

PARKMERCED

San Francisco Planning Commission
Informational Presentation
November 4, 2010



Hearing Schedule

- Today:**
- (1) Overview of Project Components
 - (2) Overview of Special Use District
 - (3) Overview of DA: (a) Key Components & Concepts; (b) Phasing Plan & Phase approvals process; (c) Design Review Approvals; (d) Implementing Approvals
- Nov 18:**
- (1) Urban Design, Open Space
 - (1a) DA and Public Improvements: Access & Maintenance
 - (2) Sustainability Plan
 - (2a) DA & Sustainability: SFPUC agreements
- Dec 9:**
(*at Parkmerced*)
- (1) DA Housing Issues: (a) General Plan Consistency and SB375; (b) Rent Control & Tenant Relocation Plan; (c) BMR Housing Proposal
 - (2) Transportation Plan
 - (2a) DA: Transportation Implementation and SFMTA

Hearing Schedule

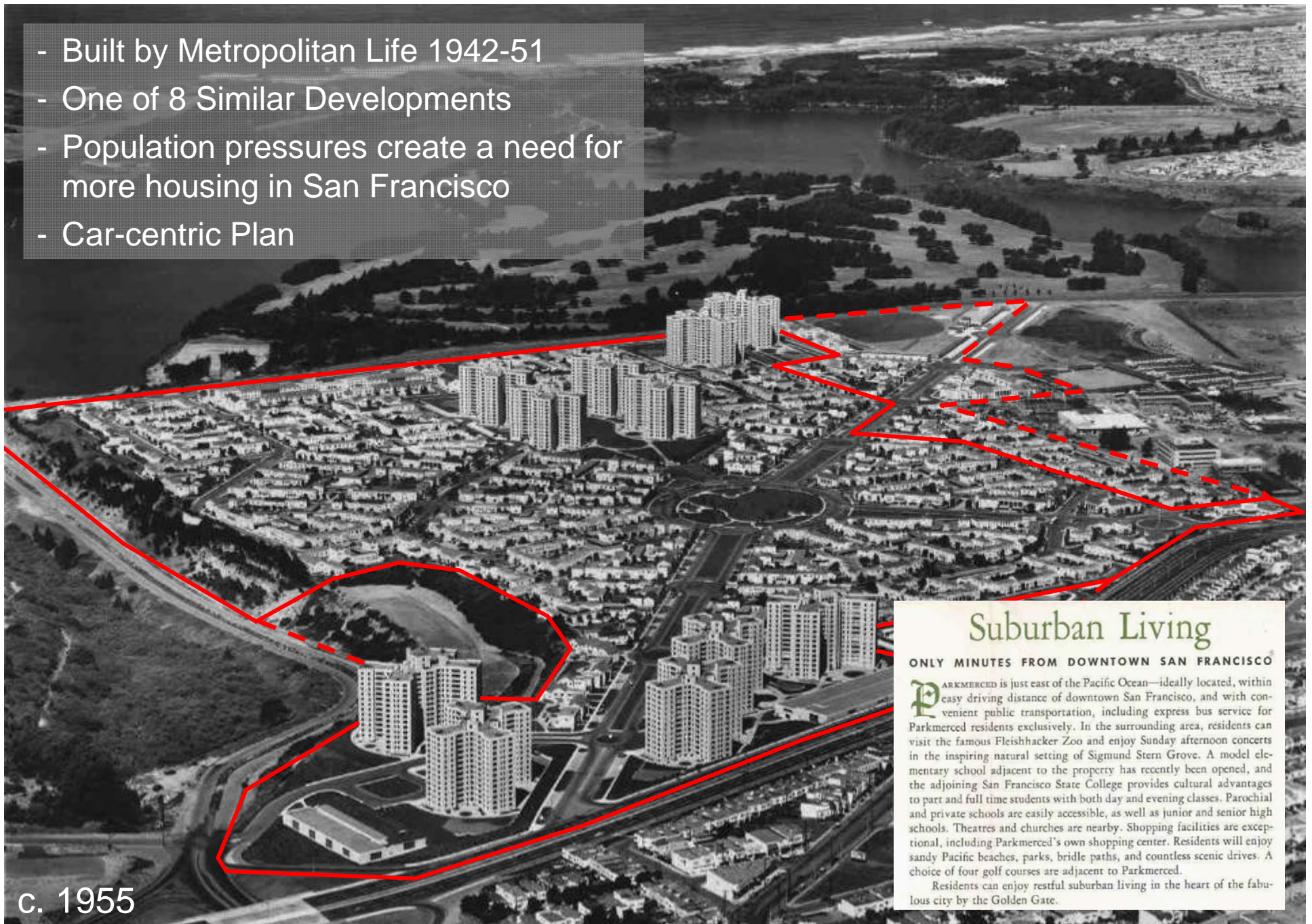
Dec 16:

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

Jan 20:

- (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

- Built by Metropolitan Life 1942-51
- One of 8 Similar Developments
- Population pressures create a need for more housing in San Francisco
- Car-centric Plan



c. 1955

Suburban Living

ONLY MINUTES FROM DOWNTOWN SAN FRANCISCO

PARKMERCED is just east of the Pacific Ocean—ideally located, within easy driving distance of downtown San Francisco, and with convenient public transportation, including express bus service for Parkmerced residents exclusively. In the surrounding area, residents can visit the famous Fleishhacker Zoo and enjoy Sunday afternoon concerts in the inspiring natural setting of Sigmund Stern Grove. A model elementary school adjacent to the property has recently been opened, and the adjoining San Francisco State College provides cultural advantages to part and full time students with both day and evening classes. Parochial and private schools are easily accessible, as well as junior and senior high schools. Theatres and churches are nearby. Shopping facilities are exceptional, including Parkmerced's own shopping center. Residents will enjoy sandy Pacific beaches, parks, bridle paths, and countless scenic drives. A choice of four golf courses are adjacent to Parkmerced.

Residents can enjoy restful suburban living in the heart of the fabulous city by the Golden Gate.

Parkmerced: Resource Consumptive



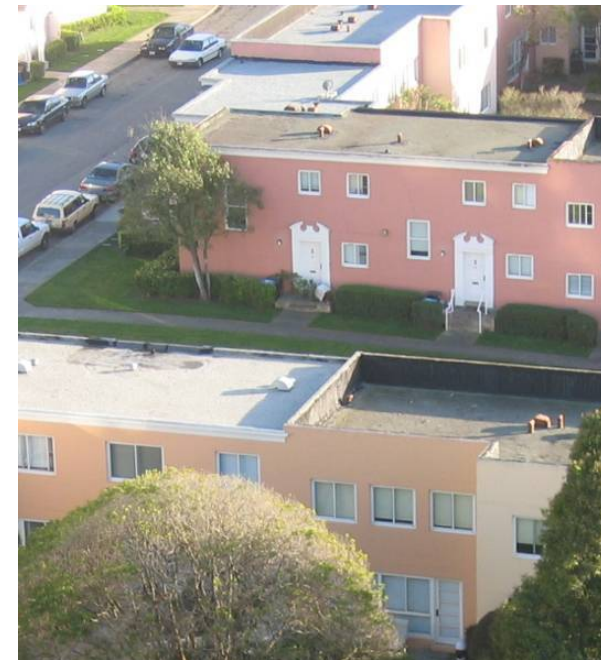
Construction

- Un-insulated walls
- Inefficient fixtures and appliances
- Undersized electric service
- Material decay & water intrusion
- Not ADA code compliant



Un-Sustainable Landscape

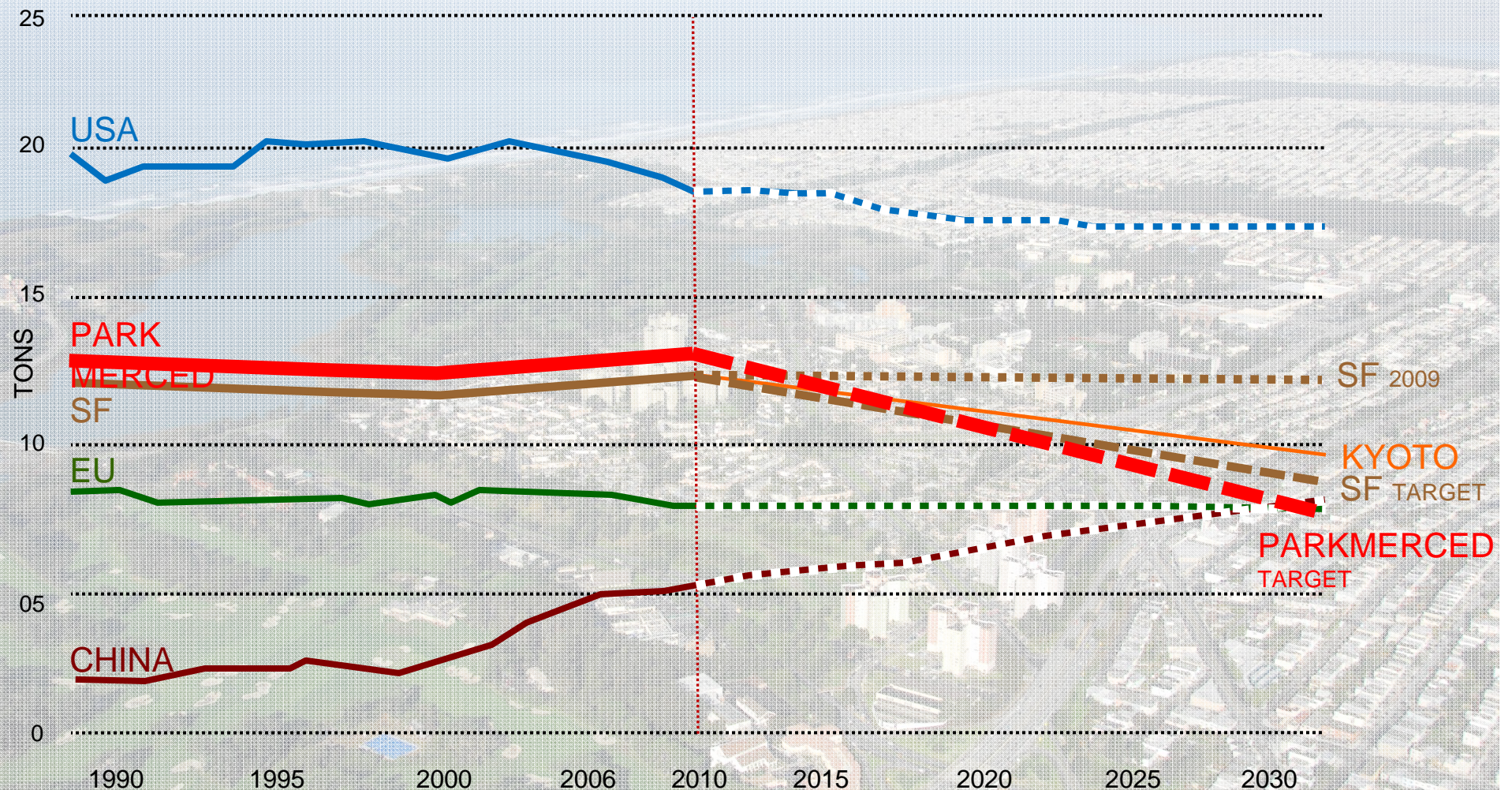
- Unusable spaces
- Low plant variety, poor drainage, water wasted
- Non-Native Species
- Heavy fertilization
- Uses 55,000,000 gal/yr



Street Vitality

- Concealed isolated spaces and through routes
- Changes in Use Patterns
- Not enough 'Eyes on the Street'

Carbon Dioxide Emission per Capita



Source: EIA Annual 2006 and World Energy Projections Plus 2009

Regional Connections





Parkmerced: 21st Century Principles

Build an **ENVIRONMENTALLY SUSTAINABLE** community

Increase **HOUSING** rental & for sale

Create **TRANSIT-ORIENTED** neighborhood

Create a **SOCIAL HEART** for the community

Provide a **DIVERSE COMMUNITY**

Parkmerced Environmental Metrics

A map of the Parkmerced area, showing various environmental metrics. The map includes a blue background representing water, green areas for parks and open spaces, and a grey grid for urban areas. Major roads like Highway 101 and Highway 280 are marked. Overlaid on the map are several red and green shaded regions, likely representing different environmental zones or project areas. The metrics are listed on the left side of the map, with corresponding percentages or job counts on the right side.

Auto Trips

50% REDUCTION

**Green House
Gas Emissions**

60% REDUCTION

Energy

60% REDUCTION

Water

60% REDUCTION

Jobs

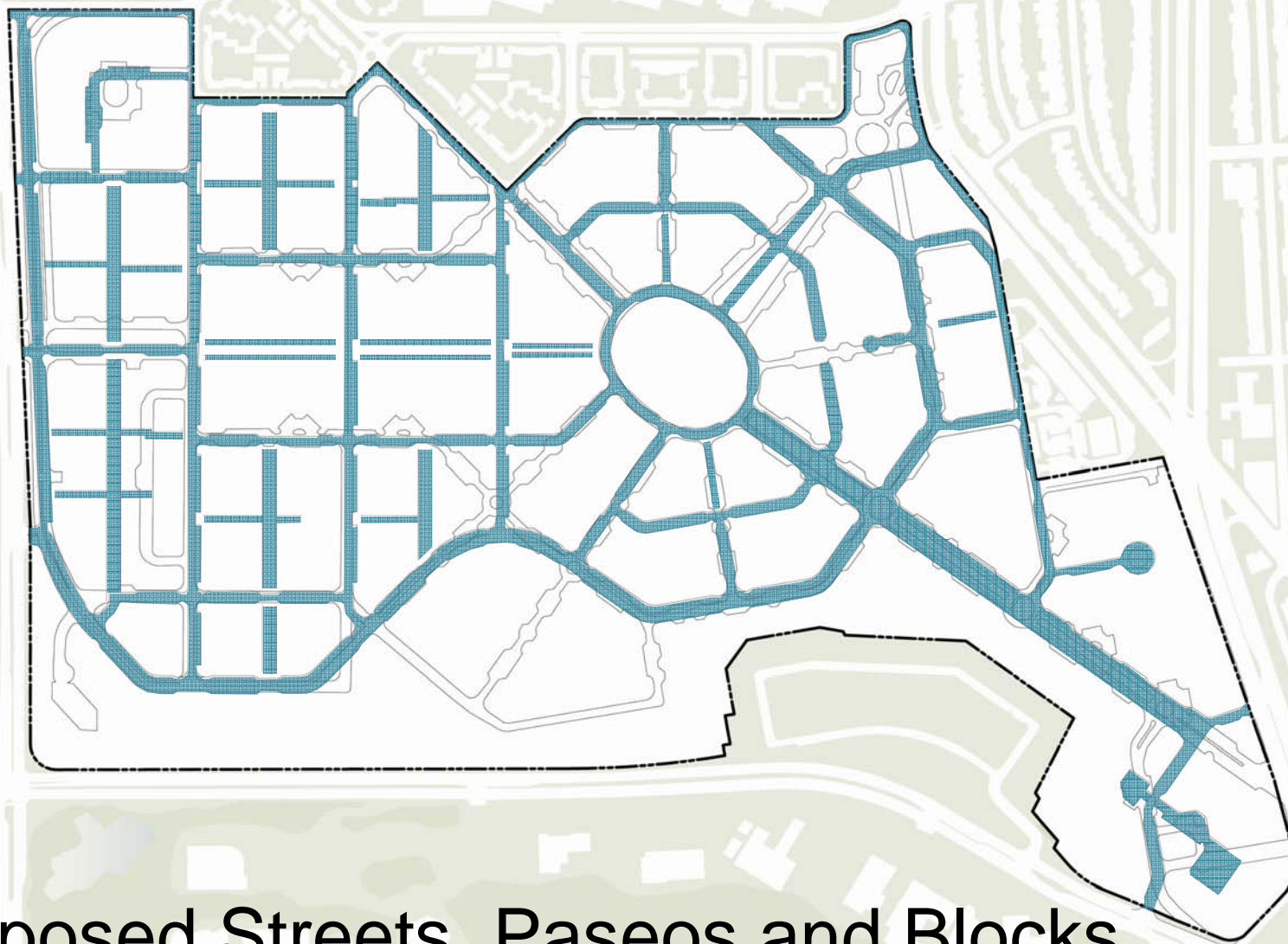
1,500 Permanent Jobs

Project Components

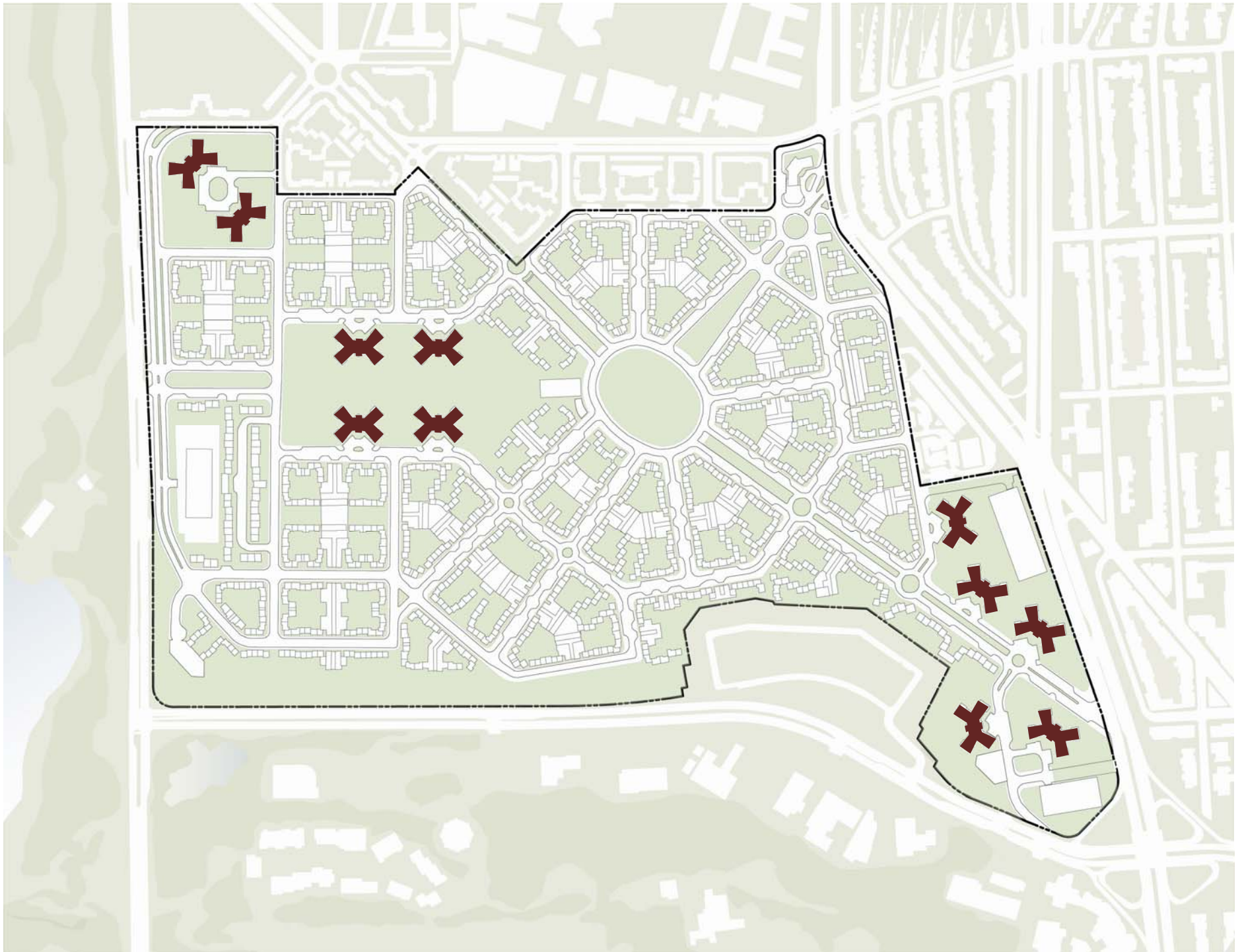
- **Street and Block Re-Configuration and Re-Design**
- **Mixed-Use Land Use Program**
- **Open Space and Amenity Improvements**
- **Multi-modal Transportation Improvements and Programs**
- **Resource Sustainability and Ecological Performance Investments**



Existing Streets and Blocks



Proposed Streets, Paseos and Blocks









Land Use Program

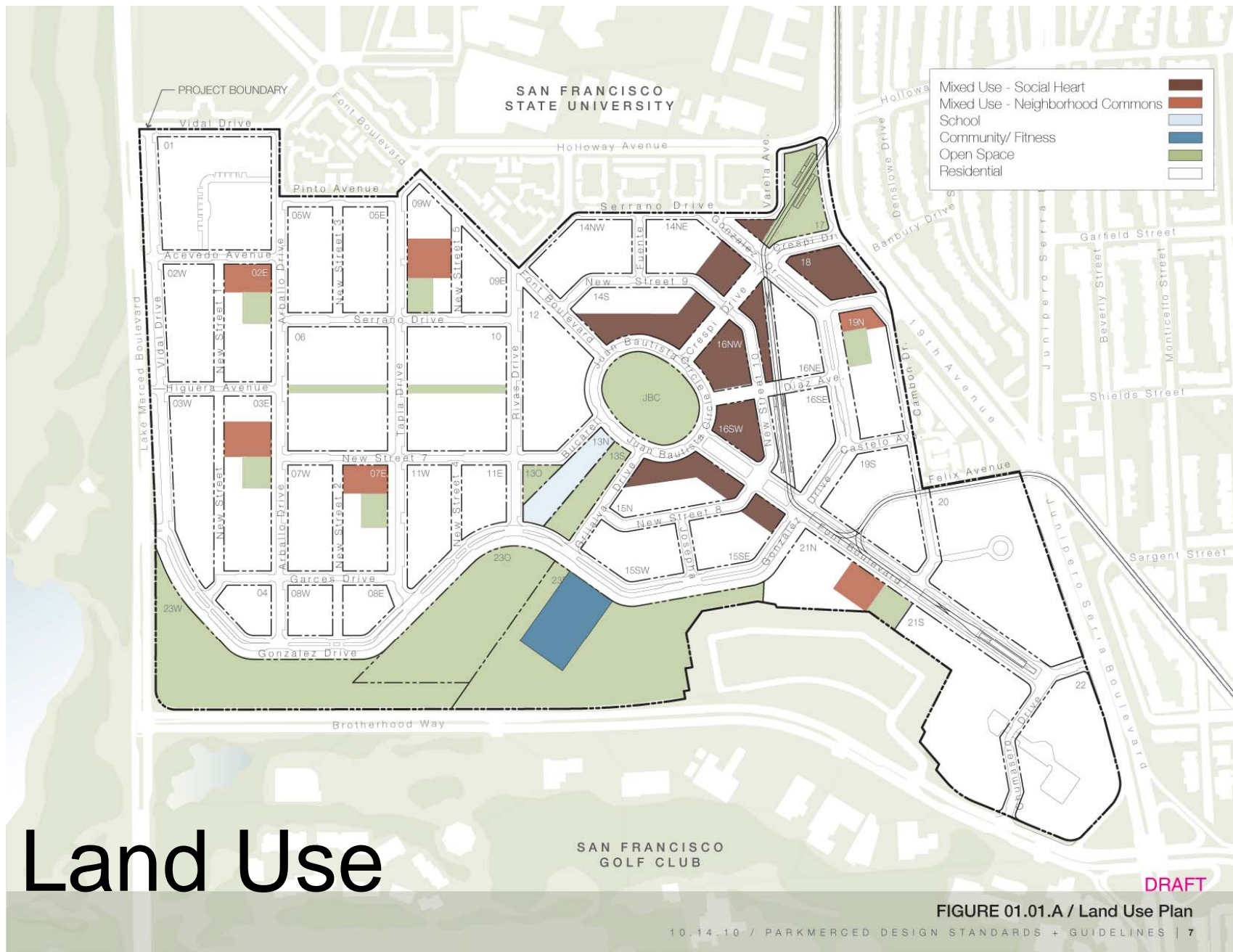
Housing:

Existing Units To Remain (<i>Subject to Rent Ordinance</i>)	1,683
New Replacement Units (<i>Subject to Rent Ordinance</i>)	1,538
<u>Net new Units</u>	<u>5,679</u>
<i>Total Dwelling Units</i>	<i>8,900</i>

Non-Residential:

Neighborhood Retail	230,000 sf
Office	80,000 sf
Elementary School	25,000 sf
Community Center	64,000 sf

Open Space:	2,964,000 sf
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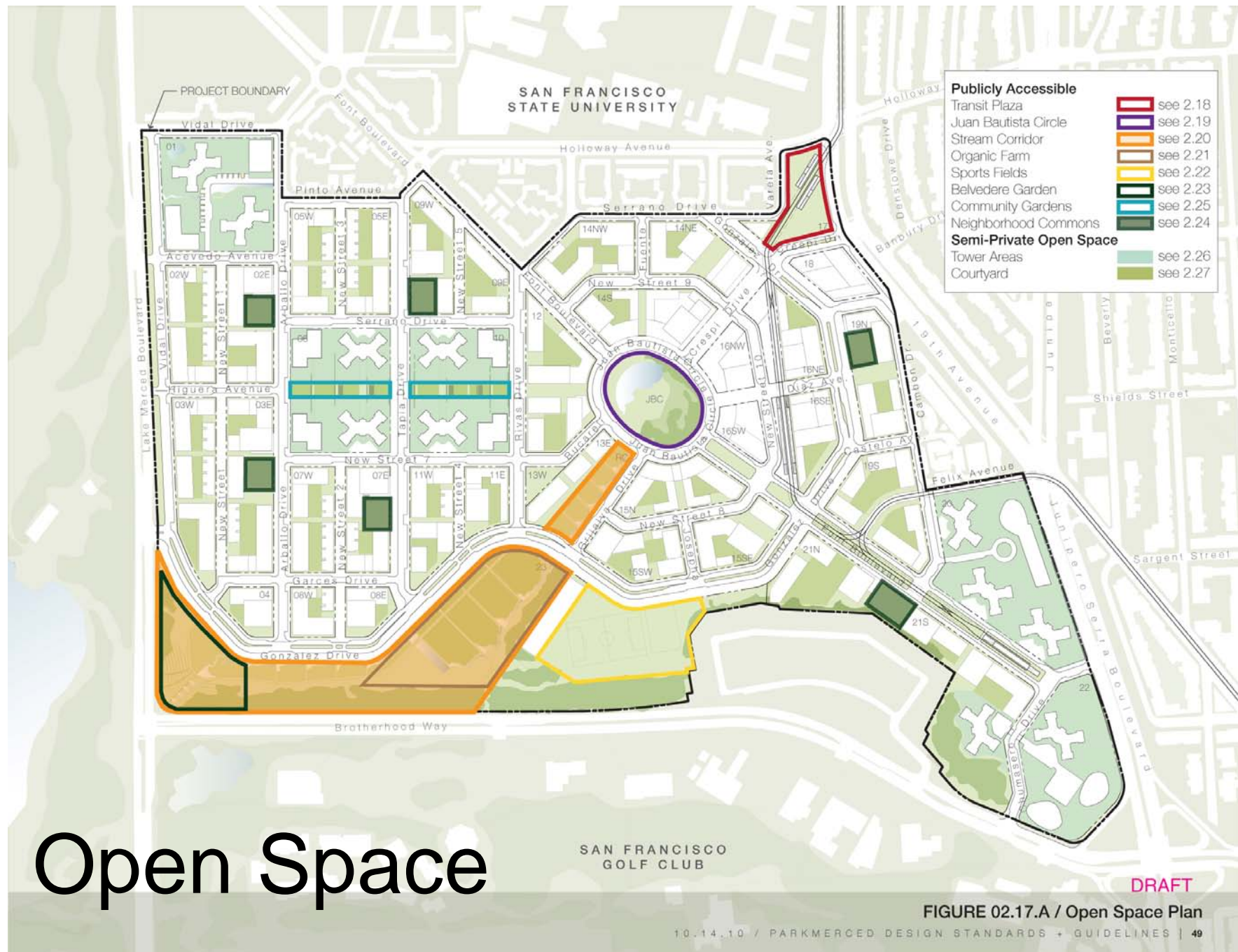


SAN FRANCISCO
STATE UNIVERSITY

- Mixed Use - Social Heart
- Mixed Use - Neighborhood Commons
- School
- Community/Fitness
- Open Space
- Residential







Neighborhood Commons



Community Gardens

Publicly Accessible	
Transit Plaza	see 2.18
Juan Bautista Circle	see 2.19
Stream Corridor	see 2.20
Organic Farm	see 2.21
Sports Fields	see 2.22
Belvedere Garden	see 2.23
Community Gardens	see 2.25
Neighborhood Commons	see 2.24
Semi-Private Open Space	
Tower Areas	see 2.26
Courtyard	see 2.27

Transit Plaza

Juan Batista Circle

Stream Corridor & Organic Farm



Athletic Fields



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/ Open Space Plan

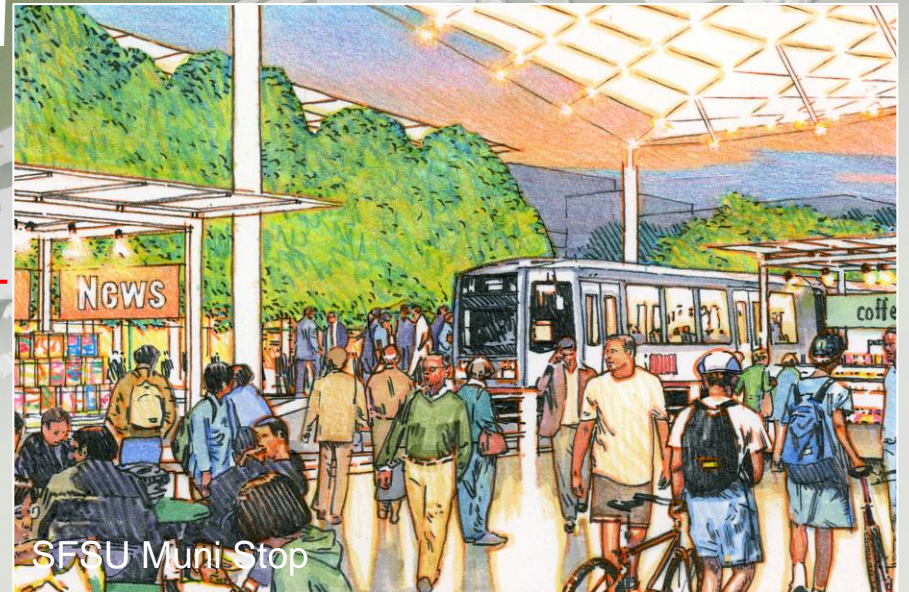
MUNI Re-alignment



MUNI Re-alignment

M OCEANVIEW

To Daly City BART

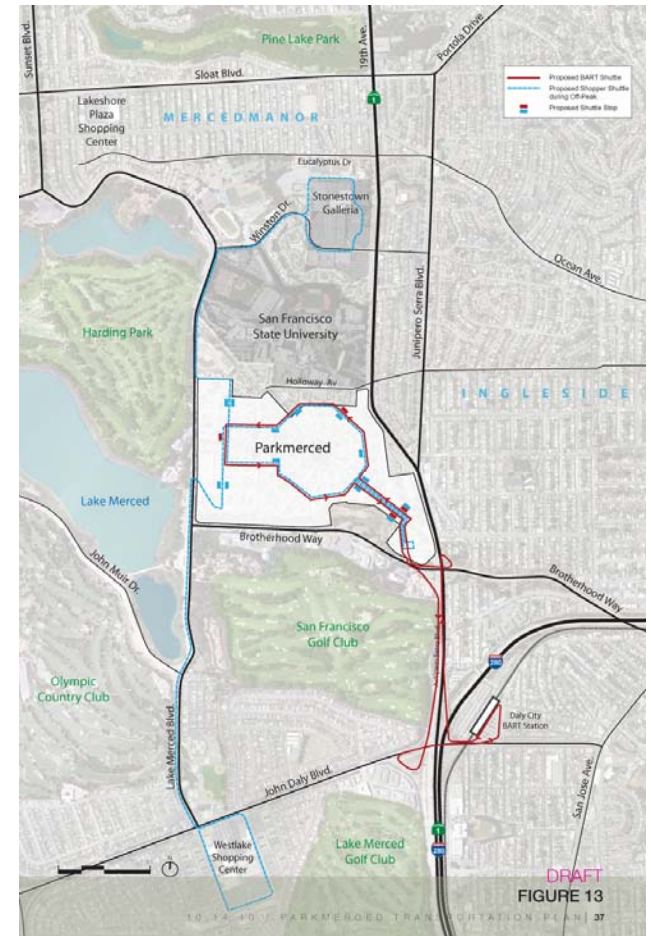


Transportation Programs

- Free Shuttles to Daly City BART and Stonestown
- Transit Pass Subsidy (\$20/mo/unit)
- Transportation Coordinator
- Bicycle Share

TABLE 1: Estimated Headways for BART Shuttle

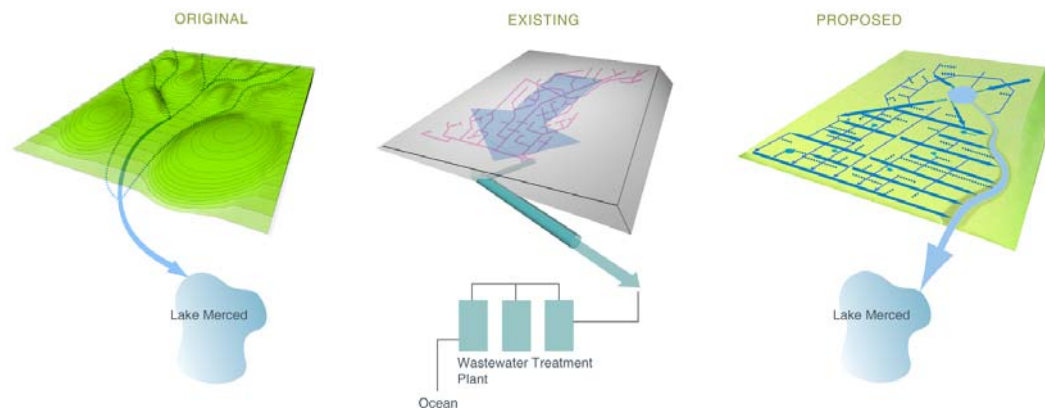
Shuttle Vehicle Size	Between 1 and 479PM peak hour inbound vehicle trips	Between 480 and 1,014PM peak hour inbound vehicle trips	Between 1,015 and 1,623PM peak hour inbound vehicle trips	Between 1,624 and 2,483PM peak hour inbound vehicle trips	Between 2,484 and 3,101PM peak hour inbound vehicle trips
25-passenger shuttle	7 min.	5 min.	5 min.	4 min.	4 min.
30-passenger shuttle	8 min.	7 min.	6 min.	5 min.	5 min.
35-passenger shuttle	10 min.	8 min.	7 min.	6 min.	5 min.
40-passenger shuttle	11 min.	9 min.	8 min.	7 min.	6 min.
45-passenger shuttle	12 min.	10 min.	9 min.	8 min.	7 min.
50-passenger shuttle	14 min.	11 min.	10 min.	9 min.	8 min.





Ecological Utilities Systems

- Stormwater – Watershed Restoration
- Recycled Water Infrastructure
- Renewable Energy
 - On-site generation
 - Off-site/offset agreement with SFPUC



Zoning: Special Use District

- **Contains core land use and physical controls**
 - **Land Use:** establishes districts (PM-R, PM-MU1, PM-OS, etc) and controls (permitted uses, size limits)
Land use districts mapped on zoning maps
 - **Building Envelope** (bulk, setbacks)
Height limits mapped on zoning maps
 - **Residential Open Space**
 - **Parking**

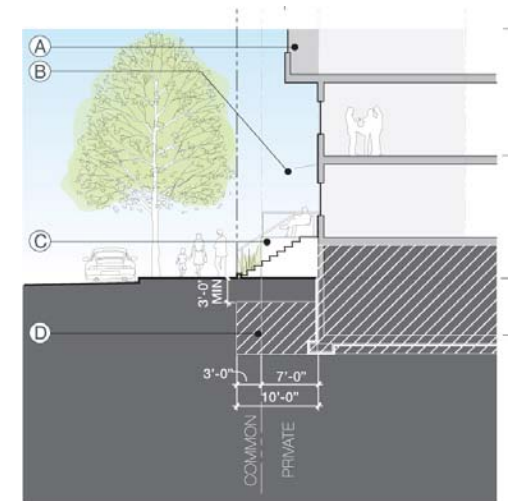
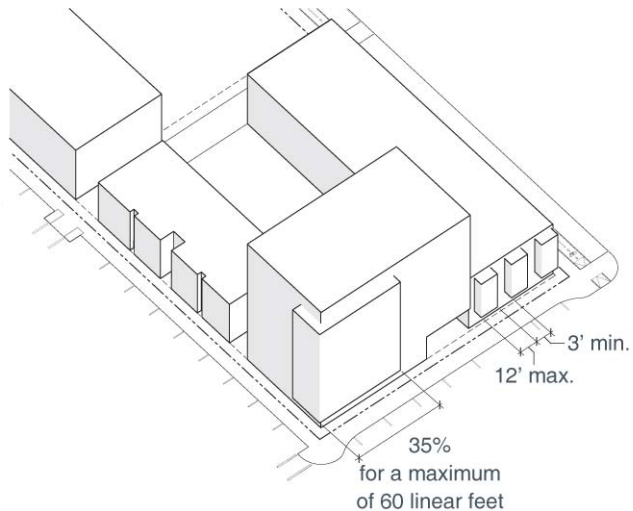
Zoning: Special Use District

- SUD controls incorporate and are complemented by *Design Standards + Guidelines*, including:



Zoning: Special Use District

- **SUD controls incorporate and are complemented by *Design Standards + Guidelines*, including:**
 - Articulation of setbacks, ground floors, façade treatments



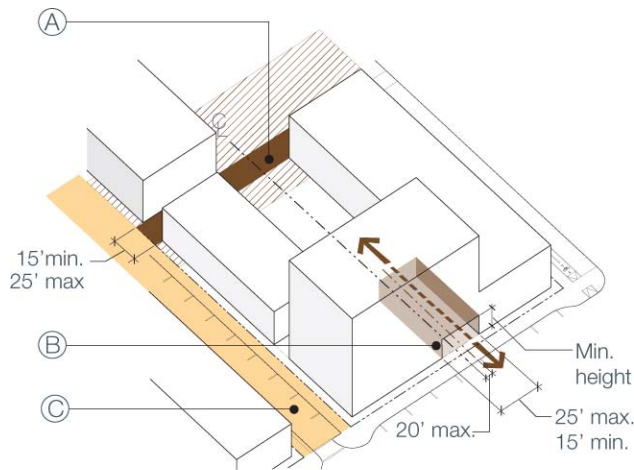
10'-0" SETBACK

	Allowable	Setback		Right-of-Way Encroachments
		Projections		
ABOVE GRADE ZONE	Enclosed Building Area	4'		
	Unenclosed Building Area	5'		
	Architectural Elements	2'		
	Signage	4'		
	Lighting	4'		
PEDESTRIAN ZONE	Canopies & Awnings	P	2' from curb line	
	Stairs, Stoops	10'		
	Patios, Yards, Terraces	7'		
	Fences (up to 42" from grade)	7'		
	Signage	4'		
BELOW GRADE ZONE	Lighting	4'		
	Garages, Basements	10'		NA

Figure 03.05.A: Occupied Building Area

Zoning: Special Use District

- **SUD controls incorporate and are complemented by *Design Standards + Guidelines*, including:**
 - Articulation of setbacks, ground floors, façade treatments
 - Standards and location requirements for pedestrian walks and easements



- Ⓐ Pedestrian Paseo Zone + Pedestrian Paseo
- Ⓑ Pedestrian Walk
- Ⓒ Alley Way

Figure 02.01.A: Pedestrian Paseos + Walks

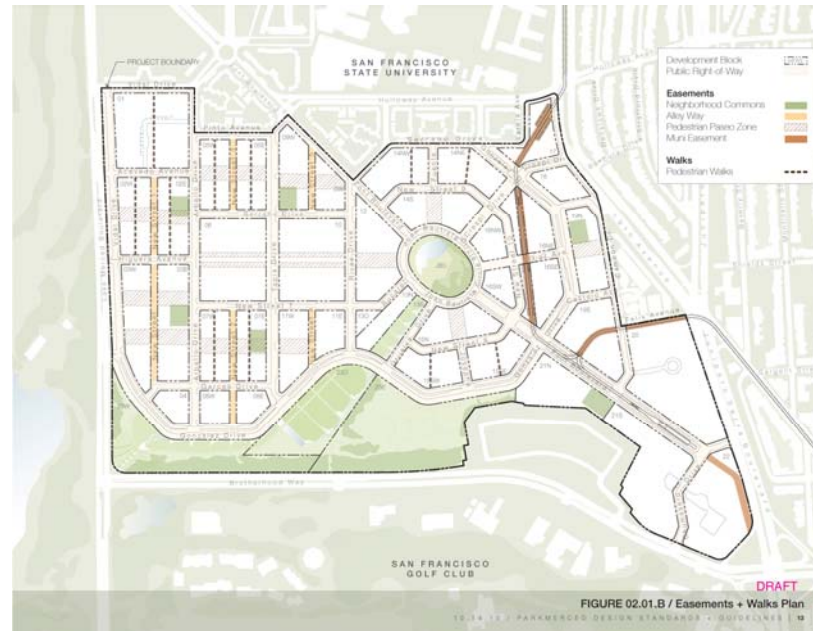


FIGURE 02.01.B / Easements + Walks Plan

Zoning: Special Use District

- **SUD controls incorporate and are complemented by *Design Standards + Guidelines*, including:**
 - Articulation of setbacks, ground floors, façade treatments
 - Standards and location requirements for pedestrian walks and easements
 - Appendix with dimensions and footprint limitations for each block



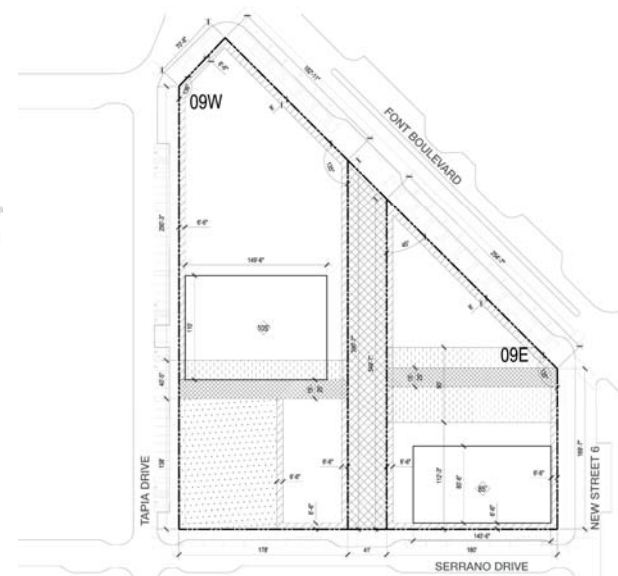
APPENDIX A regulating plan - block 09

BLOCK 09	
HEIGHT ZONES	T14S FOOTPRINT AREA AT T14S 0'
	T11S FOOTPRINT AREA AT T11S 0'
	MR10S FOOTPRINT AREA AT MR10S 12,000 sf
	MR8S FOOTPRINT AREA AT MR8S 9,500 sf
	LR6S FOOTPRINT AREA AT LR6S 15,500 sf
	LR4S FOOTPRINT AREA AT LR4S 6,800 sf
	LR1S FOOTPRINT AREA AT LR1S 0'
LOT COVERAGE OPEN SPACE	TOTAL DEVELOPABLE FOOTPRINT FOOTPRINT AREA AT LR1S 64,600 sf
	Existing Building Area
	Dedicated Open Space 15,000 sf
Total Parcel Area 144,838 sf	



NOTES
Please refer to relevant Urban Design Controls and Guidelines for further information. All dimensions are subject to change by the final Variance Map.

- Property Line
- Street Frontage Setback
- Dedicated Open Space
- Shared Public Way Easement
- Pasero Easement
- Pasero Easement Zone
- M/RM Easement
- View Corridor
- Building Height Limit



block 09

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10.14.16 • PARKMERCED DESIGN STANDARDS + GUIDELINES | 10.14.16

10.14.16 • PARKMERCED DESIGN STANDARDS + GUIDELINES | 107

Zoning: Special Use District

- **SUD controls incorporate and are complemented by *Design Standards + Guidelines*, including:**
 - Articulation of setbacks, ground floors, façade treatments
 - Standards and location requirements for pedestrian walks and easements
 - Appendix with footprint limitations for each block
 - Standards and guidelines for all public realm elements (streets and open spaces)



02.20 open space -stream corridor



The Stream Corridor is the location of an innovative, low-impact wastewater treatment system. A unique, natural setting for residents of Parkmerced, the Stream Corridor is intended to convey water from the pond at Juan Bautista Circle, alongside the Organic Farm and on to the Belvedere Gardens, at the south-west corner.

The corridor, consisting of a meandering, seasonal stream lined with accentuated planting tolerant of seasonal inundation is meant to provide the community with wildlife-friendly habitat, as well as a quiet, recreational amenity for residents. Native wildlife and a variety of birds and small animals should find ample cover and habitat in the stream corridor as it develops over time. A meandering trail along the edge of the stream allows residents to experience and enjoy the captured space created by trees above, watch for birds, and provide an opportunity for residents of all ages and abilities to romp to the water's edge.

Standards

02.20.01 Requirements Open space dimensions and design elements shall comply with Figure 02.20.A - Stream Corridor Illustrative Plan, Figure 02.20.B - Stream Cross Section, and 02.20.C - Stream Longitudinal Section.

02.20.02 Check Dams The Stream Corridor shall include a series of check dams, at appropriate locations, that will help slow wastewater runoff and slow down the discharge rate as illustrated in Figure 02.20.A - Stream Corridor Illustrative Plan and 02.20.C - Stream Longitudinal Section.

02.20.03 Erosion Control When necessary, the Stream Corridor shall be lined to reduce erosion and protect the existing slope south of the stream.

02.20.04 Terminal Pond At the Belvedere Gardens, the Stream Corridor shall end at a terminal pond, which is intended to help in the removal of pollutants.

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Figure 02.20.A - Stream Corridor Illustrative Plan



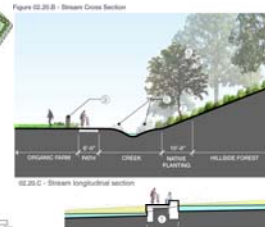
Guidelines

02.20.05 Pedestrian Path A continuous 6-foot pedestrian path must follow the flow line of the stream corridor, connecting Juan Bautista Circle to Belvedere Gardens. A clear system of wayfinding devices must be incorporated into the design of the path, especially at intersections with streets.

02.20.06 Stream Buffer The edge of streams must be a minimum of 20 feet from the edge of the stream. An adequately sized, paved connection must be provided where the stream passes below a street or an intersection.

02.20.07 Trees Proposed tree species shall be selected from the list of proposed trees in Figure 02.20.D - Proposed Trees and Proposed Shrubs and Groundcovers.

Figure 02.20.B - Stream Cross Section



View of Stream Corridor adjacent to the Farm

Stream Corridor Design Features

1. Check dam
2. Gravelled drive crossing
3. Stone
4. Stream edge path
5. Canal to convey water to street side
6. Plants tolerant of seasonal inundation
7. Forest understory
8. Forest for wildlife habitat
9. Fence or wall
10. Terminal Pond

Figure 02.20.D Proposed Trees

Species (Common Name)



Proposed Shrubs and Ground Covers (Common Name)



Zoning: Special Use District

- **Establishes Design Review Process for Buildings**
 - Limitations on modifications from standards
 - Commission and public review of design of large projects
 - Similar to 309, 309.1, 329 process
- **Establishes Design Review Process for Community Improvements**

Plan Documents

- **Design Standards + Guidelines**
 - Land Use, Building, Block, and Right-of-Way regulation
 - Design standards for Streets and Open Spaces
- **Transportation Plan**
 - Outlines improvements and modifications to transit and street system
 - Describes Programs and Services (e.g. shuttles, transportation coordinator)
- **Sustainability Plan**
 - Outlines major efforts
 - Establishes metrics for monitoring and achievement
- **Infrastructure Plan**
 - Detailed engineering plans for site grading, hydrology, utility lines

What is a Development Agreement?

- **Contract** between a city and a developer: a legally binding promise for mutual benefits.
- Original law enacted in 1979, more than 500 DAs in CA today.
- **Must result in “greater public benefits than what could be achieved through application of existing ordinances and regulations.”** – (Future CBRE Study)
- Allows transparent negotiations between developers and cities--no need to follow traditional “nexus” requirements.
- **Runs with the land, not the individual developer or owner.**
- Serves as a “constitution” governing future growth.

Why do a Development Agreement?

- **Greater certainty, flexibility & accountability** for cities and developers than exists under conventional land use law.
- **Greater control over the type & delivery of public benefits** than conventional entitlements would allow.
- **Ensures orderly development of long-term, large-scale projects** with substantial infrastructure investment and multi-phase build-outs.
- **Enforces implementation of public benefits** over long time periods, through annual monitoring and contract-based enforcement.

DA Basic Principles

A “Private-Public” Partnership

- **City does not own any land within the Project Site (other than existing streets & public utilities).**
- At full build-out, City will own more land.
- **City not required to spend any public funds for any improvements associated with the proposed project.**
- Full reimbursement for all City staff time & materials expended on preparation of DA and all subsequent City approvals.
- At full build-out, Master HOA will be required to maintain the majority of new publicly accessible spaces within the Project Site.
- **Developer carries nearly all of the financial risk.**

4 Primary Public Benefits

- 1. Replacement of demolished rent-controlled units with new equivalent unit and relocation rights for all existing tenants.**
- 2. Code-Required “Baseline” Improvements** – private & public
- 3. Stormwater Management Improvements** - private & public
- 4. Community Improvements:** “greater public benefits than what could be achieved through application of existing ordinances and regulations.” (Full list in Exhibit E to DA).
 - ✓ Publicly-Owned (e.g., SFMTA “M” Line light rail extension)
 - ✓ Privately-Owned (e.g., new open space & parks system)
 - ✓ Process for negotiating “Alternate Community Improvements” if a non-City agency rejects a proposal.

Minimum City Risk = Flexibility on Phasing

- **No public land or funds invested or at risk, so no development schedules or pre-determined development phases.**
- Until private development commences, Developer is not required to provide any up-front public benefits.
- When private development proceeds, it must comply with specific **“Proportionality, Priority and Proximity Requirements” (“3Ps”)** for delivery of all public benefits.
- All new development must conform to Parkmerced Plan Documents, including the Design Standards & Guidelines Document.
- City has multiple methods to enforce compliance once development commences.

DA Basic Principles

Four “Tiers” of Approvals

- 1. Basic:** (1) GP Amendment; (2) Parkmerced SUD; (3) Zoning Map Amendments; and (4) DA and all Parkmerced Plan Documents
- 2. Development Phase:** Programmatic approval of sub-areas within the Project Site consistent with Basic Approvals. Focus on “3Ps” and integration into larger Project Site and Citywide systems.
- 3. Design Review:** Project-level approval of individual buildings or Community Improvements within a Development Phase Approval.
- 4. Implementing:** Approval of standard City permits necessary for implementing a project that has received Design Review Approval.

Development Phase Application

Process Summary

- All public benefits must be phased-in over the period of the build-out of the Project, whether in 10 or 30 years.
- **Phasing Plan based on 3P requirements** -- all benefits must be delivered commensurate with new density & PM vehicle trips.
- Developer has flexibility in order and timing and amount of development in each **Development Phase Application**.
- **City retains discretion to review each Development Phase Application** to ensure that Phasing Plan is enforced.
- If an affected City Agency objects, it must state what it believes should be changed to bring the Application into compliance.

Phasing Plan

Parkmerced

San Francisco, California

DRAFT - Phasing Plan

November 3, 2010

Each Community Improvement or CEQA mitigation measure listed in this Phasing Plan must be constructed and/or implemented in accordance with the guidelines set forth below. Detailed descriptions of each Community Improvement or CEQA mitigation measure are available in the following documents as indicated: (i) Parkmerced Design Standards & Guidelines ("DS&G"); (ii) Parkmerced Sustainability Plan ("Sust"); (iii) Parkmerced Infrastructure Plan ("Infra"); (iv) Parkmerced Transportation Plan ("TP"); (v) Fehr & Peers Mitigation Measure Proposed Designs ("F&P"); or (vi) Parkmerced Environmental Impact Report ("EIR").

TRANSPORTATION

Transportation Infrastructure: The relevant triggers are expressed in Net New PM Peak Auto Trips, which (as described in the Trip Generation Calculation table) approximates the level of development at the Project Site.

- Community Improvements ([CI]) - Must be constructed during the development sub-phase in which the "Required Implementation Trigger in Net New PM Auto Trips" is reached.
- CEQA Mitigation Measures [TR] - Except as otherwise noted below for design-related measures, SFMTA will monitor and (if warranted) conduct a feasibility study when the "Required Implementation Trigger in Net New PM Auto Trips" is reached. Developer will be required to construct or fund the CEQA Mitigation Measure if warranted by the study results.

Community Improvements and CEQA Mitigation Measures: Transportation Infrastructure			
	Document Reference	Required Implementation Trigger in Net New PM Peak Hour Trips	Notes
- [CI] Intersection improvements at Higuera Drive and Lake Merced Boulevard	DS&G - 02.39	213	
- [CI] Intersection improvements at Brotherhood Way and Chumasero Drive	DS&G - 02.37	372	
- [CI] Intersection improvements at Chumasero Drive and Junipero Serra Boulevard	DS&G - 02.35	372	
- [TR-22B]: Lake Merced Boulevard at Font Boulevard and State Drive	F&P M-TR-22B	465	
- [CI] Intersection improvements at Junipero Serra and Brotherhood Way Interchange	DS&G - 02.36	755	
- [TR-9]: Junipero Serra Boulevard and Brotherhood Way Interchange	F&P M-TR-9	755	Design measure - no monitoring/mitigation.
- [TR-2C]: Lake Merced Boulevard and Winston Drive	F&P M-TR-2C	930	
- [TR-2D]: Lake Merced and Font Boulevards	F&P M-TR-2D	930	
- [CI] New intersection/access point #1 on Lake Merced Boulevard	DS&G - 02.39	965	Could be Vidal, Acevedo or Gonzalez
- [CI] Intersection improvements at Lake Merced and Brotherhood Way	DS&G - 02.38	1,128	
- [TR-2E]: Lake Merced Boulevard and Brotherhood Way	F&P M-TR-2E	1,128	Design measure - no monitoring/mitigation.
- [TR-25B]: Lake Merced Boulevard from Sunset Boulevard to Winston Drive	F&P M-TR-25B	1,551	
- [TR-2B]: Sunset & Lake Merced Boulevards	F&P M-TR-2B	2,171	
- [TR-36C]: Brotherhood Way/Chumasero Drive	F&P M-TR-36C	2,171	
- [TR-36D]: Lake Merced Boulevard and John Muir Drive	F&P M-TR-36D	2,326	
- [CI] New intersection/access point #2 on Lake Merced Boulevard	DS&G - 02.39	2,343	Could be Vidal, Acevedo or Gonzalez
- [TR-36E]: Lake Merced and John Daly Boulevards	F&P M-TR-36E	2,946	
- [TR-36F]: Lake Merced Boulevard and Gonzalez Drive	F&P M-TR-36F	2,946	
- [CI] New intersection/access point #3 on Lake Merced Boulevard	DS&G - 02.39	3,101	Could be Vidal, Acevedo or Gonzalez
- [TR-23]: 19th Avenue from Winston Drive to Holloway Avenue	F&P M-TR-23	3,101	



List of specific
Community Improvements
and Mitigations



Reference to
Plan Document
or EIR



Trigger
for implementation

Development Phase Application

Minimum Contents

- Site plan with parcels subject to proposal
- Amount of new residential units and commercial sq-ft
- Existing buildings to be demolished
- Number of BMR and Replacement Units to be completed
- Description and area of land to be dedicated or vacated
- Description of required Community Improvements & Mitigation Measures & calculations showing how 3P is satisfied
- Description of stormwater management system
- Description of order of construction

Development Phase Application

Standards of Review

- Are improvements **proportional** to the cumulative amount of private development to occur in each Phase?
- Are improvements implemented in order of public policy **priority**?
- Are improvements provided in geographic **proximity** to the proposed private development?
- Is the phasing **consistent with operational needs and plans** of all affected City Agencies, specifically the stormwater, utility and transportation systems?
- Are there any emergency public health & safety exceptions?

Design Review Application

Summary of Process

- **After** Development Phase Approval
- **Before** issuance of any Implementing Approvals.
- Applies to **all new buildings and Community Improvements** within a Development Phase Approval.
- Developer must submit a **Design Review Application** to obtain a **Design Review Approval**.
- City may approve, disapprove, or approve with modifications each Application in accordance with the Plan Documents SUD.

Design Review Approval

Standards of Review

- City may exercise reasonable discretion in approving aspects of an Application that relate to the **qualitative or subjective** requirements of the Design Standards & Guidelines
- City may not reject any Design Review Application based on elements that are consistent with the **quantitative or objective** requirements of the Design Standards & Guidelines, such as:
 - ✓ Height & Bulk
 - ✓ Setbacks & street-walls
 - ✓ Location of uses and size of such uses
 - ✓ Amount of open space and parking

DA Basic Principles

Enforcement & Monitoring

- Multiple levels of enforcement, from light to heavy.
- Termination of agreement and all rights to develop.
- Withholding new approvals.
- Withholding demolition permits (if no Replacement Housing)
- Issuance of a certificate of non-compliance (pursuant to the Planning Director's Annual Review requirement).
- Withholding issuance of Estoppel Certificates to developers seeking financing or sale of property.
- 3rd-party beneficiary rights to enforce Master HOA obligations.
- Specific performance remedies in the event of default.