



# SAN FRANCISCO PLANNING DEPARTMENT

---

## Case Report

### Bayshore Boulevard Home Improvement District: New Special Use District, Zoning Map Changes, and Design Guidelines

**HEARING DATE: NOVEMBER 18, 2010**

*Date:* November 9, 2010  
*Case No.:* 2010.0945TUZ  
*Project:* **Bayshore Boulevard Home Improvement District**  
*Block/Lot:* various (see attached map)  
*Project Sponsor:* Supervisor Maxwell  
*Staff Contact:* Amnon Ben-Pazi – (415) 575-9077  
[amnon.ben-pazi@sfgov.org](mailto:amnon.ben-pazi@sfgov.org)  
*Recommendation:* **Approval**

1650 Mission St.  
Suite 400  
San Francisco,  
CA 94103-2479

Reception:  
**415.558.6378**

Fax:  
**415.558.6409**

Planning  
Information:  
**415.558.6377**

## PROJECT DESCRIPTION

The project proposes updated underlying zoning, a new special use district, and new design guidelines for the Bayshore Boulevard corridor (roughly between Jerrold Avenue and I-280), and updated zoning for several light-industrial parcels on Cortland Avenue near Highway 101. The proposed zoning and design guidelines are part of a larger interagency planning effort which focuses on economic revitalization of the area. This larger planning effort envisions a mixture of light-industrial and retail establishments along the Bayshore corridor, focused on sustainable home improvement related businesses while addressing issues of local employment and business retention.

## BACKGROUND

On October 19, 2010, Supervisor Maxwell introduced an Ordinance to reclassify certain parcels along Bayshore Boulevard from Jerrold Avenue to Interstate 280 and along Cortland Avenue from Highway 101 to Bradford Street, and establish a new Bayshore Boulevard Home Improvement District Special Use District (Bayshore HID SUD). Specifically, the proposed ordinance would rezone parcels along the Bayshore Boulevard corridor from M-1 to PDR-2 and incorporate these parcels into the newly created Bayshore HID SUD, and rezone parcels along Cortland Avenue from Bradford Street to Highway 101 from C-M to PDR-1-G.

As proposed, the Bayshore HID SUD requires that certain project adhere to area-specific design guidelines. The Planning Department has developed these area-specific design guidelines in collaboration with the community, the offices of Supervisors Maxwell and Campos, the Office of Workforce Development, the Redevelopment Agency and other City agencies.

In 2008, the Board of Supervisors adopted new land use controls for much of the industrial areas in the Bayview Hunters Point neighborhood. The Planning Department did not, at that time, propose specific controls for the Bayshore Boulevard corridor (Jerrold Avenue to I-280) and the commercially-zoned parcels on Cortland from Bradford Street to Highway 101, in recognition of the need for further planning in the area.

Today, much of the Bayshore Boulevard corridor remains zoned M-1, and the subject Cortland parcels remain C-M (Heavy Commercial) – among the most permissive zoning districts in the City, leaving the area vulnerable to inadequately regulated development.

The Board of Supervisors adopted Resolution No. 154-09 on April 21, 2009, urging the Planning Department, the Redevelopment Agency and Office of Workforce Development to develop plans and programs to establish a Green and Sustainable Home Improvement District for the Bayshore Boulevard corridor. Through this legislation, the Board urged the implementation of several possible planning and economic development tools that could include: a business attraction plan, a business development and retention program, revised zoning, area-specific design guidelines, and a localized public improvement plan including streetscape and infrastructure enhancements.

In response to this legislation, the offices of Supervisors Maxwell and Campos, the Office of Economic and Workforce Development, the Redevelopment Agency, the Planning Department and other City agencies have been working on an Economic Action Plan (see attachment) which will lay out and prioritize several action items for implementation addressing business attraction and retention, business development, safety and cleanliness, and parking, traffic and transportation. Related to the Action Plan, the City is proposing new zoning, area-specific design guidelines, and a localized streetscape and circulation strategy for the Bayshore Boulevard corridor. To date, three community-wide workshops have been held along with other targeted outreach and surveying efforts. The draft zoning legislation and design guidelines included in this package are a result of this multi-agency community planning process.

## **BAYSHORE CORRIDOR: EXISTING ZONING**

Parcels in the Bayshore Boulevard corridor are currently zoned M-1. This is among the most permissive zoning district in the City and is being phased out and replaced by updated industrial zoning citywide. M-1 zoning permits a wide range of uses including industrial, residential, retail (including formula retail) and automotive uses. Many parcels are undeveloped, but the majority are developed with industrial and retail uses.

Most of the parcels along the Bayshore Boulevard corridor are within the Industrial Protection Zone Special Use District (IPZ SUD). The IPZ SUD prohibits residential and office uses, but is silent on retail uses. The current permanent zoning allows retail at any scale or form as a principal use.

To address concerns about the permissiveness of the existing zoning, the Board of Supervisors adopted interim controls for the Bayshore Boulevard corridor on March 23, 2010 (BOS File No. 091209), to enable greater review of projects within the area. These controls, set to expire in September of 2011, require Conditional Use authorization for formula retail, for retail over 25,000

square feet, and for lot merges over 25,000 square feet. The intent of the interim controls were, in part, to assure greater scrutiny of projects while the new permanent zoning were being formulated and studied

## BAYSHORE CORRIDOR: PROPOSED NEW ZONING, INCLUDING NEW SPECIAL USE DISTRICT

The proposed ordinance would rezone parcels along the Bayshore Boulevard corridor from M-1 (Light Manufacturing) to PDR-2 (Core Production, Distribution and Repair) and remove these parcels from the IPZ SUD. PDR-2 districts prohibit housing and office uses over 5,000 square feet, making the IPZ SUD designation unnecessary.

In addition, the proposed ordinance would create a new Bayshore Boulevard Home Improvement District Special Use District (Bayshore HID SUD). This new SUD would be applied to the parcels along the Bayshore Boulevard corridor. The Bayshore HID SUD would modify the proposed underlying PDR-2 zoning use district as follows:

1. **Retail** uses would generally be permitted
2. **Conditional Use Authorization** would be required for: Formula Retail uses 10,000 square feet or larger; Liquor stores; Drive up facilities; Adult entertainment establishments; Automotive uses; Fringe financial uses
3. In keeping with most of the City's rezoning efforts, no **off-street parking spaces** would be required. The maximum number of accessory off-street parking spaces permitted would be as specified in Section 151.1 of the Code.
4. New construction projects and major alterations would follow the *Bayshore Boulevard Home Improvement District Design Guidelines*.
5. The provisions for **demolition of PDR buildings** applicable in PDR-2 districts would not apply.
6. Enhanced requirements for **street trees** as required by Section 143(i) of the Code would apply.
7. Project Sponsors would need to make **additional Conditional Use** findings for those uses requiring conditional use authorization; the proposed additional criteria are as follows:
  - The proposed use and/or building is in conformity with the purpose and intent of the Bayshore Boulevard Home Improvement Special Use District;
  - The proposed use and/or building demonstrates leadership in sustainability;

- Any new, reconfigured, or reconstructed building complies with the Bayshore Boulevard Home Improvement District Design Guidelines

## BAYSHORE CORRIDOR: PROPOSED NEW DESIGN GUIDELINES

The proposed Bayshore HID SUD requires that certain project adhere to area-specific design guidelines. The proposed *Bayshore Boulevard Home Improvement District Design Guidelines* (attached) support the economic development goals for the Bayshore corridor by creating a safer and more attractive public realm, and by minimizing the negative impacts of parking and loading configuration on pedestrian, bicycle, transit and automobile circulation. The guidelines were developed with special attention to community concerns centering on public realm and circulation issues.

## CORTLAND PARCELS: EXISTING ZONING

Slightly west of the Bayshore Boulevard corridor, eight parcels on and adjacent to Cortland Avenue between Bradford Street and Highway 101 are currently zoned C-M (Heavy Commercial) This zoning district is among the most permissive zoning district in the City and is being phased out and replaced by updated industrial zoning citywide, C-M districts permit a wide range of uses including industrial, residential, retail (including formula retail) and automotive uses. These parcels are mostly developed with light-industrial uses.

The subject Cortland parcels are within the Industrial Protection Zone Special Use District (IPZ SUD). This prohibits housing and office uses. The Cortland parcels are not subject to the Bayshore Boulevard corridor Interim Controls described above.

## CORTLAND PARCELS: PROPOSED ZONING

The proposed ordinance would rezone the eight subject Cortland Avenue parcels from C-M (heavy Commercial) to PDR-1-G (Production, Distribution and Repair, General) and remove these parcels from the IPZ SUD. PDR-1-G districts prohibit housing and office uses over 5,000 square feet, making the IPZ SUD designation unnecessary.

Planning Department staff has worked with Supervisor Campos' office and operators of existing businesses to verify that the proposed zoning would accommodate the existing businesses. The proposed Design Guidelines would not apply to the Cortland parcels.

## ENVIRONMENTAL REVIEW

The Project was determined to be exempt from Environmental Review under the General Rule Exclusion [Section 15061(b)(3) of the CEQA Guidelines].

## HEARING NOTIFICATION

TYPE	REQUIRED PERIOD	REQUIRED NOTICE DATE	ACTUAL NOTICE DATE	ACTUAL PERIOD
Classified News Ad	20 days	October 29, 2010	October 27, 2010	22 days
Posted Notice	None required	N/A	N/A	N/A
Mailed Notice	10 days	November 7, 2010	November 5, 2010	12 days

## PUBLIC COMMENT

The proposed legislation and design guidelines were developed in a public process with considerable public participation. Opportunity for comment included three public workshops and several focused stakeholder meetings, and the current proposals incorporate community priorities and concerns identified during these workshops and meetings. Areas where some disagreement remains are presented in the next section.

Following the mailed notice about this Commission hearing, the Department has received three inquiries into the proposed zoning and design guidelines.

## ISSUES AND OTHER CONSIDERATIONS

- There was considerable community discussion concerning the **size of retail uses** that would trigger Conditional Use Authorization, particularly for **Formula Retail** uses. Several members of the community requested that all Formula Retail uses require Conditional Use Authorization. Others suggested low square-footage thresholds for requiring Conditional Use Authorization, while still others preferred that all retail be permitted. The proposed thresholds (10,000 square feet for Formula Retail, the city-wide 50,000 square feet threshold for non-formula retail) reflect the Economic Action Plan which was developed for the area. This plan recognizes the unique character of the Bayshore corridor as suitable for larger format retail. (Note that the city-wide Conditional Use requirement for retail above 50,000 square feet would apply to any “big box” project, which is generally considered to be 100,000 square feet and above.)
- The Bayshore corridor is within the Bayview Redevelopment area, where all projects which require Conditional Use authorization, and all projects would add 25,000 square feet of commercial space, are **required to present to the Bayview PAC**. Some members of the PAC have requested that there be a mechanism by which the PAC could weigh in on smaller projects, particularly retail, and that this mechanism be contained in the Bayshore HID SUD legislation. Planning Department staff and Redevelopment Agency staff feel that such a mechanism is best contained in delegation agreements or other mechanisms outside the zoning legislation.
- Several members of the community requested that **local hiring requirements** in the proposed Bayshore HID SUD be strengthened. As proposed, there is discussion of local

hiring in the “intent” section of the SUD, and finding a project in conformity with this intent is a requirement for Conditional Use Authorization. The language in the proposed SUD legislation was developed by the offices of Supervisors Maxwell and Campos, the Office of Workforce Development, the San Francisco Redevelopment Agency, and the Planning Department. The Bayshore HID SUD would be located entirely within the Bayview Hunters Point Redevelopment Project Area, which has some of the most stringent local hiring requirements in the City, administered by the SFRA.

- The proposed Bayshore HID SUD requires **Conditional Use Authorization for all automotive uses**. Several members of the community requested that Automotive uses that are permitted in PDR-2 should also be permitted in the proposed SUD. However, automotive uses have a greater potential to negatively impact pedestrian, bicycle, transit and automobile circulation. The Conditional Use process addresses these potential dangers by subjecting proposed physical layouts to heightened scrutiny, and allowing the Commission to impose operating conditions on new Automotive uses.

## REQUIRED COMMISSION ACTION

There are two resolutions before the Planning Commission:

1. A proposed Resolution is before the Commission so that it may adopt, or adopt with changes, or not adopt the proposed Bayshore Boulevard Home Improvement District Design Guidelines.
2. A proposed Resolution is before the Commission so that it may recommend adoption, rejection, or adoption with modifications to the Board of Supervisors.
  - **Planning Code Map Amendments** amending Zoning Map Sheets ZN08, ZN10, ZN11, SU08, SU10, and SU11 of the City and County of San Francisco Planning Code with revised use districts.
  - **Planning Code Text Amendment** establishing the Bayshore Boulevard Home Improvement Special Use District (SUD) under new Planning Code Section 249.65 of the Planning Code.

## BASIS FOR RECOMMENDATION

- The proposed zoning map changes are in accordance with the larger ongoing citywide rezoning of industrial areas, in which overly-permissive M-1 and C-M zoning is being phased out and replaced by updated PDR zoning.
- The proposed Bayshore Home Improvement District SUD and Design Guidelines are designed to support the city’s economic development goals for the area, which were articulated through a public, multi-agency planning effort. While zoning and design guidelines will not in themselves attract new businesses to the corridor, they are important tools in facilitating this process.

<p><b>RECOMMENDATION:</b></p> <p>Recommend that the Board of Supervisors APPROVE text and map changes to the Planning Code to create the Bayshore Boulevard Home Improvement District SUD and related zoning changes.</p> <p>ADOPT the Bayshore Boulevard Home Improvement District Design Guidelines.</p>
--

**Attachments:**

Draft Resolution for Proposed Legislation  
Draft Legislative Digest  
Draft Ordinance  
Environmental Determination

Draft Resolution for Adoption of Design Guidelines  
Proposed Design Guidelines

Project Area Map  
Existing Zoning Map  
Proposed Zoning Maps  
Economic action plan overview

*I:\Citywide\Community Planning\Southeast BVHP\Green Bayshore Blvd\CPC Documents\Bayshore\_CPC\_Case Report.doc*



# SAN FRANCISCO PLANNING DEPARTMENT

---

## Planning Commission Resolution No.

HEARING DATE: NOVEMBER 18, 2010

*Date:* November 09, 2010  
*Case No.:* **2010.0945TUZ**  
*Project:* **Bayshore Boulevard Home Improvement District**  
*Block/Lot:* various (see attached map)  
*Staff Contact:* Amnon Ben-Pazi – (415) 575-9077  
[amnon.ben-pazi@sfgov.org](mailto:amnon.ben-pazi@sfgov.org)  
*Recommendation:* **Approval**

1650 Mission St.  
Suite 400  
San Francisco,  
CA 94103-2479

Reception:  
**415.558.6378**

Fax:  
**415.558.6409**

Planning  
Information:  
**415.558.6377**

RECOMMENDING THAT THE BOARD OF SUPERVISORS APPROVE A PROPOSED ORDINANCE THAT WOULD (1) AMEND THE PLANNING CODE BY ADDING SECTION 249.65 CREATING THE BAYSHORE BOULEVARD HOME IMPROVEMENT DISTRICT SPECIAL USE DISTRICT; (2) AMEND ZONING MAP SHEETS SECTIONAL MAPS ZN08, ZN10, ZN11, SU08, SU10, AND SU11 OF THE CITY AND COUNTY OF SAN FRANCISCO PLANNING CODE WITH REVISED USE DISTRICTS INCLUDING THE NEWLY CREATED BAYSHORE BOULEVARD HOME IMPROVEMENT DISTRICT; AND MAKING VARIOUS FINDINGS, INCLUDING CEQA FINDINGS AND FINDINGS OF CONSISTENCY WITH THE GENERAL PLAN AND PLANNING CODE SECTION 101.1.

WHEREAS, on October 19, 2010, Supervisor Maxwell introduced an Ordinance under Board of Supervisors (hereinafter "Board") File Number 101313 for a text change to establish the Bayshore Boulevard Home Improvement District Special Use District and for map amendments, which would 1) create a new Planning Code Section 249.65 establishing the Bayshore Boulevard Home Improvement District Special Use District; and, 2) amend Sectional Maps ZN08, ZN10, SU08, and SU10 of the Zoning Map of the City and County of San Francisco to reclassify certain parcels generally along Bayshore Boulevard from Jerrold Avenue to Interstate 280 within the Bayview Hunters Point Area Plan, and along Cortland from Bradford Street to Highway 101; and

The Bayview Hunters Point Project Area Committee (Bayview PAC), an elected citizen advisory body to the San Francisco Redevelopment Agency, produced a Community Revitalization Concept Plan that outlined the vision for redevelopment activities in the Bayview neighborhood. The Bayview PAC approved the Executive Summary of the Concept Plan in 2000; and

The San Francisco Board of Supervisors adopted a Redevelopment Plan for the Bayview Hunters Point Project and amended the Bayview Hunters Point Area Plan of the San Francisco' General Plan in 2006, both of which include the subject area along Bayshore Boulevard; and

The Concept Plan, Redevelopment Plan, and General Plan all discuss the need for enhanced business and employment opportunities throughout the Bayview, and generally call for a mix of commercial and light industrial activity along the Bayshore boulevard corridor; and



The Board of Supervisors adopted new land use controls for much of the industrial areas in Bayview Hunters Point in 2008. The Planning Department did not, at that time, propose specific controls for the Bayshore corridor and the commercially-zoned parcels on Cortland from Bradford Street to Highway 101, in recognition of the need for further planning in the area; and

Much of the Bayshore corridor remains zoned M-1 and M-2, and the subject Cortland parcels remain C-M (Heavy Commercial) the most permissive zoning districts in the City, leaving the area vulnerable to inadequately regulated development; and

The Board of Supervisors adopted Resolution No. 154-09 on April 21, 2009, urging the Planning Department, the Redevelopment Agency and Office of Workforce Development to develop plans and programs to establish a Green and Sustainable Home Improvement District for the Bayshore Corridor which could result in one or more of the following: a business attraction plan, a business development and retention program, revised zoning, area-specific design guidelines, and a localized public improvement plan including streetscape and infrastructure enhancements ; and

On March 23, 2010, the Board of Supervisors adopted interim controls for the Bayshore Corridor under Board of Supervisors File No. 09-1209, to enable greater review of projects within the area while a study was underway for the subject area; and

The Office of Workforce Development, the Redevelopment Agency, the Planning Department and other City agencies have been working on an Economic Action Plan for the Corridor in response to Resolution 154-09. To date, three community-wide workshops have been held along with other targeted outreach and surveying efforts; and

On October 19, 2010 Supervisor Maxwell introduced a draft ordinance, attached hereto as Exhibit A, that would amend Planning Code Text and Maps as indicated. The City Attorney's Office has reviewed the draft ordinance and approved it as to form; and

The Planning Commission (hereinafter "Commission") conducted a duly noticed public hearing at a regularly scheduled meeting to consider the proposed Ordinance for Application No. 2010.0945TUZ on November 18, 2010; and

The Commission has heard and considered the testimony presented to it at the public hearing and has further considered written materials and oral testimony presented by Department staff and other interested parties; and

An exemption from Environmental Review under the "General Rule" found in the State CEQA Guidelines Section 15061(b)(3) was issued for the Project on November 9, 2010; and

The proposal will promote the following relevant objectives and policies of the General Plan:

## **COMMERCE AND INDUSTRY ELEMENT**

**OBJECTIVE 1: MAINTAIN AND ENHANCE A SOUND AND DIVERSE ECONOMIC BASE AND FISCAL STRUCTURE FOR THE CITY.**

**Policy 2.1:** Seek to retain existing commercial and industrial activity and to attract new such activity to the city

**OBJECTIVE 3:** PROVIDE EXPANDED EMPLOYMENT OPPORTUNITIES FOR CITY RESIDENTS, PARTICULARLY THE UNEMPLOYED AND ECONOMICALLY DISADVANTAGED.

**Policy 3.1:** Promote the attraction, retention and expansion of commercial and industrial firms which provide employment improvement opportunities for unskilled and semi-skilled workers.

**Policy 3.4:** Assist newly emerging economic activities.

*The proposed rezoning would clarify the intended uses for the subject portions of Bayshore Boulevard thereby helping efforts to attract appropriate home improvement-related businesses to Bayshore, while at the same time, encouraging the retention of existing businesses. The zoning controls will encourage the creation of an attractive and identifiable Home Improvement District on Bayshore over time. The rezoning of the subject Cortland parcels will assign up-to-date PDR designations in keeping with the nature of the parcels. The PDR zoning is designed to encourage the retention of light-industrial businesses.*

#### **BAYVIEW HUNTERS POINT AREA PLAN**

**OBJECTIVE 1** STIMULATE BUSINESS, EMPLOYMENT, AND HOUSING GROWTH WITHIN THE EXISTING GENERAL LAND USE PATTERN BY RESOLVING CONFLICTS BETWEEN ADJACENT INDUSTRIAL AND RESIDENTIAL AREAS.

**OBJECTIVE 7** ENCOURAGE HEALTHY RETAIL REUSE IN THE EXISTING COMMERCIAL CORE OF THIRD STREET AND COMPLEMENTARY GROWTH IN ADJACENT SECTIONS.

**Policy 7.3** Develop secondary nodes of commercial activity.

**OBJECTIVE 10** ENHANCE THE DISTINCTIVE AND POSITIVE FEATURES OF BAYVIEW HUNTERS POINT.

**OBJECTIVE 11** IMPROVE DEFINITION OF THE OVERALL URBAN PATTERN OF BAYVIEW HUNTERS POINT.

*The subject rezoning will further the Objectives and Policies of the Bayview Hunters Point Area Plan by clarifying what the intended uses are along Bayshore Boulevard. A more coherent land use program along will enable more effective business attraction, and thereby greater employment opportunities for Bayview, Bernal Heights and other City residents. The zoning proposal will require more robust review of some land use proposals that will assure better quality projects that meet the intent of the Bayshore Boulevard Home Improvement Special Use District. The revised zoning incorporate design guidelines that will improve the image of Bayshore Boulevard.*

The proposed amendments to the Planning Code are consistent with the eight Priority Policies set forth in Section 101.1(b) of the Planning Code in that:

1. That existing neighborhood-serving retail uses be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses enhanced;

*The proposed amendments will continue to allow retail uses on Bayshore Boulevard. No existing neighborhood serving retail on Third Street or elsewhere will be effected by the proposal. .*

2. That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods;

*The proposed amendments will have no effect on existing housing or neighborhood character.*

3. That the City's supply of affordable housing be preserved and enhanced;

*The proposed amendments will have no effect on the City's supply of affordable housing.*

4. That commuter traffic not impede MUNI transit service or overburden our streets or neighborhood parking;

*The proposed amendments will have no direct effect on MUNI transit service or overburden our streets or neighborhood parking. Individual development projects will be subject to their own environmental review under CEQA.*

5. That a diverse economic base be maintained by protecting our industrial and service sectors from displacement due to commercial office development, and that future opportunities for resident employment and ownership in these sectors be enhanced;

*The subject rezoning includes rezoning Bayshore Boulevard PDR-2 (Core Production, Distribution, and Repair), which allows a wide range of industrial use, as its underlying zoning designation.*

6. That the City achieve the greatest possible preparedness to protect against injury and loss of life in an earthquake;

*The proposed amendments will have no effect on the City's preparedness against injury or loss of life in an earthquake.*

7. That the landmarks and historic buildings be preserved;

*The proposed amendments will have no direct effect on landmarks or historic buildings.*

8. That our parks and open space and their access to sunlight and vistas be protected from development;

*The proposed amendments will have no effect on our parks and open space.*

**Resolution No.**  
**Hearing Date: November 18, 2010**

**Case No. 2010.0945TUZ**  
**Bayshore Home Improvement District**

NOW THEREFORE BE IT RESOLVED that the Commission hereby recommends that the Board APPROVE the proposed Ordinance as described in this Resolution No. \_\_\_\_ to create the Bayshore Boulevard Home Improvement District SUD, and to rezone said parcels along Bayshore and Cortland, incorporate those along Bayshore Boulevard within the new Bayshore Boulevard Home Improvement SUD and other map changes as described in the Ordinance,

I hereby certify that the foregoing Resolution was adopted by the Commission at its meeting on November 18, 2010.

Linda D. Avery  
Commission Secretary

AYES:

NOES:

ABSENT:

ADOPTED:

## LEGISLATIVE DIGEST

[Zoning Map and Planning Code Amendments – Bayshore Boulevard Home Improvement Special Use District]

**Ordinance amending the San Francisco Planning Code by adding Section 249.65 to establish the Bayshore Boulevard Home Improvement Special Use District for the properties on lots fronting Bayshore Boulevard from Jerrold Avenue to the 1-280 Freeway, the west side of Loomis Street from Jerrold Avenue to the 1-280 Freeway, Oakdale Avenue from Loomis Street to Bayshore Boulevard, Marengo Street from Bayshore Boulevard to Waterloo Street and the west side of Boutwell Street from Industrial Street to the 1-280 Freeway, and also including some lots on Cortland Avenue; amending the Zoning Map of the City and County of San Francisco to rezone the designated blocks and lots from the current M-1 and P/M-1 zoning to PDR-2, P/PDR-2 and the Bayshore Boulevard Home Improvement Special Use District; adopting findings, including environmental findings, Section 302 findings, and findings of consistency with the General Plan and the priority policies of Planning Code Section 101.1.**

### Existing Law

Section 249.1 et seq. of the Planning Code contains a number of special use districts with special controls.

### Amendments to Current Law

This ordinance will add Section 249.65 to the Planning Code to establish the Bayshore Boulevard Home Improvement Special Use District (SUD) for designated properties fronting Bayshore Boulevard and on Cortland Avenue to rezone the designated blocks and lots from the current M-1, P/M-1, C-M, C-M/RH-1, and IPZ SUD zoning to PDR-2, P/PDR-2, PDR-1-G, the Bernal Heights SUD, and the Bayshore Boulevard Home Improvement SUD.

Within the Bayshore Boulevard Home Improvement SUD, a retail use is a permitted use and no off-street parking spaces are required. Establishment of a new use in the following categories requires a conditional use authorization: formula retail 10,000 square feet or more, a liquor store, a drive up facility, adult entertainment, automotive, and fringe financial. New construction and major alteration projects shall follow the Bayshore Boulevard Home Improvement District Design Guidelines adopted by the Planning Commission. The Planning Code provisions for street trees will apply; existing provisions for demolition of PDR buildings will not apply.

Background Information

The purpose of the Bayshore Boulevard Home Improvement SUD is to encourage and promote businesses of varying types that are focused on home improvement, particularly those that emphasize sensitivity to the environment and sustainable use of natural resources through products offered and/or treatment of the site and building. The SUD intends to create a mixed commercial district and enable synergies between retail and other businesses dedicated to the physical improvement of property and related home furnishing. This SUD was created in conjunction with other Citywide initiatives to physically improve the project area and create a coherent and identifiable place in San Francisco for shoppers to find home improvement related businesses and services.

1 [Zoning Map and Planning Code Amendments - Bayshore Boulevard Home Improvement  
2 Special Use District

3 **Ordinance amending the San Francisco Planning Code by adding Section 249.65 to**  
4 **establish the Bayshore Boulevard Home Improvement Special Use District for the**  
5 **properties on lots fronting Bayshore Boulevard from Jerrold Avenue to the 1-280**  
6 **Freeway, the west side of Loomis Street from Jerrold Avenue to the 1-280 Freeway,**  
7 **Oakdale Avenue from Loomis Street to Bayshore Boulevard, Marengo Street from**  
8 **Bayshore Boulevard to Waterloo Street and the west side of Boutwell Street from**  
9 **Industrial Street to the 1-280 Freeway, and also including some lots on Cortland**  
10 **Avenue; amending the Zoning Map of the City and County of San Francisco to rezone**  
11 **the designated blocks and lots from the current M-1 and P/M-1 zoning to PDR-2, P/PDR-**  
12 **2 and the Bayshore Boulevard Home Improvement Special Use District; adopting**  
13 **findings, including environmental findings, Section 302 findings, and findings of**  
14 **consistency with the General Plan and the priority policies of Planning Code Section**  
15 **101.1.**

16  
17 NOTE: Additions are *single-underline italics Times New Roman*;  
18 deletions are ~~*strike-through italics Times New Roman*~~.  
19 Board amendment additions are double-underlined;  
20 Board amendment deletions are ~~strike through normal~~.

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

22 Section 1. Findings. The Board of Supervisors of the City and County of San Francisco  
23 hereby finds and determines that:

24 (a) The Planning Department has determined that the actions contemplated in this  
25 ordinance comply with the California Environmental Quality Act (California Public Resources

1 Code Section 21000 et seq.). Said determination is on file with the Clerk of the Board of  
2 Supervisors in File No. \_\_\_\_\_ and is incorporated herein by reference.

3 (b) Pursuant to Planning Code Section 302, this Board finds that these Planning  
4 Code amendments will serve the public necessity, convenience, and welfare for the reasons  
5 set forth in Planning Commission Resolution No. \_\_\_\_\_, and the Board incorporates such  
6 reasons herein by reference. A copy of Planning Commission Resolution No. \_\_\_\_\_ is on file  
7 with the Clerk of the Board of Supervisors in File No. \_\_\_\_\_.

8 (c) The Board finds that these Planning Code amendments are consistent with the  
9 General Plan and with the priority policies of Planning Code Section 101.1 for the reasons set  
10 forth in Planning Commission Resolution No. \_\_\_\_\_, and the Board hereby incorporates such  
11 reasons herein by reference.

12 Section 2. The San Francisco Planning Code is hereby amended by adding Section  
13 249.65, to read as follows:

14 SEC. 249.65. BAYSHORE BOULEVARD HOME IMPROVEMENT SPECIAL USE DISTRICT.

15 (a) General. A Special Use District entitled the Bayshore Boulevard Home Improvement  
16 Special Use District, the boundaries of which are designated on Sectional Maps SU08 and SU10 of the  
17 Zoning Map of the City and County of San Francisco, is hereby established for the purposes set forth  
18 below. The Bayshore Boulevard Home Improvement Special Use District consists of properties on lots  
19 fronting Bayshore Boulevard from Jerrold Avenue to the I-280 Freeway, the west side of Loomis Street  
20 from Jerrold Avenue to the I-280 Freeway, Oakdale Avenue from Loomis Street to Bayshore  
21 Boulevard, Marengo Street from Bayshore Boulevard to Waterloo Street and the west side of Boutwell  
22 Street from Industrial Street to the I-280 Freeway, and also include some lots on Cortland Avenue; the  
23 blocks and lots included in the Bayshore Boulevard Home Improvement Special Use District are  
24 designated in amendments to Sectional Maps SU08 and SU010 of the Zoning Map of the City and  
25 County of San Francisco.



1           **(b) Purpose.** *The purpose of the Bayshore Boulevard Home Improvement Special Use*  
2 *District is to encourage and promote businesses of varying types that are focused on home*  
3 *improvement, particularly those that emphasize sensitivity to the environment and sustainable use of*  
4 *natural resources through products offered and/or treatment of the site and building. The Bayshore*  
5 *Boulevard Home Improvement Special Use District intends to create a mixed commercial district and*  
6 *enable synergies between retail and other businesses dedicated to the physical improvement of property*  
7 *and related home furnishing. The intent of this district is also to retain and promote locally grown*  
8 *businesses and to provide employment opportunities at a wide range of levels for local residents. This*  
9 *Special Use District was created in conjunction with other Citywide initiatives to physically improve*  
10 *the project area and create a coherent and identifiable place in San Francisco for shoppers to find*  
11 *home improvement related businesses and services.*

12           **(c) Controls.** *The following controls shall apply in the Bayshore Boulevard Home*  
13 *Improvement Special Use District:*

14           **(1)** *Notwithstanding the underlying controls, a retail use as defined by Section 218 of this*  
15 *Code shall be permitted:*

16           **(2)** *Notwithstanding the underlying controls, the following uses shall require conditional*  
17 *use authorization under Section 303 of this Code:*

18           **(A)** *establishment of a new formula retail use as defined by Section 703.3(b) of this Code*  
19 *that is 10,000 square feet or larger;*

20           **(B)** *establishment of a new liquor store as defined by Section 790.55 of this Code;*

21           **(C)** *establishment of a new drive up facility as defined by Section 790.30 of this Code;*

22           **(D)** *establishment of a new adult entertainment establishment as defined by Section 221(k) of*  
23 *this Code;*

24           **(E)** *establishment of a new automotive use as defined by Section 223 of this Code; and*

25           **(F)** *establishment of a new fringe financial use as defined by Section 249.35 of this Code.*

1           (3) Except for the conditional use square footage threshold for formula retail, the other  
2 controls of Section 121.6 of this Code shall apply to Large Scale Retail Uses;

3           (4) Notwithstanding the underlying controls, no off-street parking spaces shall be required.  
4 The maximum number of accessory off-street parking spaces permitted shall be as specified in Section  
5 151.1 of this Code.

6           (5) New construction projects and major alterations shall follow the Bayshore Boulevard  
7 Home Improvement District Design Guidelines adopted by the Planning Commission.

8           (6) The provisions for demolition of PDR buildings set forth in Section 231A of this Code  
9 shall not apply.

10           (7) Enhanced requirements for street trees as required by Section 143(i) of this Code shall  
11 apply.

12           (d) Conditional Use Criteria. In evaluating any conditional use application pursuant to  
13 these controls, the Planning Commission shall consider the following criteria in addition to the criteria  
14 of Section 303(c) of this Code as well as Section 303(i) for formula retail uses:

15           (1) The proposed use and/or building is in conformity with the purpose and intent of the  
16 Bayshore Boulevard Home Improvement Special Use District;

17           (2) The proposed use and/or building demonstrates leadership in sustainability;

18           (3) Any new, reconfigured, or reconstructed building complies with the Bayshore Boulevard  
19 Home Improvement District Design Guidelines.

20           Section 3. The San Francisco Planning Code is hereby amended by amending  
21 Sectional Maps ZN08, ZN10, SU08, and SU10 of the Zoning Map of the City and County of  
22 San Francisco, as follows:

<u>Description of Property</u>	<u>Use Districts to be Superseded</u>	<u>Use Districts Hereby Approved</u>
Block 5371, Lots 018 and 019; Block 5372, Lots 006, 008, and 009;	M-1, IPZ SUD	PDR-2; Bayshore Boulevard Home

1	Block 5533, Lots 047 and 048.		Improvement SUD
2	Block 5375, Lot 059 and 061	M-1	PDR-2; Bayshore Boulevard Home Improvement SUD
3			
4	Block 5533, Lot 049	P/M-1, IPZ SUD	P/PDR-2; Bayshore Boulevard Home Improvement SUD
5			
6	Block 5559, Lots 002, 004, 005, 006, 008, 009, 015, 016, 018, 019, 020, 021; Block 5560, Lots 001, 003, 010, 058, 059, 065, 066, 093, 095, 096, 098, 099 through 108; Block 5573, Lots 001 and 005; Block 5576, Lot 001; Block 5582, Lots 001, 002, 001A; Block 5594, Lots 012 through 015; Block 5595, Lot 001; Block 5596, Lots 001, 012 through 015, 017B, 017D, 038, 039, 041, 042, 043, 050, 052, 053, and 054.	M-1, IPZ SUD	PDR-2; Bayshore Boulevard Home Improvement SUD
7			
8			
9			
10			
11	Block 5573, Lot 023	P/M-1	P/PDR-2; Bayshore Boulevard Home Improvement SUD
12			
13			
14	Block 5596, Lot 051	P/M-1, IPZ SUD	P/PDR-2; Bayshore Boulevard Home Improvement SUD
15			
16	Block 5598, Lots 006, 008, 009, 011, 013, 015, 016, 018, 021, 028, 029, 030, and 031; Block 5607, Lots 001, 005, 006, 038, and 039;	M-1, IPZ SUD	PDR-2; Bayshore Boulevard Home Improvement SUD
17			
18	Block 5607, Lot 047.	M-1	PDR-2; Bayshore Boulevard Home Improvement SUD
19			
20	Block 5693, Lots 003A and 036. 037, 038, 041, and 042.	M-1	PDR-2; Bayshore Boulevard Home Improvement SUD
21			
22	Block 5657, Lots 008B, 008C, 009, 009A, 009D, and 052.	C-M, IPZ SUD	PDR-1-G
23			
24	Block 5657, Lot 51.	C-M/RH-1, IPZ SUD	RH-1, Bernal Heights SUD
25			

1  
2  
3  
4  
5  
6  
7  
8  
9  
10  
11  
12  
13  
14  
15  
16  
17  
18  
19  
20  
21  
22  
23  
24  
25

Block 5657, Lot 40.

C-M

PDR-I-G

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

By: \_\_\_\_\_  
JUDITH A. BOYAJIAN  
Deputy City Attorney



# SAN FRANCISCO PLANNING DEPARTMENT

## Certificate of Determination Exemption from Environmental Review

1650 Mission St.  
Suite 400  
San Francisco,  
CA 94103-2479

Reception:  
**415.558.6378**

Fax:  
**415.558.6409**

Planning  
Information:  
**415.558.6377**

**Case No.:** 2010.0945E  
**Project Title:** Bayshore Boulevard Home Improvement District  
**Zoning:** M-1 (Light Industrial); C-M (Heavy Commercial); RH-1 (Residential, Single Family); P (Public); IPZ SUD (Industrial Protection Zone Special Use District)  
**Block/Lot:** Block 5371 Lots 18-19, Block 5372 Lots 6, 8, and 9; Block 5533 Lots 47-48, Block 5375 Lot 59 and 61, Block 5533 Lot 49, Block 5559 Lots 2, 4, 5, 6, 8, 9, 15, 16, 18, 19, 20, 21; Block 5560 Lots 1, 3, 10, 58, 59, 65, 66, 93, 95, 96, 98, 99-108; Block 5573 Lots 1 and 5; Block 5576 Lot 1; Block 5582 Lots 1, 2, 1A; Block 5594 Lots 12-15; Block 5595 Lot 1; Block 5596 Lots 1, 12-15, 17B, 17D, 38, 39, 41, 42, 43, 50, 52-54, Block 5573 Lot 23, Block 5596 Lot 51, Block 5598 Lots 6, 8, 9, 11, 13, 15, 16, 18, 21, 28, 29, 30, and 31; Block 5607 Lots 1, 5, 6, 38, and 39; Block 5607 Lot 47, Block 5693 Lots 3A and 36-38, 41, and 42, Block 5657 Lots 8B, 8C, 9, 9A, 9D, and 52, Block 5657 Lot 51  
**Lot Size:** Various  
**Project Sponsor:** Supervisor Sophie Maxwell, SF Board of Supervisors  
**Staff Contact:** Joy – (415) 575-9040  
 joy.navarrete@sfgov.org

### PROJECT DESCRIPTION:

The project is a Board of Supervisors proposed ordinance amending the San Francisco Planning Code by adding Section 249.65 to establish the Bayshore Boulevard Home Improvement Special Use District for the properties on lots fronting Bayshore Boulevard from Jerrold Avenue to the (see page 2)

### EXEMPT STATUS:

General Rule Exclusion (State CEQA Guidelines Section 15061(b)(3))

### REMARKS:

See next page.

### DETERMINATION:

I do hereby certify that the above determination has been made pursuant to State and Local requirements.

Bill Wycko  
Environmental Review Officer

Date

cc: Supervisor Sophie Maxwell  
Amnon Ben-Pazi, Citywide Planning Division

Distribution List  
Virna Byrd, M.D.F.

**PROJECT DESCRIPTION (continued):**

I-280 Freeway, the west side of Loomis Street from Jerrold Avenue to the 1-280 Freeway, Oakdale Avenue from Loomis Street to Bayshore Boulevard, Marengo Street from Bayshore Boulevard to Waterloo Street and the west side of Boutwell Street from Industrial Street to the 1-280 Freeway, and also including some lots on Cortland Avenue; amending the Zoning Map of the City and County of San Francisco to rezone the designated blocks and lots from the current M-1 and P/M-1 zoning to PDR-2, P/PDR-2 and the Bayshore Boulevard Home Improvement Special Use District. The height and bulk designations would remain unchanged.

**REMARKS (continued):**

The California Environmental Quality Act (CEQA) Guidelines Section 15061(b)(3) establishes the general rule that CEQA applies only to projects that have the potential for causing a significant effect on the environment. Where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA.

**Background:** The Board of Supervisors adopted new land use controls for much of the industrial areas in Bayview Hunters Point in 2008. The Planning Department did not, at that time, propose specific controls for the Bayshore Boulevard corridor (Jerrold Avenue to I-280) and the commercially-zoned parcels on Cortland from Bradford Street to Highway 101, in recognition of the need for further planning in the area. Today, much of the Bayshore Boulevard corridor remains zoned M-1 and M-2, and the subject Cortland parcels remain C-M (Heavy Commercial) – among the most permissive zoning districts in the City.

The Board of Supervisors adopted Resolution No. 154-09 on April 21, 2009, urging the Planning Department, the Redevelopment Agency and Office of Workforce Development to develop plans and programs to establish a Green and Sustainable Home Improvement District for the Bayshore Boulevard corridor, which could result in one or more of the following: a business attraction plan, a business development and retention program, revised zoning, area-specific design guidelines, and a localized public improvement plan including streetscape and infrastructure enhancements.

On October 19, 2010, Supervisor Maxwell introduced an Ordinance to establish the Bayshore Boulevard Home Improvement District Special Use District (Bayshore HID SUD), and for map amendments which would rezone parcels in the Bayshore Boulevard corridor from M-1 to PDR-2 and the newly created Bayshore HID SUD, and which would rezone parcels along Cortland Avenue from Bradford Street to Highway 101 from C-M to PDR-1-G. The proposed Bayshore HID SUD requires that certain projects adhere to area-specific design guidelines.

**Bayshore Corridor Existing Zoning:** Parcels in the Bayshore Boulevard corridor are currently zoned M-2. This is among the most permissive zoning districts in the City, permitting a wide range of uses including industrial, residential, retail (including formula retail) and automotive uses. Many parcels are undeveloped, but the majority are developed with industrial and retail buildings housing various commercial enterprises.

Most of the Bayshore Boulevard corridor parcels are within the Industrial Protection Zone Special Use District (IPZ SUD). This prohibits housing and office uses. Furthermore, on March 23, 2010, the Board of

## Bayshore Boulevard Home Improvement District

Supervisors adopted interim controls for the Bayshore Boulevard corridor, to enable greater review of projects within the area. These controls require Conditional Use authorization for formula retail, for retail over 25,000 square feet, and for lot merges over 25,000 square feet

**Bayshore Corridor Proposed New zoning, Including New Special Use District:** The proposed ordinance would rezone parcels in the Bayshore Boulevard corridor from M-1 to PDR-2 and remove them from the IPZ SUD. PDR-2 districts prohibit housing and office uses over 5,000 square feet, making the IPZ SUD designation unnecessary.

In addition, the proposed ordinance would create a new Bayshore Boulevard Home Improvement District Special Use District (Bayshore HID SUD) covering the Bayshore Boulevard corridor. This SUD would modify the proposed underlying PDR-2 zoning as follows:

1. Retail uses would be permitted
2. Conditional Use Authorization would be required for: Formula Retail uses 10,000 square feet or larger; Liquor stores; Drive up facilities; Adult entertainment establishments; Automotive uses; Fringe financial uses
3. No off-street parking spaces would be required. The maximum number of accessory off-street parking spaces permitted would be as specified in Section 151.1 of the Code.
4. New construction projects and major alterations would follow the *Bayshore Boulevard Home Improvement District Design Guidelines*.
5. The provisions for demolition of PDR buildings applicable in PDR-2 districts would not apply.
6. Enhanced requirements for street trees as required by Section 143(i) of the Code would apply.
7. Additional Conditional Use Criteria:
  - The proposed use and/or building is in conformity with the purpose and intent of the Bayshore Boulevard Home Improvement Special Use District;
  - The proposed use and/or building demonstrates leadership in sustainability;
  - Any new, reconfigured, or reconstructed building complies with the Bayshore Boulevard Home Improvement District Design Guidelines

**Bayshore Corridor Proposed New Design Guidelines:** The proposed Bayshore HID SUD requires that certain projects adhere to area-specific design guidelines. The proposed *Bayshore Boulevard Home Improvement District Design Guidelines* support the economic development goals for the Bayshore corridor by creating a safer and more attractive public realm, and by minimizing the negative impacts of parking and loading configuration on pedestrian, bicycle, transit and automobile circulation. The guidelines were developed with special attention to community concerns centering on public realm and circulation issues.

**Cortland Parcels Existing Zoning:** Slightly west of the Bayshore Boulevard corridor, eight parcels on and adjacent to Cortland Avenue between Bradford Street and Highway 101 are currently zoned C-M. This is also among the most permissive zoning districts in the City, also permitting a wide range of uses including industrial, residential, retail (including formula retail) and automotive uses. These parcels are mostly developed with industrial buildings housing various light-industrial uses.

The subject Cortland parcels are within the Industrial Protection Zone Special Use District (IPZ SUD). This prohibits housing and office uses. The Cortland parcels are not subject to the Bayshore Boulevard corridor Interim Controls described above.

**Cortland Parcels Proposed Zoning:** The proposed ordinance would rezone the eight subject Cortland Avenue parcels from C-M to PDR-1-G and remove them from the IPZ SUD. PDR-1-G districts prohibit housing and office uses over 5,000 square feet, making the IPZ SUD designation unnecessary.

Neighborhood Concerns

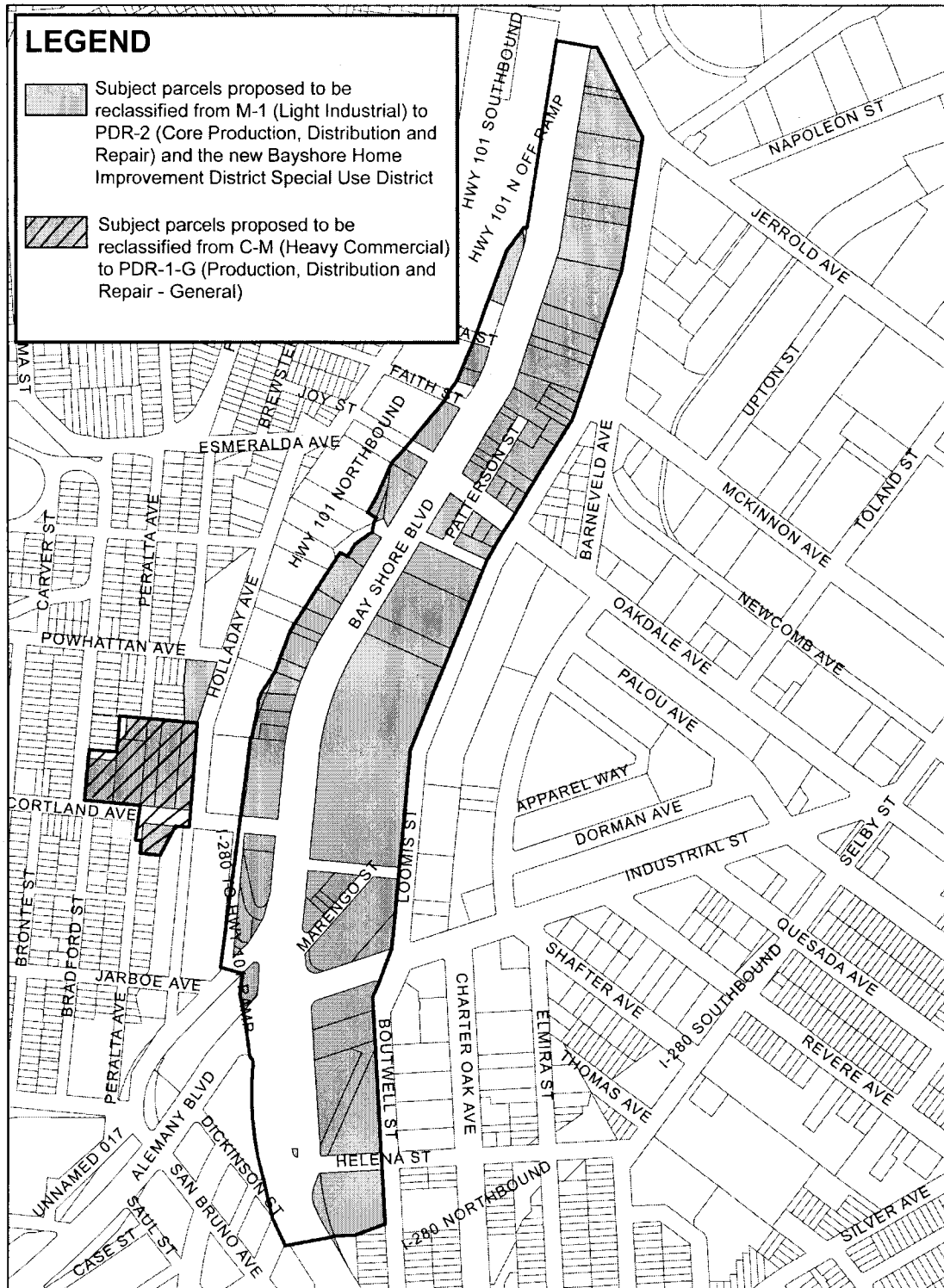
A Notification of Hearing for the proposed project was mailed out to interested parties on November 5, 2010. Three members of the public called to inquire about the potential consequences of the proposed rezoning. Public support for or opposition to the proposed project is not relevant to the analysis of potential environmental effects, but may be considered during deliberation of project approval or disapproval.

Exempt Status

The proposed rezoning and restrictions on several types of development, and additional authorization requirements for such developments, would have no direct physical consequences within the area as they would neither stimulate new development nor result in the removal, abatement, or demolition of existing structures. Any proposal for new development, expansion of existing development, or demolition of existing development would require separate environmental review. The proposed rezoning would not be expected to stimulate new development nor result in the removal, abatement, or demolition of any existing structures. The proposed rezoning would not change existing site uses and would not encourage a substantial change in the intensity of development or substantial change in use. For the above reasons, it can be seen with certainty that the proposed ordinance could not have a significant effect on the environment and the proposed legislation is appropriately exempt from environmental review under the General Rule Exclusion.



Figure 1 - Subject Area Map:







# SAN FRANCISCO PLANNING DEPARTMENT

---

## Planning Commission Resolution No.

HEARING DATE: NOVEMBER 18, 2010

*Date:* November 9, 2010  
*Case No.:* **2010.0945TUZ**  
*Project:* **Bayshore Boulevard Home Improvement District**  
*Block/Lot:* various (see attached map)  
*Staff Contact:* Amnon Ben-Pazi – (415) 575-9077  
[amnon.ben-pazi@sfgov.org](mailto:amnon.ben-pazi@sfgov.org)  
*Recommendation:* **Approval**

1650 Mission St.  
Suite 400  
San Francisco,  
CA 94103-2479

Reception:  
**415.558.6378**

Fax:  
**415.558.6409**

Planning  
Information:  
**415.558.6377**

**ADOPTING DESIGN GUIDELINES FOR THE BAYSHORE BOULEVARD HOME IMPROVEMENT DISTRICT SPECIAL USE DISTRICT; AND MAKING VARIOUS FINDINGS, INCLUDING CEQA FINDINGS AND FINDINGS OF CONSISTENCY WITH THE GENERAL PLAN AND PLANNING CODE SECTION 101.1.**

WHEREAS, on October 19, 2010, Supervisor Maxwell introduced an Ordinance under Board of Supervisors (hereinafter "Board") File Number 101313 for a text change to establish the Bayshore Boulevard Home Improvement District Special Use District and for map amendments, which would 1) create a new Planning Code Section 249.65 establishing the Bayshore Boulevard Home Improvement District Special Use District; and, 2) amend Sectional Maps ZN08, ZN10, SU08, and SU10 of the Zoning Map of the City and County of San Francisco to reclassify certain parcels generally along Bayshore Boulevard from Jerrold Avenue to Interstate 280 within the Bayview Hunters Point Area Plan, and along Cortland from Bradford Street to Highway 101; and

The Board of Supervisors adopted Resolution No. 154-09 on April 21, 2009, urging the Planning Department, the Redevelopment Agency and Office of Workforce Development to develop plans and programs to establish a Green and Sustainable Home Improvement District for the Bayshore Corridor which could result in one or more of the following: a business attraction plan, a business development and retention program, revised zoning, area-specific design guidelines, and a localized public improvement plan including streetscape and infrastructure enhancements ; and

On March 23, 2010, the Board of Supervisors adopted interim controls for the Bayshore Corridor under Board of Supervisors File No. 09-1209 , to enable greater review of projects within the area while a study was underway for the subject area; and

The Office of Workforce Development, the Redevelopment Agency, the Planning Department and other City agencies have been working with the community on an Economic Action Plan for the Corridor in response to Resolution 154-09. To date, three community-wide workshops have been held along with other targeted outreach and surveying efforts; and

The Planning Department in collaboration with the community, the Office of Workforce Development, the Redevelopment Agency and other City agencies, has developed area-specific design guidelines for parcels within the proposed Bayshore Boulevard Home Improvement District Special Use District, titled

*Bayshore Boulevard Home Improvement District Design Guidelines* (hereinafter “Design Guidelines”), attached to this Resolution as Exhibit U-1 and incorporated herein by reference; and

The Planning Commission (hereinafter “Commission”) conducted a duly noticed public hearing at a regularly scheduled meeting to consider the proposed Design Guidelines for Application No. 2010.0945TUZ on November 18, 2010; and

The Commission has heard and considered the testimony presented to it at the public hearing and has further considered written materials and oral testimony presented by Department staff and other interested parties; and

An exemption from Environmental Review under the “General Rule” found in the State CEQA Guidelines Section 15061(b)(3) was issued for the Project on November 9, 2010; and

The proposal will promote the following relevant objectives and policies of the General Plan:

## **COMMERCE AND INDUSTRY ELEMENT**

**OBJECTIVE 1:** MAINTAIN AND ENHANCE A SOUND AND DIVERSE ECONOMIC BASE AND FISCAL STRUCTURE FOR THE CITY.

**Policy 2.1:** Seek to retain existing commercial and industrial activity and to attract new such activity to the city

**OBJECTIVE 3:** PROVIDE EXPANDED EMPLOYMENT OPPORTUNITIES FOR CITY RESIDENTS, PARTICULARLY THE UNEMPLOYED AND ECONOMICALLY DISADVANTAGED.

**Policy 3.1:** Promote the attraction, retention and expansion of commercial and industrial firms which provide employment improvement opportunities for unskilled and semi-skilled workers.

**Policy 3.4:** Assist newly emerging economic activities.

*The proposed design guidelines would help create a physical environment conducive to the needs of existing and new commercial and industrial businesses, by encouraging buildings with active frontage to the street, by helping create an identifiable green and sustainable image for the district, and by minimizing the adverse effects of parking on all users of the street. This physical environment would help efforts to attract appropriate home improvement-related businesses to Bayshore Boulevard, and encourage the retention of existing businesses.*

## **BAYVIEW HUNTERS POINT AREA PLAN**

**OBJECTIVE 7** ENCOURAGE HEALTHY RETAIL REUSE IN THE EXISTING COMMERCIAL CORE OF THIRD STREET AND COMPLEMENTARY GROWTH IN ADJACENT SECTIONS.

**Policy 7.3** Develop secondary nodes of commercial activity.

**OBJECTIVE 11** IMPROVE DEFINITION OF THE OVERALL URBAN PATTERN OF BAYVIEW HUNTERS POINT.

*The proposed design guidelines would support the re-emergence of Bayshore Boulevard as a node of commercial activity by helping to create a physical environment conducive to the needs of existing and new commercial and industrial businesses.*

## TRANSPORTATION ELEMENT

**OBJECTIVE 30** ENSURE THAT THE PROVISION OF NEW OR ENLARGED PARKING FACILITIES DOES NOT ADVERSELY AFFECT THE LIVABILITY AND DESIRABILITY OF THE CITY AND ITS VARIOUS NEIGHBORHOODS.

*The proposed design guidelines would help minimize the adverse impacts associated with parking facilities, by setting standards for new curb cuts and the location and screening of parking.*

## URBAN DESIGN ELEMENT

**OBJECTIVE 1** EMPHASIS OF THE CHARACTERISTIC PATTERN WHICH GIVES TO THE CITY AND ITS NEIGHBORHOODS AN IMAGE, A SENSE OF PURPOSE, AND A MEANS OF ORIENTATION.

**Policy 1.5** Emphasize the special nature of each district through distinctive landscaping and other features.

*The proposed design guidelines encourage the development of landscaped stormwater management devices, solar arrays, green walls and other sustainable building elements which would emphasize the special nature of the Bayshore Boulevard Home Improvement District as a locust of businesses concerned with green and sustainable home improvement products and services.*

The proposed amendments to the Planning Code are consistent with the eight Priority Policies set forth in Section 101.1(b) of the Planning Code in that:

1. That existing neighborhood-serving retail uses be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses enhanced;

*The proposed design guidelines will continue to allow retail uses on Bayshore Boulevard, and would help create a physical environment conducive to the needs of existing and new commercial and industrial*

*businesses. No existing neighborhood serving retail on Third Street or elsewhere will be effected by the proposal.*

2. That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods;

*The proposed design guidelines will have no effect on existing housing and neighborhood character since no housing is present or allowed in the district.*

3. That the City's supply of affordable housing be preserved and enhanced;

*The proposed design guidelines will have no effect on the City's supply of affordable housing.*

4. That commuter traffic not impede MUNI transit service or overburden our streets or neighborhood parking;

*The proposed design guidelines will have no direct effect on MUNI transit service or overburden our streets or neighborhood parking. Individual development projects will be subject to their own environmental review under CEQA, which could require will determine*

5. That a diverse economic base be maintained by protecting our industrial and service sectors from displacement due to commercial office development, and that future opportunities for resident employment and ownership in these sectors be enhanced;

*The proposed design guidelines allow for the needs of businesses in the industrial and service sectors.*

6. That the City achieve the greatest possible preparedness to protect against injury and loss of life in an earthquake;

*The proposed design guidelines will have no effect on the City's preparedness against injury or loss of life in an earthquake.*

7. That the landmarks and historic buildings be preserved;

*The proposed design guidelines will have no direct effect on landmarks or historic buildings.*

8. That our parks and open space and their access to sunlight and vistas be protected from development;

*The proposed design guidelines will have no effect on our parks and open space*

**Resolution No.**  
**Hearing Date: November 18, 2010**

**Case No. 2010.0945TUZ**  
**Bayshore Home Improvement District**

NOW THEREFORE BE IT RESOLVED that the Commission hereby adopts the *Bayshore Boulevard Home Improvement District Design Guidelines*, attached to this Resolution No. \_\_\_\_ as Exhibit U-1, as the design guidelines referenced in the Bayshore Boulevard Home Improvement District Special Use District.

I hereby certify that the foregoing Resolution was adopted by the Commission at its meeting on November 18, 2010.

Linda D. Avery  
Commission Secretary

AYES:

NOES:

ABSENT:

ADOPTED:



SAN FRANCISCO  
**PLANNING**  
DEPARTMENT

# Bayshore Boulevard Home Improvement District Design Guidelines

GUIDELINES FOR NEW CONSTRUCTION PROJECTS AND  
MAJOR ALTERATIONS IN THE BAYSHORE BOULEVARD HOME  
IMPROVEMENT SPECIAL USE DISTRICT

SAN FRANCISCO PLANNING DEPARTMENT | DRAFT october 2010







## INTENT

The intent of these design guidelines is to give the Bayshore Boulevard Home Improvement District a more coherent and attractive built form, while at the same time allowing a wide range of light-industrial and retail uses. Unlike neighborhood commercial districts, the Home Improvement District is not envisioned as a fine-grained mixed-use locally serving community hub. Rather, it is envisioned for larger scale retail and more industrial-like uses, with a wider regional draw focused on home improvement. Like neighborhood commercial districts, the Home Improvement District is envisioned to be friendly to pedestrians, bicyclists, and transit riders. However because of its larger scale and unique setting within the city's transportation network, design considerations should also take into account those arriving at and moving through the District by car.

Currently, Bayshore Boulevard is characterized by a wide range of building sizes, orientations, and levels of activation. Many buildings present blank facades towards the street, or are set back behind extensive parking lots. There are many wide curb cuts and almost no landscaping. This results in a street that often feels uninteresting, unpleasant, and unsafe. As property owners improve their properties over time, the design guidelines will help create a built environment that is pleasant and attractive to shoppers, employees and visitors. The guidelines are informed by the following four basic principles:

1. Buildings should be designed and sited to encourage walking, bicycling and transit use, and to encourage multiple-stop visits.
2. Street frontages should be active and transparent, to increase interest and perceived safety.
3. Buildings and landscaping should contribute to the unique image of the district, with a particular focus on sustainability.
4. The configuration of parking and loading should minimize adverse impacts on the street, and allow for flexible parking arrangements such as shared parking.

### ORGANIZATION:

These four basic principles are articulated in guidelines grouped under the following six headings:

- Site Design and Orientation
- Building Mass Articulation
- Parking and loading
- Open Areas
- Green factors
- Signage and lighting

## Site Design and Orientation

1. Orient the primary façade of buildings to Bayshore Boulevard.
2. Buildings should be built to the property line, except when landscaped buffers are provided to screen blank walls or parking areas, or when useable outdoor space is provided such as entry plazas or seating areas.
3. Pedestrian entries should be conspicuous and easily accessible from the sidewalk. When several businesses share a single building, each should be identifiable and accessible from the sidewalk (avoid interior-oriented “mall” configuration).
4. Place and design areas devoted to more active uses such as workshops, check-out counters or break rooms so that they contribute “eyes on the street” and enliven the public realm.
5. Site parking to minimize impacts to the public realm. See parking and loading section.
6. Provide ample entries, windows or display cases on all walls fronting the public realm.

## Building Massing and Articulation

7. Blank walls should accommodate greening. Those longer than 10 feet fronting Bayshore Boulevard should utilize a “green wall” system or be set back behind a landscaped buffer at least 5 feet deep. The use of this landscaped buffer for storm-water facilities is encouraged.
8. Utilize horizontal and vertical plane shifts to break the mass of larger buildings, in order to achieve a more human scale and interesting visual experience.
9. In buildings with longer frontages, utilize a system of regular bays to establish a strong vertical rhythm.
10. Building façades should include 3d detailing: these may include cornices, belt courses, window moldings and reveals to create shadows and add interest.
11. Building form should celebrate corner locations. Special design elements and architectural features such as towers, copulas, awnings, marquees, gables, and “turrets” are encouraged and special entries should be used strategically at street intersections and near important transit nodes.
12. The roof, cornice, and/or parapet area should be well integrated within the building’s overall composition, be visually distinctive, and should include elements that create skyline interest. Use of sustainable/green roof elements such as solar panels, wind turbines, vegetated roofs etc. is strongly encouraged.

## Parking and Loading

13. In order to minimize adverse impacts on transit, bicycle and pedestrian circulation, new curb cuts are strongly discouraged on Bayshore Boulevard. Where lots have access on other streets, parking and loading areas must be accessed from those streets. Abandonment and efficient consolidation (i.e. reduction) of existing curb cuts is strongly encouraged.

14. When parking and loading access on Bayshore Boulevard is unavoidable, curb cuts should not exceed 20 feet per lot, and should be located so as to minimize adverse impacts on transit, bicycle and pedestrian circulation.

15. Parking and loading areas should be configured so that all anticipated vehicle queues are internal to the site and do not adversely impact transit, bicycle and pedestrian circulation in any public right-of-way.

16. Place off-street parking inside, below, behind, or on top of buildings rather than in front of buildings.

17. Use plants or decorative screening devices to screen parking and loading areas from the street. When parking occupies the upper levels of a structure, use planted trellises, solar panels or other elements that provide shade or other desired environmental services.

18. When an open parking area or parking structure fronting Bayshore Boulevard is unavoidable, it may occupy no more than 50% of the Bayshore Boulevard frontage of the parcel, and should be set back behind a landscaped area at least 10 feet deep. (This setback area may be used to meet city-wide stormwater and landscaping requirements.)

19. For surface parking lots, the landscaped and permeable areas required city-wide should be located towards the Bayshore Boulevard frontage and should be designed to enhance the public realm.

20. Provide prominent pedestrian access to parking areas from the street, in order to enable sharing of parking facilities, and to provide additional street activity.

21. Utilize internal loading areas where possible. Open-air loading areas fronting Bayshore Boulevard should follow guidelines applicable to parking.

## Open Areas

22. Exterior storage areas, corporation yards and other open areas fronting Bayshore Boulevard should be set back behind a landscaped buffer at least 10 feet deep and should be fully screened from view.

23. Exterior retail areas (e.g. those typically found at retail plant nurseries or garden supply establishments) are active use areas that do not need to be set back from the Bayshore Boulevard frontage if designed so as to be visually open to the sidewalk.

In this example of a renovated older industrial building (Veritable Vegetables on Cesar Chavez Street), a large solar array forms a distinctive canopy projecting over the sidewalk. See guidelines 12 and 24.



## Green factors

24. Use sustainable/green building and landscape elements such as solar panels, wind turbines, green roofs, green walls, pervious paving, rain gardens etc. where they will be conspicuous from Bayshore Boulevard or surrounding streets.
25. Use California native or drought tolerant species in landscaping.
26. The use of Bayshore Boulevard frontage for stormwater management devices such as rain gardens is strongly encouraged.
27. Enhanced level of compliance with city-wide green building requirements (e.g. building to LEED Gold where Silver is required etc.) is strongly encouraged.
28. Enhanced level of compliance with city-wide stormwater management requirements is strongly encouraged.

## Signage and Lighting

29. When designing and placing business signs, consider the needs of pedestrians. Appropriately located and scaled business signs can help pedestrians locate business entrances.
30. Light building facades and adjacent areas to increase the sense of security in the public right-of-way, but avoid overly harsh lighting or excessive light pollution which degrade the public realm.



NOTES



SAN FRANCISCO  
**PLANNING**  
DEPARTMENT

**FOR MORE INFORMATION:**  
Call or visit the San Francisco Planning Department

**Central Reception**  
1650 Mission Street, Suite 400  
San Francisco CA 94103-2479

TEL: **415.558.6378**  
FAX: **415 558-6409**  
WEB: **<http://www.sfplanning.org>**

**Planning Information Center (PIC)**  
1660 Mission Street, First Floor  
San Francisco CA 94103-2479


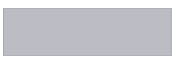


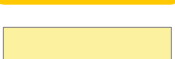

TEL: **415.558.6377**  
*Planning staff are available by phone and at the PIC counter.  
No appointment is necessary.*







# EXISTING ZONING





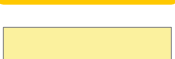

-  PDR-2
-  M-1
-  C-M
-  IPZ SUD
-  RESIDENTIAL (VARIOUS)
-  NEIGHBORHOOD COMMERCIAL (VARIOUS)

1" = 500'





# PROPOSED ZONING

-  PDR-2
-  PDR-1-G
-  BAYSHORE HID SUD
-  IPZ SUD
-  RESIDENTIAL (VARIOUS)
-  NEIGHBORHOOD COMMERCIAL (VARIOUS)

1" = 500'





# Bayshore Boulevard Economic Action Plan Overview

Bayshore Boulevard has long been recognized as the destination for home improvement retail and related services in San Francisco. The corridor has experienced a steady decline in recent years, and is currently characterized by vacant lots, empty storefronts and neglected infrastructure. However, the business climate is expected to change with the opening of Lowe's.

In recognition of these conditions, the Board of Supervisors adopted a resolution urging the Office of Economic and Workforce Development, the Redevelopment Agency, and Planning to embark on an economic development planning process for the area (April 2009). The stated intent was to create a home improvement district with a "green" emphasis.

To this end, the City engaged AECOM and Conley Consulting to aid in preparing an economic development strategy. Community outreach included, but was not limited to, three community-wide workshops hosted by the PAC and numerous stakeholder interviews.

As an initial step, the team prepared a market study that describes the existing business climate, other cities' efforts to create similar districts, the viability of home improvement uses on Bayshore, and other topics. Initial findings found that there was significant retail leakage of home improvement retail businesses (there is greater need for the type of retail than currently supplied in San Francisco); that there were other successful models of home improvement districts in other cities; and that a wide range of home improvement businesses were viable along Bayshore.

At the second community workshop, the team presented its recommendation to create a Home Improvement District that could include both retail and PDR uses. It recommended dispensing with other considered options to: (1) create a wholly large-format retail district, and (2) a wholly PDR district. A large-format retail district proved difficult because of the lack of appropriate opportunity sites and considerable opposition from some sectors of the community. A district that emphasized PDR uses was found too limiting to meet economic and workforce development goals with questionable commercial viability.

Beyond creating new zoning, the last milestone for the Bayshore effort is to finalize a list of action items to implement the Bayshore Home Improvement District. A list of action items was presented at the last community workshop on October 25, 2010. These action items are being evaluated and prioritized and will be included in the final Bayshore Boulevard Economic Action Plan, which will be published in the near future.

The Planning Department's role in this effort has largely been by facilitating the discussion around land use and physical improvement. The Planning Department has prepared a streetscape improvement strategy that describes existing and expected conditions as well as opportunities for short term and long term improvements. The streetscape strategy advocates for the City to take steps to create a public realm that is comfortable to pedestrians, transit riders as well as those travelling by car. The strategy document is not a specific implementation plan but identifies next steps for ongoing improvements along Bayshore. It will be published as an attachment to the Economic Action Plan.

Proposed zoning and design guidelines, now before the Planning Commission, are intended to articulate the intent of the District, better focus land uses along Bayshore in meeting that intent, provide a more robust review for larger formula retail and other various uses, while still allowing sufficient flexibility.