

EASTERN NEIGHBORHOODS

Community Workshop Series



MISSION

AREA PLAN

COMMUNITY PLANNING WORKSHOP 1



SAN FRANCISCO
PLANNING
DEPARTMENT

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FEBRUARY 15, 2006

Eastern Neighborhoods Community Planning Process in the Mission

The Eastern Neighborhoods Community Planning Process began in January 2002. Four community workshops were held in the Mission. In these workshops community members decided the goals for their neighborhood, determined how these goals would apply to zoning and land use decisions, and finally refined the zoning alternatives. These zoning alternatives were then presented to the City Planning Commission (CPC) on March 3, 2003 in the book titled “Community Planning in the Eastern Neighborhoods: Rezoning Options Workbook” (Rezoning Workbook). In the fall of 2003 the CPC initiated the environmental review process for the proposed zoning. Staff presented interim controls and policies to stabilize the area while this analysis was being completed. Policies were eventually adopted on February 12, 2004 as Resolution 16727, Eastern Neighborhood Policies.

Initially the Eastern Neighborhoods process was limited to a rezoning centered on industrial land where many thousands of businesses and jobs continue to locate. As this process evolved, it became clear that zoning changes would allow significant amounts of new development requiring additional planning to meet the needs of both existing and future residents and businesses. Area plan concepts, such as the need for more open space, urban design, and transportation policies were then developed, and the concept of “Public Benefits” emerged to better address needs around affordable family housing, support for existing businesses, and ongoing displacement pressures.

This first workshop and this document begin to discuss these new concepts. This first draft offers the community a chance to build on these ideas. In future workshops, we will refine these concepts based on the community’s input and discuss other elements of the area planning process.

Where We Are in the Process and What This Paper Represents

The Rezoning Workbook presented the general community goals, a range of options for new zoning controls, and initial height concepts. Since its release, the Planning Department has been working with the community and performing additional analysis to further articulate and refine these concepts. The Department has also started to formulate ideas about urban design, transportation, open space that will become the foundation for an area plan. This plan will developed as part of the Eastern Neighborhoods community planning process.

This paper presents the Department’s latest thinking about how to move forward with and to complete the planning process. It includes:

- Community planning goals. These are unchanged from those presented in the Rezoning Workbook.
- A proposal for land use in the Mission as well as a zoning framework for achieving this land use over time. The land use proposal represents a modified version of Option B presented in the Rezoning Workbook.
- A refined proposal for height controls based on the Rezoning Workbook that allows for better ground floor spaces.

And for the area plan:

- A framework for parks and open space. These concepts were developed after release of the Rezoning Workbook.
- A framework for transportation. These concepts were developed after release of the Rezoning Workbook.
- A discussion of public benefits the community could consider as part of the area plans.

The EIR now underway analyzes the full range of options that have been discussed in the public forum. It is the Department's intention that the proposals outlined in this paper—as well as the range of potential refinements that have been discussed in the public forum—will lie within the range of options analyzed in the EIR. This would allow final articulation of the options presented here or now being discussed in the public forum to be approved by the Planning Commission and adopted by the Board of Supervisors.

Mission Community Planning Goals

A set of general goals for the Mission were developed over the course of several community workshops in the spring of 2002. These goals represent the conceptual basis for the ideas presented in this document. The planning effort works to address these goals partly through zoning and partly through the policies and objectives that form the core of the area plan. The community has also expressed the desire for the planning effort to consider the impacts of new development on existing character and to be mindful of existing deficiencies in the area. These issues are addressed in the discussion of public benefits at the end of this document. The community goals are:

- Preserve the diversity and vitality of the Mission.
- Increase the amount of affordable housing.
- Preserve and enhance existing production, distribution, and repair businesses.
- Preserve and enhance the unique character of the Mission's distinct commercial areas.
- Promote alternative means of transportation to reduce traffic and auto use to create a more pleasant urban environment.
- Improve and develop additional community facilities and open space.
- Minimize displacement.

Land Use in the Mission

After the publication of the Rezoning Workbook the Department developed a proposal for the permanent controls, which is presented below. This proposal was presented to the CPC on October 27, 2005 for informational purposes (to view the Rezoning Workbook online, visit http://www.sfgov.org/site/planning_index.asp?id=25293). This zoning proposal is similar to Option B in the Rezoning Workbook in that it identifies areas for housing, mixed use, and businesses, and seeks to preserve the unique character of the area.

The following zoning districts are in the zoning proposal:

Neighborhood Commercial Transit District (NC-T). This district is along Mission, Valencia, and 24th Streets. This district encourages active ground floor uses by requiring minimum ceiling heights for retail uses, prohibiting new curb cuts on some of the blocks and limiting blank walls. For Valencia and 24th Streets only minor changes are proposed as both are existing “named” neighborhood commercial districts with specific zoning controls.

Residential Transit Oriented (RTO). This district encourages residential infill development compatible with the surrounding neighborhood. Small-scale, neighborhood-oriented corner stores are permitted in order to provide goods and services to nearby residents and to create a more pleasant urban environment.

Mixed Use Residential (MUR). This is similar to the district titled Residential/Commercial in the Rezoning Workbook. This district is intended to encourage housing, but allows for all types of uses while providing space for a mix of commercial and retail activities.

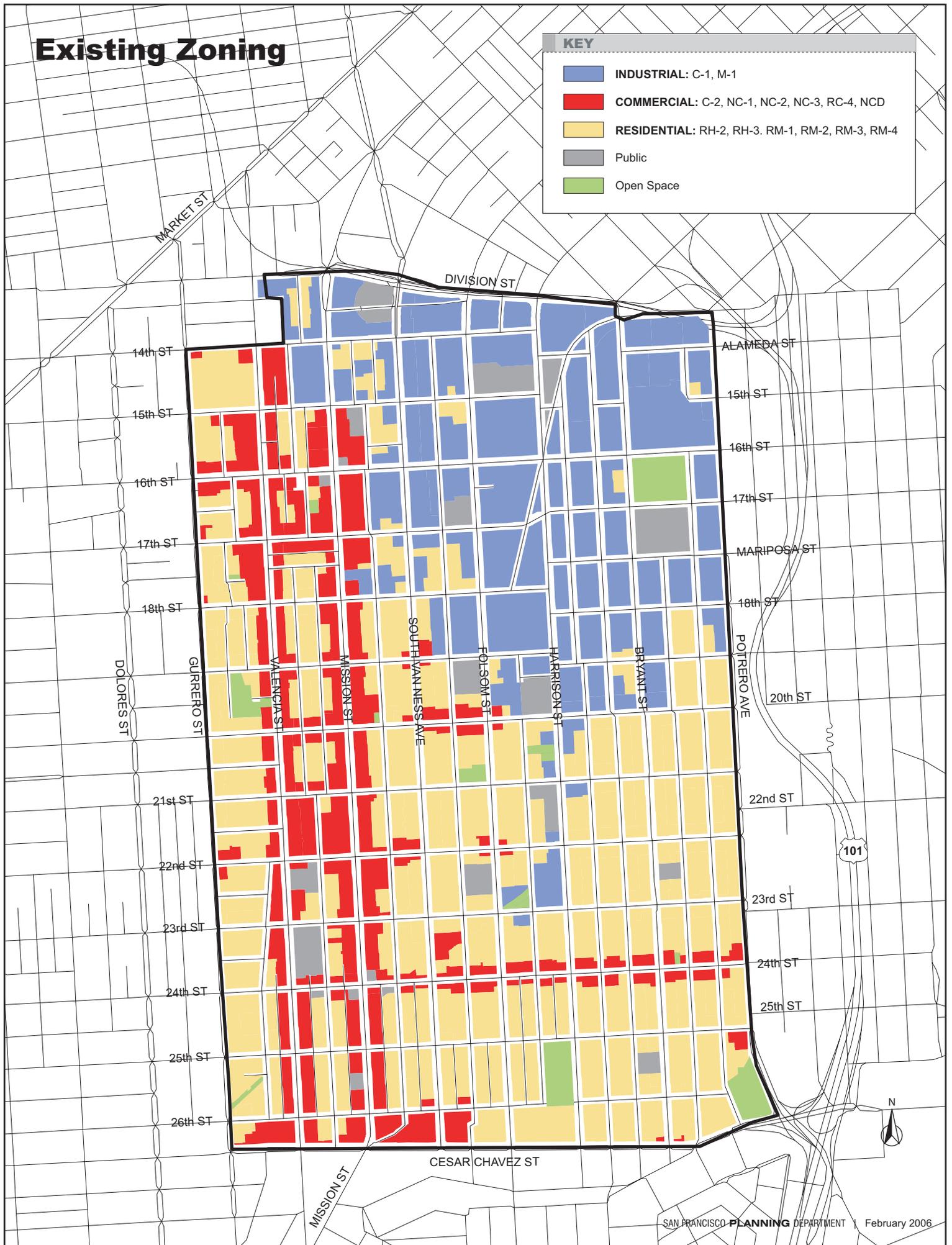
Employment and Business Development (EBDD). The intent of this district is to encourage new business formation, support existing businesses, and to conserve building space for Production, Distribution, and Repair (PDR) businesses.

Urban Mixed Use (UMU). This is similar to the district titled Residential/PDR in the Rezoning Workbook. The intent of this district is to create mixed-use places that also serve as transitional areas between established residential neighborhoods and areas intended for PDR and other business activities. It requires a ratio of PDR to housing development.

Existing Zoning

KEY

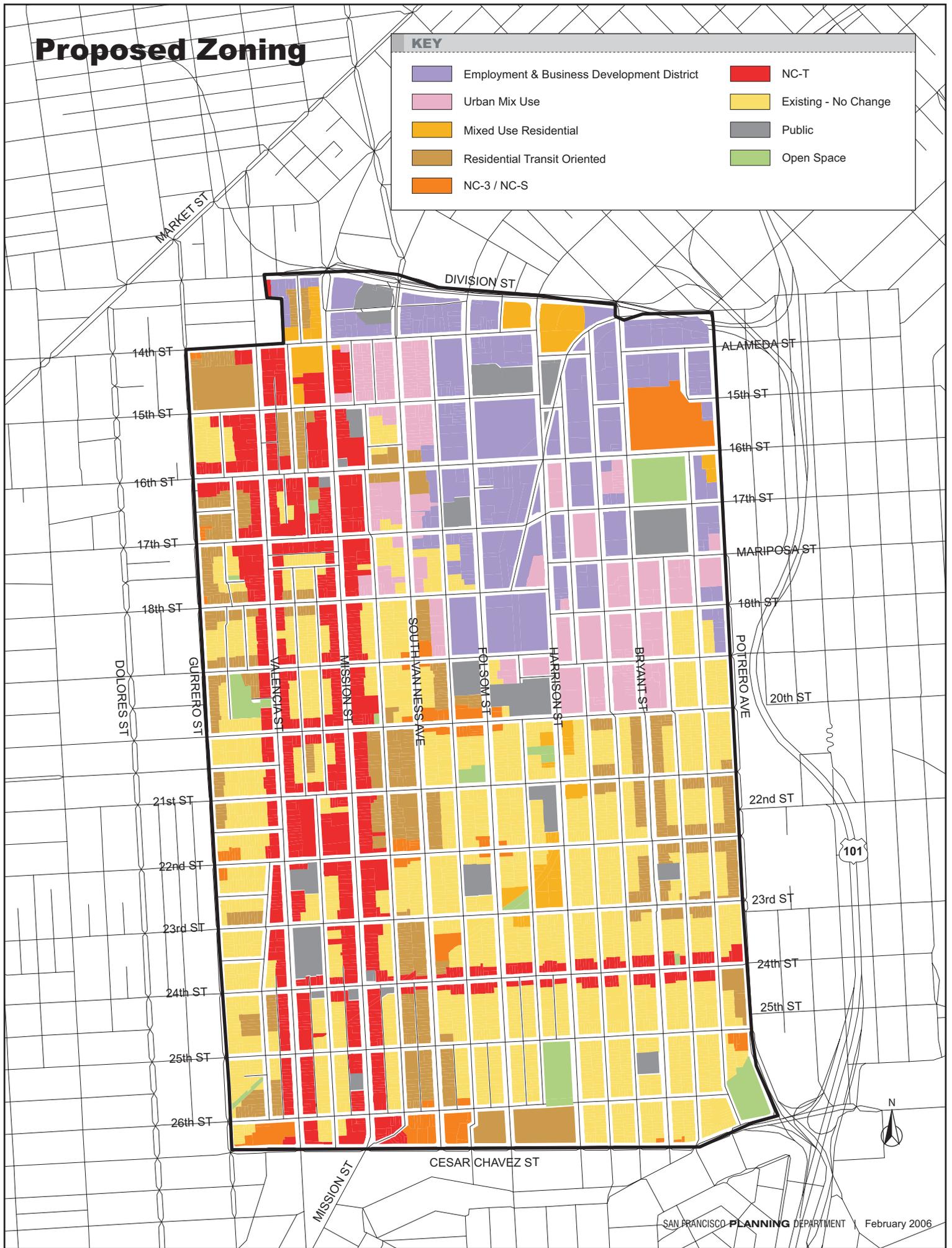
-  **INDUSTRIAL:** C-1, M-1
-  **COMMERCIAL:** C-2, NC-1, NC-2, NC-3, RC-4, NCD
-  **RESIDENTIAL:** RH-2, RH-3, RM-1, RM-2, RM-3, RM-4
-  Public
-  Open Space



Proposed Zoning

KEY

- | | | | |
|---|--|---|----------------------|
|  | Employment & Business Development District |  | NC-T |
|  | Urban Mix Use |  | Existing - No Change |
|  | Mixed Use Residential |  | Public |
|  | Residential Transit Oriented |  | Open Space |
|  | NC-3 / NC-S | | |



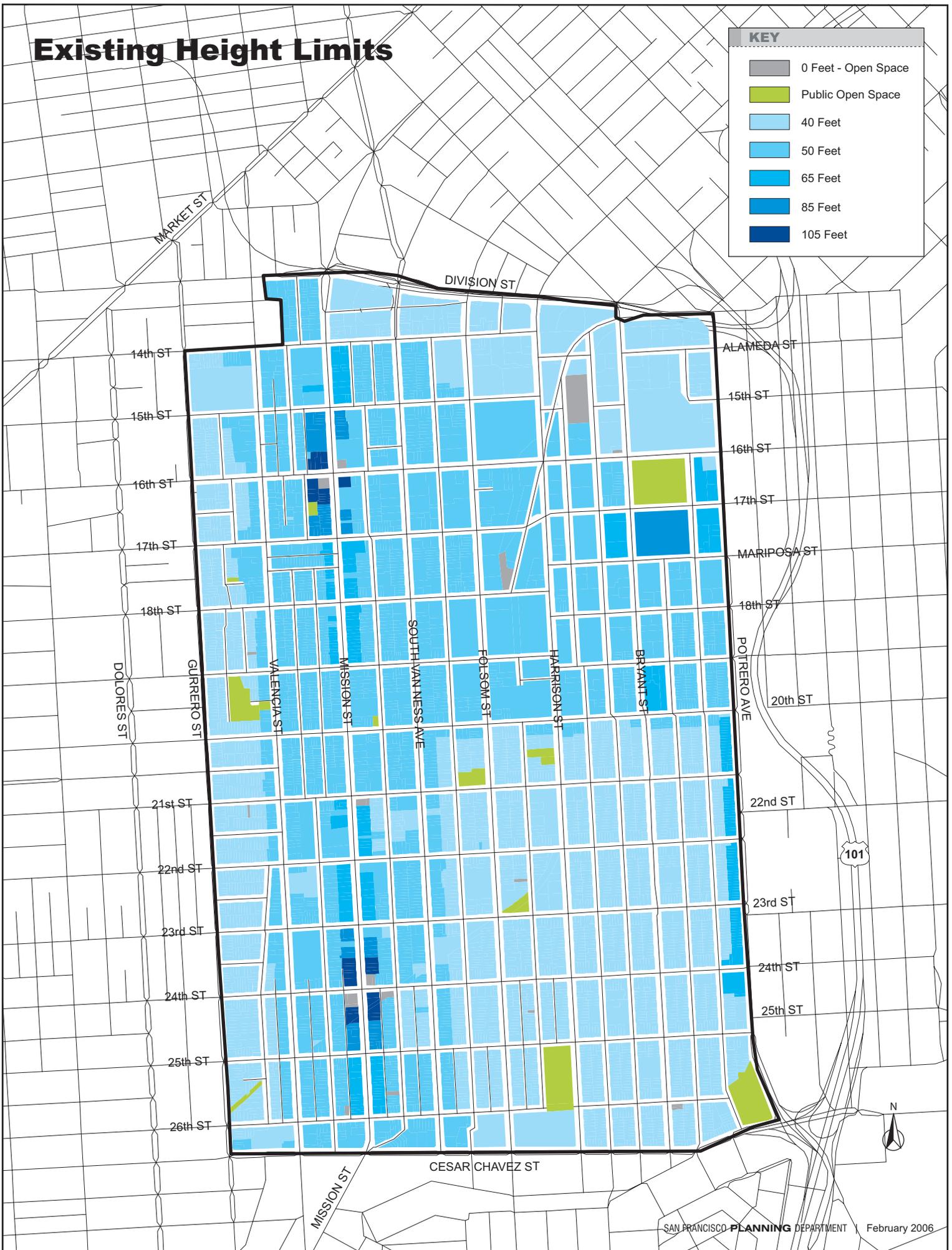
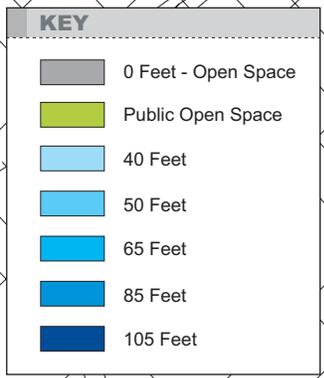
Urban Form

Proposed Heights

Since the production of the Rezoning Workbook, staff has further refined the heights presented in the Rezoning Workbook. The main features of the height proposal are:

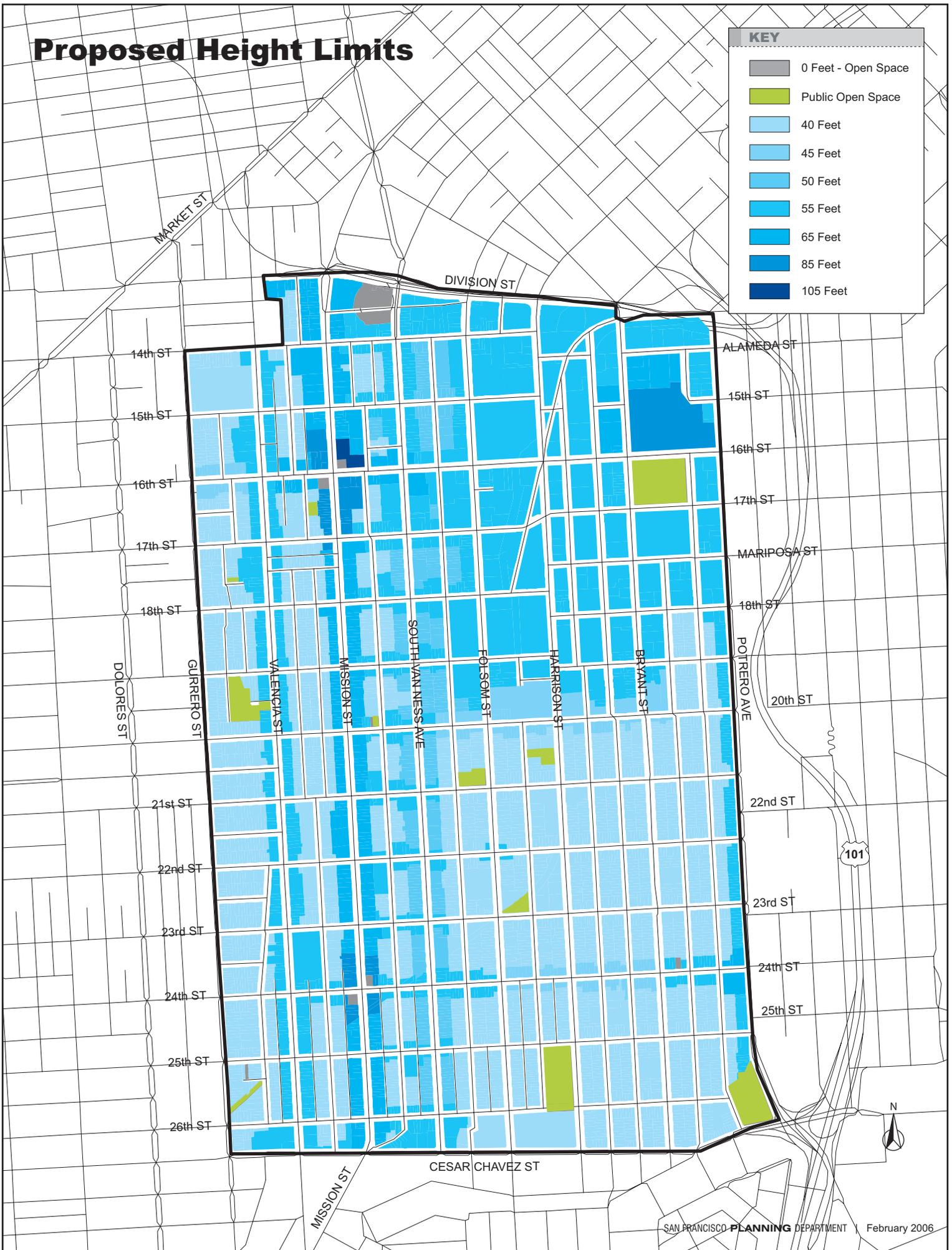
- To ensure appropriate access to sunlight and air, keep all alleyway height limits at 40 feet. For the south side of east-west alleys, require a 45-degree building setback from the property line beginning at a height to the width of the alley. Alleys along Minna, Natoma, and Adair in the northwest Mission would be lowered from 50 feet to 40 feet.
- For more flexible ground floor commercial space, increase heights slightly from 50 feet, as proposed in the Rezoning Workbook, to 55 feet in most areas of the Northeast Mission Industrial Zone (NEMIZ). To improve compatibility with adjacent residential uses, the 50-foot heights proposed for 20th Street in the Rezoning Workbook have been lowered to 45.
- To maximize future development opportunities, including housing, on the Potero Center site, increase the permitted height from 40 feet to 85 feet along portions of the 16th Street frontage, stepping down to heights of 55 feet along other portions of 16th Street and the northern portions of the site.
- For better access to sunlight and air around the southwest BART plazas at 16th and 24th Streets, lower heights to 85 feet (but retain existing heights of 105 feet around northeast plazas).

Existing Height Limits



Proposed Height Limits

KEY	
Grey square	0 Feet - Open Space
Light green square	Public Open Space
Lightest blue square	40 Feet
Light blue square	45 Feet
Medium light blue square	50 Feet
Medium blue square	55 Feet
Dark blue square	65 Feet
Very dark blue square	85 Feet
Darkest blue square	105 Feet



Parks and Open Space

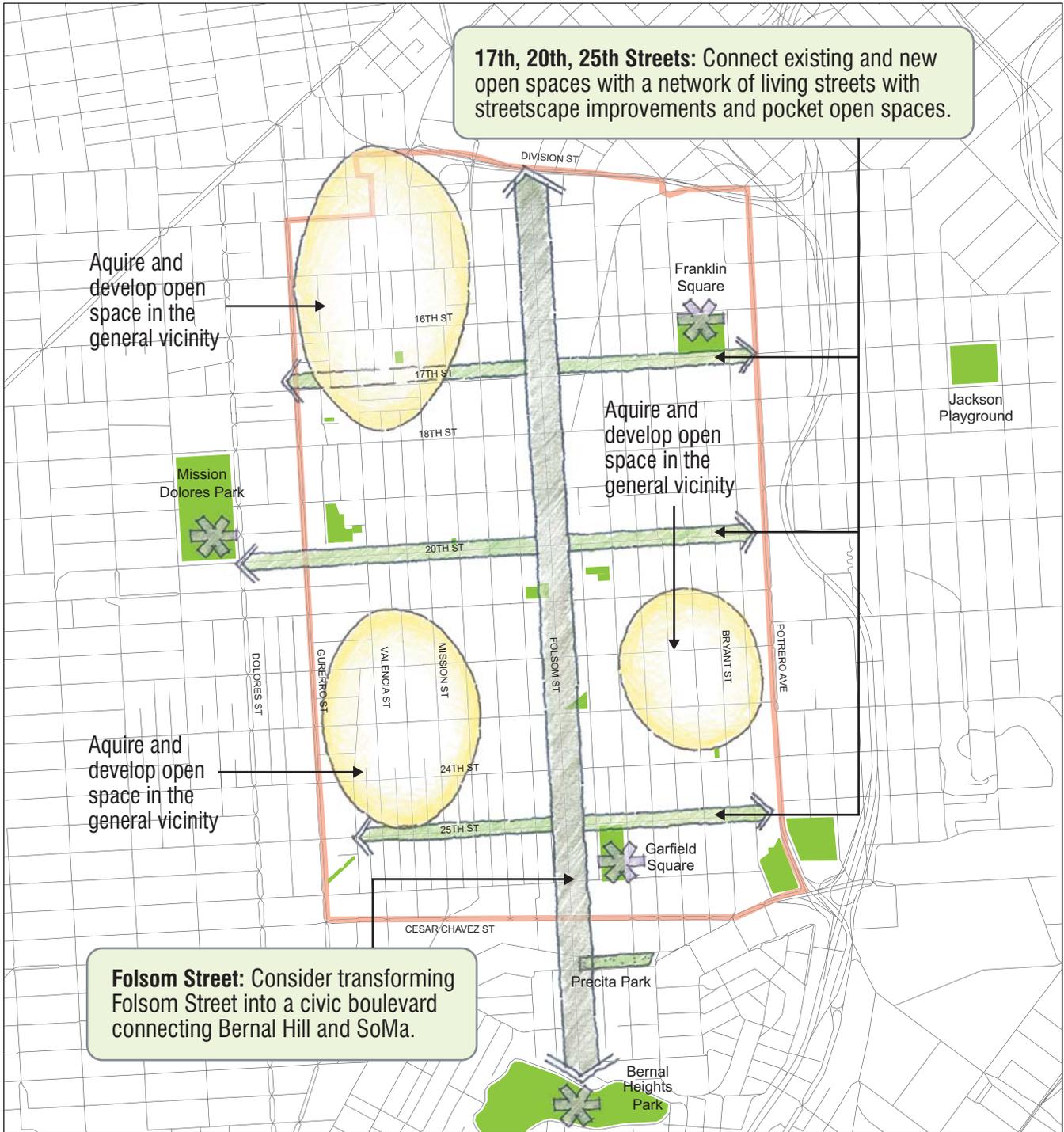
The Mission has an open space deficiency. This deficiency particularly impacts families with children in the area. Without new open space, this deficiency will grow. In addition to the creation of new neighborhood parks, well-designed open spaces such as pocket parks or “green street” improvements might be appropriate.

To address these open space deficiencies where they exist, major elements of a Mission open space system could include:

- The acquisition and development of open spaces in areas that are currently underserved, including:
 - The area bounded approximately by South Van Ness, Guerrero, Division and 18th Streets)
 - The area bounded approximately by Capp, Guerrero, 21st and 25 Streets
 - The area bounded approximately by Harrison, Potrero, 21st and 23rd Streets
- Connect existing and new open spaces with a network of ‘Living Streets’ with streetscape improvements, pocket open spaces, and the addition of greenery. Areas for proposed improvements include:
 - Folsom Street from Division to Cesar Chavez, connecting to Bernal Hill and SoMa
 - Improvements to existing pocket open spaces on Harrison and Bryant Streets
 - An east-west connection in the north Mission (i.e. 15th, 16th, or 17th Streets)
 - An east-west connection in the central Mission (i.e. 19th, 20th, or 21st Streets)
 - An east-west connection in the south Mission (i.e. 24th, 25th, or 26th Streets)

Open Space

Existing Facilities and Proposed Concepts



- Public Open Space
- Mission Planning Area

Transportation

As some industrial land transitions to housing and other uses, greater stress will be placed on the street network. Many industrial parcels for example are larger than lots found in traditional residential areas. Development on such sites, if not properly planned, could cause increase transit and traffic delays and negatively impact bicyclists and pedestrians as traffic increases.

Based on community feedback to date, the Eastern Neighborhoods Environmental Review Process is considering transportation policies for the Mission. Although the EIR does not address specific transportation improvements, this policy level review lays the groundwork for future improvements. Possible improvements that address community concerns include:

- Improve connections between the Mission and newly developing areas in SoMa and Downtown, by upgrading Folsom Street to better serve a variety of users. These improvements might include pedestrian, bicycle and transit enhancements and additional landscaping upgrades.
- Improve transit on 16th Street, connecting the Mission with 3rd Street and Mission Bay. These improvements might include pedestrian, bicycle and transit enhancements and general landscaping.
- Calm traffic, improve pedestrian conditions and re-design Potrero Avenue to better accommodate pedestrians, bikes, and transit as well as cars. Explore the possibility of bus rapid transit.
- To augment the open space system in the Mission, explore pedestrian and “Living Street” improvements for streets in the Mission that have excess auto capacity or are not critical traffic thoroughfares.

Existing Mission District Transit Network



-  Rail and Stations (Includes MUNI Metro and BART)
-  Multiple Bus Lines (2+) or Bus(es) with <10 Min. Headway (Dashed line indicates one-way operation)
-  Bus (Dashed line indicates one-way operation)
-  Owl (Late Night) Service
-  Mission Planning Area

Existing Mission District Bicycle Network



- Bicycle Lanes (Dashed line indicates one-way only)
- Designated Bicycle Route (Dashed line indicates one-way only)
- Mission Planning Area

Proposed Transportation Policies

1 GUERRERO STREET/ SOUTH VAN NESS AVENUE

Comprehensive streetscape and traffic calming plans for these streets (to balance pedestrian and neighborhood needs with auto traffic) should be developed.

2 16TH STREET

Explore improvements to 16th Street as a priority transit corridor, connecting the Mission, Showplace Square/Lower Potrero and Mission Bay, with accompanying pedestrian and landscaping improvements.

3 LIVING STREETS

Several streets in the Mission that are not critical thoroughfares have wide sidewalks but few pedestrian amenities and little landscaping. Explore transforming portions of these streets into landscaped pedestrian zones and areas of usable open space.



4 FOLSOM STREET

Consider transforming Folsom Street into a civic boulevard through the heart of SOMA, with priority transit treatments and significant pedestrian improvements.

5 POTRERO AVENUE

Explore traffic calming, improving pedestrian conditions, and re-designing Potrero Avenue as a more multi-modal street. Design treatments could include wider sidewalks, landscaped medians, bus lanes, and extended bicycle lanes consistent with overall transportation needs.

LEGEND

-  Core Transit (and Pedestrian) Improvements
-  Core Pedestrian Improvements
-  Potential Living Streets
-  Mission Planning Area

Public Benefits

As the community goals make clear, the Mission lacks affordable housing, parks and open space, as well as community facilities and other needed amenities.

The concept of public benefits is that new development should provide some of the public infrastructure and public amenities needed to serve the needs of existing residents and businesses, and to mitigate impacts that new development brings to an area. A comprehensive public benefits program, made up of specific zoning controls, fees and other funding mechanisms can provide at least some of the neighborhood improvements and amenities that are needed in the Mission. A public benefits program should address the following:

- Affordable Housing
- PDR space
- Community Facilities and Open space
- Streetscape and Transportation Improvements
- Greater displacement protections for residents and businesses

There may be other needs as well, and we will discuss these with the community.

To help articulate how the City can address these specific needs, the Department has hired a consultant to prepare a background analysis that will inform the public benefits program for the Eastern Neighborhoods. The consultant will help articulate a range of public benefits and needs, evaluate what other cities have done to meet the needs of their communities, review the range of funding strategies and other methods for providing public benefits, analyze the feasibility of assessing requirements on new development to participate in this public benefits program, and determine the feasibility of addressing any funding shortfall by other means.

The Department will return to subsequent workshops with the results of this analysis for discussion and input.

Next Steps

Future workshops will cover the above topics in greater detail. Please contact Johnny Jaramillo at 575-6818 or email him at johnny.jaramillo@sfgov.org if you have any comments or questions.