

# PARKMERCED

Planning Commission  
Informational Presentation  
December 16, 2010



# Hearing Schedule

*Previously:*

**Nov 4**

Plan and Development Agreement Overview

**Nov 18**

Urban Design & Open Space

**Today:**

(1) Transportation

(1a) Plan Transportation Components

(1b) DA: Transportation Implementation

(2) Housing

(2a) Plan Housing Components,  
General Plan Consistency and SB375

(2b) DA: Rent Control & Tenant Relocation Plan

# Hearing Schedule

## **Jan (TBD):**

- (1) Economic Feasibility & Fiscal Impact Analyses
- (2) Unresolved Issues/Q&A
- (3) Initiation of Amendments to Planning Code, Zoning Maps, General Plan

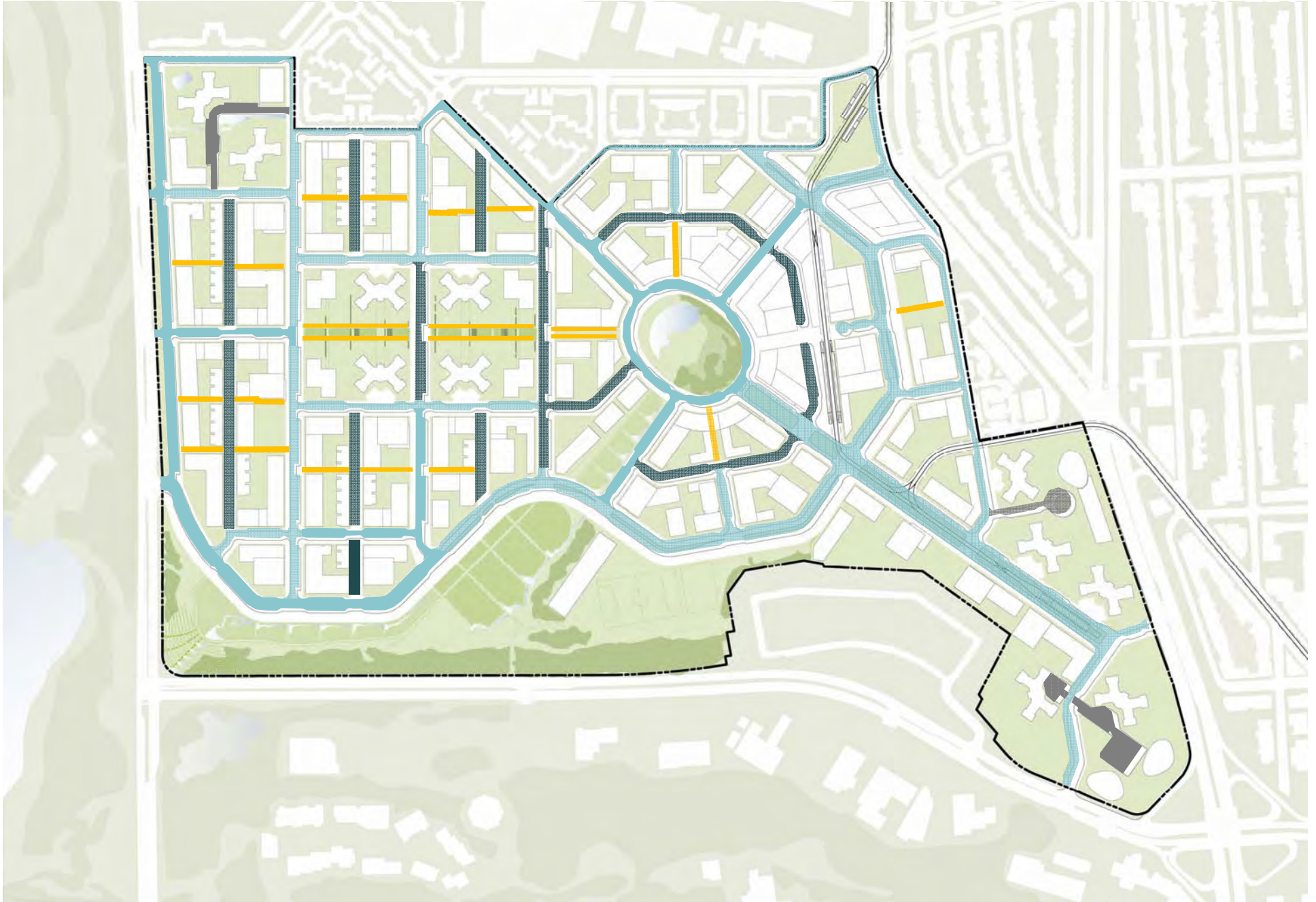
## **Feb 3:**

- (1) Action on Certification of Final EIR
- (2) Consideration of Proposed Amendments to Planning Code, Zoning Maps, General Plan
- (3) Consideration of Proposed Development Agreement



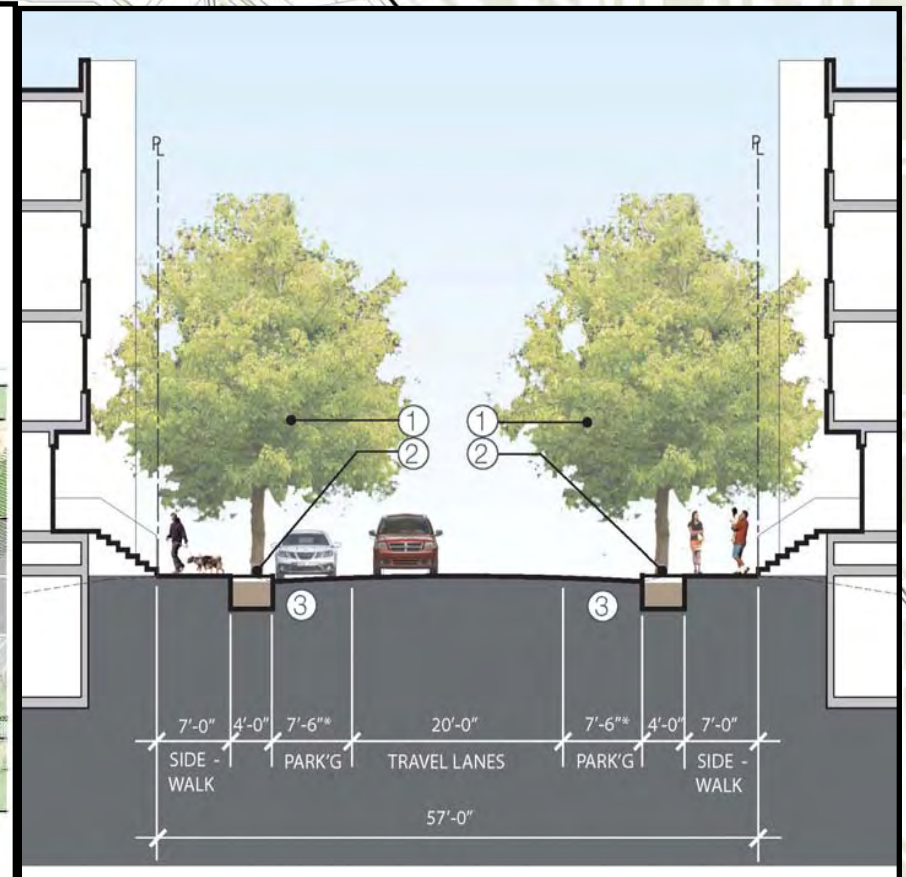
# Transportation

## WALKING: SMALLER BLOCKS



## WALKING: BETTER STREETS

Figure 02.12.A - East-West Street Illustrative Plan



# WALKING: SUPPORTIVE LAND USE AND BUILDING DESIGN



## WALKING: NEW CONNECTIONS



# BICYCLE NETWORK: ENHANCED NETWORK OF DEDICATED BIKEWAYS



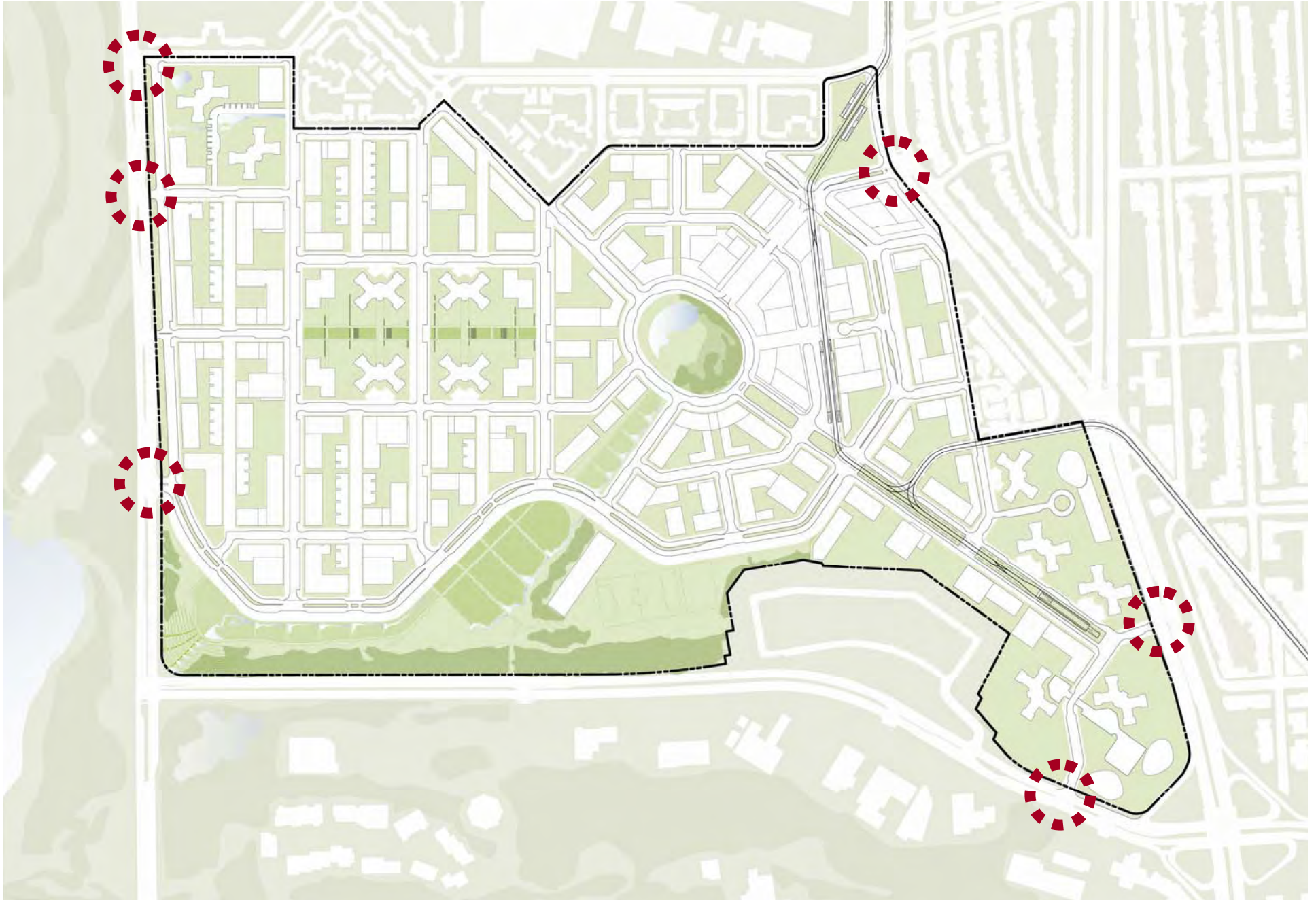
# BICYCLE NETWORK: ENHANCED NETWORK OF DEDICATED BIKEWAYS



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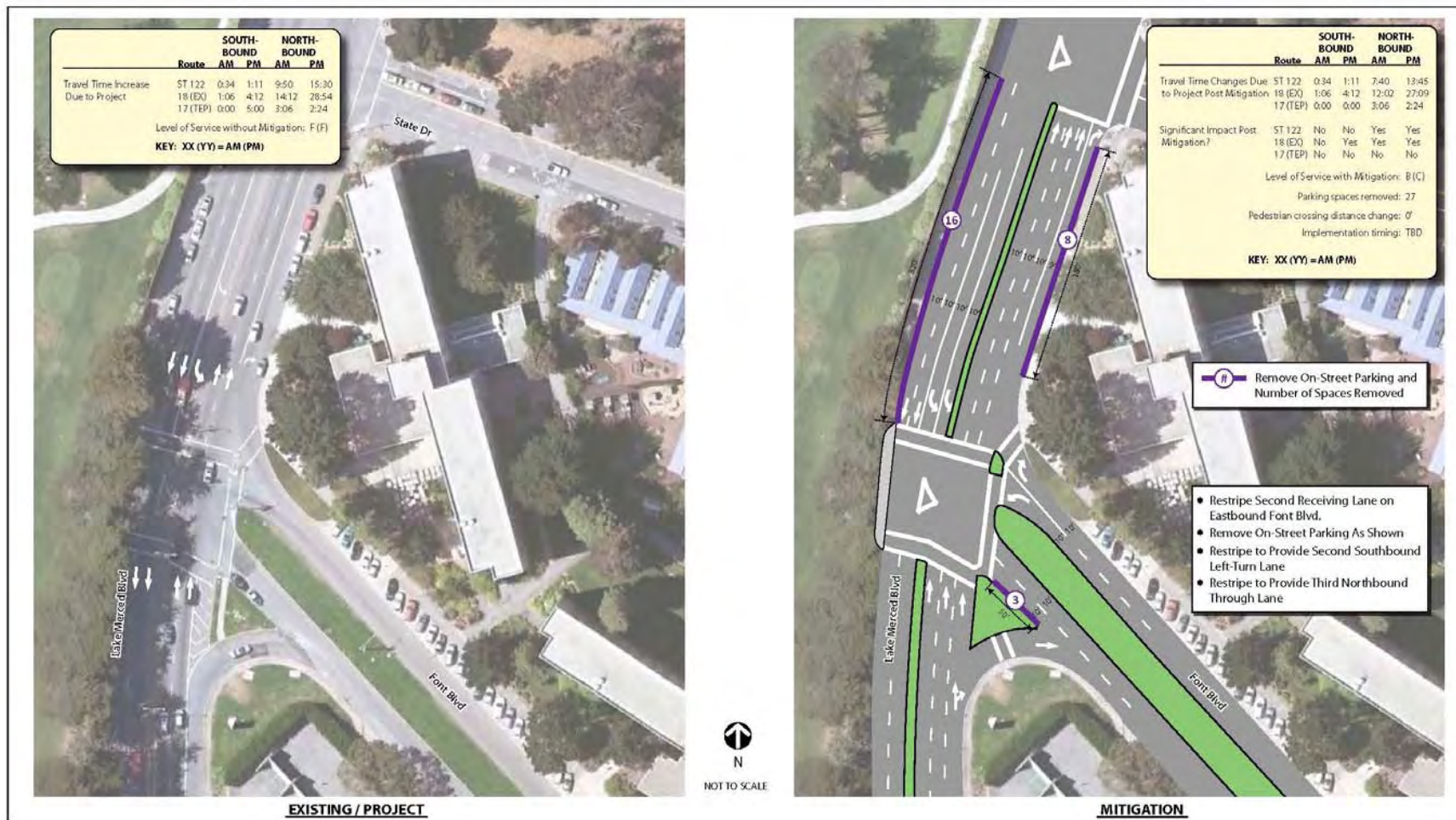


## VEHICULAR CIRCULATION: ENHANCED ACCESS



# SURROUNDING STREETS: IMPROVED SAFETY AND FLOW





# Regional Connections



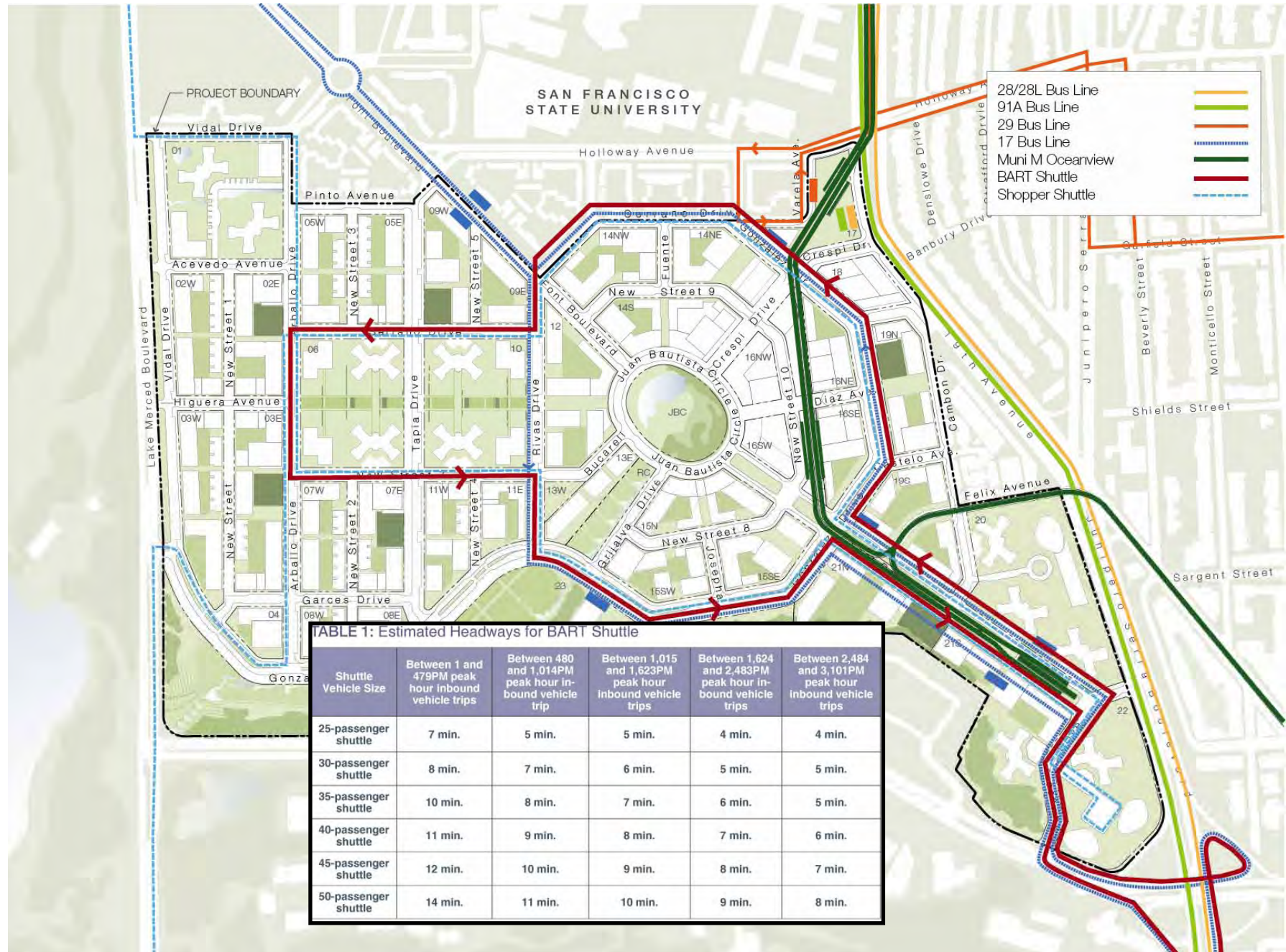
## TRANSIT: MUNI M OCEANVIEW



## TRANSIT: TEP BUS LINES



# TRANSIT: BART AND SHOPPER SHUTTLE



## TRANSPORTATION DEMAND MANAGEMENT: PROGRAMS

- Land Use program – increased density & complete neighborhood
- Transit Pass Subsidies
- Parking Pricing Management
- Bike Share
- Limits on Parking Supply
- Car Share and Bicycle Parking (existing req's)

# PARKING: TRANSIT FOCUSED

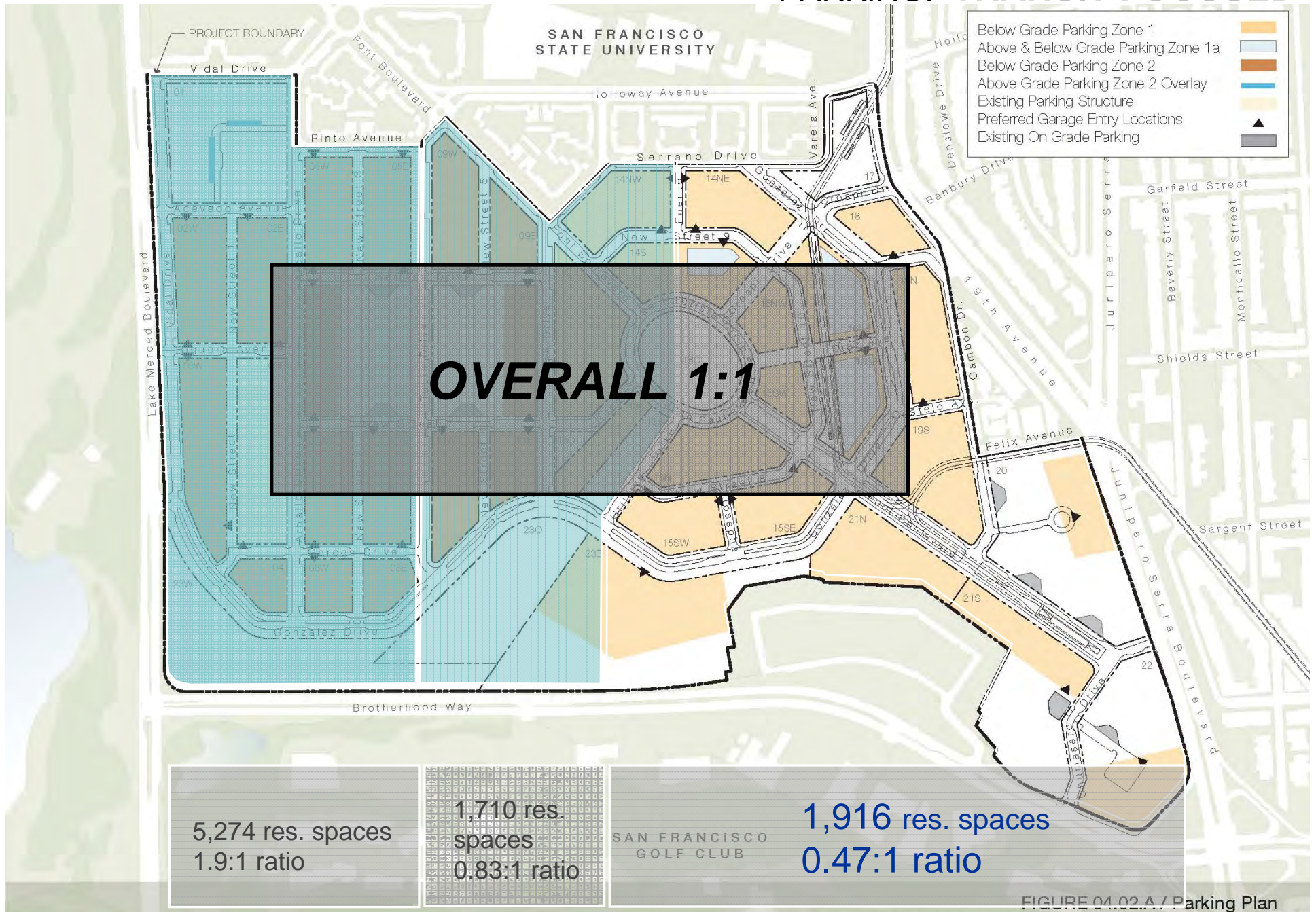


FIGURE 04.02.A / Parking Plan

- ***Unbundled parking*** will allow market-based parking rents to reflect location – spaces further from 19<sup>th</sup> Ave will be priced less than those further east.
- Residents on east side who prioritize proximity to parking will have ability to rent spaces closer.

## PARKING: COMPARABLE STANDARDS

|                       | Parkmerced<br>(MAX) | Hunter's<br>Point<br>(MAX) | Ocean Ave<br>NCT<br>(MAX) | NC-S/RM-1<br>(MIN) |
|-----------------------|---------------------|----------------------------|---------------------------|--------------------|
| Residential           | 1/du                | 1/du                       | 1/du                      | 1/du               |
| Grocery Store         | 1/500 gsf           | 1/370 gsf                  | 1/500 gsf                 | 1/500 gsf          |
| Retail                | 1/750 gsf           | 1/370 gsf                  | 1/1,500 gsf               | 1/500 gsf          |
| Office                | 1/750 gsf           | 1/500 gsf                  | 1/1,500 gsf               | 1/500 gsf          |
| Community/<br>Fitness | 1/1000 gsf          | 1/500 gsf                  | 1/1,500 gsf               | 1/200 gsf          |

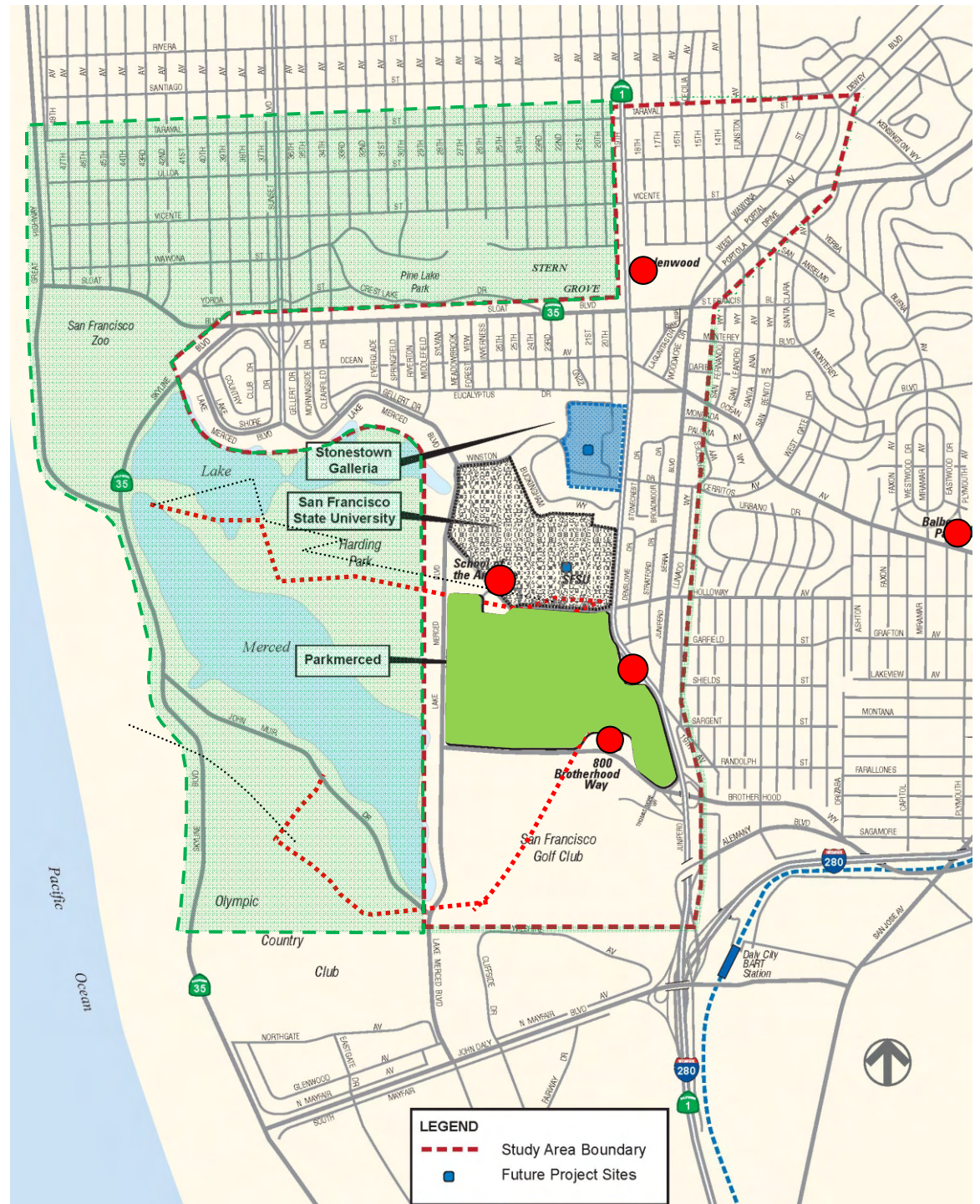
# Regional Connections



# 19th Avenue Corridor Study

## Area Covered

- SFSU
- 800 Brotherhood Way
- 77 Cambon Dr
- Ardenwood
- Stonestown
- SFUSD School of the Arts Site
- Balboa Park Kravgen Site
- Parkmerced



# Traffic & Circulation

- TIER 1 – Projected Regional Growth
- TIER 2 – Tier 1 + Identified Development Projects
- TIER 3 – Tier 2 + Publicly Proposed Transportation Improvements
- TIER 4 - Tier 3 + Privately Proposed Transportation Improvements
- TIER 5 – Tier 4 + Long Term Infrastructure Improvements

# TIER 2

Background  
Growth

+

Projects with No  
Improvements

- SFSU
- 800 Brotherhood Way
- 77 Cambon Dr
- Ardenwood
- Stonestown
- SFUSD School of the Arts Site
- Balboa Park Kragen Site
- Parkmerced



# TIER 3

Background  
Growth

+  
Projects with No  
Improvements

+  
City Improvements



# TIER 3

Background  
Growth

+  
Projects with No  
Improvements

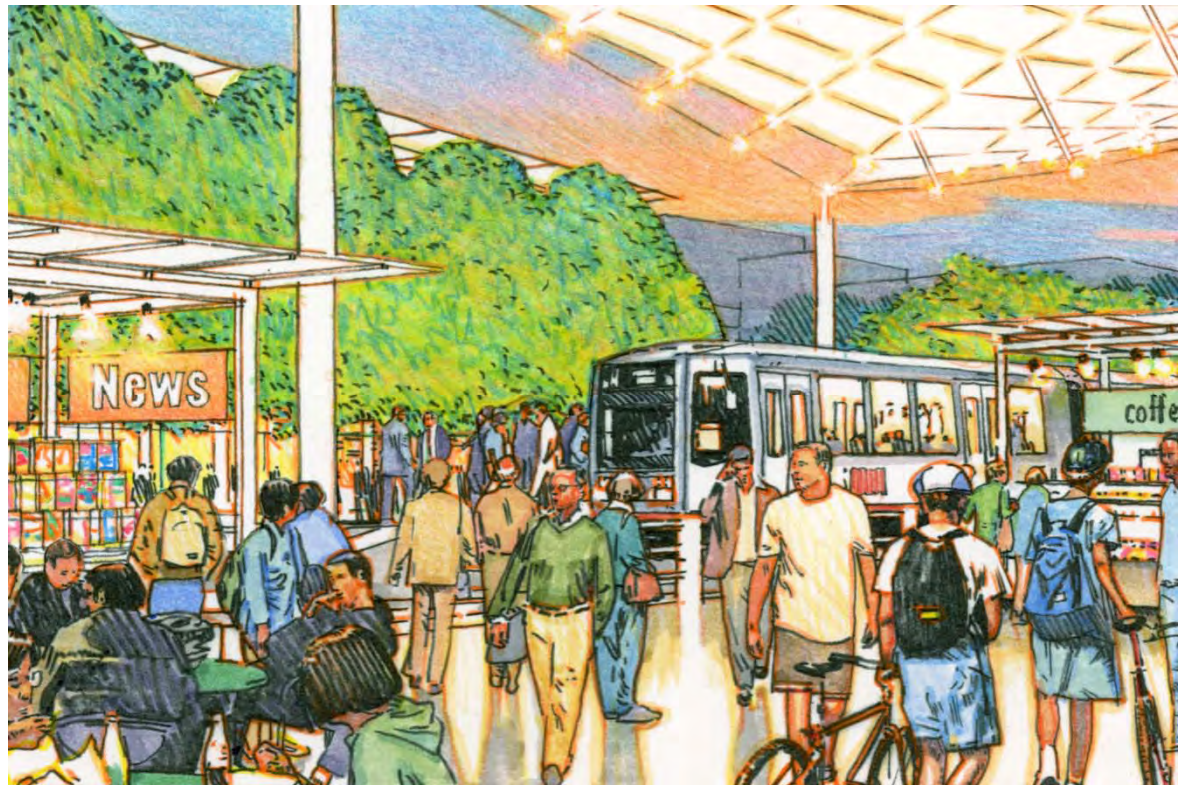
+  
City Improvements



# TIER 4

## Privately Proposed Improvements

- Intersection Improvements
- Pedestrian Safety Improvements
- Bicycle Route Improvements
- Shuttles
- Transportation Demand Management
- MUNI Realignment & Improved Passenger Experience







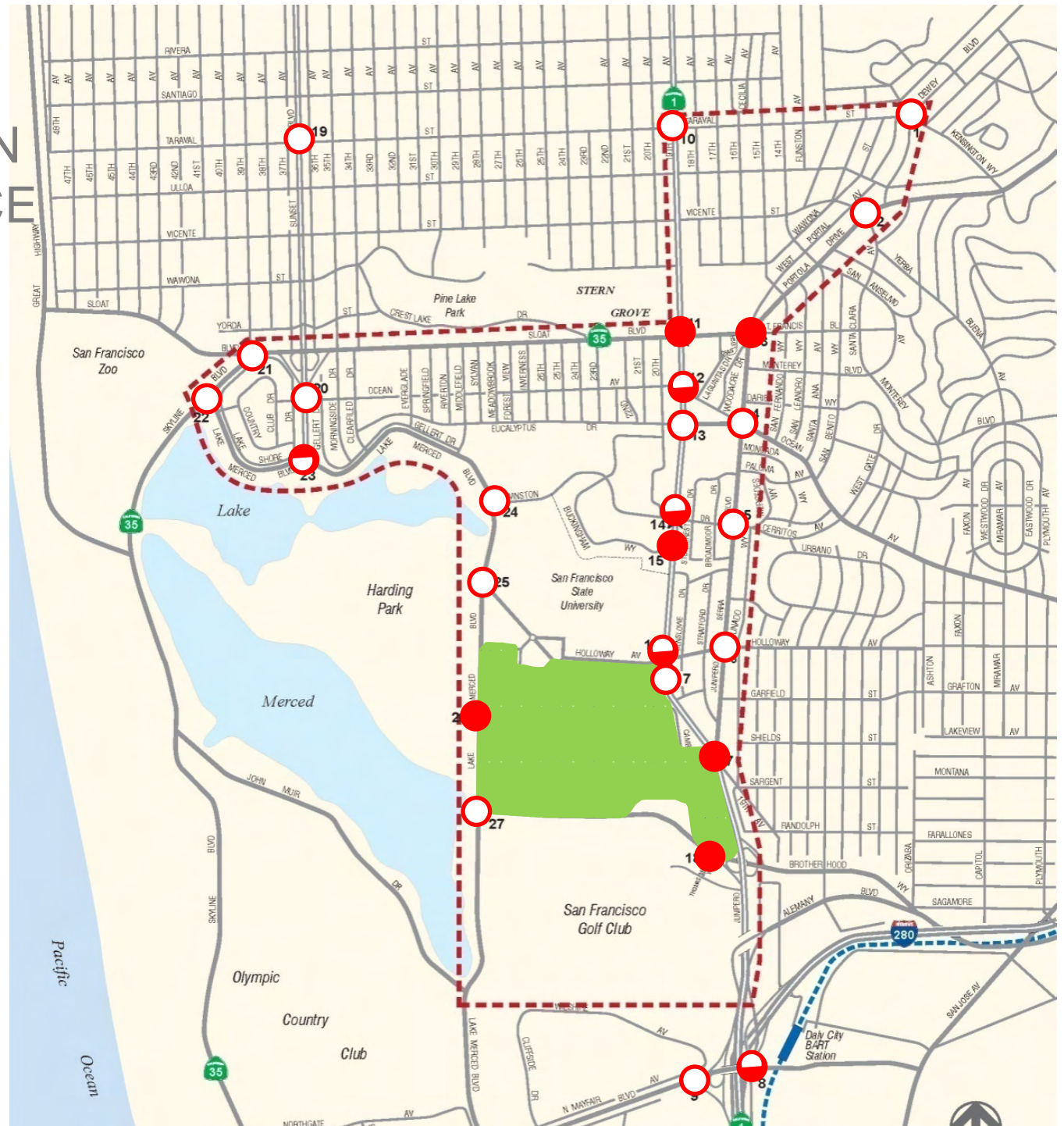
## TIER 4C – Reroute M through Parkmerced



# EXISTING INTERSECTION PERFORMANCE

No. of Intersections with  
Unacceptable LOS  
AM 7  
PM 11








-  Unacceptable AM
-  Acceptable PM
-  Unacceptable AM/PM
-  Acceptable AM/PM

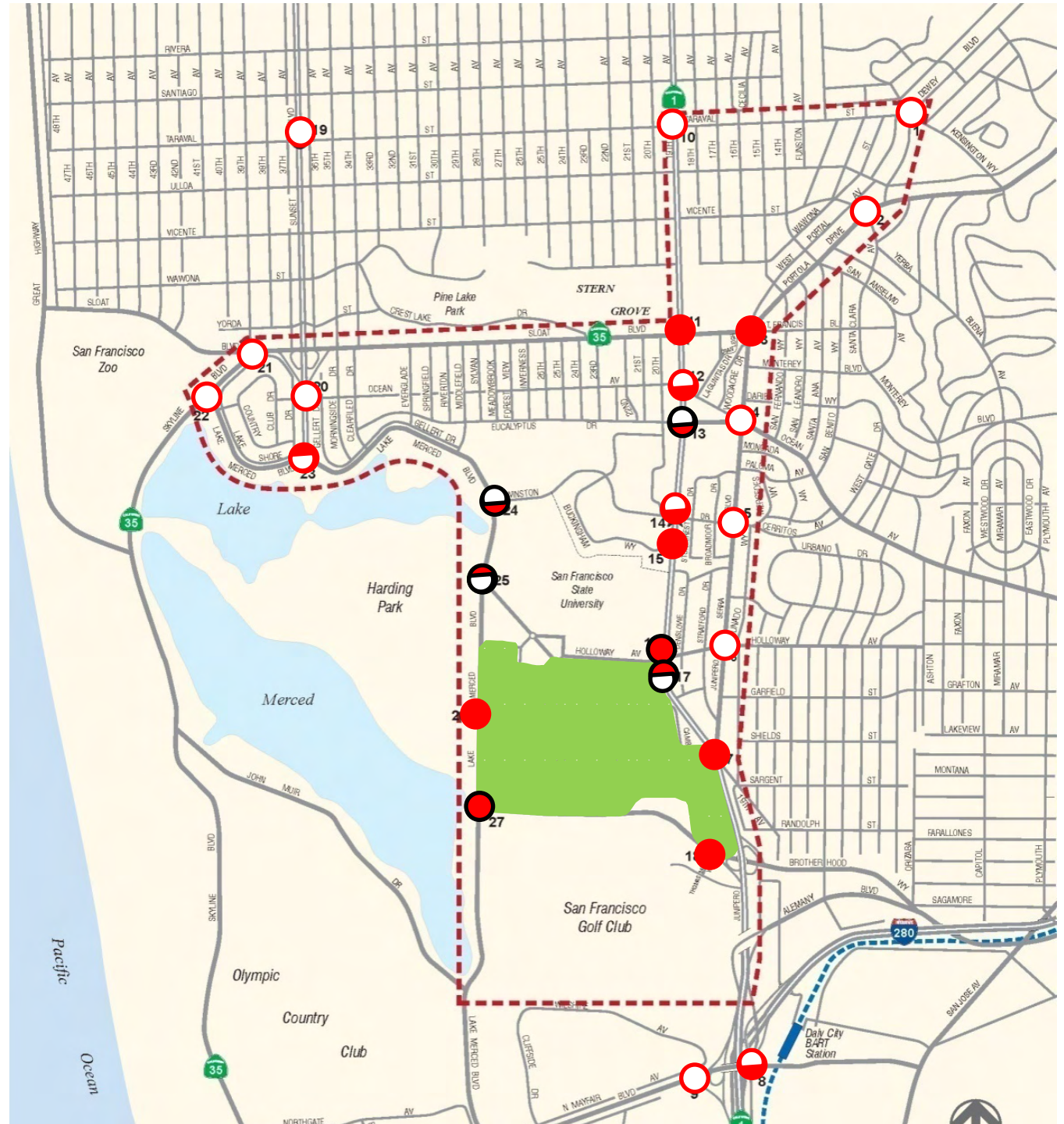


# TIER 1

## Background Growth

No. of Intersections with  
Unacceptable LOS  
AM 11  
PM 15









-    Worse LOS vs. Existing
-  Unacceptable AM
-  Acceptable PM
-  Unacceptable AM/PM
-  Acceptable AM/PM

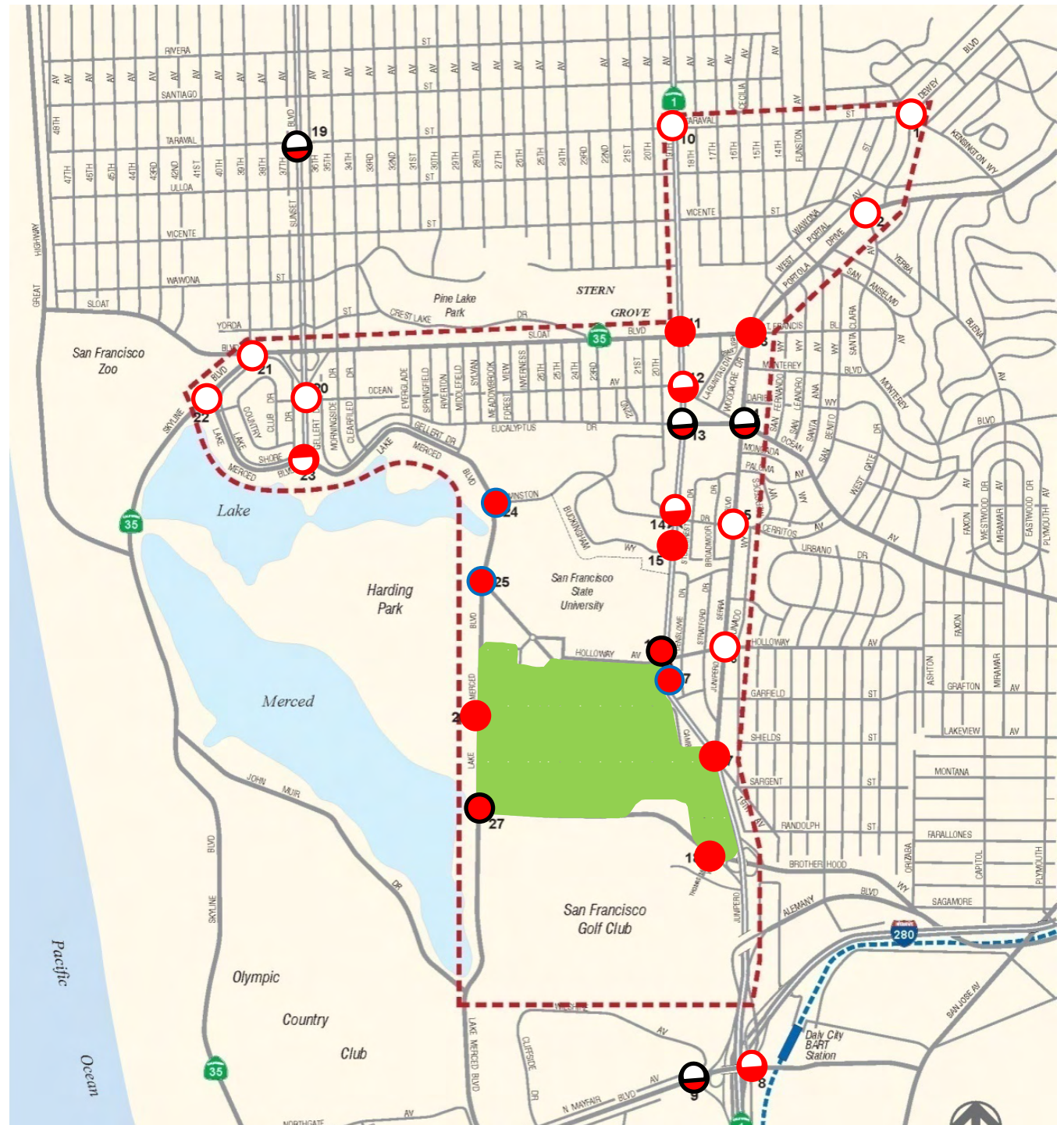


# TIER 2

Background  
Growth  
+  
Projects with No  
Improvements

No. of Intersections with  
Unacceptable LOS  
AM 13  
PM 20

-  Worse LOS vs. Previous Tier
-    Worse LOS vs. Existing
-  Unacceptable AM
-  Acceptable PM
-  Unacceptable AM/PM
-  Acceptable AM/PM



No. of Intersections with  
Unacceptable LOS  
AM 13  
PM 20

-

# TIER 4








Background  
Growth

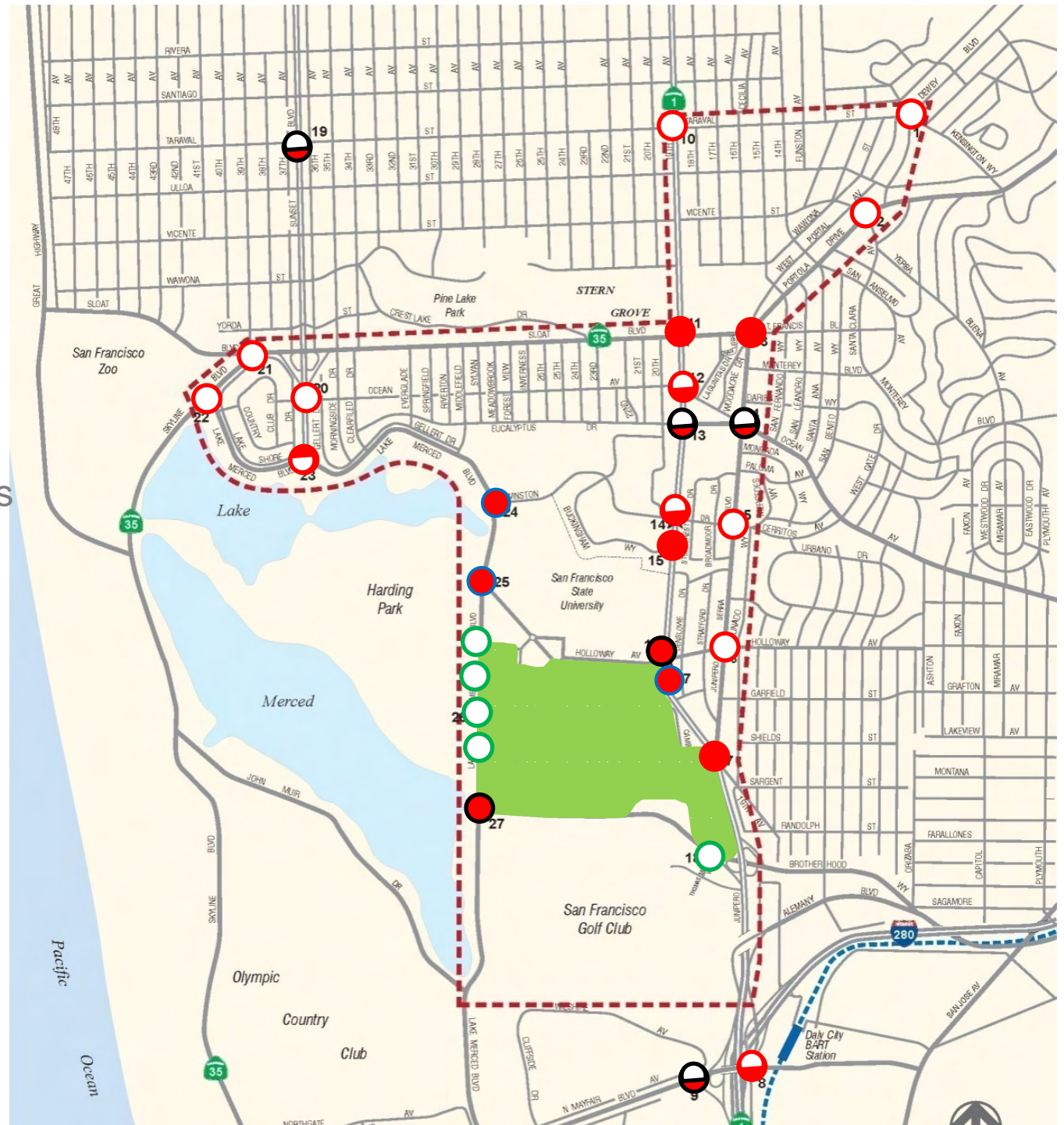
+  
Projects

+  
City Improvements

+  
Project Improvements

No. of Intersections  
with Unacceptable LOS  
AM 11  
PM 19

-  Improved LOS vs. Previous Tier
-  Worse LOS vs. Previous Tier
-  Worse LOS vs. Existing
-  Unacceptable AM
-  Acceptable PM
-  Unacceptable AM/PM
-  Acceptable AM/PM



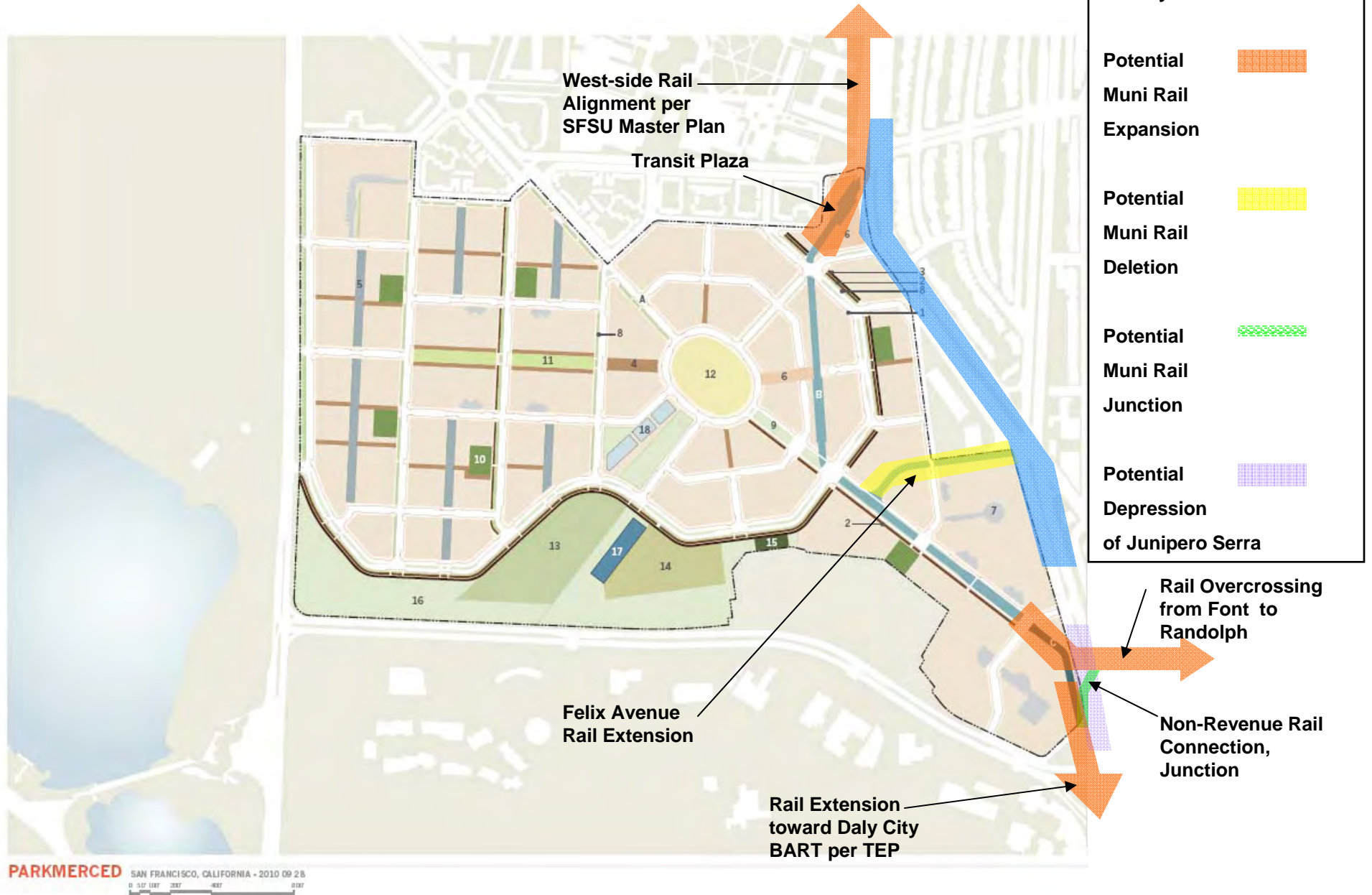
## TIER 5 PROCESS

1. Work with the community to identify priorities and goals for an improved 19<sup>th</sup> Avenue corridor.
2. Establish certainty and project / public agency commitments, as informed by Tiers 1-4.
3. Refine solutions with transportation experts and community input.
4. Leverage commitments to build a better transportation network, maximizing local, state & federal resources.
5. Outline an implementation, phasing & funding strategy.
6. Implement the improvements.

## NEW IDEAS

- [illegible]

# Parkmerced / Tier 5 Concept: Areas of Focus



## Review - Basic DA Structure: **Four “Tiers” of Approvals**

1. **Basic:** (1) GP Amendment; (2) Parkmerced SUD; (3) Zoning Map Amendments; and (4) DA and all Plan Documents
2. **Development Phase:** Programmatic approval of sub-areas within the Project Site consistent with Basic Approvals.
3. **Design Review:** Project-level approval of individual buildings or Community Improvements within a Development Phase.
4. **Implementing:** Agency approval of standard permits necessary for a project subject to a Design Review Approval.

## DA Provisions: **Transportation Basics**

- All Transportation-related CEQA Mitigation Measures & Community Improvements are listed in the **Phasing Plan**.
- All requirements for all improvements based on **PM Peak Vehicle Trip “Triggers”** (except for the MUNI realignment).
- Each **Development Phase Approval** will provide a list with clear development thresholds for delivery of improvements.
- Each improvement must be completed by developer **on or before issuance of the First Certificate of Occupancy** for any new residential building.
- If developer fails to deliver, **City may cease issuing any further Project approvals**.

## DA Provisions: **Contingencies for Community Improvements**

- When a **Non-City Agency** doesn't approve a transportation project within 3 years after good faith diligent efforts.
- Developer provides notice and may request:
  - ✓ Extension of time for original Community Improvement
  - ✓ Substitute Community Improvement
  - ✓ Alternate Community Improvement
- Alternate Community Improvement must replicate the anticipated public benefits of the original.
- Alternate Community Improvement must be equal to the original "benefit of the bargain," based on a "Ballpark Estimate" process.

## DA Provisions: **MUNI Realignment & Tier 5 Options**

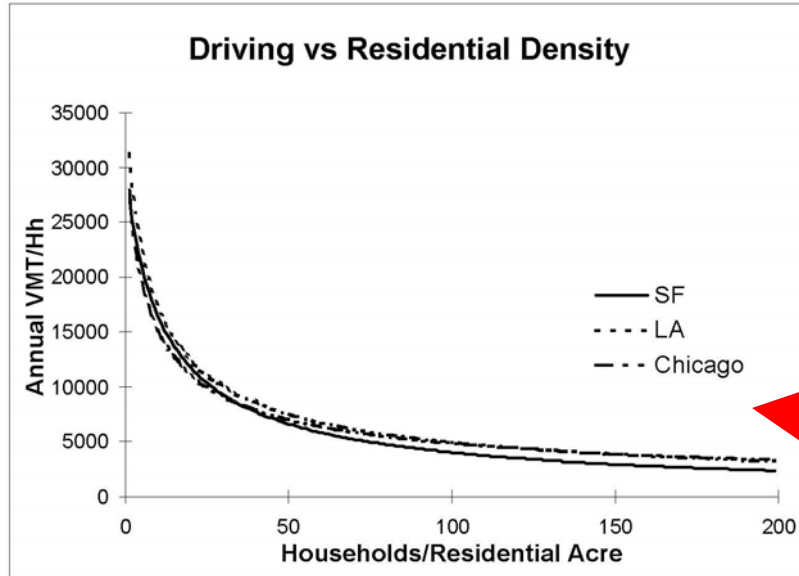
- Construction must commence **on or before net new 2,500 units**, but may start earlier.
- Maximum combined **7-year permitting process**.
- City reserves 2-year period to allow SFMTA to develop a **Modified Tier 5 Realignment** proposal to submit to Caltrans.
- Five years for approval once proposal submitted to Caltrans.
- A modified Alternate Community Improvement process is provided in the unlikely event Caltrans rejects the proposal.
- **Phased construction** of the MUNI Project to preserve City's options to build the Modified Tier 5 MUNI Alignment.

An aerial photograph of a city grid with a large, irregularly shaped area highlighted in light green. This highlighted area contains a dense network of streets and building footprints. Within this green area, there is a central circular plaza or park. To the right of the main green area, there is a smaller, more irregularly shaped area also highlighted in green, containing several building footprints. The rest of the city grid is shown in a light gray tone. The word "Housing" is written in a large, bold, black font in the bottom left corner of the image.

# Housing

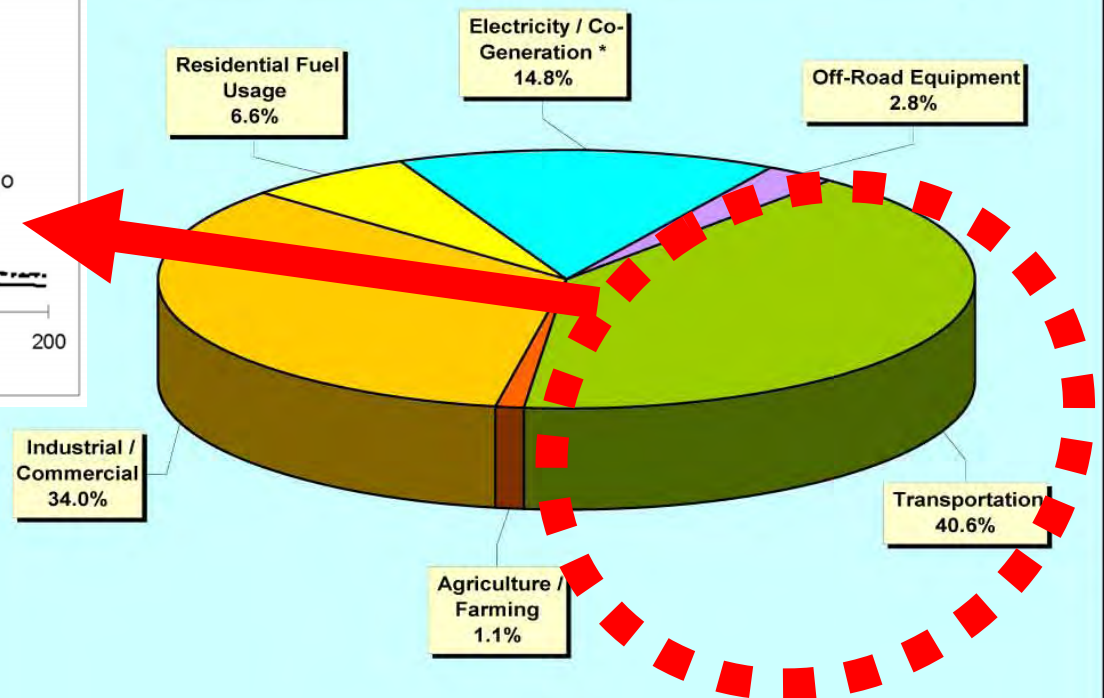
- AB32 mandates statewide reduction of greenhouse gas emissions
- SB 375 requires integrated land-use and transportation planning to mitigate greenhouse gases from passenger vehicles by reducing Vehicle Miles Travelled (VMT)
- Regional growth **will** occur... but must be directed to urban areas where per capita impact is comparatively less than outlying suburban and rural areas

# BAY AREA CARBON FOOTPRINT



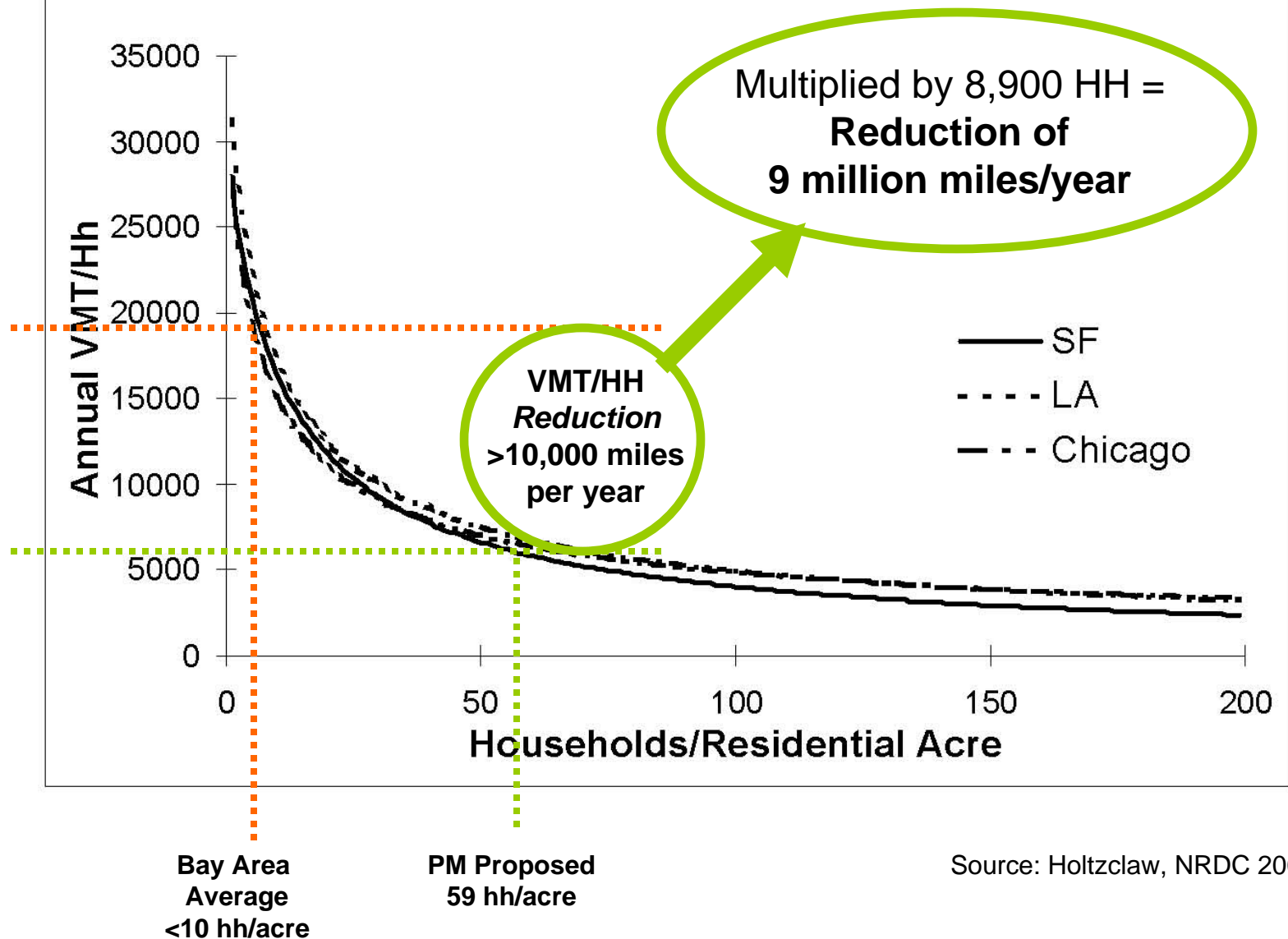
Source: Holtzclaw, NRDC 2000

**Figure 2: 2007 Bay Area GHG Emissions by Sector**



Source: BAAQMD, 2008

## Driving vs Residential Density



## GENERAL PLAN: HOUSING ELEMENT POLICIES

- Ensure new housing has supporting services nearby and focus new housing as part of “complete” neighborhood plans.

*(2004 Policies 11.2, 12.2; Draft 2009 Policies 1.2, 1.8, 4.5, 11.5, 12.2, 12.3)*

*Proposed project will add housing and supporting services and amenities in an integrated manner to create a “complete neighborhood” and to provide more opportunity for residents to meet daily needs in the immediate vicinity within walking distance.*

- Encourage new housing that makes efficient use of infrastructure and relies on sustainable transportation.

*(2004 Policies 11.2, 12.2; Draft 2009 Policies 12.1, 13.1, 13.3)*

*Proposed project is located in a transit-rich location with additional likelihood of enhancement, one of the few such locations on the west side of the City.*

## GENERAL PLAN: HOUSING ELEMENT POLICIES

- Preserve existing and encourage new rental units, especially rent-controlled and permanently affordable rental units. Ensure demolition of units results in replacement and a net increase in units.

*(2004 Policies 2.3, 6.0, 8.1; Draft 2009 Policies 2.1, 3.0, 3.1, 4.4)*

*Proposed project is replacing existing rent-controlled rental units 1-for-1. New units will be a mix of rental and for-sale. Proposed project will result in creation of a substantial net increase in both affordable units and overall units.*

- Ensure new permanently affordable housing is located in all of the City's neighborhoods. *(2004 Policy 8.4; Draft 2009 Policy 4.5)*

*Proposed project at minimum will provide at least 1/3 of required BMR units (approx. 271 units) on-site.*

|                                    |   |
|------------------------------------|---|
| <b>All on-site:</b>                | approx. 812 BMR units on-site                               |
| <b>1/3 on-site + 2/3 off-site:</b> | approx. 271 BMR on-site, 731 BMR off-site (1,002 BMR total) |
| <b>1/3 on-site + In-Lieu Fee:</b>  | approx. 271 BMR on-site, \$229m in-lieu fee                 |

## GENERAL PLAN: HOUSING ELEMENT POLICIES

- Provide a diversity of unit types to support varying household needs, including family housing.

*(2004 Policy 4.5; Draft 2009 Policies 4.1, 4.5)*

*Proposed project will introduce a wide variety of unit sizes and housing types, with a significant increase in the total number of 2- and 3-bedroom units.*

# Existing Housing Types

- 2-Story Garden Apartments
- 13-Story Tower Apartments



## EXISTING UNIT MIX

|                     | 3BR        | 2BR          | 1BR          | Studio   | TOTAL |
|---------------------|------------|--------------|--------------|----------|-------|
| Garden<br>(2 story) | 12%<br>191 | 52%<br>805   | 36%<br>542   | 0%<br>0  | 1,538 |
| Tower<br>(13 story) | 3%<br>43   | 63%<br>1,058 | 33%<br>571   | 1%<br>11 | 1,683 |
| TOTAL               | 7%<br>234  | 58%<br>1,863 | 35%<br>1,113 | 0%<br>11 | 3,221 |

# Proposed Housing Types

- Townhomes
- 3-Story Flats
- 4-Story Walk-Ups
- 6-Story Low-Rise Units
- 8-10-Story Mid-Rise Units
- 13-Story Tower Units
- Live-Work Units



# WALK-UP UNITS



## PROPOSED UNIT MIX

|   | 3BR          | 2BR          | 1BR          | Studio   | TOTAL |
|---|--------------|--------------|--------------|----------|-------|
| Townhouse\<br>Low-rise<br>(3 – 6 story) | 15%<br>487   | 48%<br>1,546 | 37%<br>1,206 | 0%<br>0  | 3,239 |
| Mid-rise<br>(8 – 10 story)              | 19%<br>519   | 47%<br>1,260 | 34%<br>908   | 0%<br>0  | 2,687 |
| Tower<br>(11 – 14 story)                | 25%<br>323   | 45%<br>581   | 30%<br>387   | 0%<br>0  | 1,291 |
| Tower<br>(existing<br>13 story)         | 3%<br>43     | 63%<br>1,058 | 33%<br>571   | 1%<br>11 | 1,683 |
| TOTAL                                   | 15%<br>1,372 | 50%<br>4,445 | 35%<br>3,072 | 0%<br>11 | 8,900 |

## HOUSING: UNIT MIX AND HOUSING TYPE

- Overall unit size mix would remain unchanged (65% 2BR+), with a larger share of 3BR units in the proposed project than existing (15% vs 7%).
- Proposed project has a much greater range of unit types (townhouse, low- and mid-rise flats, high-rise flats) than existing neighborhood.
- Proportion of tower units would decrease from 52.2% to 33.4%.

# Existing Garden Apartment Amenities

## Benefits

- Individual private front doors
- Patio Homes - connection to outside
- Courtyards
- Townhome quality – feels like single family dwelling, not an apartment



# Existing Garden Apartment Challenges

## Drawbacks

- Not ADA accessible
- Aging construction – water infiltration and dry rot
- No insulation and drafty
- No soundproofing
- Domestic hot water challenges
- Undersized electrical service
- Limited storage space
- Expensive to operate
- Not enough ‘eyes on the street’



# Proposed Unit Amenities

## Additional Amenities/ Upgrades

- New Windows
- New Finishes
- New Casework



# Proposed Unit Amenities

## Additional Amenities/ Upgrades

- New Windows
- New Finishes
- New Casework
- Washer/ Dryers in every unit
- Dashboard Monitor to Track Energy Consumption and Vampire Power Outlets
- Low Flow Fixtures
- Energy Star Appliances
- Accessibility



# Existing Open Space Configuration

## Benefits

- Courtyards
- Community Gardens
- Three Playgrounds

## Drawbacks

- Unusable open space
- Un-programmed open space
- Leaks in aging irrigation system
- Resource Consumptive
- Trees/ plants at the end of their lifespan



# Proposed Open Space Configuration

## Benefits

- Courtyards
- Community Gardens
- Playgrounds
- Neighborhood Parks
- Organic Farm
- Pond
- Playing Fields
- Recreation Areas
- Dedicated Bike Lanes
- Pedestrian Paseos



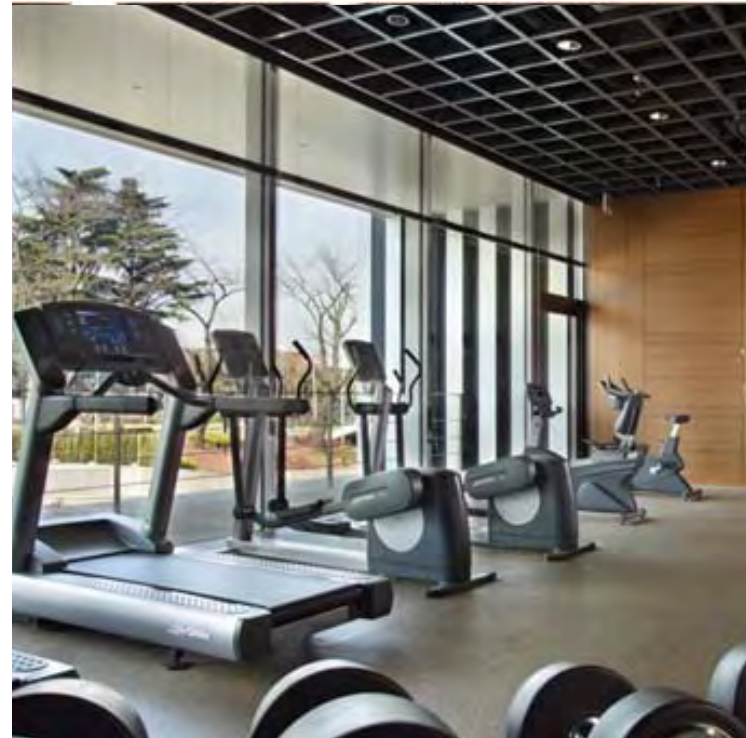
# Existing Amenities & Services

- Farmer's Market
- New Tower Gyms and Business Center



# Proposed Amenities & Services

- Farmer's Market
- New Tower Gyms and Business Center
- Commercial & Retail Core
- Grocery Store
- Neighborhood Parks with Corner Markets and Cafes
- Fitness and Community Center



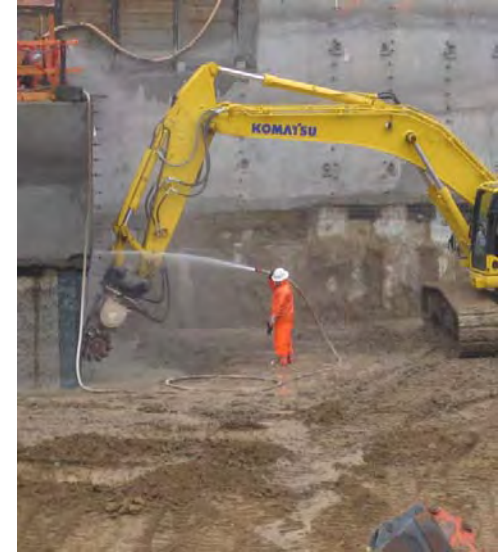
# Existing On-Going Renovations

- Disturbance to occupied apartments during renovation



# New Construction

- Dust control
- Air quality control
- Noise control
- Street sweeping
- Respectful construction hours
- Construction traffic control
- Good neighbor parking policy
- Construction rideshare program
- Sensitive site area control
- Construction site perimeter control



[illegible]

D

# Phase 4



# Phase 4



# Phase 4



The map illustrates the Merced Heights neighborhood, bounded by a red dashed line. Key streets include Vidal Drive, Acevedo Avenue, Higuera Avenue, Arballo Drive, New Street, Serrano Drive, Pinto Avenue, Tapia Drive, Serrano Drive, Font Boulevard, Gonzalez Drive, Cambo Drive, Diaz Avenue, Castel Avenue, Felix Avenue, Chumaseo Drive, Brotherhood Way, and Junipero Serra Boulevard. A central circular area is labeled 'Juan Bautista Circle'. The map also shows the San Francisco State University to the north, the San Francisco Golf Club to the south, and the Merced Heights Playground to the east. A red dashed line outlines the neighborhood boundary.

D

The map illustrates the Merced Heights neighborhood, a residential area in San Francisco. Key features include:

- Streets:** Major thoroughfares like Junipero Serra Boulevard and 19th Avenue are shown. Local streets include Vidal Drive, Acevedo Avenue, Higuera Avenue, Brotherhood Way, and various residential streets such as Serrano Drive, Serrano Drive, and Serrano Drive.
- Parks and Recreation:** The Merced Heights Playground is located in the southeast. The San Francisco Golf Club is situated to the south, and the San Francisco State University is to the north.
- Landmarks:** The map shows the layout of the neighborhood, including the Merced Heights Playground and the San Francisco Golf Club.

D

This map illustrates the Merced Heights neighborhood, a residential area in San Francisco. The neighborhood is bounded by Lake Merced Boulevard to the west, Brotherhood Way to the south, and Junipero Serra Boulevard to the east. Key streets include Vidal Drive, Acevedo Avenue, Higuera Avenue, Arballo Drive, New Street, Serrano Drive, Pinto Avenue, Tapia Drive, Serrano Drive, Font Boulevard, Gonzalez Drive, Diaz Avenue, Cambo Dr., 19th Avenue, Felix Avenue, Chumaseo Drive, and Brotherhood Way. The map also shows the San Francisco State University to the north and the San Francisco Golf Club to the south. The Merced Heights Playground is located near the center of the neighborhood. The map uses a color-coded system to distinguish between different types of land use: green for parks and open space, yellow for residential areas, and blue for water bodies. The map is oriented with North at the top.

5 PARK  
COURSE

D

# Replacement Rent-Control Units:

## Process to date

- **Draft DA is not complete.**
- Continual revisions based on:
  - ✓ On-going advice & review by City Attorney's Office.
  - ✓ On-going consultation with Rent Board ED & staff attorneys.
  - ✓ Input from public hearings.
- **City cannot contract around State Law.** And we are indemnified if any provision conflicts, per DA Section 2.7.
- Distinguish between **policy decisions** vs. **legal requirements**.

# Replacement Rent-Control Units:

## Some Guiding Principles

- **Protect existing tenants.**
- Put nobody in a materially worse position.
- Transparency & fairness.
- Acknowledge policy trade-offs (e.g., patios & balconies).
- Adjudicate disputes through existing Rent Board procedures except for a limited range of policy decisions.
- Fund & create more income-targeted affordable housing.
- **Acknowledge Citywide & region-wide needs.**

# Replacement Rent-Control Units:

## Costa Hawkins (CH) Issues

- In general, does not allow cities to impose rent-control on newly constructed units.
- But contains an **express exception** to allow cities & private parties, by mutual consent, to impose rent control.
- Refers to “**forms of assistance**” specified in the State Density Bonus Statute, which include “**density bonuses**” and “**concessions or incentives.**”
- Similar approach applied to City’s existing BMR ordinance.
- Combined package of benefits in SUD & DA satisfies CH’s “public assistance exception.”

# Replacement Rent-Control Units:

## Example of some forms of assistance in DA & SUD

- Elimination of maximum density controls.
- Reduced setback & rear yard requirements.
- Increased permissible height & bulk envelopes.
- Elimination of CU requirements for new buildings exceeding 40 feet in height and for residential demolitions.
- Permitting more commercial mixed-use development than would be allowed under current zoning.
- Vesting development rights for the Project for 30 years

# Replacement Rent-Control Units:

## Definition of Existing Tenant

- Any person who executed a lease to an existing unit with occupancy rights, and
- Any subsequent occupants residing in an Existing Unit with knowledge and/or approval by Developer, **when**:
  - 1) Construction starts on a Replacement Bldg & **Initial Notice** is sent to tenants in a To-Be-Replaced Bldg; **and**
  - 2) City issues the **First Certificate of Occupancy** for the Replacement Bldg
- Disputes regarding Existing Tenant status **must be adjudicated by Rent Board** as part of Initial Notice process.

# Replacement Rent-Control Units:

## Description of Replacement Units

- One for one replacement.
- Same bedroom & bathroom count (10 unit types).
- Similar size floor area & storage areas (by averages).
- New units allocated based on seniority by unit type.
- Same Base Rent with old pass-throughs eliminated.
- Same lease terms, except for location.
- No new pass-throughs for project costs.
- New appliances in units (washer, dryer & dishwasher).
- Same parking rights & rents, not same location.
- All moving expenses covered, except packing.
- Replacement patios & balconies not guaranteed.

# Replacement Rent-Control Units:

## Relocation Process: **Tenant Relocation Plan**

- **Advanced Notice:** not less than 2 yrs; 3+ yrs more likely.
- No units can be demolished until a Replacement Bldg is built and a similar unit is ready to be occupied.
- Before *any permit* for a Replacement Bldg can be submitted, City must approve a **Tenant Relocation Plan**, that includes:
  - ✓ Location of “To-Be-Replaced Units” & new Replacement Units
  - ✓ # of Existing Tenants & estimated schedule for relocation
  - ✓ Detailed description of notice & selection process in DA

# Replacement Rent-Control Units:

## Relocation Process: **Initial Notice**

- Within 90 days after commencement of construction on Replacement Bldg, Developer must deliver **Initial Notice**.
- Must be delivered to all Existing Tenants, Rent Board & any resident's association.
- Contents:
  - ✓ Detailed explanation of rights of Existing Tenants.
  - ✓ Statement that rights (and redress) may be obtained through Rent Board.
  - ✓ Anticipated completion date of Replacement Bldg.
  - ✓ Anticipated relocation dates for each Existing Tenant.

# Replacement Rent-Control Units:

## Relocation Process: **After Initial Notice**

- **Availability Notice (to Tenant)** – Issued 1 yr to 6 months before issuance of First Certificate of Occupancy for Replacement Bldg.
- **1st Acceptance Notice (to Developer)** – Tenant must inform Developer within 20 days of their top 5 Replacement Unit choices.
- **Replacement Unit Notice (to Tenant)** – Developer must inform Existing Tenant of proposed Replacement Unit after selection by seniority & unit type.
- **2<sup>nd</sup> Acceptance Notice (to Developer)** – Tenant must inform Developer within 30 days of acceptance or rejection of proposed Replacement Unit.
- **Relocation Notice (to Tenant)** – Delivered upon receipt of First Certificate of Occupancy for a Replacement Unit to any Existing Tenant who has sent Developer a 2<sup>nd</sup> Acceptance Notice.
  - ✓ Tenant & Developer agree on move-in date 30-60 days after.

# Replacement Rent-Control Units:

## Rights of Existing & New Tenants in “To Be Replaced Housing”

- Existing Tenants choosing to remain in their original unit may stay until all of the three following events take place:
  - ✓ Demolition permit issued by City.
  - ✓ Developer stops leasing other remaining vacant units.
  - ✓ Developer delivers 60-day notice to vacate.
- Existing Tenants provided with relocation assistance under Sec. 37.9A(e) of Rent Ordinance (Up to \$13,500).
- Developer may lease vacant To-Be-Replaced units to **New Tenants** until 60-day notice to vacate delivered to any tenant.
- New Tenants not provided with relocation assistance.

# PARKMERCED

Planning Commission  
Informational Presentation  
December 16, 2010

