

Draft for Public Review

The Central Waterfront Neighborhood Plan



San Francisco Planning Department
As Part of the Better Neighborhoods Program
December 2002

San Francisco Planning Department

BETTER NEIGHBORHOODS
2002



V Appendices

Table of Proposed Zoning Districts and Uses | Overview of the Citywide Action Plan (CAP) | Industrial Land in San Francisco



This section provides further research and background information in support of the plan.

The following table lists each land use district proposed in this plan and the permitted uses, including any special restrictions, for each. Refer to the Land Use section for explanation of the intent of each district and an accompanying map.

Central Waterfront Proposed Zoning Districts and Uses

P = permitted as a principal use
 NP = not permitted as a principal use
 X = permitted as accessory use (max 20% of total square footage) to a principally permitted use
 C = permitted as a principal use by Conditional Use authorization only

<i>Use</i>	<i>Zone: Mixed-Use Residential</i>	<i>PDR</i>	<i>Heavy PDR</i>	<i>Pier 70 Mixed Use</i>
Dwelling Unit	P (required above 2nd floor, no maximum density. minimum 1 unit per 600 sqft of lot area)	NP	NP	NP
Commercial Conversion to Residential	P (above first floor) C (Third Street where retail not required) NP (ground floor where retail required)	NP	NP	NP
Dwelling Unit Demolition	NP	P	P	C
Live/Work	NP	NP	NP	NP
Group Housing	P	NP	NP	NP
Hotels, Motels, Inns	NP	NP	NP	NP
Office	P (1st and 2nd floors only; max use size 5,000 sf)	NP, X	NP, X	NP, X
Office in a building designated a historic resource	P (1st and 2nd floors only; 5,000 sf max use size)	NP, X	NP, X	P
Martimite-related office	P (1st and 2nd floors only; max use size 5,000 sf)	NP, X	NP, X	P
R&D-related office (provided that no less than 40% of total square footage is devoted to R&D labs)	NP	NP	NP	P
Retail	P (1st floor, 2nd floor limited); C (use size 5-10,000sf; max individual use size 10,000 sf)	P (max use size 5,000 sf)	X	P (max use size 10,000 sf)
Light PDR	P (1st and 2nd floors) <i>Home and Business Service (Printing & Publishing, Photography Services, Graphic Design, Interior Design, Sign Production, Catering, Appliance Repair, Upholstery, Furniture Repair, Carpentry, Office of building/plumbing/ electrical/ roofing business)</i> <i>Arts Activity and Space</i> <i>Radio, TV Stations, Sound Recording, Film Production</i> <i>Light Manufacturing (Garment Manufacturing, Food Processing, Furniture Manufacturing)</i> <i>Warehouse/ Storage</i> <i>Showrooms</i> <i>Courier services</i> <i>Auto Repair (mechanical)</i>	P	P	P

IV. Appendices

<i>Use</i>	<i>Zone: Mixed-Use Residential</i>	<i>PDR</i>	<i>Heavy PDR</i>	<i>Pier 70 Mixed Use</i>
PDR <i>Wholesale Establishment (Food and Beverage, Construction and Maintenance, Furniture, Flowers)</i> <i>Trucking, Freight, Packing, Shipping</i> <i>Greenhouse or Plant Nursery</i> <i>Commercial Laundry</i> <i>Auto towing/storage</i> <i>Taxi/Limo/Shuttle</i> <i>Auto Repair (body work)</i> <i>Manufacturing</i> <i>Bottling, brewery, dairy products plant, malt manufacturing or processing</i> <i>Metal working</i> <i>Building construction and maintenance</i>	NP	P	P	P
Heavy PDR <i>Shipyards</i> <i>Cargo Shipping</i> <i>Concrete works</i> <i>Waste Management</i> <i>Heavy Manufacturing</i> <i>(auto assembly, foundry, iron or pipe works, cereals and distilled liquors, etc.)</i> <i>Recycling Facility (non-hazardous materials)</i>	NP	NP	P	C (only if uses are subject to a lease term of 5 years or less)
Not less than 500 feet from a zone permitting residential: <i>Auto Wrecking</i> <i>Scrap storage, junkyard</i> <i>Blast furnace, rolling mill, smelter</i> <i>Manufacture of corrosive acid or alkali</i> <i>Manufacture, refining, or distillation of: abrasives, acid,...</i>	NP	NP	C	NP
Noxious Uses <i>Hazardous Waste Facility</i> <i>Rendering or reduction of fat, bones, or other animal material</i> <i>Stockyard, livestock feed, abattoir</i> <i>Incineration of garbage, refuse, or dead animals</i> <i>Production or refining of petroleum products</i>	NP	NP	NP	NP
Research & Development <i>Research and Testing Laboratory, Experimental Laboratory</i>	NP	P	P	P
Automobile-related				
Non-accessory Parking lot	NP	NP	NP	C (only if subject to a lease term of 5 years or less)
Non-accessory Parking structures	C	C	C	C
Auto sales (new or used)	NP	NP	NP	NP
Auto rental	NP	P	P	P
Gas/Service station	NP	C	P	C
Institution	C	C	NP	C
Arts and Arts Activities	P (C > 10,000 square feet)	P	NP	P
Assembly and Entertainment				
Small A&E (<100 occupants)	P	P	NP	P
Med A&E (100-750 occupancy)	C (only permissible along 3rd St, 24th, Illinois Streets)	C (not adjacent to or across the street from parcels zoned Mixed Use Res on Minnesota or Tennessee)	NP	P
Large A&E (>750 occupants)	NP	C (not within 500 feet of Mixed Use Res parcels)	NP	C

Overview of the Citywide Action Plan (CAP)

The Citywide Action Plan (CAP) explores comprehensively the issue of how to meet the need for housing and jobs in ways that capitalize upon and enhance the best qualities of San Francisco as a place. The CAP will direct a mix of housing and neighborhood-serving uses to places with good public transit and urban amenities; new office uses to the city's compact downtown core; and industrial uses to core industrial lands in portions of the city's east side, thereby releasing the rest of the industrially zoned lands for other uses.

The work of the Citywide Policy Planning Division of the Planning Department is focused on developing General Plan policy and permanent controls—revisions to zoning, review procedures and planning code requirements—that implement the CAP.

THE CHALLENGES OF GROWTH AND CHANGE

San Francisco is at a critical juncture. About 800,000 people live in San Francisco today—66,000 more than in 1990. By 2010, 32,500 new residents and 56,000 new jobs are expected. As we grow, the city faces some very real challenges that affect our quality of life. There is an urgent need to find positive ways to accommodate growth, ensuring that new development enhances the quality and character of our neighborhoods and builds new places with the services and amenities that support urban living.

What are the challenges?

- *Increase the supply and diversity of housing opportunities.* Despite the recent economic downturn, we have a housing crisis—a crisis of affordability. Housing production has not kept pace with employment and population growth and we have among the highest housing prices on record. To catch up with existing demand, we need to build 2,720 housing units every year for the next five years, with the majority of these units priced to be affordable to San Franciscans earning the city's median income (\$86,100 for a four person household) or less. ¹ From 1991 – 2000, we built an average of 1,030 units per year, with only 29% affordable below the median income. ²
- *Build housing where it makes sense.* What little housing is built in the city is being built in the wrong places. The current market is locating housing in industrial areas where land is cheap and there is less opposition. We do not have adequate transit service, open space, shops and services in these areas, however, to create neighborhoods to serve a residential population. Instead, we need to locate new housing, jobs, and services where the city has the transit, open space and other services that support residential living.
- *Ensure space for all the vital functions of our economy.* While housing and office uses can pay more for space, modern industrial activities in production, distribution and repair play a vital role in supporting the city's economic vitality and provide a diverse job base for San Francisco residents.

¹ The median income covers the San Francisco Primary Metropolitan Statistical Area (PMSA), which includes San Francisco, San Mateo and Marin Counties. San Francisco Mayor's Office of Housing, 2002.

² "Expanding and Modifying the Affordable Housing Policy Requirements: Staff Report and Findings". San Francisco Planning Department, January 31, 2002.

Rather than allowing these activities to be priced out, we need to provide appropriate space for them to thrive. Fortunately, the kinds of land that make sense for these activities are “gritty” places by nature—poorly suited to support a residential population.

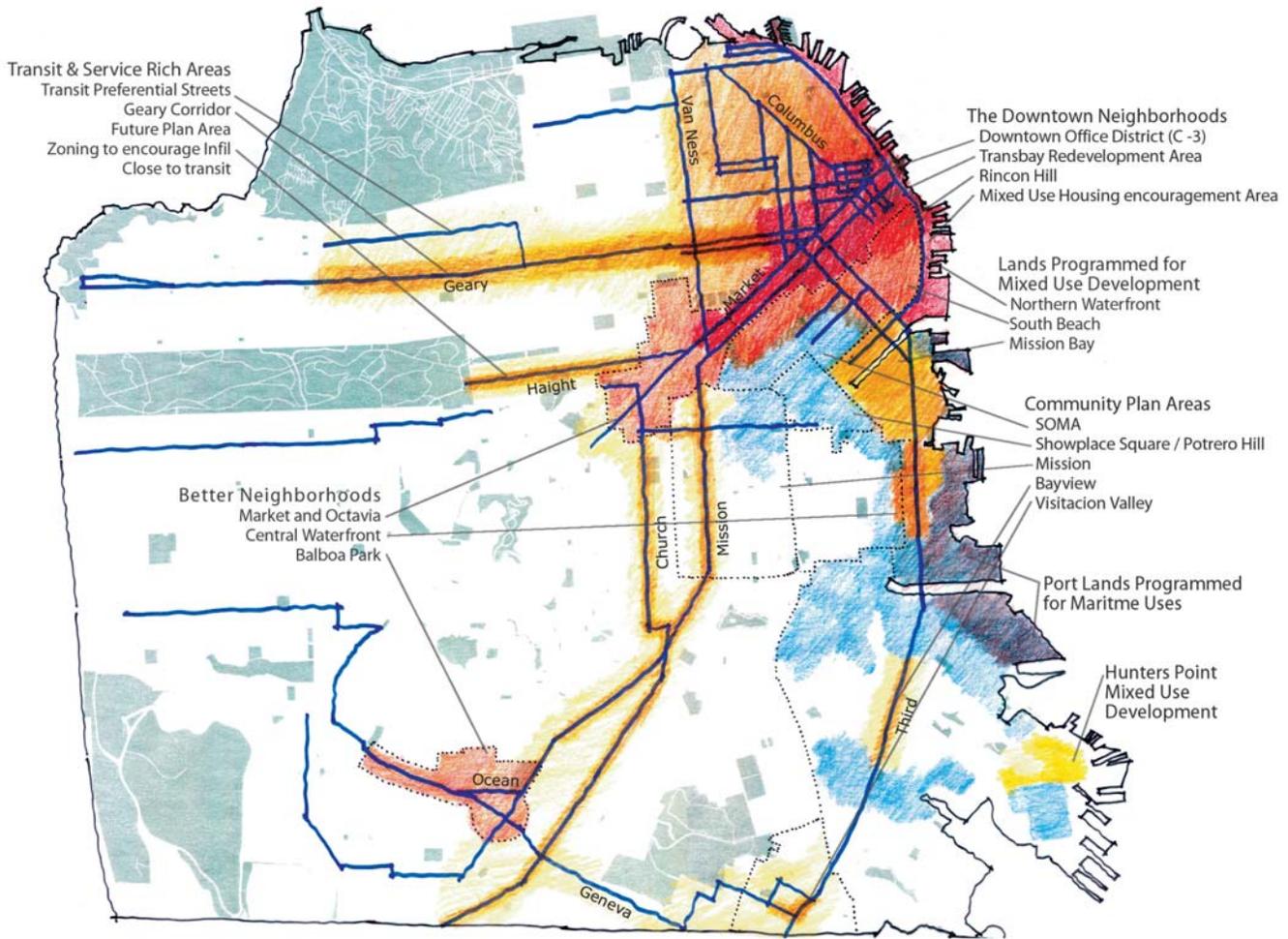
- *Ensure the efficient movement of people and goods on our streets.* Streets provide us with space to move around the city. As San Francisco grows, our streets are reaching their capacity to move cars, and cannot be widened without knocking down buildings. The solution ultimately is about geometry, not ideology. If our streets are to continue serving us, we must give priority to travel modes that make efficient use of street space like public transit, bicycling, and walking, and ensure that they share our streets safely with cars.
- *Recognize the value of streets as civic spaces.* Streets are also our most important civic spaces—they are where we meet and socialize, stroll and take in what the city has to offer. Streets should be more than means of getting from A to B—they should be places worth spending time in and of themselves. Adequate space for pedestrians, trees for shade, benches and stoops for rest, and facades that spill out with activity and intrigue help to make streets safe and comfortable places for people.

FIVE INITIATIVES OF THE CITYWIDE ACTION PLAN

The Planning Department’s aim is to plan for growth in a way that builds on the positive qualities of San Francisco and strengthens the character of our neighborhoods. Our planning efforts are intended to respond to human needs—ensuring that new development contributes to creating a more livable city. In response to the city’s housing crisis, we are revisiting planning policies and procedures citywide to encourage housing in the best possible locations, at appropriate densities and at prices affordable to those who live and work in our city.

The five initiatives of the CAP are:

1. **ENCOURAGING HOUSING AND BETTER NEIGHBORHOODS CITYWIDE.** Policy initiatives to encourage and facilitate the development of housing citywide, especially the development of affordable housing.
2. **THE DOWNTOWN NEIGHBORHOODS.** Planning for a new downtown neighborhood south of the downtown office core. This will include capturing housing potential in the downtown office district as well as encouraging new housing adjacent to downtown: in areas such as Rincon Hill, the Transbay Terminal area, and Yerba Buena Center, as well as lands designated for housing encouragement through the Planning Department’s community planning process.
3. **INFILL IN TRANSIT- AND SERVICE-RICH AREAS.** Policy initiatives for supporting and encouraging higher-density, mixed-use—primarily residential—infill in selected transit-rich corridors.
4. **NEW PERMANENT CONTROLS FOR CORE INDUSTRIAL LANDS.** The department is in the midst of an analysis to determine which of San Francisco’s industrially zoned lands are central to the city’s economic health, and developing new permanent industrial controls for those determined to be core lands.
5. **NEW PERMANENT CONTROLS FOR SURPLUS INDUSTRIAL LANDS.** Industrial lands determined through the department’s land use analysis and community planning process not to be strategically important to the city’s economic health will be made available for other uses, primarily housing. New permanent controls for these new uses are being prepared.



The Citywide Action Plan

POLICY BASIS FOR THE CITYWIDE ACTION PLAN

The five initiatives of the Citywide Action Plan are based on the land use planning policies of the General Plan. The Planning Commission and the Board of Supervisors will soon be considering two new General Plan elements that will update and articulate a new the city’s land use policies. The Housing Element will update the 1990 Residence Element to reflect current changes in San Francisco’s population and housing stock over the last decade and the challenges of encouraging housing production today. The new Land Use Element will summarize the land use policies that are now found throughout the General Plan. The Planning Department is in the initial stages of revising the Urban Design Element, as well. These

new elements will provide citizens and decision-makers with a concise and easily understood picture of the General Plan’s vision for how the city will respond to growth and change in the future.

While these three new elements of the General Plan will contain the policy basis for San Francisco’s future land use, the CAP’s five initiatives will carry out the policies over the next few years. The Housing Element, the Land Use Element, the revised Urban Design Element, and the CAP are all proceeding at the same time. They will inform and reinforce one another as San Francisco grapples with the challenges of growth and change.

In addition to any products and plans that result from the CAP’s policy initiatives, revisions will be made to the General Plan as necessary to support the ideas generated by the CAP.

PLANNING EFFORTS NOW UNDERWAY

Several community-based planning programs are underway which support the efforts of the CAP.

The Better Neighborhoods Program. The Planning Department's Better Neighborhoods Program is developing specific plans for three neighborhoods. The Better Neighborhoods Program is the first community-based area planning effort conducted by the City of San Francisco that proactively seeks to forge a shared vision of the best future for the city's transit-served neighborhoods. The Planning Department has been working with residents of three communities to imagine a better neighborhood, discuss the issues facing the city and how they play out in this area, share ideas and concerns, and get feedback and suggestions from technical experts to find solutions.

Goals and proposals have been developed from a series of community workshops, walking and bus tours, meetings with community groups, and discussions with individual residents, business owners, agencies, and institutions. Throughout the process, community members have been engaged and encouraged to comment and offer suggestions on the evolving proposals and scope of issues being considered; the Planning Department has used this ongoing dialogue to inform the Plan. A strong set of goals and a framework for neighborhood improvements have been developed out of this process for each of the neighborhoods.

Community Planning for San Francisco's Eastern Neighborhoods. The San Francisco Planning Department is engaged in a community planning effort for the City's Eastern Neighborhoods. This large area, consisting of the Mission, South of Market, Bayview, Visitacion Valley, and Showplace Square/Potrero Hill, has a tremendous diversity of people, housing, and businesses. It is also an area that has experienced extraordinary change and construction activity over the past five to six years. The goal of this community

planning process consisting is to develop a set of permanent zoning controls for the entire area as well as policies and procedures to guide future development in each of the five neighborhoods.

Rincon Hill Rezoning. The Planning Department is in the midst of rezoning Rincon Hill in order to encourage the residential development that was expected but did not occur with the establishment of the Rincon Hill SUD. This new zoning is intended to encourage the development of thousands of new housing units close to the Transbay Terminal downtown.

Transbay Terminal Planning. The San Francisco Redevelopment Agency is now in the process of testing concepts for redevelopment of the Transbay Terminal area. The Agency and the Planning Department are soon to undertake a new neighborhood planning effort to support the area's transformation into a full-service mixed-use commercial and residential downtown neighborhood.

Board of Supervisors Initiatives. The Board of Supervisors has initiated a number of policy initiatives that address the need for jobs and housing in the city and that need to be incorporated into the CAP. These initiatives include: recent legislation to exempt housing in the downtown from FAR calculations, special zoning for transit-oriented neighborhood commercial (NCT) districts, legislation to allow secondary units without parking in areas well-served by transit and neighborhood services, revisions to the city's inclusionary housing policy, and changes to fees for transit impacts, housing, childcare, parks and inclusionary housing.

