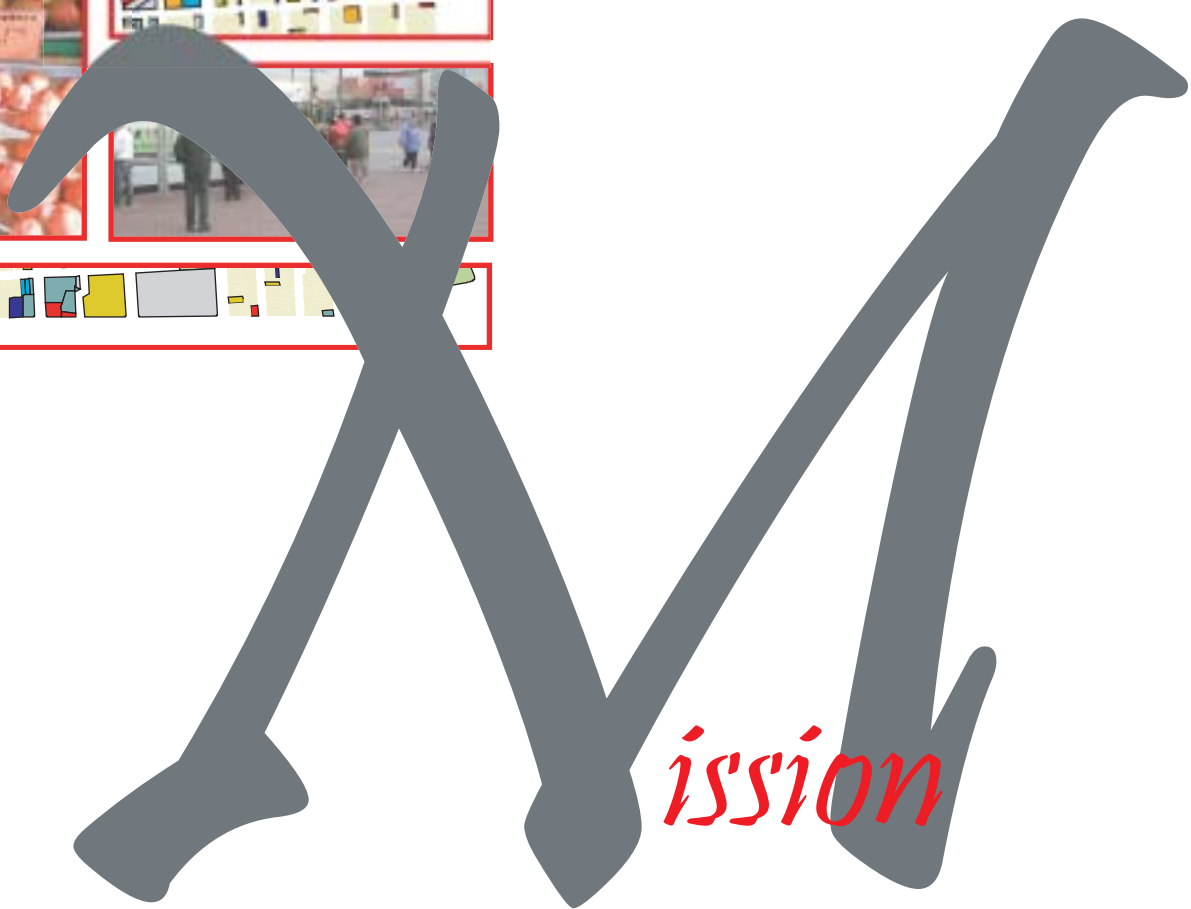


Rezoning Alternatives



ission

Meeting Packet - Workshop #4
September 17, 2002
San Francisco Planning Department



Table of Contents

Section One:	Community Planning Process	2
Section Two:	Community Workshop Summaries	3
Section Three:	Community Goals	4
Section Four:	Rezoning Criteria and Tools	6
Section Five:	Rezoning Alternatives	9
Appendix A:	Summary of Specific Community Objectives	16
Appendix B:	Summary of Production, Distribution, and Repair Business Survey	19



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 (categorized as PDR -Production, Distribution, and Repair) and ensure land supply for future PDR opportunities.
- ⊕ Strengthen Mission, Valencia, and 24th street commercial corridors by focusing development in these areas to take advantage of the existing public transit on these corridors.



Community Workshop Summaries

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

Workshop #1: February 12, 2002

Introduce the participants and stakeholders to one another.

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

Begin to identify goals for the community planning area.

Workshop #2: April 27, 2002

Define values and establish priorities for the Mission.

Prepare a draft of community goals.

Workshop #3: June 19, 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



Community Goals

The following set of goals reflect the key ideas set forth by the community at the three workshops. See appendix A for a summary of specific community objectives by land use.

- 1. PRESERVE THE DIVERSITY AND VITALITY OF THE MISSION.** The Mission District has been home to thousands of immigrants and ethnic minorities for generations. To promote a variety of housing opportunities and different kinds of employment opportunities is to sustain a vibrant neighborhood.
- 2. ENHANCE AFFORDABLE HOUSING.** We must preserve existing affordable housing--especially for families and Single Resident Occupancy (SRO) dwellers--and promote a diverse range of new housing opportunities in terms of their size and affordability.
- 3. PRESERVE AND ENHANCE THE EXISTING PRODUCTION, DISTRIBUTION, AND REPAIR BUSINESSES.** Businesses concentrated in the industrial areas--ie. printing shops, auto repair, construction, and garment manufacturing--pay good wages and build skills for entry level workers and others. We should promote these businesses to support a wide range of employment opportunities.
- 4. PRESERVE AND ENHANCE THE UNIQUE CHARACTER OF THE MISSION'S DISTINCT COMMERCIAL AREAS.** Small businesses and shops like laundromats, clothing stores, bakeries, bookstores, restaurants, and fruit stands serve all residents and workers. They should be supported, retained, and encouraged to grow.
- 5. PRIORITIZE ALTERNATIVE MEANS OF TRANSPORTATION TO REDUCE TRAFFIC AND AUTO USE AND CREATE A MORE PLEASANT URBAN ENVIRONMENT.** To reduce auto use, emphasize other options for getting around, such as public transit, car-sharing, walking, and bicycling should be emphasized. Parking should be provided where required and constrained where there is good public transit.



6. IMPROVE AND DEVELOP ADDITIONAL COMMUNITY FACILITIES AND OPEN SPACES. Existing cultural centers, community spaces, parks, and playgrounds should be maintained and improved. New facilities should be developed in areas that are underserved.

7. MINIMIZE DISPLACEMENT. To protect and enhance the unique character of the Mission, new development should be located in areas well served by transit and services, and should avoid permanent displacement.



Rezoning Criteria and Tools

Analysis of Indicators

In order to conduct a thorough assessment of land use conditions and the impact of each of the zoning alternatives, the Planning Department staff used the following data to do its analysis:

Current and projected future businesses and jobs

Existing major clusters of Production/Distribution/Repair activity

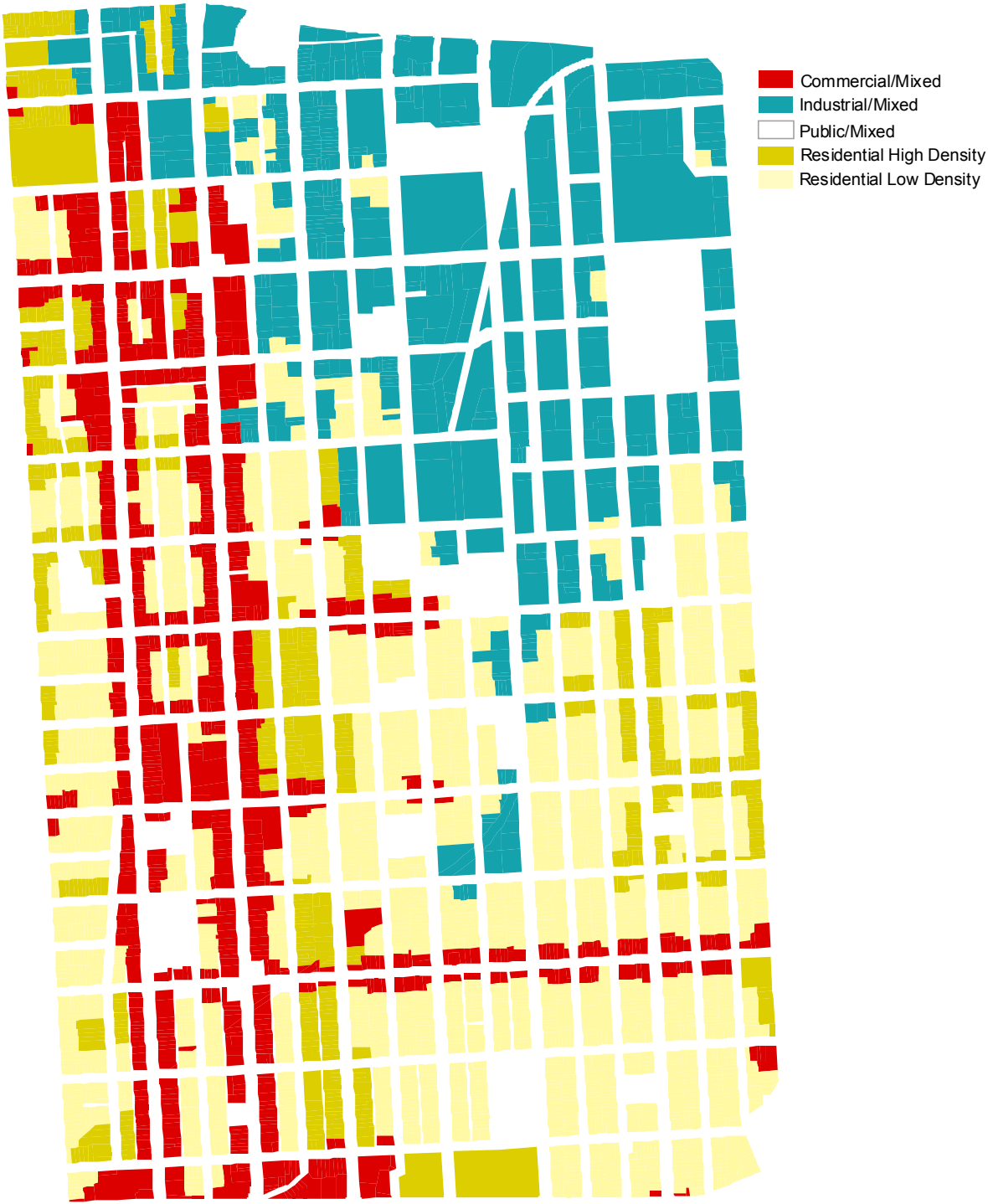
Existing housing stock and projected future needs

Existing community amenities, public facilities, and historic buildings

Projects recently approved or under construction

Sites that could potentially accommodate future development

Current Mission Zoning





Zoning Framework

A new zoning framework has been developed to guide future development towards appropriate locations. This zoning framework is preliminary and may need further modifications.

Proposal of Zoning Districts in Eastern Neighborhoods							
	Industrial	Industrial/ Residential	Residential/ Commercial	Neighborhood Commercial- Transit	Neighborhood Commercial	Residential Low Density	Residential High Density
Purpose	Allow PDR businesses to function in isolation from other uses to avoid land use conflicts and displacement	Add residential uses to industrial areas without losing industrial space	Add residential and some commercial uses to industrial areas and expect PDR to leave	Maximize residential combined with commercial along transit corridor	Encourage residential combined with commercial	Retain existing residential character	Expand number of housing units
PDR Heavy	NP	NP	NP	NP	NP	NP	NP
PDR Core w/ trucking	P	P	NP	NP	NP	NP	NP
PDR Core w/o trucking	P	P-Required	P	NP	NP	NP	NP
PDR Light	P	P-Required	P	P	P	NP	NP
Small retail	P	P	P	P-Required ground floor	P-Required ground floor	NP	NP
Large retail	NP	P	P	NP	NP	NP	NP
Parking lot	P	NP	NP	NP	NP	NP	NP
Parking structure	NP	NP	NP	NP	NP	NP	NP
Small office	P	P	P	P	P	NP	NP
Large office	NP	NP	NP	P	P	NP	NP
Cultural	P	P	P	P	P	NP	NP
Institutional	NP	P	P	P	P	NP	NP
Residential	NP	P	P	P	P	P	P



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.

Alternative A: Maximize Housing Opportunities throughout the Mission.

Alternative A aims to maximize development. Housing opportunities in this alternative are scattered throughout the Mission. A large portion of the North East Mission Industrial Zone (NEMIZ) would be available for residential development. As a result, many of the current jobs and businesses in the NEMIZ would be lost. The commercial corridors, Mission, Valencia, and 24th Street, would have the potential to contribute new housing units and new shops due to higher densities and allowable heights as well as lower parking requirements. More units and bigger stores could then be accommodated on these sites. The existing residential areas would remain the same in terms of zoning. This alternative yields extreme possibilities. About 5,500 new housing units and 736,000 square feet of commercial space could be produced by 2020; but at the same time about 4,400 PDR jobs could be lost. Alternative A forces one to prioritize housing over jobs.

Alternative B: Moderate Development Balancing Jobs and Housing

Alternative B aims to provide a moderate level of development and strike a balance between jobs and housing in the Mission. Most housing would be concentrated in the commercial corridors: Mission, Valencia, and 24th Street. Higher densities and heights as well as lower parking requirements would increase the potential housing development of affordable and market rate units. In the NEMIZ, areas on the edges would encourage housing development, some with an industrial space requirement others without this requirement. Most of the NEMIZ would be zoned industrial, which would not allow other uses and would retain most PDR jobs. This alternative



yields moderate change. About 3,500 units and 361,100 square feet of commercial space would be produced by 2020. A small number of PDR jobs, roughly 300, could be lost. This alternative accomplishes this balance of job and housing growth by building out existing residential opportunity sites to their maximum densities in areas served by transit and other amenities while permitting the existing businesses in the NEMIZ to thrive unhindered by competition from other uses vying for that same land.

Alternative C: Minimum Development

Alternative C aims to preserve many of the current conditions of the Mission. A minimum level of development is expected. The entire NEMIZ would be retained for industrial uses. Only Production/Distribution/Repair would be permitted in this area. The residential districts would continue at their current densities and the commercial corridors of Mission, Valencia, and 24th Street would continue to encourage housing above stores at the street level. This alternative yields to small changes. About 700 housing units and 360,000 square feet of commercial space would be produced by 2020. No PDR jobs loss is expected. The housing gains are smaller than in the other alternatives and the main purpose of this alternative is to retain all PDR businesses, jobs, and industrial land.



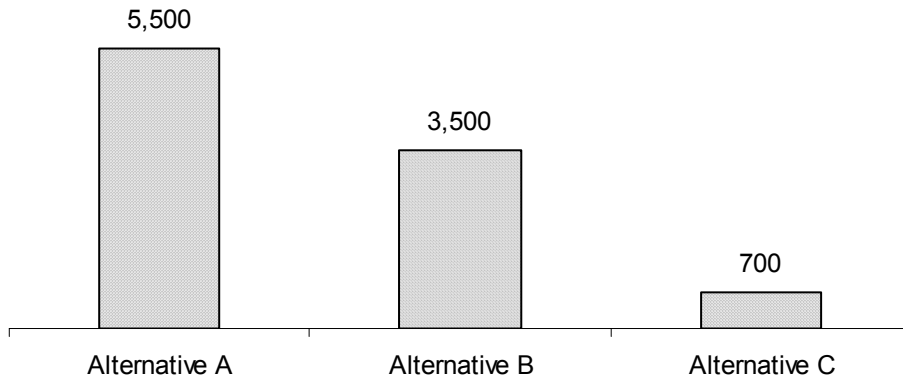
Analysis of Potential Jobs and Housing Change

The proposed rezoning alternatives represent three different visions for the Mission. Each of these alternatives would have a different impact on the city. According to ABAG, San Francisco has the potential, the demand for, and the ability to add slightly more than 16,000 units of housing and over 37 million square feet of addition commercial and industrial space by 2020. Within this ABAG scenario, the Mission would potentially bear the responsibility of producing over 800 units of housing and about one million square feet of commercial space. 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.

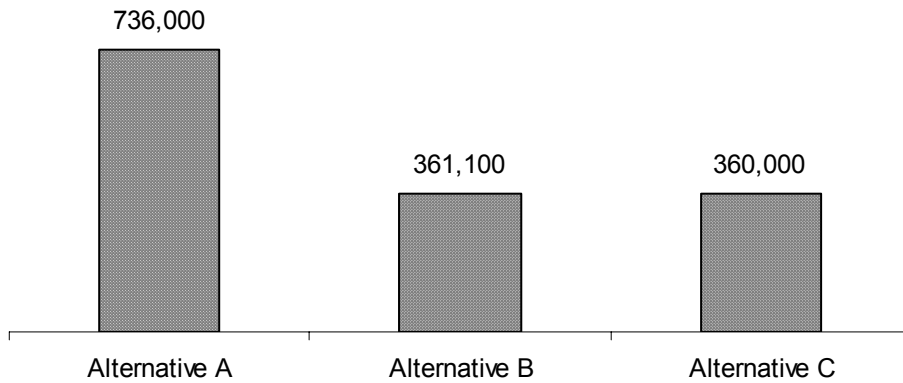
Alternative A	
1. Potential Development	
Net new housing units	5,500
Net new commercial space	736,000
2. Potential PDR Job Loss	
	4,400
Alternative B	
1. Potential Development	
Net new housing units	3,500
Net new commercial space	361,100
2. Potential PDR Job Loss	
	300
Alternative C	
1. Potential Development	
Net new housing units	700
Net new commercial space	360,000
2. Potential PDR Job Loss	
	0



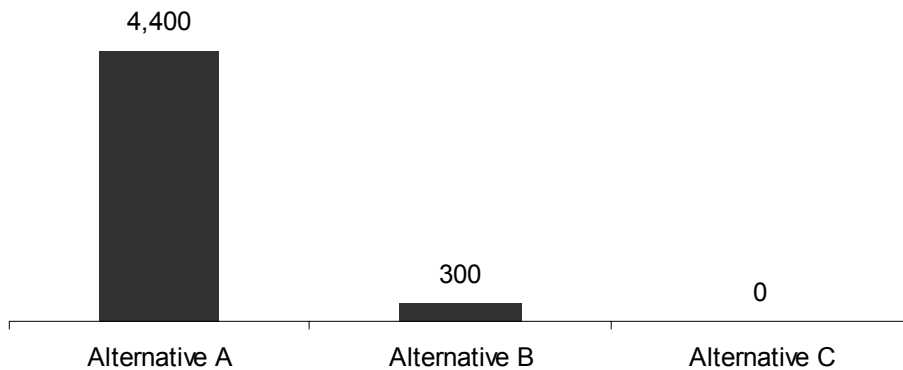
Potential Housing Development



Potential Commercial Square Feet



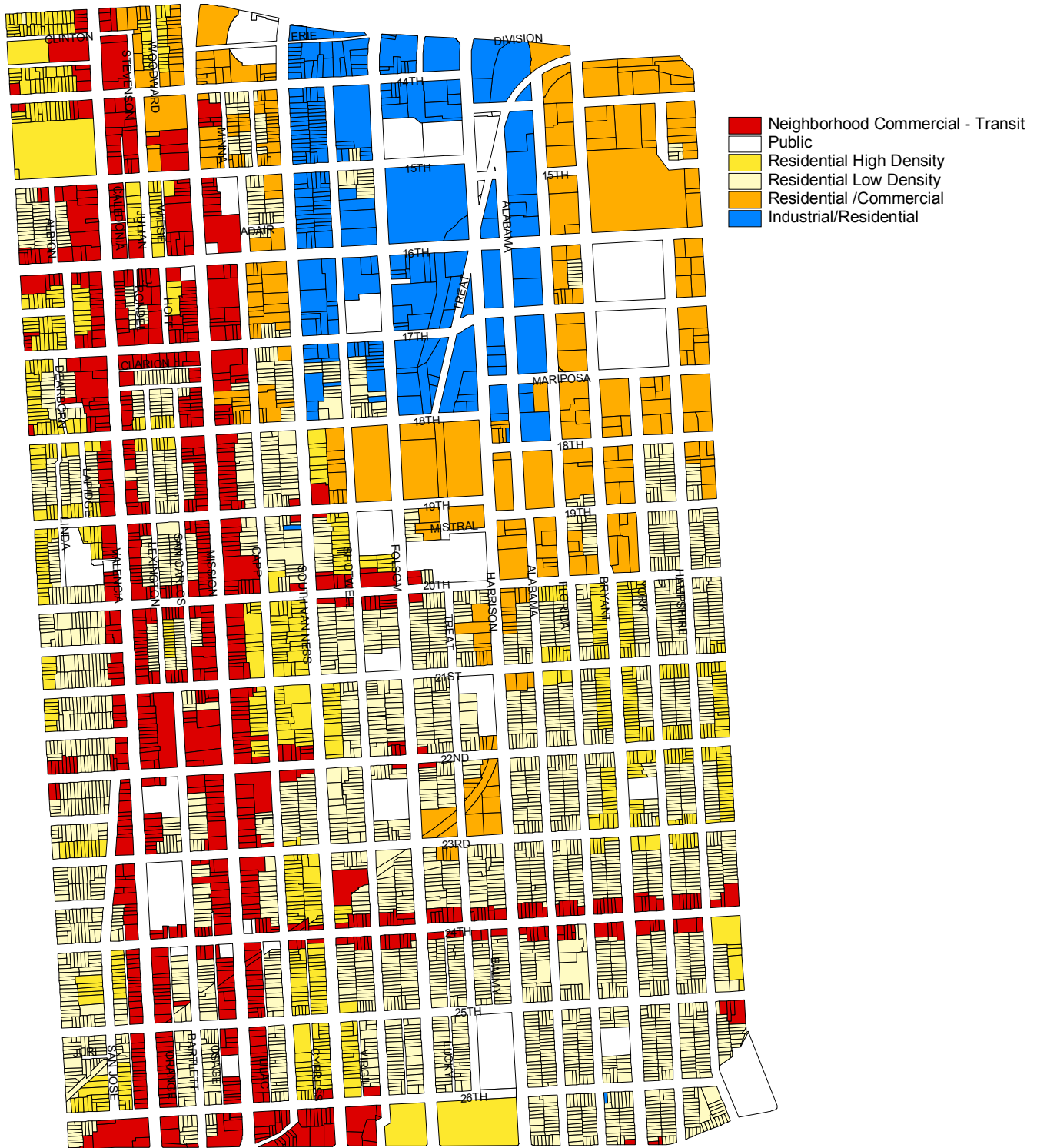
Potential PDR Job Loss



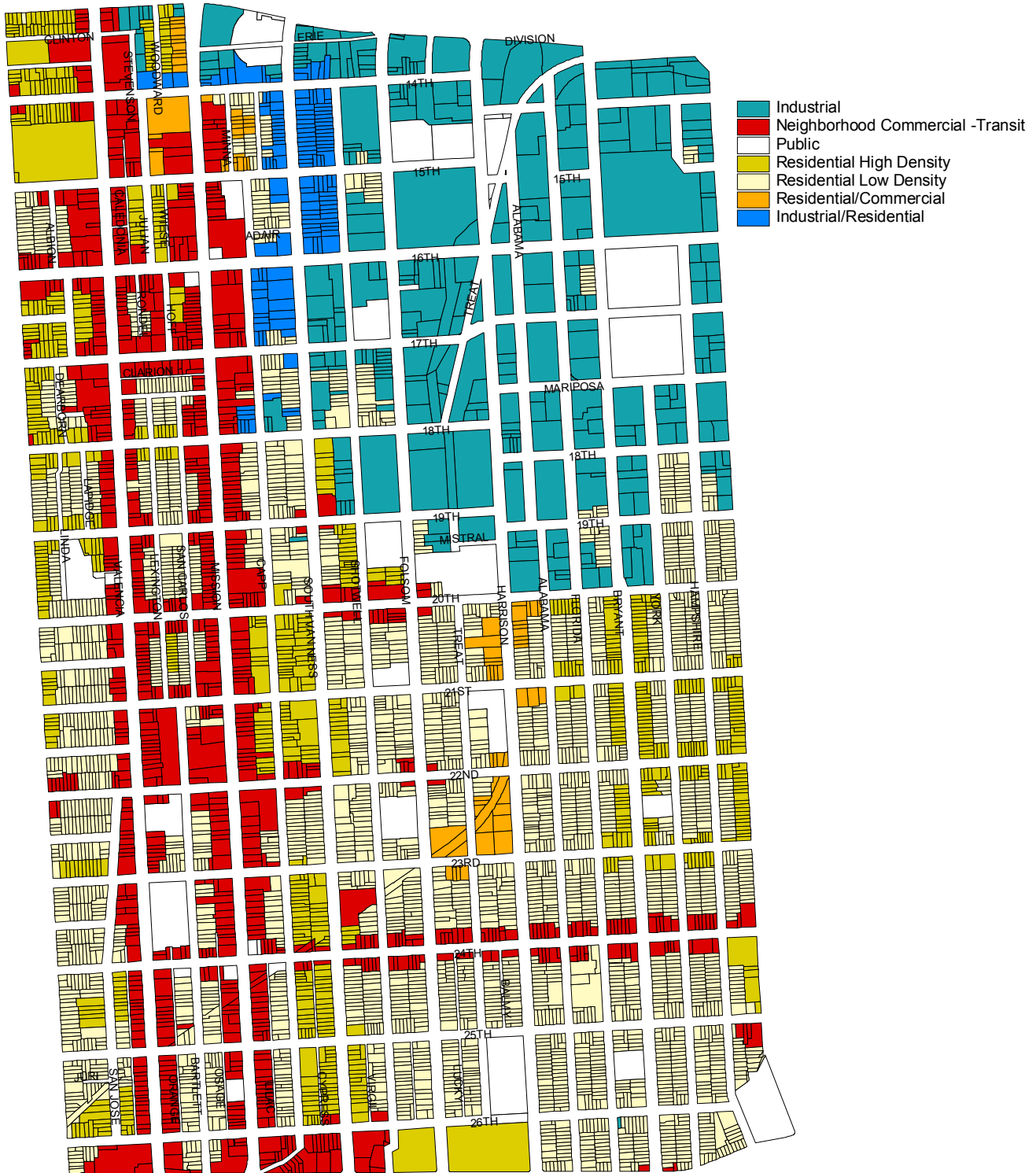
Alternative

A

Maximum Development



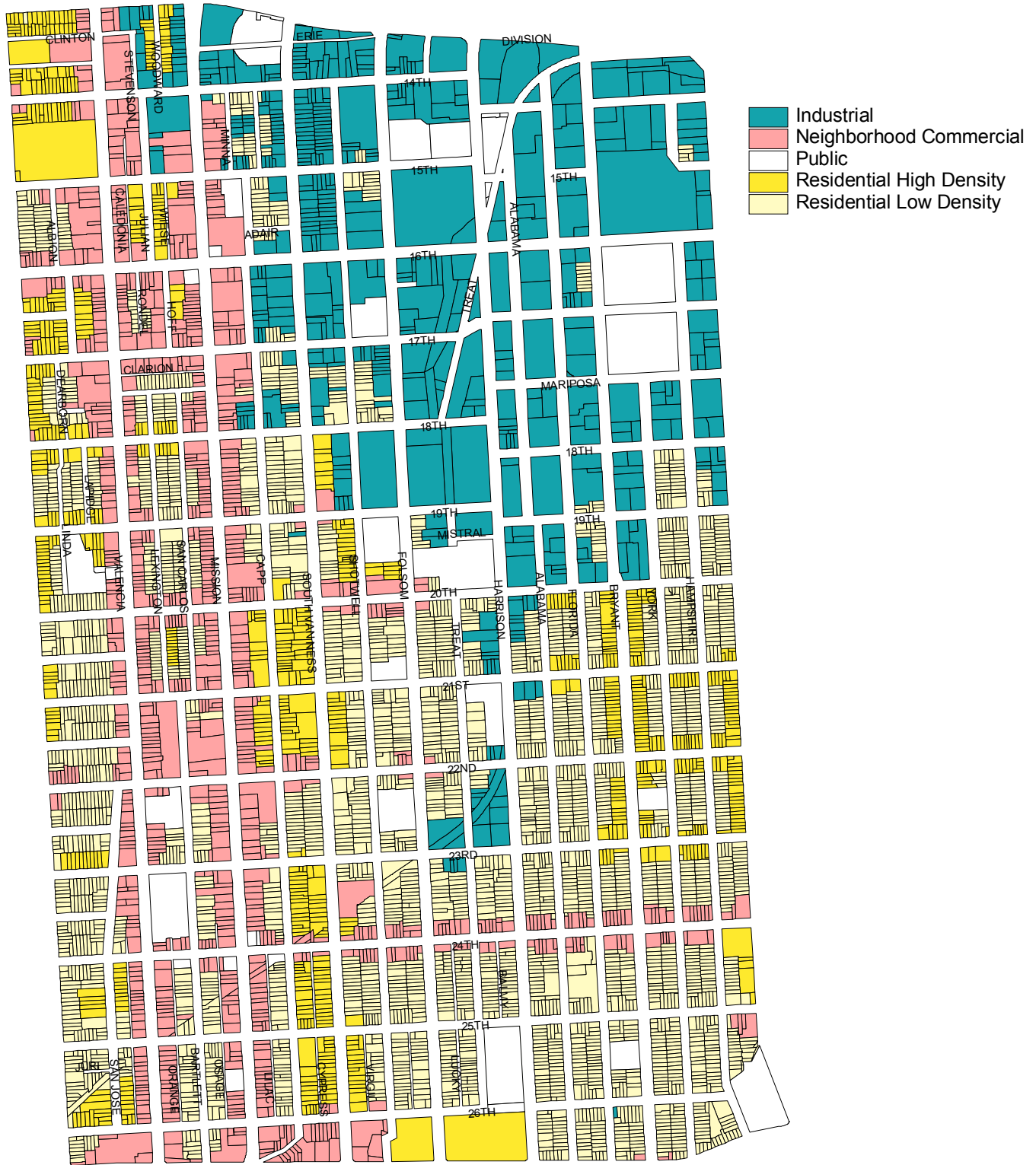
Alternative B Moderate Development



Alternative

C

Minimum Development





Appendix A: Summary of Specific Community Objectives

Following the list of the overall goals, a refined list of community objectives was established into three main land use categories - residential, commercial, and industrial. These are summarized below.

RESIDENTIAL OBJECTIVES

Strong consensus was achieved for the following objectives:

- Enhance the community as a good place to raise families
- Provide affordable housing for different income groups of people and families
- Increase residential densities along the commercial and transit corridors
- Restrict condominium conversions and legalize in-law units
- Maintain the existing scale and character of the residential neighborhoods
- Use community land trusts for new housing
- Provide more community facilities such as schools and health centers
- Provide public amenities for different age and cultural groups
- Improve the existing public open space areas and provide more open spaces such as mini parks for children and families
- Allow a variety of land uses to promote the diversity of the Mission
- Provide educational, institutional, social, and recreational public facilities

Additional discussion is required for the following objectives:

- Reduce the parking requirement for the new housing developments
- Strengthen the identity of Mission as a working class/immigrant neighborhood
- Discourage loft type residential developments

Several other objectives were expressed by the community, which, however, cannot be achieved through the rezoning process.

- Enhance access and safety for pedestrians and bicyclists
- Enhance landscaping on the existing streets
- Create new government policies to encourage homeownership



COMMERCIAL OBJECTIVES:

Strong consensus was achieved for the following objectives:

- Encourage retail and commercial use on the ground floor level
- Preserve neighborhood serving businesses by encouraging landowners to improve and maintain space for current tenants
- Create more job opportunities in the Mission
- Provide flexibility in the allowed uses of buildings
- Remove use size limitation on commercial corridors
- Protect non-commercial uses for other community needs

Additional discussion is required for the following objectives:

- Promote local serving neighborhood scale businesses and discourage "Big Box" stores

INDUSTRIAL OBJECTIVES

Strong consensus was achieved for the following objectives:

- Maintain all existing PDR businesses
- Preserve existing PDR business locations but do not expand into new areas
- Create a balance between traditional PDR jobs and new businesses
- Exclude smokestack industries
- Promote local serving businesses
- Promote businesses that offer employment to senior citizens
- Zone for economically viable businesses

Additional discussion is required for the following objectives:

- Allow for other uses such as art places, residential, and retail in industrial areas
- Separate service and manufacturing businesses
- Exclude residential uses from industrial areas



OTHER OBJECTIVES

Several other objectives were expressed by the community, which, however, cannot be achieved through the rezoning process.

- Improve the existing public transportation systems
- Enhance the streetscape and provide public art, public amenities, and more landscaping to bring visual interest and vitality
- Create a 'Business Friendly' environment to encourage new businesses by providing small business grants
- Provide relocation assistance to businesses and residents that might be displaced



Appendix B: Summary of Production, Distribution, and Repair Business Survey

San Francisco Planning Department conducted a survey of Production, Distribution, and Repair (PDR) businesses in San Francisco's Eastern Neighborhood Community Planning Areas - Bayview, Mission, South of Market, and Showplace Square-Potrero Hill.

The survey assessed the ability of PDR businesses to compete with other uses based on rental rates, wages, buildings, transportation and infrastructure needs, their compatibility with other uses, and profiles of their suppliers, customers, and employees. A total of 464 responses were received: 93 from Mission, 111 from Bayview, 93 from Showplace Square/Potrero, 132 from South of Market, and 33 from PDR businesses outside the designated community planning area. The survey methodology and data sources are described in *Industrial Land in San Francisco: Understanding Production, Distribution, and Repair* (available online at: <http://sfgov.org/planning/communityplanning/reports.htm>) a report prepared by the Planning Department in July 2002.

HIGHLIGHTS OF SURVEY RESULTS IN THE MISSION

The results of businesses that responded to the survey questions were compared with the results of all Eastern Neighborhoods. This comparison showed a similar pattern for Mission PDR businesses as compared to all PDR businesses in terms of needs and performance of businesses. Key highlights of the survey responses are noted below. The percentages of these responses have been derived from a total of only the 'responding businesses' and exclude 'non-responding businesses'.



- 39% of responding businesses in Mission pay between \$11-15 an hour to their non-managerial staff, which is slightly higher than 36% in all Eastern Neighborhoods.
- 56% of responding businesses in Mission have non-managerial employees with only high school diploma similar to 57% in all Eastern Neighborhoods.
- 14% of responding businesses in Mission have majority of employees living in the immediate area as compared to 11% in all Eastern Neighborhoods.
- 57% of responding businesses in Mission find housing to be an inappropriate land use next door to their businesses as compared to 74% in all Eastern Neighborhoods.
- 55% of the responding businesses in Mission pay \$1 or less per square foot per month for rent/lease as compared to 50% in all Eastern Neighborhoods.
- 31% of the responding businesses in Mission do not find parking important for their businesses as compared to 27% in all Eastern Neighborhoods.
- 34% of the responding businesses in Mission have San Francisco suppliers as compared to 25% in all Eastern Neighborhoods.
- 11% of the responding businesses in Mission have customers in the immediate area as compared to 9% in all Eastern Neighborhoods.
- 23% of responding businesses in Mission have been established in last three years and remaining 77% in more than four years. Whereas 19% of responding businesses in all Eastern Neighborhoods have been established in