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Draft Zoning Alternatives

Meeting Packet - Workshop #5
Tuesday, November 19, 2002
San Francisco Planning Department



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Content and Purpose of this Packet

This packet summarizes the work of the past year’s Community Planning process in the Eastern Neighborhoods, particularly as it applies to the SoMa. In this process, the SoMa community engaged in a discussion of the future look and feel of SoMa, the goals for its neighborhoods, and its role in the larger city of San Francisco. Zoning is the Planning Department’s primary tool for change. Included in this packet are three different proposals for zoning and height designations for the SoMa as well as supporting statistics, maps and definitions related to housing, jobs, and buildings.



Community Planning Process

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 principles guide 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, four 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.
- 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.

Workshop #4: September 25, 2002

- Review of the Community Planning Process, and presenting a timeline.
- Presentation of the three zoning proposals: Minimum, Moderate, and Maximum.
- Breakout into groups to discuss the three alternatives and selection of a preferred alternative.
- Discuss the preferred alternative and add comments and suggestions.
- Present the chosen alternative to the workshop attendees.



Community Goals

Over the course of the first three Community Planning workshops in the SoMa, workshop participants developed and 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 first 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 project's 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.



Rezoning Alternatives

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*
- The existing zoning and how the proposed alternatives would change the uses permitted*

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 on the following page:



Housing Emphasis Alternative

- Main purpose is to expand residential and commercial development
- Residential/commercial expansion will most likely push out the current PDR jobs and businesses
- On Commercial/transit corridors--2nd Street, 3rd Street and 6th Street—as well as areas closest to downtown—east of 4th Street and north of Howard Street—fewer parking requirements would allow for more housing, stores and office spaces.
- Residential Enclaves would be preserved and expanded
- Opportunities for residential development combined with higher-end PDR businesses would be created along western Folsom
- Small areas south of the 101 freeway between 5th and 6th and southwest SoMa would be reserved for PDR (small office and retail would be permitted).
- This option has a potential for about 7,700 additional housing units and 11,000 new retail/office jobs by 2020.
- Due to drastic reduction of PDR space, this option anticipates the greatest PDR job loss, of about 9,100.

Moderate Development Alternative

- The goal of this option is to strike a balance between housing development and jobs.
- Space will be reserved for PDR activities, and housing respectively.
- On Commercial/transit corridors--2nd Street, 3rd Street and 6th Street—as well as areas closest to downtown—east of 4th Street and north of Howard Street—fewer parking requirements would allow for more housing, stores and office spaces.
- Residential Enclaves would be preserved and expanded.
- More land will be reserved for PDR activities than the Housing Emphasis option (with small office and retail).
- This option has a potential for about 5,500 new housing units in the community and about 9,000 new retail/office jobs by 2020.
- Anticipated loss of PDR jobs is about 4,440.

PDR Emphasis Alternative

- This is an option which will more or less preserve the existing conditions of the South of Market, so minimum level of development is expected.
- This option retains land south of Folsom and west of 3rd Street for PDR activities with small office and retail.
- 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.
- This option has a potential for about 3,400 new housing units and over 5,800 new retail/office jobs.
- There would still be a loss of over 2,800 PDR jobs.



Summary of Potential Housing, Jobs, and Space Opportunities for Each Alternative

The proposed rezoning alternatives represent three different visions for SoMa. Each of these alternatives would have a different impact on the city. 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.

According to ABAG, San Francisco has the potential and the ability to grow by about 17,000 units of housing and over 100,000 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.

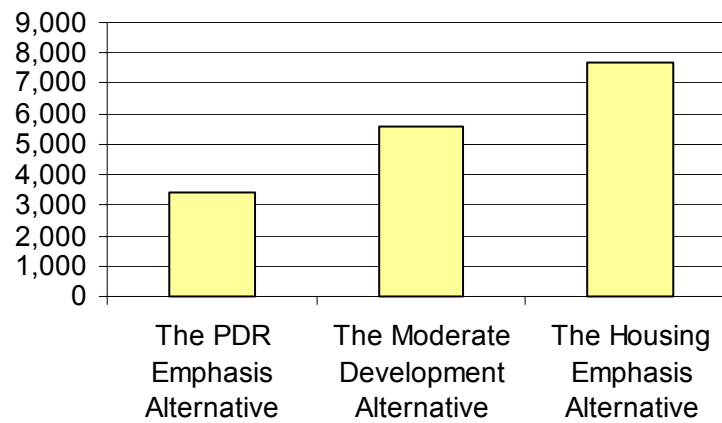
The Housing Emphasis Alternative		
1.Potential Development		
New housing units		7,700
New retail/office space		3,290,000
New retail/office Jobs		11,000
New PDR space		66,000
New PDR jobs		140
2. Potential PDR Job Loss		9,100

The Moderate Development Alternative		
1. Potential Development		
New housing units		5,600
New retail/office space		2,540,000
New retail/office Jobs		9,000
New PDR space		170,000
New PDR jobs		360
2. Potential PDR Job Loss		4,800

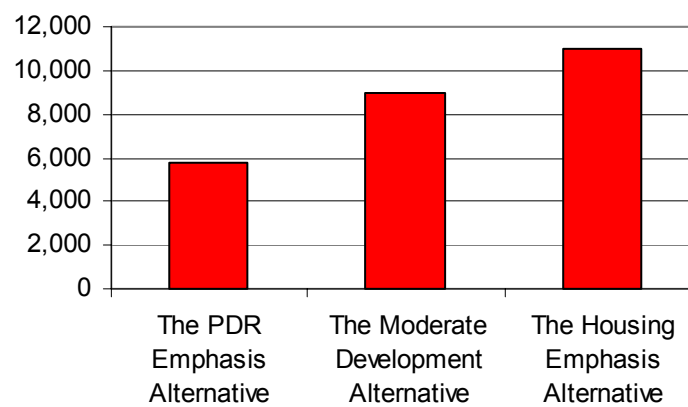
The PDR Emphasis Alternative		
1. Potential Development		
New housing units		3,400
New retail/office space		1,740,000
New retail/office Jobs		5,800
New PDR space		322,800
New PDR jobs		670
2. Potential PDR Job Loss		3,400



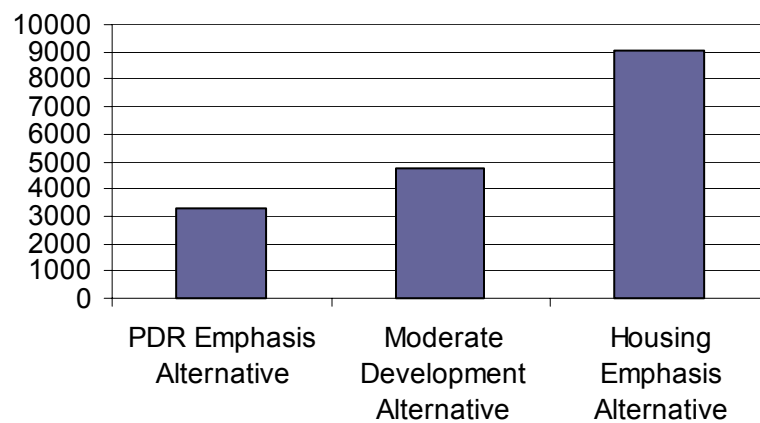
Potential Housing Growth



Potential New Commercial Jobs



Potential PDR Job Loss





Land Use Context

The maps included on the following few pages help to illuminate what kinds of uses occur in SoMa, what uses we can expect in the near future, and where are opportunities for additional development.

The Land Use Map illustrates the primary use of every parcel in the SoMa. If there is no one dominant activity on a parcel, then that parcel is designated as "Mixed Use." Any parcel that contains at least one housing unit in combination with any other use is designated as "Mixed Residential."

The Pipeline Map reflects projects that have been submitted to the Planning and Building Departments for review, as well as those projects which have been approved and are under construction.

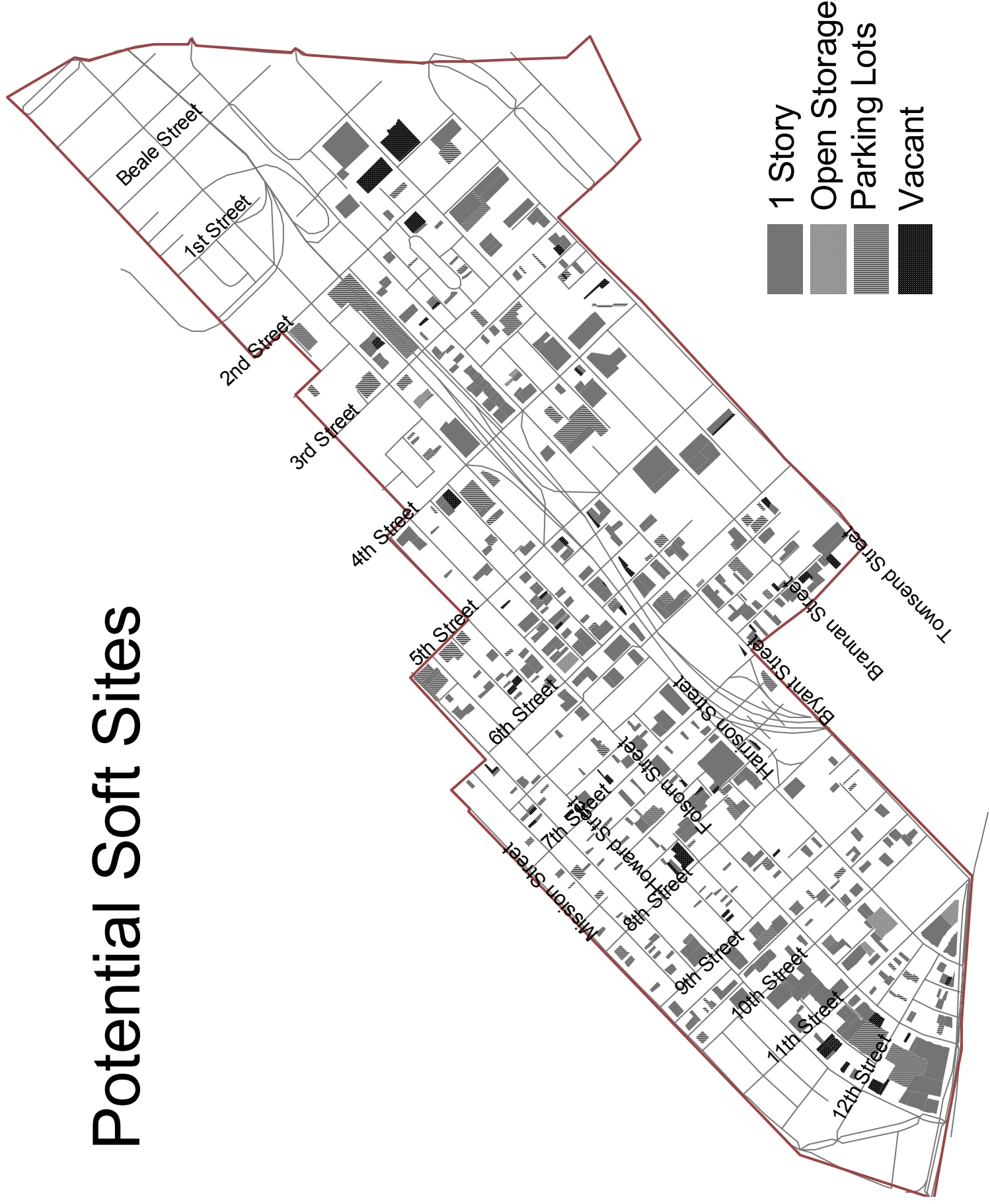
The Softsite Map reveals sites that are not built to the capacity permitted under current height and bulk limits. Parking lots, open storage lots, small sheds on large parcels, and one-story buildings are all identified on this map. Development on these lots is contingent upon the highest and best use recognized by the property's owner within the context of the permitted zoning of each individual parcel. Therefore, not all of these parcels will be developed; some parcels would develop much sooner than others depending on market demand and the uses permitted.

SoMa PIPELINE PROJECTS



Projects Under Review/Approved
Projects Under Construction

Potential Soft Sites





Current Zoning

The following are the current regulations for the SoMa. Their geographic boundaries are illustrated in the map following these definitions.

(RED) Residential Enclave District: These areas are made up of medium density housing and are an attractive place for infill housing. Some social services are permitted in these areas as a conditional use.

(RSD) Residential/Service District: These areas encourage high density mixed uses. The sixth street neighborhood in South of Market is an RSD district facilitating high-density housing, residential hotels, as well as the expansion of retail, business service, and cultural arts activities.

(SLR) Service Light Residential: The South of Market SLR district was designed to maintain and facilitate the growth and expansion of small scale light-industrial, home and business services, and general commercial retail uses. SLR encourages housing units above commercial uses.

(SLI) Service Light Industrial: This district is designed to protect and encourage the growth of general commercial, manufacturing, and light industrial activities. Examples include small printing and design businesses, automobile services, and wholesale businesses. Office space, group housing, and social services are among those which require a conditional use. A significant number of (PDR) production, distribution, and repair exist in this district.

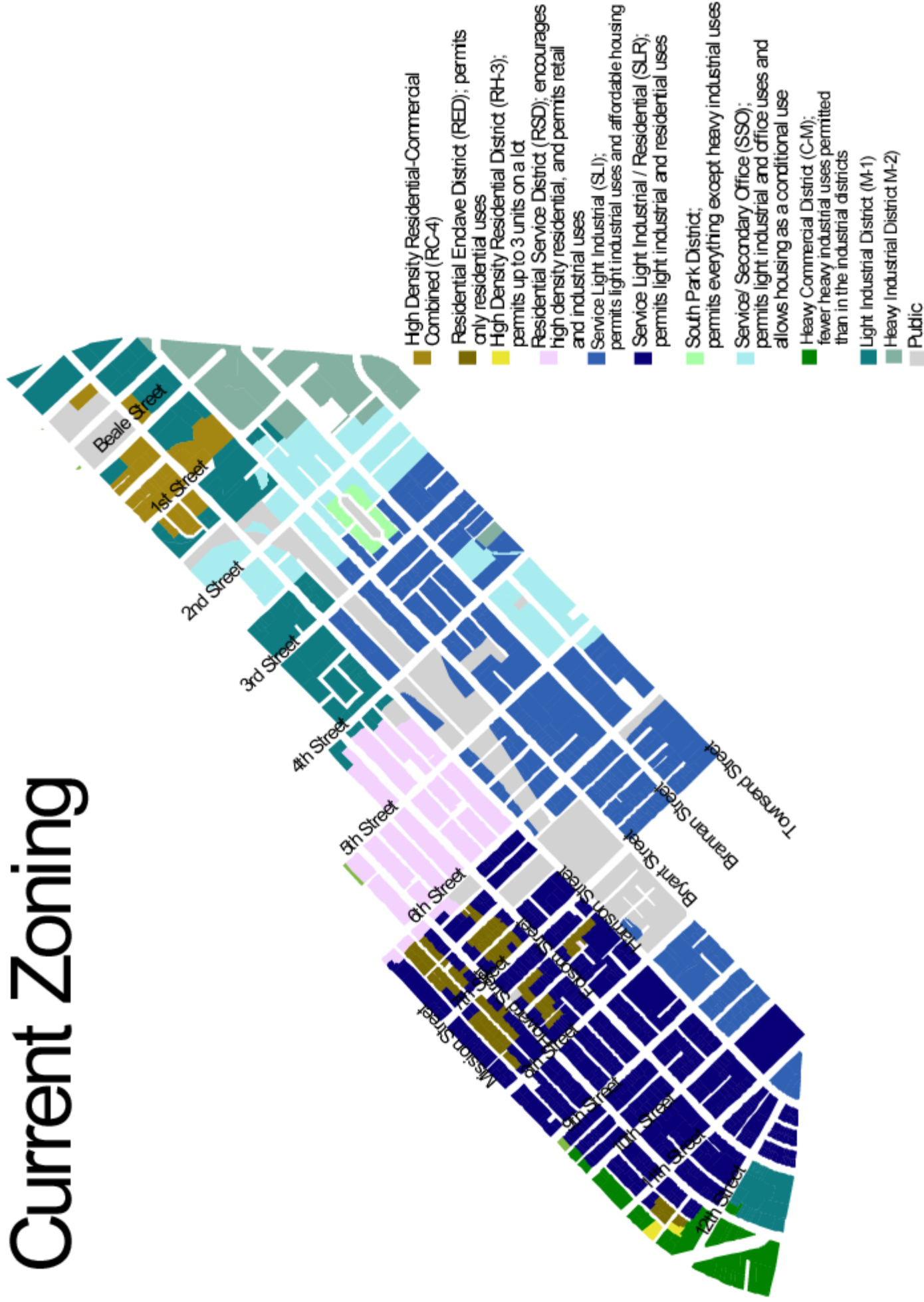
(SSO) Service/Secondary Office District: The Service/Secondary Office district allow most uses. These districts were created to encourage light industrial services and small scale office space.

RC-4 District: The South of Market RC-4 districts exists in the area just south of the Financial district. It was created to encourage high density housing with a mix of commercial uses. Hotels, office space, off-street parking, and group housing require a conditional use in this district.

CM & M-1 Districts: The SoMa Industrial Districts are designed to be areas which are suitable for industrial uses but also allow a wide variety of other uses. In general, CM Districts emphasize wholesaling, business services and some light manufacturing. M-1 Districts are more suitable for smaller industries dependent on truck transportation. In the intense competition for land over the past 5 years, many different, non-industrial uses have moved into these areas.

P Districts: The publicly zoned districts contain public property such as schools, libraries, and parks. Federal Buildings and highways are also located in 'P' districts.

Current Zoning



Proposed Zoning Districts:

What they are and why they are important

We realize that making decisions that can impact the future of your communities can be both nerve-racking and thought provoking. Yet, in order for you to make informed decisions regarding the future of your neighborhood, you must familiarize yourselves with the tools available. Zoning is the primary tool available in this community planning process. It regulates what uses are permitted on each parcel of land in San Francisco. It also regulates the size and shape of the buildings based on context and based on the types of uses expected for each building. By precisely identifying and specifying land use activities, zoning can protect and enhance the character of a neighborhood.

What is zoning and what can it do? Zoning is a set of regulations that defines what landowners can do with their property in order to preserve and enhance the look and feel of the existing neighborhood. Usually regulations have two dimensions: use and bulk.

Use is the most basic characteristic of zoning. It defines the type of development that can be built based on the activities that will take place on the property. Examples of uses are residential, industrial, retail, office, and open space.

Bulk defines the structure that any building must follow. This is created by specifying setbacks, height limits, and sometimes limits on the percentage of a site that may be covered by buildings, and paving. However, there is still plenty of flexibility for the property owner to create his or her desired building.

Zoning cannot create new jobs or businesses. It cannot provide clean streets or reduce traffic. But zoning does provide the rules for residents, businesses, developers and government agencies to create those places the community wants. Zoning defines what kind of businesses can be created. It can specify what kind of activities will be encouraged on the ground floor of a building for a dynamic and safe street. Zoning can regulate how much parking is allowed and in turn, how many cars will come to the area. It can provide incentives for the development of affordable housing.

The following zoning districts include existing and new districts to be applied to the entire Eastern Neighborhoods (South of Market, Mission, Showplace Square-Potrero Hill, and Bayview Hunters Point). Photos illustrate examples of the uses and types of buildings that would be permitted under each respective zoning district and the color swatches beside them correspond to their zoning colors represented in the maps in this packet. These illustrations and brief descriptions should help inform you in your evaluation of the zoning alternatives suggested for this community. (see Zoning Table for detailed description of Zoning Districts)

Industrial

Production/Distribution/Repair (PDR) businesses need their own space to operate. Some businesses require heavy trucking and can cause quite a bit of noise and odors. The Industrial District provides a place for PDR businesses to operate in isolation from places that can be impacted by their truck traffic, noise, and odors.



This district encourages a wide range of industrial buildings, including warehouses, showrooms, open storage facilities, and manufacturing plants. These buildings can house a variety of businesses from small graphic design studios to catering services to wholesalers and large food distributors. PDR businesses provide essential services for our city. Designating areas as Industrial provides PDR businesses with a place to locate and the ability to remain in San Francisco.



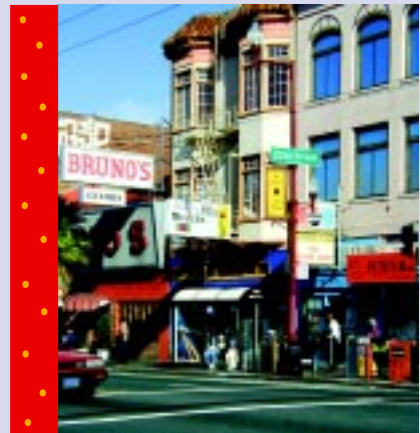
Industrial/Residential

In an effort to increase housing development opportunities, selected vital industrial areas would allow housing development while preserving the current amount of industrial space. In these areas, heavy industry will be replaced by light industry. The Industrial/Residential Districts are mixed use neighborhoods where housing is constructed on top of or next to light industrial businesses.



Neighborhood Commercial - Transit

This district takes full advantage of the streets that are well served by transit. It aims to maximize residential and commercial uses on major transit streets. By building on existing transit corridors we can use and encourage public transit and reduce the use of cars and need for parking. Without the obligation of providing parking, project sponsors would have more space in the building to accommodate stores and apartments. Ground floor uses such as retail or cultural encourages browsing and shopping by people on the sidewalks. The streets become lively with an increase in foot traffic and density. This district offers a wide variety of services and goods to both the immediate area and to populations outside the area. The result is a place with many shops and restaurants on the ground floor with housing above.



Residential/Commercial

This district promotes a mix of residential and some commercial uses. Housing might be located above a couple of floors of commercial use or might occupy the whole building. This district's objective is to increase the supply of housing in appropriate locations in the city. PDR businesses located in these areas would be expected to relocate out of the area over time because of this focus on more residential activities.



Downtown Residential

This district is characterized by a mixture of higher density housing, small retail and small office in the context of the downtown and its environs. The types of housing units that this district will encourage are large scale, multi-level apartment buildings.



Residential Enclave District

This area is designated exclusively for small scale housing on the middle of large blocks surrounded by Industrial or Commercial uses. This district emerged in the South of Market as a way to continue residential places and work places.



MODERATE DEVELOPMENT



HOUSING EMPHASIS



PDR EMPHASIS



	Industrial	Industrial/ Residential	Residential/ Commercial	Neighborhood Commercial-Transit	Downtown- Residential	Residential Enclave District
	Allow PDR businesses to function in isolation from other uses to avoid land use conflicts and displacement	Add residential uses to industrial areas while retaining industrial space	Add residential and some commercial uses to industrial areas and expect PDR to leave	Encourage Mixed-Use (retail/office/housing) development at a moderate scale near transit services with reduced parking requirements	Encourage transit- oriented, high- density, mixed-use (retail/office/housing) development adjacent to the downtown.	Retain existing residential character in alleys of Soma
INDUSTRIAL USES						
PDR Heavy	NP	NP	NP	NP	NP	NP
PDR Core w/ trucking	P	P, req'd on ground floor	NP	NP	NP	NP
PDR Core w/o trucking	P	P, req'd on ground floor	P	NP	NP	NP
PDR Light	P	P, req'd on ground floor	P	P	P	NP
COMMERCIAL USES						
Small retail (<5000 sqft)	P	P	P	P, Required ground floor	P	NP
Large retail	NP	P	P	P	NP	NP
Nighttime Entertainment	NP	P or CU	P or CU	P or CU	P or CU	NP
Big Box	NP	NP	NP	NP	NP	NP
Parking lot	P	NP	NP	NP	NP	NP
Parking structure	NP	P	P	NP	NP	NP
Small office (<5000 sqft)	P	P	P	P	P	NP
Large office	NP	NP	NP	NP	NP	NP
Cultural/Arts/ Religious	NP	P	P	P	P	NP
Institutional	NP	P	P	P	P	NP
RESIDENTIAL USES						
Residential	NP--except as accessory use	P	P	P	P	P

#	INDUSTRY TYPE	PDR Heavy (Maritime)	Core PDR with Heavy Trucking	Core PDR w/o Trucking	PDR Light
1	Printing & Publishing (large)		X		
	Printing & Publishing (small)			X	
2	Other Printing & Binding			X	
3	Wholesale Printing & Pub		X		
4	Photography Services				X
5	Graphic Design, Int.Design & Signs				X
7	Radio, T.V. Stations & Comm Svcs				X
9	Garment Manufacturing (large)		X		
	Garment Manufacturing (small)			X	
10	Other Apparel			X	
11	Wholesale Apparel		X		
13	Transportation (people)			X	
14	Transportation (goods)		X		
17	Utilities		X		
19	Small Scale Manufacturing & Wholesale (small)			X	
20	Public Warehousing & Storage		X	X	
21	Sound Recording/Film Prod			X	
22	Wholesale Flowers		X		
23	Food Processing (large)		X		
	Food Processing (small)			X	
24	Food & Beverage Wholesale & Distribution		X		
25	Building Construction & Maintenance (large)		X		
	Building Construction & Maintenance (small)			X	
26	Auto Wrecking & Scrap Storage Yards	X			
27	Concrete Works	X			
28	Wholesale Construction & Distribution		X		
29	Furniture Mfg & Rpr.Wood Work			X	
30	Furniture Showrooms/Wholesale (large)		X		
31	Furniture Showrooms/Wholesale (small)			X	
32	Appliance Repair (large)		X		X
	Appliance Repair (small)			X	
33	Interior, Household & Appliance Wholeseller (large)		X		
	Interior, Household & Appliance Wholeseller (small)			X	
34	Large Scale Manufacturing & Wholesale (large)		X		
35	Parking, Rental & Towing			X	
36	Wholesale Auto Parts		X		
37	Theaters/Sports Facilities/Gyms & other Rec				X
38	Auto Repair (Mechanical Repair)				X
39	Catering			X	
40	Large Trading Companies		X		
41	Small Trading Companies			X	
42	Jewelry Wholesale Mfg			X	
43	Auto Repair(Body Shops)		X		
44	Landscaping/Horticulture & Animal Svcs			X	
46	Chemicals/Plastics/Leather Goods Mfg (large)		X	X	
	Chemicals/Plastics/Leather Goods Mfg (small)			X	
48	Waste Management	X			

NOTE: **Large** denotes estimated size more than 10,000 sqft. And **Small** is anything less than 10,000 sqft.

Heights

Existing Conditions

The first map is a map which shows the current maximum height permitted by parcel. In contrast, the next map shows the existing heights, usually well below that which is permitted.

Proposed Conditions

The last set of maps are the proposed height limits for each of the three proposed re-zoning alternatives. These are, for the most part, tied to the zoning designations proposed in each alternative. For example, areas reserved for Production/Distribution/Repair activities—the Industrial zoned land—is all slated for a 40 foot height limit. Closer to downtown, the heights increase to 85 feet. In both the Residential/Commercial and Neighborhood Commercial—Transit districts, there is a requirement for those activities on the ground floor to have a minimum ceiling height of at least 14 feet. This allows for open, inviting retail or office spaces which are generally more successful commercially. In the Residential/Commercial district, 55 foot height limits would permit 3 or 4 floors of housing above the type of retail described above. In the Neighborhood Commercial—Transit district, a 65 foot height limit would permit high-ceiling ground floor spaces with 5 floors of housing above. These districts are located on wide corridors that would complement the taller heights proscribed.

Other heights are determined because of geography and a definition of place, as opposed to the particular activities taking place on a parcel. Along the waterfront, heights are limited to 65 feet, but can step back such that the part of the building that is not facing the Embarcadero can be go up another 25 feet. To protect the open space oasis of South Park, as well as the new Bessie Carmichael open space, the lots immediately surrounding these parks will have a height limit of 40 feet. Along Mission Street, and along Folsom Street east of 5th Street, the height limits increase to 85 feet. The reason for this is that these streets are adjacent to the Downtown where heights and densities are higher.

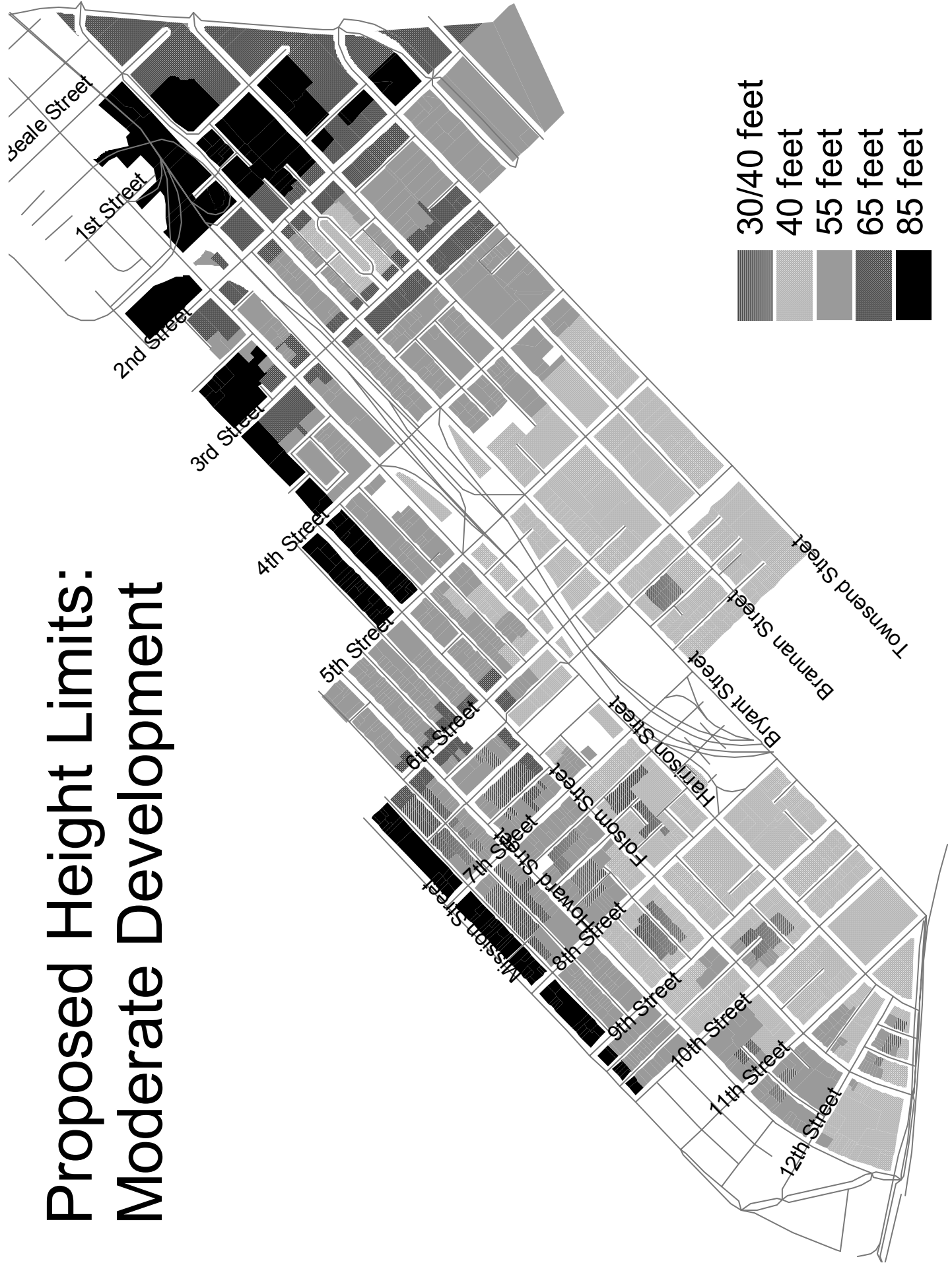
Existing Height Limits



Existing Heights



Proposed Height Limits: Moderate Development



Proposed Height Limits: Housing Emphasis



Proposed Height Limits: PDR Emphasis





CONTACT INFO:

Visit the Community Planning website:

<http://sfgov.org/planning/communityplanning>

Email the Planning Department:

Susan.Exline@sfgov.org

Send the Planning Department a letter:

San Francisco Planning Department

Attn: Sue Exline

1660 Mission Street, Ste. 500

San Francisco, CA 94103-2414

Call the Planning Department:

Spanish/Espanol 558-6307

Tagalog 558-6251

Chinese 558-6282

English 558-6473

SoMa Community Planning Coordinators

Sue Exline 558-6332

Chitra Moitra 558-6370

Jill Slater 558-6473