[General Plan Amendments - Central South Of Market Area Plan]

Ordinance amending the General Plan by adding the Central South of Market (SoMa) Area Plan, generally bounded on its western portion by 6th Street, on its eastern portion by 2nd Street, on its northern portion by the border of the Downtown Plan Area (an irregular border that generally jogs along Folsom, Howard and Stevenson Streets) and on its southern portion by Townsend Street; making conforming amendments to the Commerce and Industry Element, the Housing Element, the Urban Design Element, the Land Use Index, and the East SoMa and West SoMa Area Plans; and making environmental findings, including adopting a statement of overriding considerations, and findings of consistency with the General Plan and the eight priority policies of Planning Code Section 101.1.

NOTE: Unchanged Code text and uncodified text are in plain Arial font.

Additions to Codes are in single-underline italics Times New Roman font.

Deletions to Codes are in strikethrough italics Times New Roman font.

Board amendment additions are in double-underlined Arial font.

Board amendment deletions are in strikethrough Arial font.

Asterisks (\* \* \* \*) indicate the omission of unchanged Code subsections or parts of tables.

Be it ordained by the People of the City and County of San Francisco:

Section 1. Findings.

- (a) Section 4.105 of the Charter of the City and County of San Francisco provides that the Planning Commission shall periodically recommend to the Board of Supervisors, for approval or rejection, proposed amendments to the General Plan.
- (b) On \_\_\_\_\_, 2018, the Board of Supervisors received from the Planning Department the proposed General Plan amendments, including the addition of the Central

South of Market (SoMa) Area Plan.	These amendments are on file with the Clerk of the Board
of Supervisors in File No	and are incorporated herein by reference.

- (c) Section 4.105 of the City Charter further provides that if the Board of Supervisors fails to Act within 90 days of receipt of the proposed General Plan amendments, then the proposed amendments shall be deemed approved.
- (d) San Francisco Planning Code Section 340 provides that the Planning Commission may initiate an amendment to the General Plan by a resolution of intention, which refers to, and incorporates by reference, the proposed General Plan amendments. Section 340 further provides that Planning Commission shall adopt the proposed General Plan amendments after a public hearing if it finds from the facts presented that the public necessity, convenience and general welfare require the proposed amendment or any part thereof. If adopted by the Commission in whole or in part, the proposed amendments shall be presented to the Board of Supervisors, which may approve or reject the amendments by a majority vote.
- (e) After a duly noticed public hearing on \_\_\_\_\_\_, 2018, by Resolution

  No.\_\_\_\_\_, the Planning Commission initiated amendments to the proposed General

  Plan. Said motion is on file with the Clerk of the Board of Supervisors in Board File No.

  and incorporated herein by reference.
- (f) On \_\_\_\_\_\_, 2018 after a duly noticed public hearing, the Planning Commission certified the Final Environmental Impact Report (EIR) for the proposed Central SoMa Area Plan (the Project) by Motion No. \_\_\_\_\_\_, finding the Final EIR reflects the independent judgment and analysis of the City and County of San Francisco, is adequate, accurate and objective, contains no significant revisions to the Draft EIR, and the content of the report and the procedures through which the Final EIR was prepared, publicized, and reviewed comply with the provisions of the California Environmental Quality Act (CEQA)

Clerk of the Board of Supervisors at 1 Dr. Carlton B. Goodlett Place, San Francisco, and are incorporated herein by reference.

- (k) The Board of Supervisors has reviewed and considered the Final EIR and the environmental documents on file referred to herein. The Board of Supervisors has reviewed and considered the CEQA Findings, and hereby adopts them as its own and incorporates them by reference as though such findings were fully set forth in this Ordinance.
- (I) The Board of Supervisors adopts the MMRP as a condition of this approval, and endorses those mitigation measures that are under the jurisdiction of other City Departments, and recommends for adoption those mitigation measures that are enforceable by agencies other than City agencies, all as set forth in the CEQA Findings and MMRP.
- (m) The Board of Supervisors finds that no substantial changes have occurred in the proposed Project that would require revisions in the Final EIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects, no substantial changes have occurred with respect to the circumstances under which the proposed Project is to be undertaken that would require major revisions to the Final EIR due to the involvement of new environmental effects or a substantial increase in the severity of effects identified in the Final EIR, and no new information of substantial importance to the proposed Project has become available which indicates that (1) the Project will have significant effects not discussed in the Final EIR, (2) significant environmental effects will be substantially more severe, (3) mitigation measure or alternatives found not feasible that would reduce one or more significant effects have become feasible or (4) mitigation measures or alternatives that are considerably different from those in the Final EIR would substantially reduce one or more significant effects on the environment.
- (n) The Board of Supervisors finds, pursuant to Planning Code Section 340, that the proposed General Plan amendments will serve the public necessity, convenience and general

into the area, many of which displaced existing jobs and residences. On occasion conflicts have arisen between some of these new office or residential uses and previously existing industrial uses, due to noise or other by-products of industrial businesses. This section addresses the need to retain space for existing businesses and residential uses, while allowing space for new development, especially affordable housing, to be built.

### **OBJECTIVE 1.1**

ENCOURAGE PRODUCTION OF HOUSING AND OTHER MIXED-USE
DEVELOPMENT IN EAST SOMA WHILE MAINTAINING ITS EXISTING SPECIAL MIXEDUSE CHARACTER

# Service Light Industrial (SLI)

The existing SLI district generally centered around 3rd and 4th Streets between Townsend and Harrison, was designed to protect and facilitate the expansion of commercial, manufacturing and other light industrial activities, as well as arts activities. However, the area has seen a significant amount of market-rate live/work development, which formerly was not subject to the prohibition on market-rate housing in this district. This mix of high-end ownership housing and industrial uses has created a number of land use conflicts.

An important new factor in thinking about the future of this area is the planned new Central Subway. The Central Subway, expected to be in operation by 2016, will extend the new surface light rail serving Visitacion Valley, Bayview, Central Waterfront and Mission Bay north underneath Fourth Street through SoMa, Union Square and Chinatown. Stations will be developed at Brannan/Bryant Streets, Howard/Folsom Streets and Market Street/Union Square.

For several reasons, it is difficult at present to arrive at appropriate new land use controls for this part of East SoMa: 1) The coming of the Central Subway gives new importance to the Fourth Street corridor as a potential location for higher density uses. More information is needed — particularly

about the city's office space needs into the future — before moving forward on new land use controls for this area. 2) New development envisioned along Fourth Street around the planned new rail stations should be planned very specifically to integrate with the stations. More information is needed on the exact locations and attributes of these stations. 3) The Western SoMa planning process will not be completed for between one and two years after expected adoption of this East SoMa Plan. Fourth Street serves as the boundary between the two planning areas and SLI zoning currently exists on both sides of the boundaries. This part of the East SoMa Plan should be better integrated with the emerging Western SoMa Plan.

Rather than replacing the existing SLI zoning in East SoMa, this Plan leaves the existing zoning in place to allow the Planning Department to develop a strategic set of land use controls better suited to Fourth Street's future role as a major north-south transit corridor. The process to develop new land use controls for this area should commence after adoption of the Eastern Neighborhood Plans, but be coordinated with the Western SoMa Plan as well as a comprehensive study of the future growth needs of downtown.

### Mixed Use Residential (MU-R)

The existing "RSD" district, primarily between 5th and 6th and Folsom and Howard Streets, extending along Folsom to 3rd Street, currently serves as a significant housing opportunity area between the higher density Yerba Buena area and the low-scale, light industrial area of Western SoMa. The new land use controls proposed in this plan, designated as "Mixed Use Residential," will replace the existing RSD district and continue to emphasize residential as a required component of all new development. Additionally, conditional use requirements that previously allowed a 40 foot height bonus for additional housing will be removed. Instead, heights will be increased, where appropriate, and the amount of additional affordable housing required will be defined. (See the Housing Chapter for additional information.)

South Park District (SPD)

The South Park District is a small-scale mixed use district surrounding South Park. The SPD is characterized by small-scale, continuous frontage commercial, retail and residential structures that ring the park. The SPD will retain the majority of the existing controls, but in addition will allow small scale offices uses.

**POLICY 1.1.1** 

Retain the existing zoning in the SLI-zoned area of East SoMa. Revisit land use controls in this area once more is known about future needs for downtown San Francisco, the specific configuration of the Central Subway and the outcome of the Western SoMa planning process. Make land use decisions considering the context of East SoMa at multiple geographic scales, including the immediate neighborhood, all of SoMa, the city, and the region.

**POLICY 1.1.3** 

Encourage housing development, especially affordable housing, by requiring housing and an increased inclusionary requirement in the area between 5th and 6th and Folsom and Howard Streets, extending along Folsom to 3rd Street by allowing residential uses everywhere in the Plan Area and requiring substantial amounts of affordable housing.

**POLICY 1.1.4** 

Retain the existing flexible zoning in the area *eurrently*-zoned *SLRMUG*, but also allow small offices.

**POLICY 1.1.9** 

Require active commercial uses and encourage a more neighborhood commercial character along *4th and* 6th Streets.

#### 2. HOUSING

East SoMa has historically been a valuable source of sound, low-cost housing, due to its older housing stock and large number of rental properties. The area is, however, becoming less affordable – rents are rising, and the new housing being added to the area has been almost exclusively market-rate and owner-occupied. The 2000 census counted nearly 40% of households as financially burdened, meaning they pay housing costs equal to or exceeding 30% of their household income, more than any other portion of the Eastern Neighborhoods and much more than across the City as a whole. Renters—who made up almost 90% of East SoMa's households at the last census— and households composed of people new to the city such as immigrants, young people, artists and students, are especially financially burdened.

#### **OBJECTIVE 2.1**

ENSURE THAT A SIGNIFICANT PERCENTAGE OF NEW HOUSING CREATED IN THE EAST SOMA IS AFFORDABLE TO PEOPLE WITH A WIDE RANGE OF INCOMES

East SoMa has two zoning districts which currently require greater affordability than other districts in the City, and these greater affordability requirements should be not only continued, but strengthened.

1) In the existing RSD district, height increases are enabled in exchange for additional affordable units. However, the current controls do not specify how much additional housing is appropriate, and as a result, developments in the RSD often do not maximize affordability within their project. Tightened requirements in the RSD would enable some certainty around the number of affordable housing units that would be produced.

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2) In the existing SLI district, residential development is only permitted if it is 100 percent affordable. An exception is provided for SRO units, which are may be developed for sale or rent at market rate. Eliminating this exception would help to increase opportunities for affordable housing development in the SLI district of East SoMa.

Single Resident Occupancy (SRO) units – defined by the Planning Code as units consisting of no more than one room at a maximum of 350 square feet - represent an important source of affordable housing in East SoMa, representing 25% of its housing stock. (As of 2008 there were There are an estimated 457 SRO Hotels in San Francisco with over 20,000 residential units, with most located in the Mission, Tenderloin, Chinatown, and South of Market). SRO units have generally been considered part of the city's stock of affordable housing, and as such, City law prohibits conversion of SROs to tourist hotels. SROs serve as an affordable housing option for elderly, disabled, and single-person households, and in recognition of this, the Plan adopts several new policies to make sure they remain a source of continued affordability. In recognition of the fact that SROs serve small households, the Plan exempts SRO developments from meeting unit-mix requirements. In recognition of the fact that SROs truly are living spaces, and to prevent the kind of sub-standard living environments that can result from reduced rear yards and open spaces, this Plan requires that SROs adhere to the same rear yard and exposure requirements as other types of residential uses. Finally, the Plan calls for sale and rental prices of SROs to be monitored regularly to ensure that SROs truly remain a source of affordable housing, and that policies promoting them should continue.

**POLICY 2.1.3** 

Eliminate the provision in the existing SLI zoning which permits market rate SRO units.

**POLICY 2.1.4** 

Ensure areas that were zoned to ensure greater affordability, such as the SLI and RSD, are held to higher standards of affordability than traditional housing areas.

### **OBJECTIVE 2.3**

# ENSURE THAT NEW RESIDENTIAL DEVELOPMENTS SATISFY AN ARRAY OF HOUSING NEEDS WITH RESPECT TO TENURE, UNIT MIX and COMMUNITY SERVICES.

The need for housing in East SoMa covers the full range of tenure type (ownership versus rental) and unit mix (small versus large units). While there is a market for housing at a range of unit types, recent housing construction has focused on the production of smaller, ownership units. Yet \$90\%a high percentage\$ of residents in East SoMa are renters. The Housing Element of the City's General Plan recognizes that rental housing is more immediately accessible, and often more affordable than for-sale housing, and existing city policies regulate the demolition and conversion of rental housing to other forms of occupancy. New development in the East Soma area should provide rental opportunities for new residents.

#### 3. BUILT FORM

\* \* \* \*

Along with these challenges, East SoMa also has many unique places, including *South Park*, the South End historic district, and intimate neighborhood alleys that deserve celebration. The entire plan area is quintessentially mixed use, with housing and retail side by side with PDR and offices. The vision for development in East SoMa builds on this established pattern, emphasizing rather than diminishing its mixed use character, its definable development patterns, and its many historical structures. At the same time, the vision foresees a more pedestrian friendly environment, with new buildings framing the street that enhance the neighborhood's character and are constructed of quality and ecologically

sustainable materials. Fostering pedestrian interest is paramount -- dictating how buildings should meet the street, as well as their perceived size, scale and mass. An enjoyable, walkable, friendly, green, and definable urban fabric for residents and visitors alike should be the standard against which all proposals are weighed.

**POLICY 3.1.4** 

Heights should reflect the importance of key streets in the city's overall urban pattern, while respecting the lower scale development that surrounds *South Park and* the residential enclaves throughout the plan area.

South Park is an oasis in an otherwise very urban environment that is transitioning from its industrial past to its increasingly residential and mixed use future. It is a prime example of how an intimate relationship between buildings, the street, and open spaces, can meld into a truly enjoyable pedestrian environment. Because of this, building heights around South Park are kept lower, maximizing sun access to the park, and preserving the existing relationship between building height and street width. Similar logic dictates that dDevelopment along the many alleys, both in the Residential Enclaves and throughout the rest of East SoMa, should reflect the more intimate scale of these rights-of-way, ensuring a pedestrian-friendly, neighborhood-friendly environment.

**POLICY 3.1.12** 

Establish and require height limits and upper story setbacks to maintain adequate light and air to sidewalks and frontages along alleys.

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Alley controls will apply to <u>all the following</u> streets and alleys within the plan area: <u>Clementina, Tehama, Minna, Natoma, Moss, Russ, Harriet, Shipley, Columbia Square, Clara,</u> <u>Falmouth, Mary, Welsh, Freelon, Zoe, Ritch, Clyde, South Park, Stanford, Federal, and De Boom</u> <u>Streets; Varney, Talber, and Bryant Places; Jack London and Clyde Alleys.</u>

# 8. HISTORIC RESOURCES

The South of Market Area has developed an eclectic mix of commerce, industry, and increasingly, entertainment and residential living spaces. Within this diverse mix of land uses, East SoMa is distinguished by the existence of individually significant properties. Within the East Soma Area Plan there are a number of City Landmarks, including the South End Historic District, the James Lick Baths/People's Laundry, Saint Patrick's Church, the Audiffred Building, Oriental Warehouse, Rincon Annex, St. Joseph's Church, Edwin Klockars Blacksmith, Rincon Hill, and a number of private residences. Various other significant properties and districts relating to the Filipino and gay "leather" community have been identified through informational surveys and context statements. It is expected that additional historic surveys in the East Soma Area Plan will document a substantial number of previously unknown resources.

Significant and Contributory Buildings in the South End Historic District

# I. LIST OF SIGNIFICANT BUILDINGS LOCATED OUTSIDE OF THE DESIGNATED SOUTH END HISTORIC DISTRICT.

Assessor's Block/Lot	E or W SOMA?	Address
<del>3787/31</del>	E	475 Brannan St.
<del>3776/41</del>	E	539 Bryant St.
<del>3777/48</del>	₩	673 Bryant St.

3520/30C	₩	1477-1479 Emberly Alley (City
		Landmark No. 199)
<del>3517/13</del>	₩	1400 Folsom St.
3520/30B	₩	1477 Folsom St. (City
		Landmark No. 199)
<del>3520/54-59</del>	₩	1489 Folsom St. (City
		Landmark No. 199)
<del>3757/67</del>	₩	1275 Harrison St.
<del>3520/51</del>	₩	1440 Harrison St.
<del>3755/27</del>	₩	7 Heron St.
<del>3731/94</del>	E	1035 Howard St .
<del>3731/74</del>	E	1049 Howard St.
<del>3731/128-149</del>	E	1097 Howard St.
3727/14	₩	1126 Howard St.
<del>3728/14</del>	₩	1234 Howard St.
<del>3517/35</del>	₩.	1401 Howard St. (City
		Landmark No. 120)
<del>3517/34</del>	₩	1415 Howard St.
<del>3728/89</del>	₩	1235 Mission St.
<del>3786/263-307</del>	₩	310 Townsend St.
<del>3786/15</del>	₩	350 Townsend St.
3785/2A	<i>W</i>	410 Townsend St.

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3777/1	E	500 Fourth St.
<del>3787/52-139</del>	E	601 Fourth St.
<del>3726/11</del>	£	182 Sixth St.
<del>3726/2</del>	£	106 Sixth St.
<del>3732/124</del>	£	201 Sixth St.
<del>3785/7</del>	E	665 Sixth St.
<del>3754/18</del>	E	335 Seventh St.
<del>3729/82</del>	₩	201 Ninth St.
<del>3509/14</del>	₩	165 Tenth St. (City Landmark
		No. 246)
<del>3525/93-111</del>	₩	465 Tenth St.
3520/29	₩	319 Eleventh St. (City
		Landmark No. 199)
3520/28A	₩	333 Eleventh St. (City
		Landmark No. 199)

# II. LIST OF CONTRIBUTORY BUILDINGS LOCATED WITHIN THE DESIGNATED SOUTH END HISTORIC DISTRICT.

Assessor's Block/Lot	In or out of SE HD?	Address
<del>3774/73</del>	<del>In</del>	274 Brannan St.
<del>3789/9</del>	<del>In</del>	275 Brannan St.
<del>3775/8</del>	300 Brannan St.	300 Brannan St.
<del>3788/37</del>	<del>In</del>	301 Brannan St.
3774/8	<del>In</del>	333 Bryant St.

<del>3774/75-118</del>	<del>In</del>	355 Bryant St.
<del>3774/67</del>	<del>In</del>	385 Bryant St.
<del>3789/10</del>	<del>In</del>	52 Colin P. Kelly St.
<del>3794/23</del>	<del>In</del>	128 King St. (City Landmark
		No. 229)
<del>3794/15</del>	<del>In</del>	101 Townsend St.
<del>3794/14</del>	<del>In</del>	111 Townsend St.
<del>3794/10</del>	<i>In</i>	115 Townsend St.
<del>3794/22</del>	In	135 Townsend St.
<del>3788/9</del>	<del>In</del>	136 Townsend St.
<del>3794/21</del>	<del>In</del>	139 Townsend St.
3788/9A	<del>In</del>	144 Townsend St.
<del>3788/10</del>	<del>In</del>	148 Townsend St.
<del>3788/12</del>	<del>In</del>	166 Townsend St.
<del>3764/71-197</del>	<del>In</del>	461 Second St.
<del>3775/1</del>	<del>In</del>	500 Second St.
<del>3775/2</del>	<del>In</del>	512 Second St.
3775/4	<del>In</del>	522 Second St.
<del>3774/123-132</del>	<del>In</del>	533 Second St.
3774/44	<del>In</del>	536 Second St.
<del>3775/5</del>	<i>In</i>	544 Second St.
<del>3774/191</del>	<del>In</del>	545 Second St.
3774/45	<del>In</del>	555 Second St.

<del>3774/31</del>	<del>In</del>	599 Second St.
<del>3789/8</del>	<del>In</del>	601 Second St.
<del>3789/7</del>	<del>In</del>	625 Second St.
<del>3788/38</del>	<del>In</del>	634 Second St.
<del>3788/2</del>	<del>In</del>	640 Second St.
<del>3788/49-73</del>	<del>In</del>	650 Second St.
<del>3788/43,44</del>	<del>In</del>	670 Second St.
<del>3788/6</del>	<del>In</del>	698 Second St.
<del>3789/858-971</del>	<del>In</del>	699 Second St.
<del>3788/45</del>	<del>In</del>	625 Third St.
<del>3787/8</del>	<del>In</del>	660 Third St.
<del>3788/41</del>	<del>In</del>	665 Third St.
<del>3788/15</del>	<del>In</del>	685 Third St.

Section 4. The General Plan is hereby amended by deleting the map of the South End Historic District found in Chapter 8 of the East SoMa Area Plan.

Section 5. The General Plan is hereby amended by revising the Western SoMa Area Plan as follows:

(a) Map 1, "Eastern Neighborhoods Planning Areas" is hereby amended by revising it in accordance with the map found on file with the Clerk of the Board in File No.

**LAND USE** 

<sup>(</sup>b) The Western SoMa Area Plan is further revised, as follows:

#### **OBJECTIVE 1.5**

SUPPORT CONTINUED EVALUATION OF LAND USES NEAR MAJOR TRANSIT
INFRASTRUCTURE IN RECOGNITION OF CITYWIDE AND REGIONAL SUSTAINABLE
GROWTH NEEDS.

The easternmost portion of the plan area is rich with existing and planned public transit infrastructure, including the SFMTA's Central Subway project, Caltrain (planned for improved High-Speed Rail-like service through electrification), and myriad muni-transit services planned for enhancement. This area is also adjacent to existing burgeoning job, housing, and visitor areas in East Soma, Yerba Buena, Transit Center, and Mission Bay. The City must continue evaluating how it can best meet citywide and regional objectives to direct growth to transit-oriented locations and whether current controls are meeting identified needs.

### **POLICY 1.5.1**

Continue to explore and re-examine land use controls east of 6th Street, including as part of any future evaluation along the 4th Street corridor.

# TRANSPORTATION AND THE STREET NETWORK

#### **POLICY 4.23.2**

Create a visible pedestrian network that connects to other areas.

It is important that pedestrian facilities not only feature connections within the area, but also links to surrounding areas (e.g., Downtown, East SoMa, *Central SoMa*, Showplace Square, Mission and Market-Octavia). A network of way-finding signage should be introduced to help orient the pedestrian.

Section 6. The General Plan is hereby amended by revising the Commerce and Industry Element as follows:

(a) Amend Map 1, "Generalized Commercial and Industrial Land Use Plan", as follows:

- (1) Add a boundary around the Central SoMa Plan area;
- (2) Remove the colorization from the Plan Area; and
- (3) Add a reference that states "See the Central SoMa Area Plan."
- (b) Amend Map 2, "Generalized Commercial and Industrial Density Plan," as follows:
  - (1) Add a boundary around the Central SoMa Plan area;
  - (2) Remove the colorization from the Plan Area; and
  - (3) Add a reference that states "See the Central SoMa Area Plan."
- Section 7. The General Plan is hereby amended by revising the Housing Element, as follows:
  - (a) Amend Part II, Objectives & Policies, Map 1 as follows:
- (1) Remove the red boundary of the Central SoMa Plan, replace with a black boundary showing the adopted Plan area, and fill the area in red; and
  - (2) In the legend remove the "Pending Adoption" text and icon.
- Section 8. The General Plan is hereby amended by revising the Urban Design Element, as follows:
- (a) Amend Map 4 "Urban Design Guidelines for Height of Buildings," as follows: in the notes area below the legend, add a note saying "Add a boundary area around the Central SoMa Plan area with a line that leads to a reference that states 'See the Central SoMa Plan."
- (b) Amend Map 5, "Urban Design Guidelines for Bulk of Buildings," as follows: in the notes area below the legend, add a note saying "Add a boundary area around the Central SoMa Plan area with a line that leads to a reference that states 'See the Central SoMa Plan."

Section 9. The General Plan is hereby amended by revising the Land Use Index as follows:

The Land Use Index shall be updated as necessary to reflect the amendments set forth in Sections 2 through 8, above.

Section 10. Effective Date. This ordinance shall become effective 30 days after enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the ordinance unsigned or does

Section 11. Scope of Ordinance. In enacting this ordinance, the Board of Supervisors intends to amend only those words, phrases, paragraphs, subsections, sections, articles, numbers, punctuation marks, charts, diagrams, or any other constituent parts of the Municipal Code that are explicitly shown in this ordinance as additions, deletions, Board amendment additions, and Board amendment deletions in accordance with the "Note" that appears under the official title of the ordinance.

APPROVED AS TO FORM: DENNIS J. HERRERA, City Attorney

By: PETER R. MILJANICH FOR VICTORIA WONG Deputy City Attorney

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