



SAN FRANCISCO PLANNING DEPARTMENT

New Planning Code Change Summary: Transit Center District Plan

Code Change: Adoption of Transit Center District Plan – various Code changes, particularly to C-3-O(SD) District

Case Number: Board Files:
No. 120665 (0182-12 Planning Code Ordinance)
No. 120666 (0183-12 Zoning Map Ordinance)
No. 120667 (0184-12 Administrative Code Ordinance)
No. 120685 (0182-12 General Plan Ordinance)

Initiated By: Planning Department

Effective Date: September 7, 2012

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On August 8, 2012, Mayor Edwin M. Lee signed the ordinances adopting and implementing the Transit Center District Plan (“TCDP” or “the Plan”) following approval by the Board of Supervisors in July. The result of a multi-year public and cooperative interagency planning process that began in 2007, the Plan is a comprehensive vision for shaping growth on the southern side of Downtown to respond to and support the construction of the new Transbay Transit Center project, including the Downtown Rail Extension. In addition to laying out policy recommendations to accommodate additional transit-oriented growth, sculpt the downtown skyline, improve streets and open spaces, and expand protection of historic resources, implementation of the Plan would result in generation of up to \$590 million for public infrastructure, including over \$400 million for the Downtown Rail Extension. Adoption of the Plan included height reclassification of numerous parcels in the area to increase height limits, including a landmark tower site in front of the Transit Center with a height limit of 1,000 feet and several other nearby sites with height limits ranging from 600 to 850 feet.

PLAN AREA

The Transit Center District Plan Area consists of approximately 145 acres of the southern Financial District, centered on the Transbay Transit Center, situated between the Northern Financial District, Rincon Hill, Yerba Buena Center and the Bay. The boundaries of the District are roughly Market Street on the north, Embarcadero on the east, Folsom Street on the south, and Hawthorne Street to the west.



The Plan's core recommendations include:

- Increasing allowable density and strategically increasing height limits in the Plan area to augment the transit-oriented growth capacity of the area while recognizing the importance of these buildings with respect to city form and their physical influence on both immediate and neighboring districts;
- Ensuring that major development sites incorporate commercial space in order to preserve the job growth capacity for the downtown;
- Enhancing the public realm and circulation system to accommodate growth and provide a world-class pedestrian experience, including widening sidewalks, providing dedicated transit lanes, augmenting the bicycle network, adding signalized mid-block crosswalks, and converting certain alleys into pedestrian plazas;

- Identifying opportunities and funding for new public open space and improved access to planned spaces, including at 2nd/Howard, Transbay Park, Mission Square, and City Park on the roof of the Transit Center, as well as providing additional funding for park improvements in high-need areas outside of and near the Plan area;
- Enlarging the New Montgomery-2nd Street Conservation District and updating individual resource ratings based on a newly-adopted survey;
- Identifying opportunities to explore advanced district-level energy and water utility systems to improve environmental performance beyond individual buildings; and
- Adopting a funding program including two new key revenue mechanisms – impact fees and a Mello-Roos Community Facilities District – to ensure that new development contributes substantially toward the implementation of necessary public infrastructure, including the Transit Center/Downtown Extension project. Between the two mechanisms, the Plan would create the potential for up to \$590 million of new revenue for key public improvements, notably over \$400 million for the Transit Center and DTX.

KEY PLAN DOCUMENTS

Following are the key adopted Plan documents and ordinances:

(1) Transit Center District Sub-Area Plan *(Board File No. 120665; Ord. 0182-12)*

The core policies and supporting discussion in the Draft Plan were incorporated into a Sub-Area Plan incorporated into the Downtown Plan. The Sub-Area Plan contains all of the key policies guiding the growth and development of the Plan area. Other amendments to the General Plan included amendments to the Downtown Plan, Urban Design Element, Commerce & Industry Element, Recreation & Open Space Element, and Transportation Element.

(2) Planning Code Amendments *(Board File No. 120665; Ord. 0182-12)*

The primary regulatory changes enacted by the Plan are reflected in amendments adopted to the Planning Code, and include changes to controls related to land use, density, urban form, parking, historic preservation, parking, and open space. A key

component of the additions to the Planning Code is the addition of several sections that establish the two Plan Impact Fees (Open Space, Transportation & Street Improvements) as well as thresholds for participation in the Plan's Mello-Roos Community Facilities District.

(3) Zoning Map Amendments *(Board File No. 120666; Ord. 0183-12)*

The Zoning Map amendments reclassified properties as necessary throughout the Plan area to enable application of the Plan's policies via the Planning Code controls. The amendments include changes to zoning districts, special use districts, height limits, bulk districts and preservation districts.

(4) Administrative Code Amendments *(Board File No. 120667; Ord 0184-12)*

Amendments to the City's Administrative Code added the Transit Center District Plan to the list of adopted plans that are administered and monitored through certain established procedures and review bodies. Chapter 36 establishes the Interagency Plan Implementation Committee ("IPIC"), a body which tracks existing and projected Plan revenues, makes recommendations on expenditures of Plan revenues, and coordinates City agency work programs to forward implementation of the Plan's improvement projects. Proposed amendments to Chapter 36 would add the Plan to the list of plans for which the IPIC currently oversees implementation, including the Eastern Neighborhoods and Market & Octavia Plans (among others). The IPIC bases its recommendations on the Plan's Program Implementation Document. The proposed amendments also add the Transbay Joint Powers Authority (TJPA) and BART to the list of public agencies invited to participate in the IPIC, which is chaired by the Planning Director. City agencies that participate in the IPIC include the Recreation and Park Department SFMTA, Department of Public Works, and Capital Planning.

(5) Program Implementation Document *(CPC Resolution No. 18635)*

The inventory of public improvements and the comprehensive funding program to implement these improvements are described in the Transit Center District Plan Program Implementation Document. While the specific Impact Fees and Mello-Roos requirement would be established in the Planning Code, the Implementation Document summarizes the expected revenues from these and other non-Plan revenue sources and establishes a Funding Program that proposes allocations of expected revenues to the various public improvements. The Board of Supervisors will administer expenditures from the Plan revenues with recommendation by the IPIC based on the Plan's Implementation

Document. Adjustments, re-allocations and prioritization of improvements will have to be made over time by the Board and IPIC based on the readiness of improvements for funding and actual revenues, consistent with the allocations expressed in the Implementation Document's Funding Program.

PLANNING CODE AMENDMENTS

The following is a general description of the adopted Planning Code amendments. Code sections to be added or amended are in bold type, followed in normal type by a summary of proposed changes. Most, but not all, amendments pertain only to the C-3-O(SD) district. All of the C-3-O(SD) District is contained within the Transit Center District Plan area.

Sec. 102.5 District.

This amendment adds the C-3-O(SD) District under the list of "C-3 Districts."

Sec. 102.9 Floor Area, Gross.

This amendment creates exemptions from the calculation of gross floor area for retail and restaurant uses in buildings adjacent to the Transit Center where such uses are at the park level and directly accessible to it, and for areas of public accommodation, such as observation decks, in the upper portions of buildings taller than 600 feet.

Sec. 102.11 Floor Area Ratio.

This amendment eliminates a provision requiring the counting of non-existent floor area in buildings with tall average floor-to-floor heights.

Sec. 123 Maximum Floor Area Ratio.

This amendment eliminates the maximum limit on FAR in the C-3-O(SD) District and establishes the requirements to purchase Transferrable Development Rights for certain FAR exceeding the base FAR.

132.1 Setback and Streetwall Articulation: C-3 Districts.

This amendment adds design requirements in the C-3-O(SD) District for the creation of distinct building bases that define the streetwall, features that enhance the pedestrian zone, and requirements for building setbacks on certain frontages to provide necessary pedestrian circulation. The amendment also amends the tower separation chart to extend requirements to buildings taller than 550 feet, and clarifies certain situations that warrant exceptions to tower separation requirements.

136 Obstructions Over Streets and Alleys and in Required Setbacks, Yards and Usable Open Space.

This amendment expands the allowances for architectural features to extend over sidewalks in the C-3-O(SD) District.

138 Open Space Requirements in C-3 Districts.

This amendment expands the requirements to all non-residential uses in the C-3-O(SD) District and creates certain provisions for that district, including the creation of direct public connections from development projects to the Transit Center rooftop park, publicly-accessible observation decks or sky lobbies, certain mid-block pathways, and the payment of fees in-lieu of constructing on-site open space.

151.1 Schedule of Permitted Off-Street Parking Spaces in Specified Districts.

This amendment would establish the maximum amount of allowed off-street parking for non-residential uses in the C-3-O(SD) District at 3.5% of gross floor area.

152.1 Required Off-Street Freight Loading And Service Vehicle Spaces In C-3, Eastern Neighborhoods Mixed Use Districts, And South Of Market Mixed Use Districts.

This amendment would limit the required minimum number of off-street loading spaces to six spaces per project.

Sec. 155 General Standards As To Location And Arrangement Of Off-Street Parking, Freight Loading And Service Vehicle Facilities.

This amendment would add or extend certain street frontages in the Plan Area to the list of protected frontages where access to off-street parking or loading is prohibited or requires Conditional Use authorization.

Sec. 155.4 Bicycle Parking Required in New and Renovated Commercial Buildings.

This amendment would increase the amount of required bicycle parking for non-residential uses in the C-3-O(SD) District.

Sec. 156 Parking Lots.

This amendment would prohibit new temporary surface parking lots in the C-3-O(SD) District and establish certain requirements for car sharing, bicycle parking, and landscaping for the continuation of existing temporary lots.

Sec. 163 Transportation Management Programs And Transportation Brokerage Services In C-3, Eastern Neighborhoods Mixed Use, And South Of Market Mixed Use Districts.

This amendment would expand the transportation brokerage requirements to all non-residential uses in the C-3-O(SD) District and to new residential projects larger than 100 dwelling units.

Sec. 201 Classes of Use Districts.

This amendment lists C-3-O(SD) among the list of "Commercial Districts."

Sec. 210.3 C-3 Districts: Downtown Commercial.

This amendment adds a specific narrative description of the purpose of the C-3-O(SD) District.

Sec. 215-226 Use Tables.

These amendments add a column for the C-3-O(SD) District to all of the use tables in Article 2 and establish permitted, conditional and not-permitted uses for the district. All use provisions are identical to the C-3-O except that residential density would not be limited by lot area in the C-3-O(SD) district pursuant to an amendment in Sec. 216.

Sec. 248 Transit Center C-3-O(SD) Commercial Special Use District.

This amendment would rename and re-purpose the Section. Currently the section establishes the C-3-O(SD) as a Special Use District of the C-3, however the Zoning Maps currently treat the C-3-O(SD) as a bona-fide unique zoning district and do not show the C-3-O(SD) on the Special Use District Maps. To clarify this confusion, the amendments proposed pursuant to this Plan would clearly establish the C-3-O(SD) as a unique zoning district separate from the C-3-O. The revised Section 248 would establish a new Special Use District for a subset of the C-3-O(SD) where new development on large lots would be required to feature a minimum ratio of 2 square feet of commercial uses for every 1 square foot of residential uses.

Sec. 260 Height Limits: Measurement.

This amendment would establish height measurement rules for buildings taller than 550 feet in the S-2 Bulk District.

Sec. 270 Bulk Limits: Measurement.

This amendment would add the "S-2" Bulk District and establish bulk controls for this district.

Sec. 272 Bulk Limits: Special Exceptions in C-3 Districts.

This amendment would add missing numeration to a subsection.

Sec. 303 Conditional Uses.

This amendment would add certain criteria for the consideration of Conditional Use for hotel uses in the Transit Center C-3-O(SD) Commercial Special Use District.

Sec. 309 Permit Review in C-3 Districts.

This amendment would add cross-references to exceptions allowed elsewhere in the Code.

Sec. 412.1 Findings. (Downtown Open Space Fee)

This amendment would add a reference to the Downtown Open Space Nexus Study.

Sec. 424.6 et seq. Transit Center District Open Space Impact Fee and Fund.

These new sections would establish the Transit Center District Open Space Impact Fee and Fund, including findings, fee amounts, procedures for in-kind agreements, fee collection, and uses and administration of fund revenues.

Sec. 424.7 et seq. Transit Center District Transportation and Street Improvement Fee and Fund.

These new sections would establish the Transit Center District Transportation and Street Improvement Impact Fee and Fund, including findings, fee amounts, procedures for in-kind agreements, fee collection, and uses and administration of fund revenues.

Sec. 424.8 Transit Center District Mello Roos Community Facilities District Program.

This new section would establish the requirement that proposed projects in the C-3-O(SD) District seeking to exceed an FAR of 9:1 must participate in the Plan’s Community Facilities District program.

Sec. 427 Payment In Case Of Variance Or Exception For Required Open Space.

This amendments would add a subsection to specify the in-lieu fee for open space required open space per Section 138 and to require payment of the fee for cases of variances for required open space in the C-3-O(SD) District.

Sec. 1103.1 Conservation District Designations.

This amendment would change the name of the New Montgomery-Second Street Conservation District to the New Montgomery-Mission-Second Street Conservation District.

Appendix A to Article 11 Category I Buildings.

This amendment would add certain buildings to the list of Category I Buildings.

Appendix C to Article 11 Category III Buildings.

This amendment would add to certain buildings to the list of Category III Buildings and delete one building from the list.

Appendix D to Article 11 Category IV Buildings.

This amendment would add to certain buildings to the list of Category IV Buildings.

Appendix F to Article 11 New Montgomery-Mission-Second Street Conservation District.

This amendment would update the name of the district, add text regarding the history of the district and architectural character and features, and update the district map to reflect the proposed revised boundaries.

File Number	Enacted Number	Effective Date	Full text available at following links:
120665	0182-12	09/07/12	http://www.sfbos.org/ftp/uploadedfiles/bdsupvrs/ordinances12/o0182-12.pdf
120666	0183-12	09/07/12	http://www.sfbos.org/ftp/uploadedfiles/bdsupvrs/ordinances12/o0183-12.pdf

120667	0184-12	09/07/12	http://www.sfbos.org/ftp/uploadedfiles/bdsupvrs/ordinances12/o0184-12.pdf
120685	0185-12	09/07/12	http://www.sfbos.org/ftp/uploadedfiles/bdsupvrs/ordinances12/o0185-12.pdf