

FINAL SUPPLEMENT TO THE TRANSIT CENTER DISTRICT PLAN



San Francisco Planning Department
April 2012

PROPOSED PLAN REFINEMENTS

This document describes substantive revisions or important clarifications to the *Transit Center District Plan: Draft for Public Review* (November 2009). Taken together, they represent the “Draft Plan” that is the basis for the General Plan, Planning Code, Zoning Map, and Administrative Code Amendments and Program Implementation Document that will constitute the formal adoption of and regulatory framework for implementing the Plan.

New text appears in underlined italics. Text to be removed is shown with a ~~striketrough~~. The complete document including these refinements will be reprinted following adoption of the Plan by the Board of Supervisors.

Note that the Planning Commission and Board of Supervisors will not take action on the Draft Plan document (including these refinements). Rather, these bodies will adopt the Plan by adopting the proposed General Plan Amendments and implementing Planning Code, Zoning Map, and Administrative Code Amendments. This Draft Plan documents the full narrative context, illustrative intent, and process for the Plan and will live on as a full record of the background context of Plan, containing more full discussion and analysis than is appropriate for adoption into the General Plan. The key aspects of the Draft Plan are distilled into a proposed for adoption into the General Plan as “sub-area plan” of the Downtown Plan. That proposed sub-area plan contains the majority of the objectives, policies and supporting discussion from the Draft Plan document (as reflected here), but excludes some background discussion, specific Planning Code proposals, and graphics, and reflects minor non-substantive text edits. Note that the majority of the Funding Public Improvements chapter of the Draft Plan that discusses funding mechanisms and implementation has been relocated to a new document entitled the *Transit Center District Plan Program Implementation Document*.

INTRODUCTION

Plan Area Boundary Map (page 3)

The Plan boundary has been amended to include the following parcels (block/lot #s):

- 3715/011
- 3715/013 (188 Embarcadero)
- 3735/039 (667 Howard St)
- 3735/040 (663-665 Howard St)

These changes are proposed in order to include all adjoining parcels to the Plan area currently zoned C-3-O (SD).



CHAPTER 1: LAND USE

Add the following Proposed Controls under Policy 1.1 (pg 18)

Proposed Controls:

Rezone block/lot number 3715/013 (188 Embarcadero from C-3-O(SD) to C-3-O

This parcel should be rezoned to bring it into zoning conformity with the rest of the block.

Rezone block/lot number 3715/011 (City property) from C-3-O(SD) to P.

This parcel is a publicly owned parcel and should be rezoned to reflect its public use.

Amend Planning Code to eliminate the conditional use (CU) requirement for residential densities greater than 1 unit per 125 sf lot area. This action is consistent with recent planning efforts that allow maximum residential densities in close proximity to high levels of transit service.

Amend Proposed Control under Policy 1.3 (pg 19)

Proposed Control:

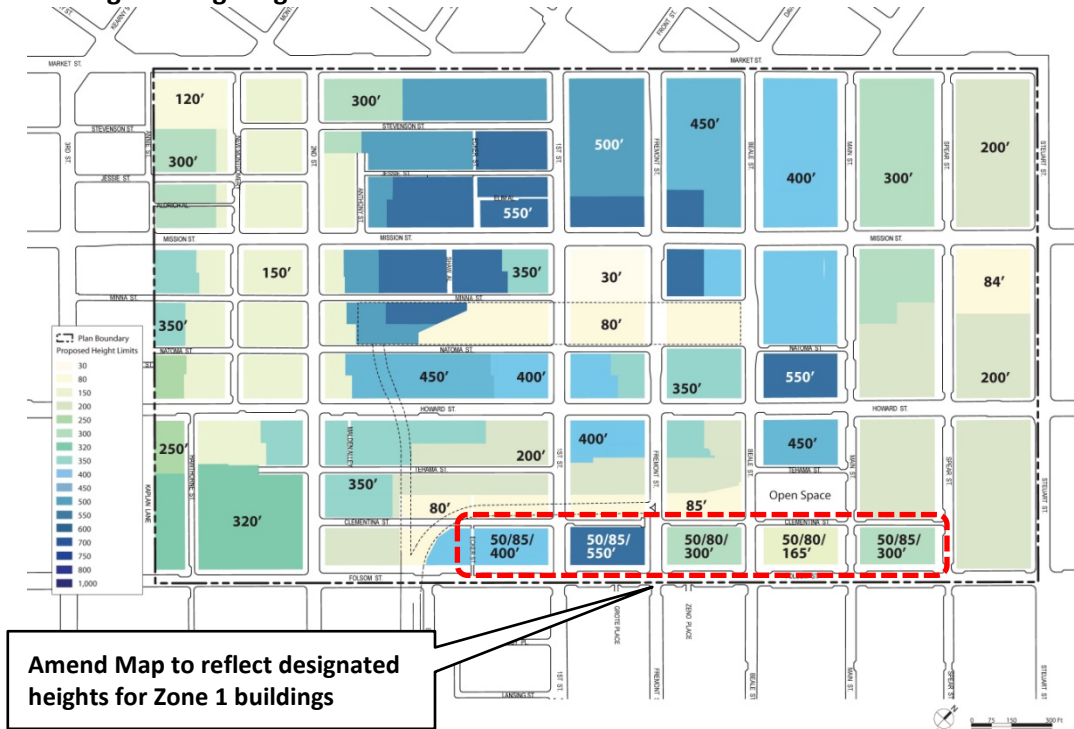
On development sites larger than 15,000 square feet within a proscribed sub-area of the C-3-O (SD) district, new construction greater than 6:1 FAR would be required to have at least ~~three~~ **two** square feet of commercial space for every one square foot of residential space. ~~, hotel, or cultural space.~~

CHAPTER 2: URBAN FORM

Existing & Proposed Building Height Limits Maps (pg 25)

These maps have been amended with the changes described below.

Existing Building Height Limits



Proposed Building Height Limits



Add footnote to Proposed Height Limit Map:

Height limits shown at 600 feet or taller are intended to indicate total building height as described further in Policy 2.7 and are not intended to allow for the ten percent tower height extensions allowed per Planning Code Section 263.9 for the "S" bulk district. Height limits shown at lower than 600 feet are intended to remain in the "S" bulk district.

Add the following language under Policy 2.1 (pg 25)

Based on visual simulations of urban form alternatives, a Transit Tower height of 1,000 to 1,200 feet (to the tip of the building's tallest element) is appropriate and desirable. However, shadow analysis indicates that at a height above 1,000 feet, the Transit Tower would have a more substantial impact on the main seating and gathering areas in the Embarcadero Plazas at lunchtime during the winter months. (See the sidebar titled "Sunlight on Public Spaces" for more discussion). Building elements (e.g. mechanical penthouses) above 1,000 feet height should be set back considerably from the building's façade or limited in bulk and enclosure such that they would not cast additional significant shadows based on the sun angles at this time of year.

The creation of a new crown to the skyline adjacent to the Transit Center is an important objective of the Plan. If the Transit Tower is built ultimately to a height of less than 900 feet or otherwise reasonably judged after a period of time unlikely to be built, the Planning Commission and Board of Supervisors should consider rezoning one of the key sites near the corner of 1st and Mission Streets to a height of 1,000 feet.

Add the following language under Policy 2.8.(pg 32)

For the purposes of this Plan, towers are divided vertically into two main components: the Lower Tower (generally defined as the lower 2/3 of the tower) and Upper Tower (the upper 1/3 of the tower). For buildings taller than ~~550~~ 650 feet, no bulk controls are proposed for the Lower Tower. Buildings of 650 feet in height or less would follow the existing code requirements for height and the S-bulk district. The opportunity sites within the Plan Area are generally small and constrained, thus limiting floorplate sizes available for buildings in this District, making it unnecessary to establish a floorplate limit. However, adherence to tower separation rules is critical and exceptions to them must be limited to the instances outlined below. Since tenants today often desire flexible floorplates at lower levels, this policy will help to accommodate contemporary building needs, as well as to encourage potential employers to locate in the Transit District. To reduce bulk at the highest levels, a 25 percent floorplate reduction is required for the Upper Tower portion of tall buildings.

Add the following as Policy 2.7 with corresponding supporting language(renumber subsequent policies):

Policy 2.7

Establish controls for building elements extending above maximum height limits to incorporate design considerations and reduce shadow impacts.

The typical height limit rules that apply to buildings in the S bulk districts which allow tower extensions and that govern architectural elements at the tops of buildings should not apply to buildings taller than 550 feet. Instead, a new bulk district, S-2, with specific rules should be crafted to apply to such tall buildings to reflect their central and iconic positions on the skyline in order to enhance their appearance while minimizing potential visual and shadow impacts.

Proposed Controls:

In any S-2 Bulk District for any building which exceeds 550 feet in height, unoccupied building features including mechanical and elevator penthouses, enclosed and unenclosed rooftop screening, and unenclosed architectural features not containing occupied space that extend above the height limit, only as permitted by the Planning Commission according to the procedures of Section 309 and meeting all of the following criteria:

(i) such elements are demonstrated to not add more than insignificant amounts of additional shadow compared to the same building without such additional elements on any public open spaces as deemed acceptable by the Planning Commission; and

(ii) such elements are limited to a maximum additional height equivalent to 7.5% of the height of the building to the roof of the highest occupied floor, except that in the case of a building in the 1,000-foot height district such elements are not limited in height, and any building regardless of building height or height district may feature a single spire or flagpole with a diagonal in cross-section of less than 18 feet and up to 50 feet in height in addition to elements allowed according to this subsection (M); and

(iii) such elements are designed as integral components of the building design, enhance both the overall silhouette of the building and the City skyline as viewed from distant public vantage points by producing an elegant and unique building top, and achieve overall design excellence.

Add the following supporting language to Policy 2.12 (pg 36):

In this unique circumstance, vacating Malden would aid in the positive transition of this block in light of the rail alignment. Consequently, at an appropriate point following completion of arrangements with the TJPA to secure the necessary property for the rail alignment and submittal of a building proposal, vacation of Malden should be

considered consistent with the General Plan vacation policies along with demolition of the subject buildings along Second Street. *If the extent of the rail alignment necessitates taking more of the parcels along 2nd Street than is currently planned, a major development would be unlikely on these sites and the rationale for vacating Malden Alley may not be justifiable.*

Amend Policy 2.14 (pg 37) to read as follows:

Require a building setback of ~~ten~~ 12.5 feet on the following frontage:

- South side of Mission Street between First and Fremont Streets (Transit Tower) to accommodate new roadway configuration for Mission Street on this block that includes a transit boarding island.

CHAPTER 3: PUBLIC REALM

Add Policy 3.4 to read as follows (renumber subsequent policies to reflect this addition):

Policy 3.4

Amend the Downtown Streetscape Plan to reflect sidewalk width and streetscape changes proposed in the Transit Center District Plan.

Open Space Network Map (pg 56)

This map have been corrected to reflect the full extent of Oscar Park.



CHAPTER 4: MOVING ABOUT

Amend Policy 4.36 (pg 78) to read:

~~Maintain flexibility on key streets in order to expand the Bike Network in the future.~~
Expand the bike network in the Plan Area with dedicated bicycle facilities.

Amend Policy 4.36 (pg 78) to read:

~~Expand the Bicycle Network in the area.~~ ~~Maintain flexibility on key streets in order to expand the Bike Network in the future.~~

~~The design of the following streets should maintain flexibility to consider bicycle improvements in the future:~~
Create dedicated bicycle facilities on the following streets:

- Fremont Street (northbound)
- Beale Street (southbound)
- Main Street (northbound)

Amend Policy 4.62

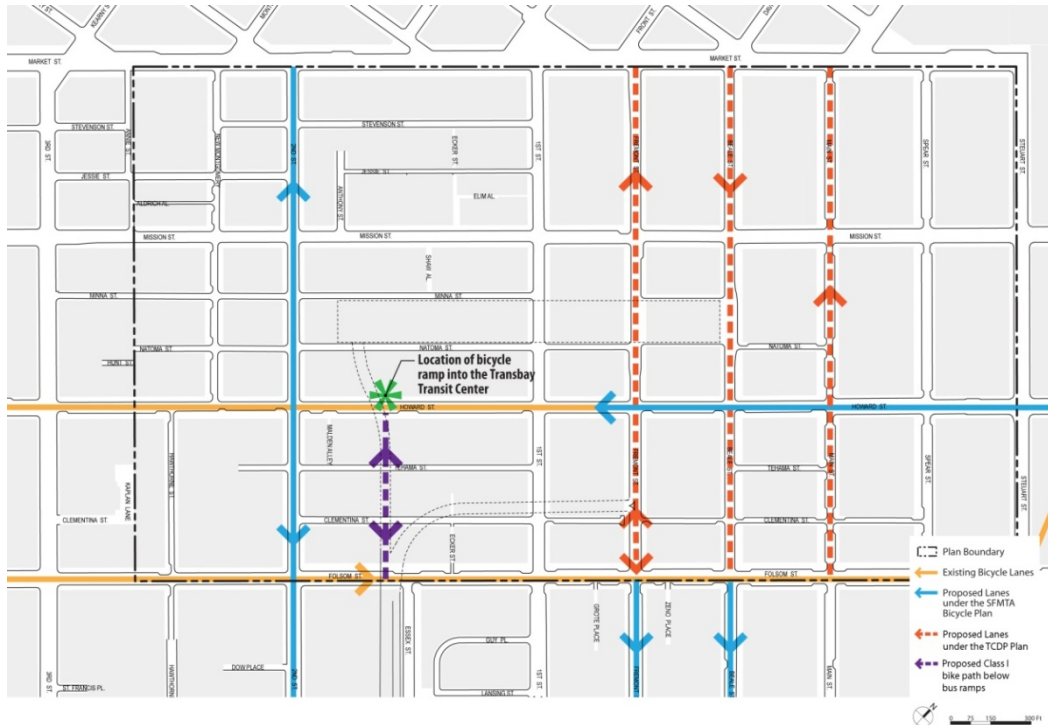
Maintain off-street loading facility requirements for all major new development, *but recognize that there are substantial efficiencies for large projects.*

Proposed Control: Amend Planning Code Section 155.2 to establish a maximum number of required loading spaces for large commercial buildings of six loading docks.

Currently loading requirements infinitely scale upward with the size the project. Substantial experience in San Francisco and other major cities with large projects (i.e. larger than 600,000 gross square feet) has demonstrated that demand for loading docks does not increase proportionally with the size of the building. Experience has shown the maximum demand for loading docks for buildings well in excess of 1 million square feet to be six spaces, as substantial efficiencies are gained in servicing large buildings.

Streets for Future Consideration of Bicycle Improvements Map (page 79)

The map has been amended to identify Plan proposed bike lanes and identify the proposed Class I bike path under the bus ramps.



CHAPTER 5: HISTORIC PRESERVATION

Amend proposed controls under Policy 5.7 (pg 100) as follows:

Proposed Control:

Based on the District Plan proposal to rezone all of the Plan Area to C-3-O(SD) with a base FAR of 6:1, modify the TDR rules in the Planning Code for the Plan area to require that development purchase TDR for all gross square footage between 6:1 and 9:1 FAR. *For development projects that have been entitled prior to January 1, 2012 and purchased TDR prior to 2012 (as certified in a recorded transfer to that property by the Planning Department) in anticipation of needing it for entitlement based on prior TDR rules, allow use of those TDR units and provide partial waiver of new impact fees.*

Proposed Control:

Modify the TDR rules for the C-3-O(SD) to enable eligible historic properties to sell TDR equivalent between the existing square footage of the lot and 9:1 FAR, rather than just to base FAR 6:1.

Amend Policy 5.8 (pg 100) as follows:

Policy 5.8

Pursue expansion of the supply of available TDR to meet expected demand or provide flexibility for development in satisfaction of the TDR requirement by providing an in-lieu mechanism that directly benefits the preservation, rehabilitation, maintenance and public education of historic resources in the downtown.

Proposed Control:

Establish a Downtown Historic Preservation and Rehabilitation Fund and a TDR In-Lieu Fee, whose proceeds would be deposited in the Fund. Give project sponsors the option to pay into this Fund in lieu of purchasing TDR. The price of the fee shall be set at such a rate that it is more than the historical average market price for TDR, such that purchasing TDR continues to be the preferred option.

In order to ensure sufficient TDR continue to be available and to achieve the goals of the TDR program, the City should continue to investigate opportunities to expand the potential supply of TDR through designation of eligible buildings within and outside of the C-3, including publicly-owned historic properties that require substantial rehabilitation.

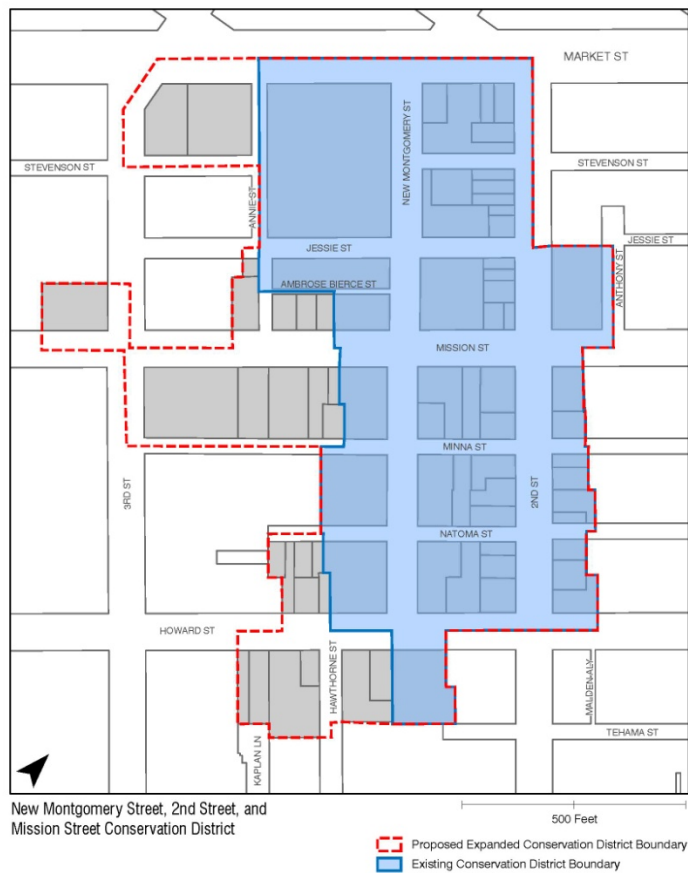
A secondary approach after, or in tandem with, pursuing the expansion of supply would be the creation of an in-lieu TDR credit where project sponsors pay into a historic preservation fund. In partnership with the Historic Preservation Commission, rules should be developed and established regarding the use and management of the Fund created by purchases of such credits. The rules should reinforce that the Fund program should be used by the Planning Department solely for the partial reimbursement of rehabilitation or restoration work completed by qualified property owners of historic resources within the City of San Francisco.

The uses for such a Fund should be established by the Planning Commission and Historic Preservation Commission. Potential uses could include ~~should allow the City to reimburse~~ financial support to eligible property owners for preservation and rehabilitation work (windows, exterior repairs, etc.) to buildings within the C-3 Districts and that have already sold their TDR (thus encouraging historic buildings to be preserved by selling TDR, thereby removing future development rights and pressure to demolish the buildings). ~~Eligible buildings should be deemed to be (1) a designated landmark building or a contributory building within a designated historic district per Article 10 of the Planning Code, (2) a Category I-IV building identified within Article 11 of the Planning Code, or (3) a building listed on the California Register of Historical Resources by the State Office of Historic Preservation within the City of San Francisco.~~

~~The funds should be Board appropriated in an interest earning account that carries forward its own balance. Eligible restoration or rehabilitation work should be limited only to the exterior of an historic resource, including: the reconstruction of a missing cornice; terra cotta repair and replacement, the reconstruction of missing features based on physical or documented evidence; façade cleaning, paint removal, the removal of incompatible non-historic alterations; the removal of incompatible non-historic windows with new windows that match the historic material, profile, and configuration. Additional projects eligible for use of the Fund should include public signage and similar informational programs related to historic preservation within the C-3, purchasing TDR or conservation easements from historic properties that have not yet sold TDR. Ineligible work should include new additions, new garage openings, loading docks, painting, all seismic retrofit work, roof repair or replacement. All work should comply with the Secretary of the Interior's Standards for the Treatment of Historic Properties (36 C.F.R. § 67.7 (2001) and be subject to the review and approval requirements of Planning Code Articles 10 and 11.~~

Potential Historic District Expansion Map (page 95)

The map has been amended to reflect a revised boundary for the Proposed New Montgomery-Mission-Second Street Conservation District. The proposed Article 11 Category ratings as shown on the map on page 95 (and as listed in Appendix A) of the Draft Plan has been amended per the table shown at the end of this document.



CHAPTER 6: DISTRICT SUSTAINABILITY

The District Sustainability chapter has been updated to reflect changes to the City's sustainability regulations, goals and standards since publication of the 2009 draft Plan. Edits are contained in the updated Plan document. Specific policy changes to the chapter are identified below.

Amend the following policies to read as follows:

Policy 6.1

Create efficient, shared district-scale energy, ~~heating and cooling~~ systems in the district.

Policy 6.5

Identify and protect either suitable public sites or major development sites within the Plan Area for locating renewable or CHP generation facilities.

Policy 6.15

Pursue a variety of potential sources of non-potable water, including municipally-supplied recycled water and district-based ~~greywater~~ graywater, black water, stormwater, and ~~building de-watering foundation drainage water~~.

Delete Policy 6.13 and supporting text. Renumber policies accordingly:

Policy 6.13

All major buildings in the Plan Area should exceed the minimum credits required by the SF Green Building Ordinance under the Energy and Water categories of the LEED schemes.

In order for new development within the Transit Center District to help achieve pivotal goals relating to carbon dioxide emission reduction, to help address California's water shortages, and to position the Plan Area as an exemplar of sustainable development, it is important that energy and water efficiency are prioritized when developers are considering how to achieve the required LEED certification.

Policy 6.19

All new and large redevelopment projects in the city should adhere to the following hierarchical approach to maximize resources and minimize use of potable water:

- Reduce demands by installing efficient water fixtures and behaviors;
- ~~Design sites to reduce the total amounts of stormwater generated on site; through the use of alternative surfaces and collection and treatment devices~~green stormwater infrastructure (Low Impact Design techniques);
- Identify all on-site sources (rainwater, cooling tower blow down, fog, ~~greywater~~ graywater, blackwater, stormwater, and foundation drainage ~~diverted sump~~ water);
- Install appropriate on-site collection, treatment, storage and conveyance systems for ~~non-potable needs~~ toilet flushing and, irrigation and additional identified nonpotable applications;
- Meet all other ~~unmet~~ surplus non-potable demands using district non-potable water or municipal recycled water; and
- Meet all other ~~unmet~~ remaining demands using potable water.

CHAPTER 7: FUNDING

Update Table 7-1: Transit Center District Public Improvements and Implementation Costs (pg 121) with the following:

Under "Transit and Other Transportation," add the item for Muni and Golden Gate Transit Transit Delay Mitigation (Vehicle Purchase) (\$3,000,000)

Under "Transit and Other Transportation," identify sub-project categories for Transit Center Project including Phase I: Transit Center including Train Box; Phase 2: Downtown Rail Extension (DTX).

Under "Open Space," change project title "Improvements to Portsmouth Square, St. Mary's Squares" to "Improvements to other downtown open spaces."

Delete Policy 7.4 (pg 122) and renumber subsequent policies:

Policy 7.4

Encourage the inclusion of a deed covenant in contractual development agreements for new development requiring the project sponsor to contribute to the cost of public improvements as properties are resold over time.

Delete the following supporting text under Policy 7.8 (pg 122):

The adoption and implementation of these funding mechanisms will occur in the future. The analysis presented in this chapter is preliminary and solely for planning purposes. Any specific impact fee amounts suggested in this draft plan were selected merely for the purpose of demonstrating the potential revenue from such fees based on hypothetical fee levels and the levels of development in the Plan Area and for assessing feasibility. The nexus studies to provide a justification for any such fees and the amounts of the fees are currently in process. Any fees proposed for adoption in the future will be fully supported by appropriate nexus studies. Such fees will not exceed the amount shown in the studies to be the maximum cost of offsetting the impact on the demand for infrastructure and services attributable to the new development in the Plan Area that is assessed the fees.

Add Policy 7.9:

Policy 7.9

Create a Transit Center District Plan Program Implementation Document that outlines the Funding Program and guides future decision making in allocating revenues to public improvements.

Remove Pages 123 -135 from the Transit Center District Plan to put into new Program Implementation Document. Create reference to “Program Implementation Document” in Funding chapter.

Appendix B: Historic Resources Ratings

Appendix B: Historic Resources Ratings (pages B-1 –B-3)

The table has been updated to reflect properties proposed for reclassification and inclusion in the New Montgomery, 2nd Street and Mission Street Conservation District. The full table is included at the end of this document.

Block/Lot	Address	Street	Article 10 Designation	Existing Article 11 Category	Proposed Article 11 Category
3708003	38	1ST		V	V
3736006	234	1ST	Proposed Article 10 Designation	I	I
3707002	20	2ND		IV	IV
3707004	36	2ND		IV	IV
3707005	42	2ND		IV	IV
3707006	48	2ND		IV	IV
3707007	52	2ND		IV	IV
3708096	55	2ND		III	III
3707008	60	2ND		IV	IV
3707009	70	2ND		IV	IV
3708019	71	2ND		I	I
3707010	76	2ND		IV	IV
3707011	84	2ND		V	V
3707012	90	2ND	Proposed Article 10 Designation	IV	IV

3721089	101	2ND		V	V
3722002	120	2ND		IV	IV
3721071	121	2ND		I	I
3722003	132	2ND		I	I
3721051	133	2ND		IV	IV
3721050	141	2ND		I	I
3722004	144	2ND		IV	IV
3721049	149	2ND		IV	IV
3722005	156	2ND		IV	IV
3721048	163	2ND		IV	IV
3722016	168	2ND		IV	IV
3721025	171	2ND		IV	IV
3721023	181	2ND		V	V
3722019	182	2ND		IV	IV
3735055	240	2ND	Proposed Article 10 Designation		III
3706001	26	3RD		III	III
3706002	28	3RD			V
3706003	32	3RD		V	V
3706093	86	3RD			I
3722257	125	3RD			IV
3711019	77	BEALE		I	I
3736023	566	FOLSOM			V
3736025	572	FOLSOM			III
3735008	606	FOLSOM	Proposed Article 10 Designation		III
3735009	608	FOLSOM			III
3735015	690	FOLSOM			V
3736156	530-534	FOLSOM		V	V
3719011	177	FREMONT		V	V
3719010	183	FREMONT			V
3719009	193	FREMONT		V	V
3740001	101	HOWARD		I	I
3719018	324	HOWARD		III	III
3736121	509	HOWARD		V	V
3721013	524	HOWARD		V	V
3736114	525	HOWARD			V
3736083	527	HOWARD		V	III
3721014	530	HOWARD			V
3736112	531	HOWARD		V	III
3721016	546	HOWARD		V	V
3736110	547	HOWARD		V	V
3736086	555	HOWARD			V
3736107	557	HOWARD			V
3721019	562	HOWARD			V
3721020	568	HOWARD		V	V
3736102	571	HOWARD			V
3736100	577	HOWARD		V	III
3736099	583	HOWARD		III	III
3736098	589	HOWARD		V	III
3722020	606	HOWARD			IV
3735005	625	HOWARD		II	II

3735050	633	HOWARD		V	V
3722023		HOWARD			V
3735047	645	HOWARD			V
3722024	648	HOWARD			V
3735042	651	HOWARD		V	IV
3735041	657	HOWARD		III	III
3722012	658	HOWARD		V	V
3722026	660	HOWARD		V	V
3735040	663	HOWARD		V	V
3735039	667	HOWARD		III	IV
3722027	15	HUNT		V	V
3708022	16	JESSIE		I	I
3708032	96	JESSIE		III	III
3707032	163	JESSIE			IV
3713006	1	MARKET		I	I
3708059	595	MARKET		V	V
3707001	601	MARKET		IV	IV
3707002A	609	MARKET		IV	IV
3707061	625	MARKET		IV	IV
3707051	685	MARKET		I	I
3707057	691	MARKET		I	I
3721052	83	MINNA		V	V
3722058	142	MINNA			V
3710017	350	MISSION			V
3709008	440	MISSION			III
3708010	512	MISSION		V	V
3708011	516	MISSION		V	V
3721082	545	MISSION		III	III
3721120	555	MISSION		V	V
3722001	601	MISSION		IV	IV
3707013	602	MISSION		V	IV
3722076	611	MISSION		V	IV
3722073	617	MISSION		IV	IV
3722070	641	MISSION		V	IV
3707018	646	MISSION		V	V
3722069	647	MISSION		I	I
3707019	652	MISSION		V	V
3722068	657	MISSION			IV
3707020	658	MISSION		I	I
3722067	663	MISSION		V	IV
3707021	666	MISSION		V	IV
3721122	531-535	MISSION		V	V
3721015	55	NATOMA		V	V
3721029	77	NATOMA		V	V
3721108	83	NATOMA		V	V
3721109	85	NATOMA		V	V
3721047	90	NATOMA		V	V
3722006	116	NATOMA		I	I
3722014	145	NATOMA			I
3722013	147	NATOMA		I	I
3722011	161	NATOMA		V	IV

3707052	2	NEW MONTGOMERY	18	II	II
3707062	33	NEW MONTGOMERY		V	V
3707035	39	NEW MONTGOMERY	163	I	I
3707033	74	NEW MONTGOMERY		I	I
3707014	77	NEW MONTGOMERY		I	I
3722071	100	NEW MONTGOMERY		I	I
3722072	111	NEW MONTGOMERY	107	IV	IV
3722007	137	NEW MONTGOMERY		IV	IV
3722022	170	NEW MONTGOMERY		IV	IV
3722080	134-140	NEW MONTGOMERY		I	I
3708039	53	STEVENSON		V	V
3708038	55	STEVENSON		V	V
3708031	79	STEVENSON			III
3707044	111	STEVENSON		I	I
3736079	19	TEHAMA			V
3736111	38	TEHAMA			V
3736091	72	TEHAMA		III	III
3736092	74	TEHAMA			III
3736093	78	TEHAMA		V	III
3736094	90	TEHAMA			III