assessment of existing land use conditions and the impact of each of the zoning alternatives. These results were then synthesized with community preferences.

The Planning Department staff used the following data to complete its analysis:

Current and projected future businesses and jobs

Existing major clusters of Production/Distribution/Repair activity

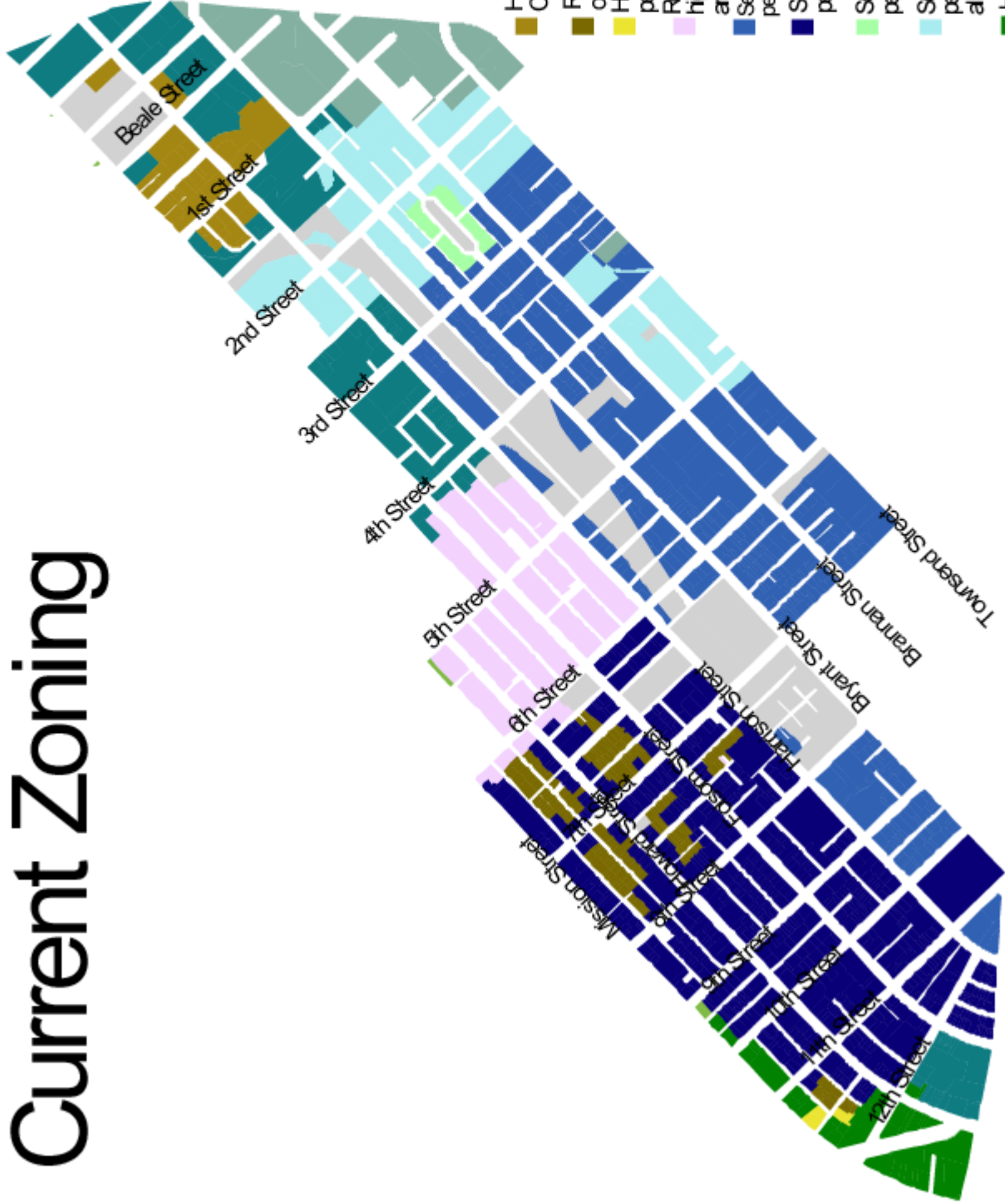
Existing housing stock and projected future needs

Existing community amenities, public facilities, and historic buildings

Projects recently approved or under construction

Sites that could potentially accommodate future development

Current Zoning



- High Density Residential-Commercial Combined (RC-4)
- Residential Endave District (RED); permits only residential uses
- High Density Residential District (RH-3); permits up to 3 units on a lot
- Residential Service District (RSD); encourages high density residential, and permits retail and industrial uses
- Service Light Industrial (SLI); permits light industrial uses and affordable housing
- Service Light Industrial / Residential (SLR); permits light industrial and residential uses
- South Park District; permits everything except heavy industrial uses
- Service/ Secondary Office (SSO); permits light industrial and office uses and allows housing as a conditional use
- Heavy Commercial District (C-M); fewer heavy industrial uses permitted than in the industrial districts
- Light Industrial District (M-1)
- Heavy Industrial District M-2
- Public

PROPOSED ZONING

P, Permitted, NP: Not Permitted, C: Conditional

	Industrial	Industrial/ Nighttime Entertainment	Industrial/ Residential	Residential/ Commercial	Residential/ Commercial/ Big Box	Neighborhood Commercial- Transit	Residential/ High Density/ Mixed Use	Residential Enclave District
Purpose	Allow PDR businesses to function in isolation from other uses to avoid land use conflicts and displacement	Same uses permitted as in the industrial district, but also allows nighttime entertainment.	Add residential uses to industrial areas without losing industrial space	Add residential and some commercial uses to industrial areas and expect PDR to leave	Same uses permitted as in the Residential/Commercial District, but also allows big box retail.	Maximize residential combined with commercial	Higher density housing with small neighborhood retail	Retain existing residential character in alleys of Some
PDR Heavy	NP	NP	NP	NP	NP	NP	NP	NP
PDR Core w/ trucking	P	P	P	NP?	NP	NP	NP	NP
PDR Core w/o trucking	P	P	P, Required	P	P	NP	NP	NP
PDR Light	P	P	P, Required	P	P	P	NP	NP
Small Retail	P	P	P	P	P	P, Required ground floor	P	NP
Large Retail	NP	NP	P	P	P	P	NP	NP
Nighttime Entertainment	NP	P	NP	NP	NP	NP	NP	NP
Big Box	NP	NP	NP	N	P	NP	NP	NP
Parking Lot	P	P	NP	NP	NP	NP	NP	NP
Parking Structure	NP	NP	NP	NP	NP	NP	NP	NP
Small Office (1)	P	P	P	P	P	P	P	NP
Large Office	NP	NP	NP	NP	NP	P	NP	NP
Cultural/Arts	P	P	P	P	P	P	P	NP
Institutional	NP	NP	P	NP	NP	P	NP	NP
Residential	NP	NP	P	P	P	P	P	P

CURRENT ZONING

P: Permitted, NP: Not Permitted, C: Conditional

	M-2 Light Industrial	C-M Heavy Commercial	Service Light Industry (SLI)	Service Light Industrial/ Residential (SLR)	Residential Service District (RSD)	Service/ Secondary Office (SSO)	South Park District	High Density Residential District (RC-4)	Residential Enclave District
Purpose	Light Industrial District	Permits fewer heavy industrial uses than in the M-1 and M-2 industrial districts	Promotes the expansion of PDR and commercial activities.	Maintain and facilitate growth of light PDR while encouraging housing that is compatible.	Encourages high-density, mid-rise housing and the expansion of retail, business service and commercial and cultural activities.	Permits light industrial and office uses and allows housing as a conditional use.	Preserve the scale, density and mix of commercial and residential uses within this neighborhood	High Density Residential district that also allows commercial uses	Low-scale, medium density, predominantly residential neighborhoods located along the alleys of SoMa
PDR Heavy	NP	NP	NP	NP	NP	NP	NP	NP	NP
PDR Core w/ trucking	P	P	P	P	P	P	NP	NP	NP
PDR Core w/o trucking	P	P	P	P	P	P	P	NP	NP
PDR Light	P	P	P	P	P	P	P	NP	NP
Small retail	P	P	P	P	P	P	P	P	NP*
Large retail	P	P	P	P	P	P	P	P	NP*
Nighttime Entertainment	NP	NP	NP	NP	NP	C	NP	NP	NP
Big Box	NP	NP	NP	NP	NP	NP	NP	NP	NP
Parking lot	P	P	P	P	P	P	P	NP	P
Parking structure	P	P	P	P	C	P	C	C	C
Small office (1)	P	P	P	P	P	P	P	NP	NP*
Large office	P	P	NP*	NP*	NP*	P	P	NP	NP
Cultural/Arts	P	P	p	P	P	p	NP	NP	NP
Institutional	NP	C	C or P	C or P	C or P	C or P	NP	C or P	NP
Residential	C	C	Low-income, C; other housing, NP	P	P	C	P	P	C

*Only permitted if in landmark or contributory historical buildings in historic districts.



Rezoning Alternatives

Based on the goals recognized by the community, the citywide context and an analysis of existing conditions and potential development, three rezoning alternatives have been developed. They are described below.

Maximize Development Opportunities

- Focus on residential and commercial development
- Many of the current PDR jobs and businesses would be lost.
- Identify and intensify commercial/transit corridors, 2nd Street, 3rd Street and 6th Street and areas closest to downtown—east of 4th Street and north of Howard Street—contribute new housing units and new shops, reduce parking requirements, allow greater housing densities and heights of buildings
- Residential Enclaves are preserved and expanded.
- Opportunity for mix of residential and higher-end PDR activities along western Folsom
- Small Big-Box zoning district—like res/commercial area with the additional allowance of big-box establishments
- Areas south of the 101 freeway between 5th and 6th and southwest SoMa reserved for PDR (small office and retail would be permitted).
- Potential for 5,600 new housing units and 12,000 new non-PDR jobs by 2020
- Anticipated loss of about 6,800 PDR jobs.

Moderate Development Balancing Jobs and Housing

- Goal of moderate level of development
- Greater balance between jobs and housing through concentrated housing with transit access
- Space reserved for PDR activities, nighttime entertainment activities, and housing, respectively
- Housing is encouraged along commercial/transit corridors of 2nd Street, 3rd Street, and 6th Street; and in the areas closest to downtown—east of 4th Street and north of Howard Street.
- Commercial corridors emphasize higher densities and heights as well as lower parking requirements to allow for more affordable and market rate units.
- Residential Enclaves are preserved and expanded.
- More land reserved for PDR activities (with small office and retail)—some parts allowing for a mix with residential
- Folsom and 11th Street is zoned as a nighttime entertainment node—similar to Industrial zoning in that there housing is not permitted, but where nighttime entertainment would be compatible with industrial activities.
- Potential for 3,600 new housing units and about 6,800 new non-PDR jobs by 2020.
- Anticipated loss of about 3,200 PDR jobs.

Minimum Development

- Goal: to preserve many of the current conditions of the South of Market
- Minimum level of development expected
- Retain land south of Folsom and west of 3rd Street for industrial (small office and retail permitted).
- New housing and commercial development would be concentrated north of Folsom Street and east of 3rd Street.
- Residential enclaves would be preserved.
- The area south of South Park would allow for a mix of PDR and housing.
- Potential for 2,000 new housing units and over 5,000 new non-PRD jobs by 2020.
- There would still be a loss of over 2,700 PDR jobs.



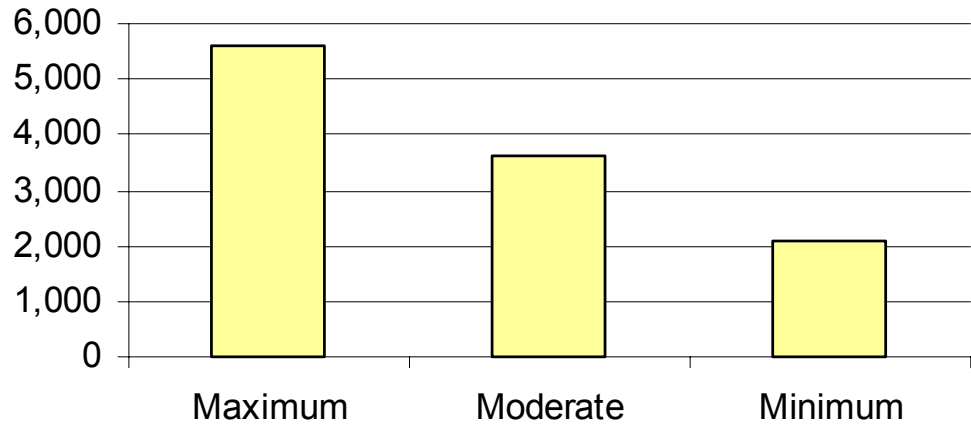
Analysis of Potential Jobs and Housing Change

The proposed rezoning alternatives represent three different visions for SoMa. Each of these alternatives would have a different impact on the city. According to ABAG, San Francisco has the potential and the ability to add slightly more than 16,000 units of housing and over 100,000 additional commercial and industrial jobs by 2020. Within this ABAG scenario, SoMa would potentially bear the responsibility of producing fewer than 500 units of housing and for providing space for just over 6000 employees. An analysis of these alternatives was done to assess the jobs and housing changes overtime. Results of this analysis are listed in the table below.

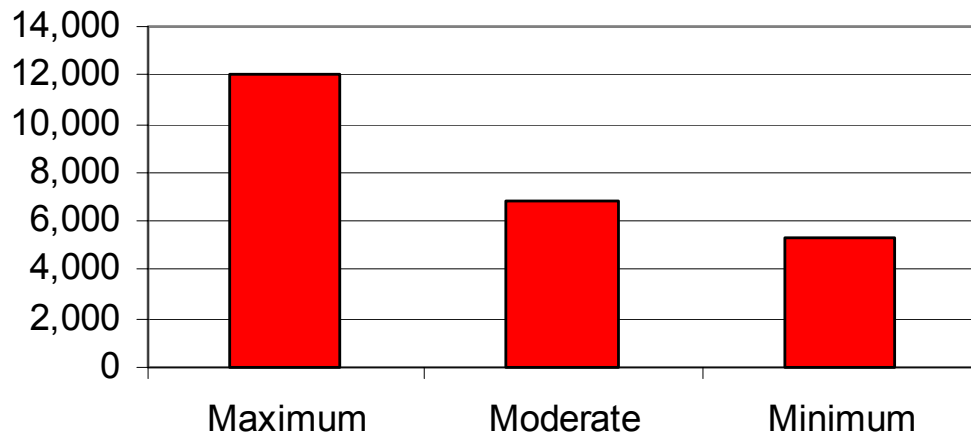
Alternative A: Maximum Development	
1. Potential Development	
New housing units	5,618
New commercial space	3,594,552
New Jobs (service/office sector)	11,982
2. Potential PDR Job Loss	
	6,839
Alternative B: Moderate Development	
1. Potential Development	
New housing units	3,612
New commercial space	2,053,874
New Jobs (service/office sector)	6,846
2. Potential PDR Job Loss	
	3,205
Alternative C: Minimum Development	
1. Potential Development	
New housing units	2,062
New commercial space	1,582,158
New Jobs (service/office sector)	5,274
2. Potential PDR Job Loss	
	2,737



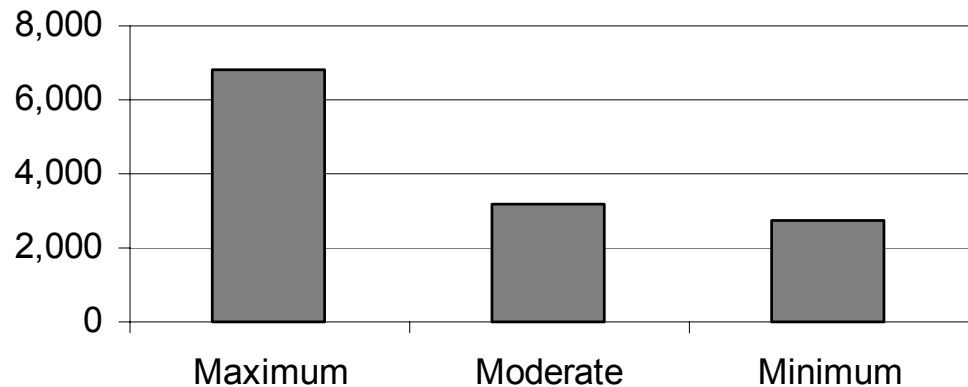
Potential Housing Growth



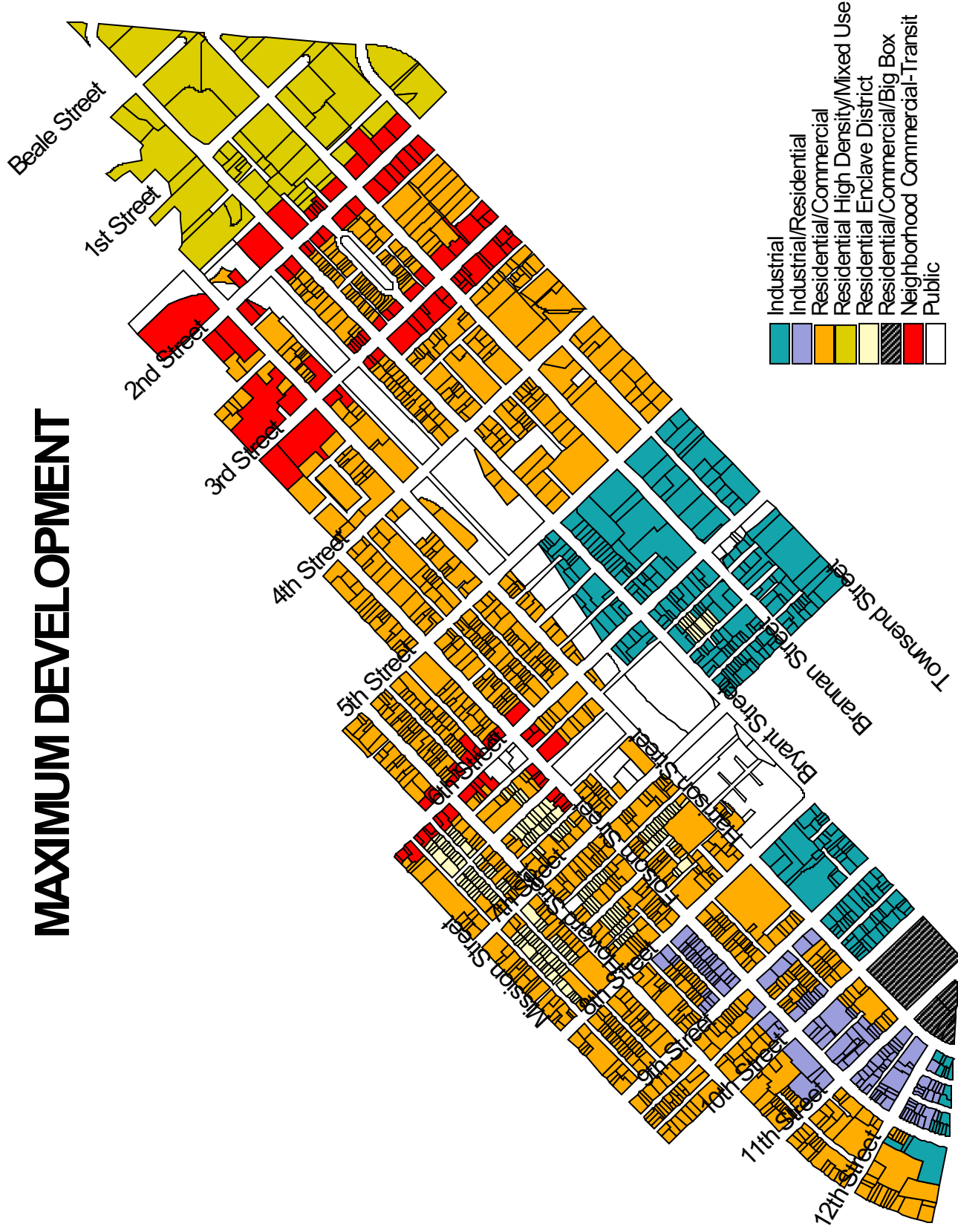
Potential New Commercial Jobs



Projected PDR Job Loss

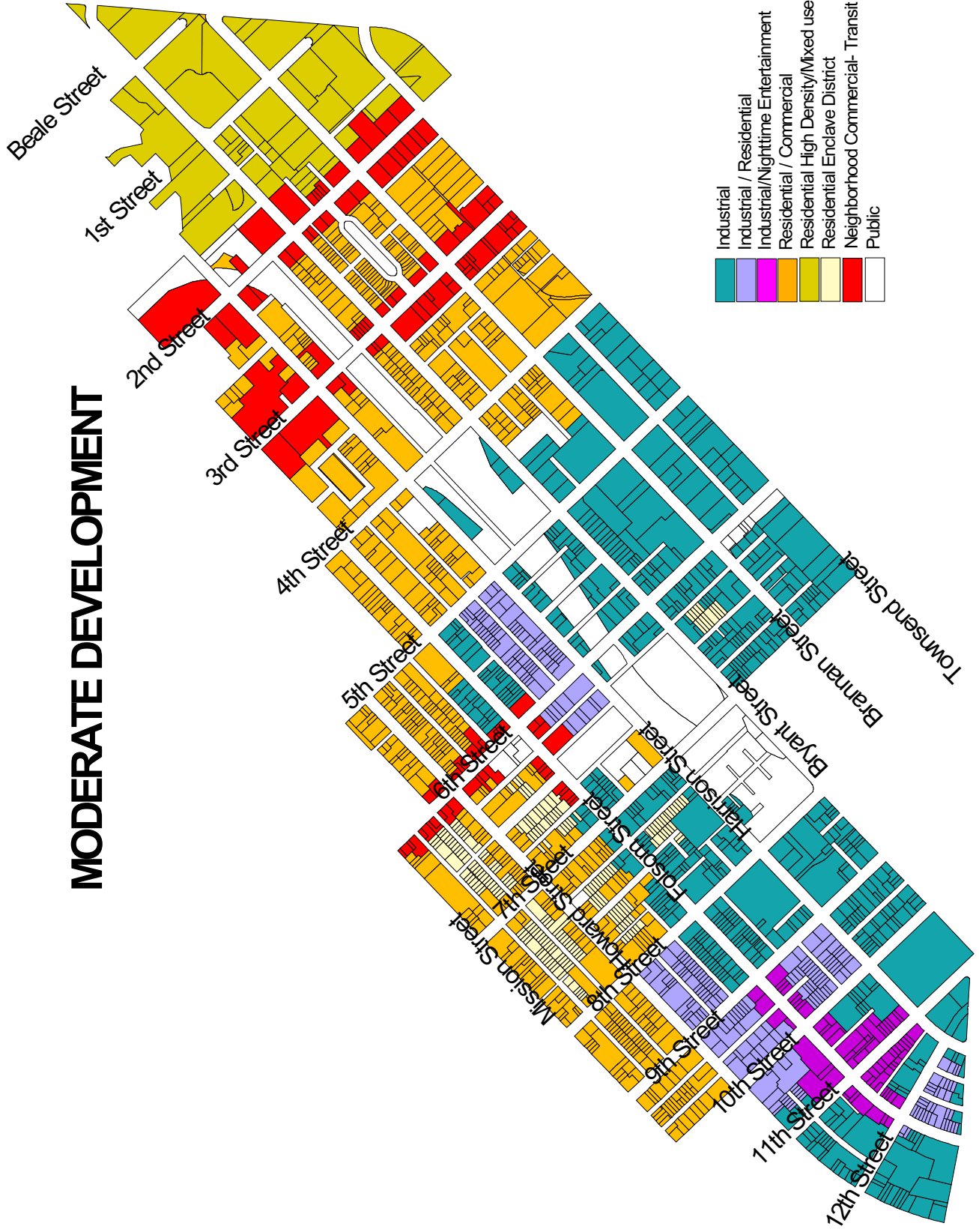


MAXIMUM DEVELOPMENT



- Industrial
- Industrial/Residential
- Residential/Commercial
- Residential High Density/Mixed Use
- Residential Enclave District
- Residential/Commercial/Big Box
- Neighborhood Commercial-Transit
- Public

MODERATE DEVELOPMENT



MINIMUM DEVELOPMENT

