



September 22, 2025

Ms. Angela Calvillo, Clerk
Board of Supervisors
City and County of San Francisco
City Hall, Room 244
1 Dr. Carlton B. Goodlett Place
San Francisco, CA 94102

Re: **Transmittal of Planning Department Case Number: 2021-005878GPA PCA MAP**
Housing Element 2022 Rezoning Initiatives – Family Zoning Plan
General Plan Amendments (Board File to be Assigned)

Planning Commission Recommendation: Approval

Dear Ms. Calvillo and Mayor Lurie:

On September 11, 2025, the Planning Commission conducted a duly noticed public hearing at a regularly scheduled meeting to consider the proposed General Plan, Planning Code Text and Map Amendments for the Family Zoning Plan, which implements the Housing Element 2022 Update. The Planning Code Text Amendment and Map Amendment were introduced by Mayor Lurie on June 26, 2025 with substitute legislation introduced on July 29, 2025. The Planning Commission initiated related General Plan Amendments on July 17, 2025 by Resolution No. 21784.

At the September 11, 2025 hearing the Planning Commission adopted a recommendation for approval for the General Plan and Map Amendments and a recommendation of approval with modifications for the Planning Code Text Amendments.

On September 18, 2025, the Planning Department transmitted Planning Commission Resolution Nos. R-21809 and R-21910 recommending approval and approval with modifications, respectively, of the Zoning Map and Planning Code Text Amendments. This transmittal is for the General Plan Amendments.

The Commission certified the Housing Element 2022 Update EIR on November 17, 2022 in motion 21206, and adopted CEQA findings, a Statement of Overriding Considerations, and a Mitigation, Monitoring and Reporting program (MMRP) for the Housing Element 2022 Update on December 15, 2022 in resolution 21220.

The Planning Department prepared an addendum to the Housing Element 2022 Update FEIR, which was published on September 3, 2025 and found that the proposed Family Zoning Plan, including the General Plan, Planning Code and Zoning Map amendments, would not create any new or substantially more severe significant impacts than those described in the FEIR.

As a part of the transmittal, the Planning Department is hereby requesting that the attached Draft Ordinance for the Family Zoning Plan General Plan Amendments be introduced on September 30, 2025 and that the required 30-day hold period be waived.

Please find attached documents relating to the actions of the Commission. If you have any questions or require further information, please do not hesitate to contact me.

Sincerely,



Aaron D. Starr
Manager of Legislative Affairs

cc: Audrey Williams Pearson, Deputy City Attorney
Giulia Gualco-Nelson, Deputy City Attorney
Austin Yang, Deputy City Attorney
Adam Thongsavat, Aide to Mayor Lurie
Jon Carroll, Office of the Clerk of the Board
Lisa Chen, Principal Planner
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ATTACHMENTS :

Planning Commission Resolution Nos. R-21808

Draft General Plan Amendments Ordinance

Proposed Revised Urban Design Element Map 04 – Urban Design Guidelines for the Height of Buildings

Planning Department Executive Summary



PLANNING COMMISSION RESOLUTION NO. 21808

HEARING DATE: September 11, 2025

Project Name: Family Zoning Plan (Housing Element Rezoning Program)
Case Number: 2021-005878GPA MAP PCA
Initiated by: Planning Department Staff
Staff Contacts: Lisa Chen, Principal Planner
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Reviewed by: Rachael Tanner, Director of Citywide Planning
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RESOLUTION ADOPTING AMENDMENTS TO THE SAN FRANCISCO GENERAL PLAN TO AMEND THE GENERAL PLAN, PURSUANT TO SECTION 340, INCLUDING AMENDMENTS TO URBAN DESIGN ELEMENT, THE TRANSPORTATION ELEMENT, THE COMMERCE AND INDUSTRY ELEMENT, THE BALBOA PARK STATION AREA PLAN, THE GLEN PARK COMMUNITY PLAN, THE MARKET & OCTAVIA AREA PLAN; NORTHEASTERN WATERFRONT PLAN, THE VAN NESS AVENUE AREA PLAN, THE WESTERN SHORELINE AREA PLAN, WESTERN SOMA AREA PLAN, THE DOWNTOWN AREA PLAN, AND THE LAND USE INDEX IN RELATION TO THE FAMILY ZONING PLAN, AND ADOPTING AMENDMENTS TO THE LAND USE PLAN OF THE CITY'S CERTIFIED LOCAL COASTAL PROGRAM, AND MAKING FINDINGS OF PUBLIC NECESSITY, CONVENIENCE, AND WELFARE, FINDINGS OF CONSISTENCY WITH THE GENERAL PLAN AND PLANNING CODE SECTION 101.1, AND FINDINGS UNDER THE CALIFORNIA ENVIRONMENTAL QUALITY ACT.

WHEREAS, Section 4.105 of the Charter of the City and County of San Francisco mandates that the Planning Commission ("Commission") shall periodically recommend to the Board of Supervisors for approval or rejection proposed amendments to the General Plan in response to changing physical, social, economic, environmental, or legislative conditions; and

WHEREAS, the Commission, at a duly noticed public hearing on July 17, 2025 and in accordance with Planning Code Section 340(c), initiated the General Plan Amendments for the Urban Design Element, the Transportation Element, the Commerce and Industry Element, the Balboa Park Station Area Plan, the Market & Octavia Area Plan, the Glen Park Community Plan, the Northeastern Waterfront Plan, the Van Ness Avenue Area Plan, the Western Shoreline Area Plan, the Western SoMa Area Plan, the Downtown Area Plan, and the Land Use Index by Planning Commission Resolution No. 21784; and

WHEREAS, on June 24, 2025, Mayor Lurie, Supervisor Sauter, Supervisor Mahmood, and Supervisor Dorsey introduced an ordinance for Zoning Map Amendments (Board File No 250700) as a part of the

San Francisco Family Zoning Plan (“Family Zoning Plan” or “Plan”); and

WHEREAS, on June 24, 2025, Mayor Lurie introduced a companion ordinance amending the Planning Code (Board File No 250701); and

WHEREAS, the General Plan Amendments, the Zoning Map Amendments (Board File 250700), and the related Planning Code Amendments (Board File 250701) (collectively “the 2025 Actions” or “the Project”) implement the San Francisco Family Zoning Plan (“Family Zoning Plan” or “Plan”); and

WHEREAS, on January 31, 2023, the Board of Supervisors adopted Ordinance No.010-23, that amended the San Francisco General Plan by establishing a completely revised Housing Element (“Housing Element 2022 Update”); and

WHEREAS, The Housing Element 2022 Update was prepared pursuant to Government Code 65583, which, in part, requires that the Housing Element provide: (a) an assessment of housing needs and an inventory of resources and constraints relevant to meeting these needs; (b) a statement of community’s goals, quantified objectives, and policies relative to affirmatively furthering fair housing and to the maintenance, preservation, improvement, and development of housing; and (c) a program setting forth a schedule of actions during the planning period to achieve the goals and objectives of the housing element, including the need to revise certain General Plan objectives and policies and rezone portions of the City to increase development capacity to meet the City’s housing needs; and

WHEREAS, the Housing Element 2022 Update was certified as compliant with state housing element law by the California Department of Housing and Community Development on February 1, 2023; and

WHEREAS, as required by the Housing Element 2022 Update, the Planning Department has embarked on a multi-year community-based planning effort to revise land use policies, the Planning Code, and Zoning Maps to assure sufficient and equitable development capacity to create a variety of housing types in areas of the City that are particularly well suited to accommodate additional housing; the rezoning effort is commonly referred to as the “San Francisco Family Zoning Plan” (“Family Zoning Plan”). As called for in the Housing Element 2022 Update, the rezoning focuses on the well-resourced neighborhoods of the western and northern portions of San Francisco (also referred to as Housing Opportunity Areas); and

WHEREAS, throughout this process, the San Francisco Family Zoning Plan has been developed based on robust public input, including, but not limited to, four public open houses; 11 presentations at the Planning Commission; seven focus groups targeting populations facing greater housing insecurity; 62 housing education workshops in District 1 and District 4; five field walks; multiple presentations at City Commissions and Board of Supervisors committee hearings; two webinars open to a general audience; four online surveys; over 90 meetings with individual neighborhood organizations and advocacy groups; a robust interactive web page presence; a mailed notice to all residents, business owners, and property owners within the rezoning area and within 300 feet of its boundary; and thousands of individual meetings, phone calls, and emails with stakeholders; and

WHEREAS, the Family Zoning Plan aims to expand housing affordability and diversity, including housing suitable for families, seniors, people with disabilities, essential workers, and low- and moderate-income

households; to create a more predictable process to approve and build housing; to ensure inspiring urban design and architecture; to support small businesses and neighborhood vitality; and to plan for infrastructure and services to serve growth; and

WHEREAS, the Family Zoning Plan is a required implementation action of the recently adopted Housing Element of the General Plan, is consistent with all of the policies in the Housing Element and broadly consistent with the current General Plan. However, in order to implement the policies and required rezoning actions described in the Housing Element, additional conforming amendments must be made to various objectives, policies, and maps of the following areas of the General Plan: the Urban Design Element, the Transportation Element, the Commerce and Industry Element, the Balboa Park Station Area Plan, the Glen Park Community Plan, the Market & Octavia Area Plan, the Van Ness Avenue Area Plan, the Northeastern Waterfront Plan, the Van Ness Avenue Area Plan, the Western Shoreline Area Plan, the Western SoMa Area Plan, the Downtown Plan, and the Land Use Index. Most of these amendments relate to the height, density, and scale of development in particular geographies to conform with the Housing Element generally and the proposed Family Zoning Plan specifically; and

WHEREAS, a draft ordinance, substantially in the form attached hereto as Exhibit 5b, and approved as to form by the City Attorney's office, would make a number of conforming amendments to various elements of the General Plan, including the Urban Design Element, the Transportation Element, the Commerce and Industry Element, the Balboa Park Station Area Plan, the Glen Park Community Plan, the Van Ness Avenue Area Plan, the Market & Octavia Area Plan, Northeastern Waterfront Plan, the Van Ness Avenue Area Plan, the Western Shoreline Area Plan, the Western SoMa Area Plan, the Downtown Plan, and Land Use Index. Height Maps in the Balboa Park Station Area Plan, the Glen Park Community Plan, the Market Octavia Area Plan, and the Northeastern Waterfront Plan, and the Bulk Map of the Urban Design Element are proposed for removal; and

WHEREAS, the proposed amendments to the Western Shoreline Area Plan constitute amendments to the Land Use Plan of the City's certified Local Coastal Program ("LCP"). On August 1, 2025 the Department issued a Notice of Availability of an LCP Amendment ("NOA") in accordance with California Code of Regulations, Title 14, Section 13515 requirements for public participation and agency coordination. The Department mailed the NOA to all neighborhood organizations that requested notice of hearings and applications in the Coastal Zone; individuals who have made a specific written request to be notified of hearings and applications pertaining to the Coastal Zone; local governments contiguous with the area that is the subject of the LCP Amendment; regional, state, and federal agencies that may have an interest in or may be affected by the proposed LCP Amendment; and the local library. The Department has completed a Consistency Analysis of the proposed LCP Amendment, attached hereto as Exhibit 7, in accordance with California Code of Regulations, Title 14, Sections 13511 and 13552; and

WHEREAS, the General Plan Amendments, together with proposed Zoning Map Amendments (Board File 250700) and Planning Code Amendments (Board File 250701), provide a comprehensive set of policies to implement key actions of the Housing Element 2022 Update; and

WHEREAS, collectively, the General Plan Amendments, the Zoning Map Amendments, and the Planning Code Amendments will affect approximately 92,000 of the approximately 150,000 parcels in the City where residential development is permitted; the Family Zoning Plan will allow increased density on all of those 92,000 parcels (approximately 60% of the 150,000 parcels), and increase the permitted heights on approximately 17% of parcels citywide; and

WHEREAS, the Commission certified the Housing Element 2022 Update EIR on November 17, 2022 in motion 21206, and adopted CEQA findings, a Statement of Overriding Considerations, and a Mitigation, Monitoring and Reporting program (MMRP) for the Housing Element 2022 Update on December 15, 2022 in resolution 21220. The Planning Department has prepared an addendum to the Housing Element 2022 Update FEIR, which was published on September 3, 2025 and found that the proposed Family Zoning Plan, including the General Plan, Planning Code and Zoning Map amendments, would not create any new or substantially more severe significant impacts than those described in the FEIR; and

WHEREAS, on September 11, 2025, the Commission conducted a duly noticed public hearing at a regularly scheduled meeting to consider the proposed General Plan Amendments; and

WHEREAS, 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 on behalf of Department staff and other interested parties; and

WHEREAS, all pertinent documents may be found in the files of the Department, as the Custodian of Records, at 49 South Van Ness Avenue, Suite 1400, San Francisco; and

WHEREAS, the Commission has reviewed the proposed Ordinance; and

NOW, THEREFORE, BE IT RESOLVED, that pursuant to Planning Code Section 340(d), the Commission finds from the facts presented that the public necessity, convenience, and general welfare require the proposed General Plan Amendments for the following reasons:

1. The General Plan Amendments will create development capacity for more than 36,200 additional housing units by increasing realistic zoned capacity for housing and removing current constraints on new housing in the City's well-resourced neighborhoods, in satisfaction of Housing Element Action 7.1.1.
2. The General Plan Amendments will facilitate the increase in supply of housing units, helping to alleviate the City's housing shortage and affordability crisis. Allowing for greater density and building height encourages the construction of a wide range of housing typologies, thereby providing greater accessibility to housing for residents of all incomes, household types and needs throughout the city. The increased capacity will also generate more subsidized, permanently-affordable units through the City's inclusionary housing program and by increasing the geographic availability of sites zoned for the scale and type of buildings feasible for 100% affordable housing development.

3. The General Plan Amendments will advance the production of housing in state-designated Housing Opportunity Areas, where, over the past two decades, only about 10% of new housing units were built, even though they comprise more than 50% of the City's land. Building more residential units in these areas – which have higher incomes, good access to jobs, well-performing public schools, and low levels of environmental pollution – will create housing and economic opportunities for low- and moderate-income households.
4. The General Plan Amendments will enable increased housing production, which will generate more tax revenue and other public revenue to support public services and facilities. This increased revenue will ensure that vital infrastructure and services such as transit, schools, parks, and fire stations support healthy and complete communities, and that these facilities and services can increase in capacity as our population grows in addition to supporting reinvestment in existing facilities.
5. The General Plan Amendments will increase housing capacity in mixed-use and commercial areas and corridors, which will benefit local businesses by generating more customers and demand for their goods and services.
6. The General Plan Amendments will increase housing capacity along major transit corridors and near job, schools and services, which will reduce reliance on automobile trips and reduce greenhouse gas emissions, while providing additional ridership to support higher levels of transit service to benefit both existing and future residents, workers, and visitors.

BE IT FURTHER RESOLVED, that the Commission finds the General Plan Amendments, along with the Family Zoning Plan's proposed Planning Code and Zoning Map Amendments, (together "the Family Zoning Plan", or "the Project"), are, on balance, consistent with the General Plan as proposed for amendment and with the eight priority policies of Planning Code Section 101.1(b), as follows:

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 Family Zoning Plan will enable increased density along commercial and transit corridors in western and northern San Francisco. The increased development capacity will both provide new commercial spaces for San Francisco businesses and provide additional residential density; the increased residential density, will, in turn, provide an enlarged client base and increased pedestrian activity for these businesses. The Family Zoning Plan contemplates measures that address the needs of small businesses, such as flexibility in establishing such businesses in new developments, incentives for new development to provide space and support for new and relocating small businesses, and zoning flexibility for Legacy Businesses to re-establish themselves in other locations if they must relocate.

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

The Family Zoning Plan aims to increase housing capacity within the rezoned areas, while maintaining key aspects of the neighborhoods that are key to San Francisco’s character. New housing projects, while potentially larger than surrounding buildings, must meet objective design standards that require appropriate treatment of ground floor commercial and residential uses, building modulation and articulation, and attention to the public interface of new buildings with existing neighborhood context, among other requirements. The Family Zoning Plan maintains all current Planning Code process that strictly limits the ability to demolish existing multi-family housing units and protects existing tenants. Companion legislation to the Family Zoning Plan proposes enhancing protections for existing tenants by establishing similar policies required by State law. As noted above, the Family Zoning Plan also looks to support local businesses by both providing new opportunities in new development and facilitating relocation of Legacy Businesses. The Plan will not affect current policies and review processes for listed Historic Buildings, including properties that are listed in Article 10 and Article 11 of the Planning Code. The Family Zoning Plan includes a flexible housing entitlement program (referred to as “the Housing Choice-San Francisco Program”), whereby housing developers can obtain reductions of certain Planning Code and design standards requirements as a means to encourage housing development. Projects that include demolition of properties listed in the National Register of Historic Places, the California Register of Historic Resources, or Articles 10 or 11 of the Planning Code would not be eligible for this program. Similarly, projects that involve additions or major modifications to Historic Buildings would be reviewed for compliance with the Commission’s adopted Preservation Design Standards, helping to assure the ongoing historic integrity of Historic Buildings.

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

The Family Housing Zoning Plan is part of the City’s effort to produce 82,000 housing units, including 47,000 for lower- and moderate-income households. Increasing housing production overall will lead to an increase of subsidized affordable units, which are supported by the City’s inclusionary housing requirements. Additionally, the Family Zoning Plan will increase the variety and types of housing available in these neighborhoods by providing increased development capacity in different neighborhood contexts. Housing stock in the Housing Opportunity Area is predominantly single-family homes, which are expensive and provide little opportunity for households looking for more affordable or smaller units. A greater diversity of new housing stock, including apartments and condominiums in multi-family buildings, will provide more housing opportunities for households of all income levels and sizes in High Opportunity neighborhoods. In addition to providing opportunity for larger multi-family buildings on commercial and transit corridors, the Family Zoning Plan will encourage the development of smaller scale additional of housing, including fourplexes, accessory dwelling units (ADUs), townhomes, and small- mid-sized multi-family buildings in residential areas; all of these housing types tend to be more affordable to a greater range of households than single-family homes.

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

The Family Zoning Plan will not impede transit service or overburden streets and neighborhood parking. The Family Zoning Plan would increase housing capacity along existing transit corridors, thereby decreasing reliance on automobile ownership, vehicle trips, and parking. The anticipated increases in

housing density and height are concentrated on high-capacity transit lines. The Family Zoning Plan would reduce maximum allowable off-street parking to reduce vehicle trips generated at future projects. This will also encourage non-auto travel, such as by transit, in compliance with regional Transit Oriented Communities Policy adopted by the Metropolitan Transportation Commission. The rezoning would also restrict new curb cuts for off-street parking and loading on certain core pedestrian-oriented commercial blocks in order to limit conflicts with pedestrian activity and to maintain vibrancy of commercial districts.

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 Family Housing Zoning Plan increases development capacity primarily in residential, neighborhood-commercial, and mixed residential-commercial areas that generally do not include significant amounts of existing industrial uses; no industrial (PDR) districts are proposed for rezoning in the Family Zoning Plan. The Family Zoning Plan does not increase capacity for office development; instead, it increases housing and ancillary small scale ground floor commercial spaces for small businesses and institutions to serve future residents. The Family Zoning Plan would increase housing capacity along existing commercial corridors, which will generate more consumer demand – and therefore more opportunity for service sector employment – at the businesses located therein. Furthermore, it will advance measures to address impacts to existing businesses from new development.

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

New construction taking place as a result of the Family Zoning Plan would be required to comply with all current structural and seismic requirements under the San Francisco Building Code.

7. That the landmarks and historic buildings be preserved;

The Family Zoning Plan would maintain current policies for listed Historic Buildings, including properties that are listed in Article 10 or Article 11 of the Planning Code, the California Register, or National Register. As noted above, projects that include demolition of properties listed in the National Register of Historic Places, the California Register of Historic Resources, Article 10 of the Planning Code or Article 11 of the Planning Code would not be eligible for the Housing Choice-San Francisco Program. Similarly, projects that involve additions to Historic Buildings would be reviewed against the Commission's adopted Preservation Design Standards.

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

San Francisco policies and procedures regarding shadows on public parks would not be affected by the Family Housing Zoning Plan.

BE IT FURTHER RESOLVED, that the Commission finds that the Family Zoning Plan, including the General Plan, Planning Code and Zoning Map Amendments are in conformity with the General Plan as it is proposed to be amended. The General Plan Amendments will articulate and implement many of

the Goals, Objectives, and Policies described in the General Plan. The Family Zoning Plan is consistent with the following Objectives and Policies of the General Plan, as it is proposed to be amended, as follows:

HOUSING ELEMENT

OBJECTIVE 1.A

ENSURE HOUSING STABILITY AND HEALTHY HOMES

The Project would advance the City's goal of generating 82,000 housing units over the coming years, including 47,000 for lower- and moderate-income residents.

OBJECTIVE 3.B

CREATE A SENSE OF BELONGING FOR ALL COMMUNITIES OF COLOR WITHIN WELL-RESOURCED NEIGHBORHOODS THROUGH EXPANDED HOUSING CHOICE

POLICY 25

Reduce governmental constraints on development in Well-resourced Neighborhoods to enable small and mid-rise multi-family buildings providing improved housing choice and affordability.

The General Plan Amendments and the Family Housing Zoning Plan would increase housing development capacity, relax certain development standards, and generally provide increased housing development opportunities where they currently do not exist. For example, small-scale and mid-rise multi-family housing would be permitted in neighborhoods that previously only allowed single-family homes. Mid-rise buildings would be permitted on commercial and transit corridors.

OBJECTIVE 4.B

EXPAND SMALL AND MID-RISE MULTI-FAMILY HOUSING PRODUCTION TO SERVE OUR WORKFORCE, PRIORITIZING MIDDLE-INCOME HOUSEHOLDS

POLICY 20

Increase mid-rise and small multi-family housing types by adopting zoning changes or density bonus programs in Well-resourced Neighborhoods and adjacent lower-density areas near transit, including along SFMTA Rapid Network and other transit.

POLICY 26

Streamline and simplify permit processes to provide more equitable access to the application process, improve certainty of outcomes, and ensure meeting State- and local-required timelines, especially for 100% affordable housing and shelter projects.

POLICY 31

Facilitate small and mid-rise multi-family buildings that private development can deliver to serve middle-income households without deed restriction, including through adding units in lower density areas or by adding Accessory Dwelling Units (ADUs).

The Family Housing Zoning Plan increases capacity for housing development across a wide range of residential, neighborhood-commercial, and mixed residential-commercial neighborhoods across the City. It creates a local streamlined approval process for housing projects (the Housing Choice-San Francisco

Program) that features objective review and approval, without need for discretionary public hearings, thereby providing a simple permitting process for housing development, in addition to a wide range of code flexibility. The Housing Choice-San Francisco program also provides for additional capacity and code flexibility for 100% affordable housing projects.

OBJECTIVE 4.C

EXPAND AND DIVERSIFY HOUSING TYPES FOR ALL

POLICY 32

Promote and facilitate aging in place for seniors and multi-generational living that supports extended families and communal households.

POLICY 33

Prevent the outmigration of families with children and support the needs of families to grow.

By increasing potential development capacity in various contexts, the Family Zoning Plan enables the creation of a wide variety of housing typologies including those for various populations. By increasing the availability of housing of all types, it will encourage housing for seniors, multi-generational and communal households, and for families with children. By providing for new construction of multi-family housing, more appropriate housing for seniors, such as elevator buildings and smaller units, would be enabled in neighborhoods where existing housing stock is limited to larger single-family homes.

OBJECTIVE 5.A

CONNECT PEOPLE TO JOBS AND THEIR NEIGHBORHOOD WITH NUMEROUS, EQUITABLE, AND HEALTHY TRANSPORTATION AND MOBILITY OPTIONS

POLICY 37

Facilitate neighborhoods where proximity to daily needs and high-quality community services and amenities promotes social connections, supports caregivers, reduces the need for private auto travel, and advances healthy activities.

POLICY 38

Ensure transportation investments create equitable access to transit and are planned in parallel with increase in housing capacity to advance well-connected neighborhoods consistent with the City's Connect SF vision, and encourage sustainable trips in new housing.

The Family Zoning Plan would increase capacity for new housing in mixed use districts and commercial and transit corridors in San Francisco's Well-Resourced Neighborhoods, allowing for improved access to daily goods and services, public transportation and jobs.

TRANSPORTATION ELEMENT

OBJECTIVE 2

USE THE TRANSPORTATION SYSTEM AS A MEANS FOR GUIDING DEVELOPMENT AND IMPROVING THE ENVIRONMENT

POLICY 2.1

Use rapid transit and other transportation improvements in the city and region as the catalyst for desirable development, and coordinate new facilities with public and private development.

POLICY 2.2

Reduce pollution, noise and energy consumption

OBJECTIVE 11

ESTABLISH PUBLIC TRANSIT AS THE PRIMARY MODE OF TRANSPORTATION IN SAN FRANCISCO AND AS A MEANS THROUGH WHICH TO GUIDE FUTURE DEVELOPMENT AND IMPROVE REGIONAL MOBILITY AND AIR QUALITY

The Family Zoning Plan would increase housing development capacity along major transit corridors and near major transit stations and nodes. The geography and intensity of housing capacity in the Family Zoning Plan is heavily guided by the public transit system and proximity to commercial and educational centers to improve access and mobility by transit, walking and other non-automobile modes and limit VMT growth from new development.

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 1.1

Recognize and protect major views in the city, with particular attention to those of open space and water

The Family Zoning Plan tailors heights to emphasize characteristic elements of the city pattern, with a predominantly low and mid-rise plan of generally eight stories or less that recognizes topography and maintain key characteristic vistas from public vantage points, locating taller heights at key locations of transit nodes and major intersections for citywide orientation, and locating higher density adjacent to mass transit. The scale of allowable mid-rise buildings is generally aligned with factors such as the width of the street and the significance of adjacent transit and transportation. Buildings of 160 feet and taller will be allowed at key locations and intersections that mark transit nodes and major corridors as envisioned by the Urban Design Element. Large sites will be configured to ensure a small, walkable block pattern that is characteristic of the city fabric. Projects must adhere to Objective Design Standards, including Preservation Design Standards, which emphasize breaking down larger buildings into a finer scale of building patterns characteristic of the city through building modulation and articulation standards.

OBJECTIVE 2

CONSERVATION OF RESOURCES WHICH PROVIDE A SENSE OF NATURE, CONTINUITY WITH THE PAST, AND FREEDOM FROM OVERCROWDING

POLICY 2.4

Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with the past

The HC-SF Program will not be available to projects that propose to demolish landmarks listed in Article 10 of the Planning Code, contributory structures to Historic Districts in either Article 10 and Article 11, or properties listed in either the California Register of Historic Resources or National Register of Historic Places. All projects proposing alterations or additions to historic buildings are required to comply with the adopted Preservation Design Standards. The Project will increase capacity for new development while ensuring that buildings and sites identified as cultural resources will be subject to requirements intended to preserve character defining features.

POLICY 2.7

Recognize and protect outstanding and unique areas that contribute in an extraordinary degree to San Francisco's visual form and character.

OBJECTIVE 3

MODERATION OF MAJOR NEW DEVELOPMENT TO COMPLEMENT THE CITY PATTERN, THE RESOURCES TO BE CONSERVED, AND THE NEIGHBORHOOD ENVIRONMENT

POLICY 3.5

Relate the height of buildings to important attributes of the city pattern and to the height and expression of existing development

POLICY 3.6

Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction.

The Family Zoning Plan tailors heights to emphasize characteristic elements of the city pattern, with a predominantly low and mid-rise plan of generally 8 stories or less that recognizes topography and maintains key characteristic vistas from public vantage points. The Family Zoning Plan locates taller heights at key locations of transit nodes and major intersections for citywide orientation and locates higher densities adjacent to mass transit. The scale of allowable mid-rise buildings is generally aligned with factors such as the width of the street and the significance of adjacent transit and transportation. Buildings of 160 feet and taller will be allowed at key locations and intersections that mark transit nodes and major corridors as envisioned by the Urban Design Element. Large sites will be configured to ensure a small, walkable block pattern that is characteristic of the city fabric. Projects must adhere to objective Citywide Design Standards, including Preservation Design Standards, which emphasize breaking down larger buildings into a finer scale characteristic of the city pattern through building modulation and articulation standards. The Family Zoning Plan and the Citywide Design Standards also contain bulk limits for taller buildings to avoid overly bulky massing, as well as setbacks for the upper floors of larger buildings adjacent to lower scale housing.

The Family Zoning Plan respects and accounts for existing neighborhood character while increasing allowable heights; areas that are presently comprised predominantly of small residential parcels off of the

main commercial and transit corridors would generally remain at a height limit of 40 feet, with limited allowance for six stories on corners and larger lots.

COMMERCE AND INDUSTRY ELEMENT

OBJECTIVE 6

MAINTAIN AND STRENGTHEN VIABLE NEIGHBORHOOD COMMERCIAL AREAS EASILY ACCESSIBLE TO CITY RESIDENTS

POLICY 6.1

Ensure and encourage the retention and provision of neighborhood-serving goods and services in the city's neighborhood commercial districts, while recognizing and encouraging diversity among the districts.

POLICY 6.2

Promote economically vital neighborhood commercial districts which foster small business enterprises and entrepreneurship, and which are responsive to economic and technological innovation in the marketplace and society.

The Family Zoning Plan concentrates density and new residences along commercial corridors, which will benefit local businesses by generating more customers and demand for their goods and services. The proposed zoning maintains Neighborhood Commercial zoning and encourages ground floor commercial uses, including through the creation of a new Residential Transit Oriented – Commercial zoning district, to allow more flexibility to provide ground floor commercial space for neighborhood-serving businesses. The Housing Choice program also includes incentives to support small businesses. While a modest number of small businesses may be directly affected over time by proposed housing development on sites that they operate, on the whole the Family Zoning Plan will increase the viability and vitality of neighborhood commercial businesses and districts overall.

POLICY 6.7

Promote high quality urban design on commercial streets.

The Family Zoning Plan will advance Citywide Design Standards that create clear expectations for new construction, including high quality pedestrian-oriented storefronts and active ground floors that encourage pedestrian and commercial activity, as well as fine-grained well-designed buildings overall.

POLICY 6.8

Preserve historically and/or architecturally important buildings or groups of buildings in neighborhood commercial districts.

The Family Zoning Plan will increase capacity for new development while ensuring that buildings and sites listed as cultural resources will be subject to requirements intended to preserve cultural heritage.

BALBOA PARK STATION AREA PLAN

OBJECTIVE 1.1

Integrate the diverse uses in the plan area around the commercial spine and transit node.

POLICY 1.1.1

Strengthen the link between transportation and land use.

The Family Zoning Plan will increase allowed heights along Ocean Avenue and around the BART station within the Area Plan's boundaries thereby encouraging additional housing development and the increased diversification of the land uses along these important commercial spine and transit nodes.

OBJECTIVE 1.2

STRENGTHEN THE OCEAN AVENUE NEIGHBORHOOD COMMERCIAL DISTRICT.

POLICY 1.2.2

Encourage mixed-use residential and commercial infill within the commercial district.

Permitted heights will be increased along the Ocean Avenue commercial district thereby strengthening the commercial district with heights appropriate to the scale and importance of the street and providing housing for additional residents, who will in turn provide an additional customer base for the commercial businesses.

OBJECTIVE 4.6

ENHANCE AND PRESERVE THE EXISTING HOUSING STOCK

POLICY 4.6.2

Discourage dwelling unit mergers.

The Family Zoning Plan reinforces existing policies that discourage unit mergers by introducing new provisions that strengthen the Planning Commission's stance against the loss of residential flats.

GLEN PARK COMMUNITY PLAN

OBJECTIVE 2

ENSURE THE COMPATIBILITY OF NEW DEVELOPMENT WITH THE FORM AND CHARACTER OF GLEN PARK

POLICY 2.2

Consider new housing and commercial opportunities in appropriately scaled infill development that supports the commercial area.

The Family Zoning Plan increases allowed heights in the Glen Park Plan Area appropriate for its location next to major regional transit facilities including the Glen Park BART Station and the MUNI J-Church Metro line. Developments using the local program will be required to meet the Citywide Design Standards, which include design standards addressing buildings' bulk, articulation and relationship to adjacent smaller buildings. The existing height limits in the commercial area are so low as to suppress all possible new housing and infill development, and are not appropriate for the location adjacent to a BART and Muni Metro station, and so are not aligned with this policy.

MARKET OCTAVIA AREA PLAN

OBJECTIVE 1.2

ENCOURAGE URBAN FORM THAT REINFORCES THE PLAN AREA'S UNIQUE PLACE IN THE CITY'S LARGER URBAN FORM AND STRENGTHENS ITS PHYSICAL FABRIC AND CHARACTER.

POLICY 1.2.2

Maximize housing opportunities and encourage high-quality commercial spaces on the ground floor.

POLICY 1.2.7

Encourage new mixed-use infill on Market Street with a scale and stature appropriate for the varying conditions along its length.

The Family Zoning Plan would increase height along Market Street within the Market and Octavia Area Plan's boundaries as well as in the "Hub" area near Market and Van Ness and the blocks just south of this intersection. The additional height will help emphasize Market Street's role as San Francisco's "main street", while enabling greater housing capacity along the City's most intensive transit spine. Heights will be varied to a scale and stature appropriate for the varying conditions along its length.

OBJECTIVE 2.3

PRESERVE THE AFFORDABILITY OF EXISTING HOUSING STOCK AND STRENGTHEN TENANT PROTECTION PROGRAMS.

POLICY 2.3.3

Discourage dwelling-unit mergers.

The Family Zoning Plan reinforces existing policies that discourage unit mergers by introducing new provisions that affirm the Planning Commission's commitment to preserving residential flats. The Plan maintains existing Code restrictions against merging and demolishing existing units in multi-family buildings.

OBJECTIVE 7.1

CREATE A VIBRANT NEW MIXED-USE NEIGHBORHOOD IN THE HUB.

POLICY 7.1.2

Encourage residential towers on selected sites.

The Family Zoning Plan will increase heights at key sites within the HUB subarea, encouraging more housing in one of the City's most transit-rich locations. The construction of residential towers would be permitted and encouraged, but projects must comply with new zoning requirements to ensure towers are appropriately scaled and integrated with the surrounding urban fabric.

NORTHEASTERN WATERFRONT AREA PLAN

OBJECTIVE 6

TO DEVELOP AND MAINTAIN RESIDENTIAL USES ALONG THE NORTHEASTERN WATERFRONT IN ORDER TO ASSIST IN SATISFYING THE CITY'S HOUSING NEEDS AND CAPITALIZE ON THE AREA'S POTENTIAL AS A DESIRABLE LIVING ENVIRONMENT.

POLICY 6.2

Encourage the development of additional housing wherever feasible (except on new or replacement fill).

POLICY 6.4

Encourage the development of a variety of unit types for households of all sizes where practical.

The Family Zoning Plan will allow increased heights within the Fisherman's Wharf subarea of the Northeastern Waterfront Area Plan. This targeted upzoning responds to the area's relatively underutilized character and has the potential to introduce significant new housing. In addition to addressing the City's broader housing needs, new residents would help enliven the neighborhood and provide a stronger balance between commercial, tourist, and residential uses.

The Housing Choice program enables flexibility in providing a variety of housing types and means of satisfying affordability requirements.

VAN NESS AVENUE AREA PLAN

Land Use

SUBAREA 1: Redwood to Broadway

OBJECTIVE 1

CONTINUE EXISTING COMMERCIAL USE OF THE AVENUE AND ADD A SIGNIFICANT INCREMENT OF NEW HOUSING.

POLICY 1.1

Encourage development of high-density housing above a podium of commercial uses in new construction or substantial expansion of existing buildings.

POLICY 1.4

Maximize the number of housing units.

POLICY 1.5

Employ various techniques to provide more affordable housing.

The Family Zoning Plan will increase heights along all portions of Van Ness Avenue within the Plan Area. The Van Ness Avenue corridor would see the most intensive housing capacity increases in the Family Zoning Plan. These height increases would allow for significantly more housing along this prominent corridor, consistent with its stature and role as a major transit spine. The addition of new residents would also strengthen the customer base, supporting a vibrant retail presence as envisioned in the Area Plan.

ENCOURAGE DEVELOPMENT WHICH REINFORCES TOPOGRAPHY AND URBAN PATTERN, AND DEFINES AND GIVES VARIETY TO THE AVENUE.

POLICY 5.1

Establish height controls to emphasize topography and adequately frame the great width of the Avenue, and support the redevelopment of the Avenue as a diverse, mixed use boulevard and transit corridor.

Although heights will increase along the entire corridor, they would remain sensitive to the surrounding topography, consistent with a key urban design value of San Francisco. The tallest buildings would be located at Geary Boulevard and Van Ness Avenue, with heights gradually tapering down in all directions.

Preservation of Significant Buildings

OBJECTIVE 11

PRESERVE THE FINE ARCHITECTURAL RESOURCES OF VAN NESS AVENUE.

POLICY 11.1

Avoid demolition or inappropriate alteration of historically and architecturally significant buildings.

The Housing Choice Program will not apply to projects that propose the demolition of listed historic buildings, including those identified in the Van Ness Avenue Area Plan. Projects proposing alterations to these landmarks could participate, but only if they comply with the City's Preservation Design Standards and satisfactorily pass review for appropriate alterations to such structures.

WESTERN SOMA AREA PLAN

OBJECTIVE 3.2

ENCOURAGE NEW NEIGHBORHOOD RESIDENTIAL USES IN LOCATIONS THAT PROVIDE THE GREATEST OPPORTUNITIES TO BUILD ON THE EXISTING NEIGHBORHOOD PATTERNS

POLICY 3.2.2

Encourage in-fill housing that utilizes design strategies that consider the existing built housing qualities in terms of heights, prevailing density, yards and unit sizes. *[as proposed for amendment]*

POLICY 3.2.3

Provide additional housing production incentives for areas identified as most appropriate for housing production.

The Family Zoning Plan will increase heights along the major arterials of the far western blocks of Western SoMa Area Plan while maintaining the lower scale of interior alley environments. These height increases would expand housing capacity on well-located, often underutilized sites.

OBJECTIVE 3.3

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

POLICY 3.3.3

Encourage a mix of affordability levels in new residential development.

The Family Zoning Plan and its Housing Choice Program enables flexibility in meeting the City's robust affordable. housing requirements.

WESTERN SHORELINE AREA PLAN

Transportation

OBJECTIVE 1

IMPROVE PUBLIC TRANSIT ACCESS TO THE COAST.

POLICY 1.5

Consolidate the Municipal Railway turnaround at the former Playland-at-the-Beach site

The SFMTA La Playa and Cabrillo Terminal Bus Loop site falls within the proposed SFMTA Non-Contiguous SUD, which would preserve and potentially expand its role as a key Richmond District bus facility while also allowing the addition of future housing.

Richmond and Sunset Residential Neighborhoods

OBJECTIVE 11

ENSURE DEVELOPMENT IN THE COASTAL ZONE ADVANCES HOUSING AND COMMUNITY DEVELOPMENT GOALS APPROPRIATE FOR THE LOCATION OF EACH PARCEL *[as proposed for amendment]*

POLICY 11.1

Consider the location of each parcel relative to both the city context, including major commercial and transit corridors, as well as the coast, when establishing standards for the form, design, and use of new development. *[as proposed for amendment]*

POLICY 11.3

Continue the enforcement of citywide housing policies, ordinances and standards regarding the provision of safe and convenient housing to residents of all income levels, especially low- and moderate-income people.

POLICY 11.4

Strive to increase the amount of housing units citywide, especially units for low- and moderate-income people

In most portions of the Western Shoreline Area Plan, existing height limits would be retained while permitting greater residential density. Select pockets along neighborhood commercial corridors would allow modest height increases, consistent with the City's broader policy of encouraging additional height along such corridors. The Family Zoning Plan and its Local Program also provide flexibility in meeting the City's robust affordability requirements.

BE IT FURTHER RESOLVED, that the Commission finds that the General Plan Amendments do not impose any new governmental constraints on the development of housing, as those terms are defined in

Policies 7.1.1 and 8.1.6 of the 2022 Housing Element, nor do they lessen the intensity of land use within the meaning of Government Code Section 66300(h)(1). The Commission further finds that the collectively, the General Plan Amendment, the Zoning Map Amendments and Planning Code Amendments, provide capacity for more than 36,200 additional units, which would more than offset any constraint or reduction in intensity on specific parcels, if any; and,

BE IT FURTHER RESOLVED, that the Commission finds the amendments to the Land Use Plan of the City's certified LCP meet the requirements of, and are in conformity with, the policies of Chapter 3 of the Coastal Act (California Public Resources Code Section 30200 et seq.) for the reasons set forth in the Consistency Analysis, attached hereto as Exhibit 7. The Commission further finds that the LCP amendments will be implemented in full conformance with the Coastal Act's provisions; and,

BE IT FURTHER RESOLVED, that the Commission has reviewed and considered the FEIR and CEQA Findings as modified by Addendum No. 1, and related findings previously adopted by the Commission for the Family Zoning Plan, including the statement of overriding considerations and mitigation monitoring and reporting program, the findings as set forth in Addendum No. 1, and the findings related to amendments to adopted mitigation measures set forth in Exhibit 8 to this Resolution. The Commission adopts the findings made in Addendum No. 1 and adopts the amendments to mitigation measures as proposed by Addendum No. 1 and identified in Exhibit 8; and,

BE IT FURTHER RESOLVED, that Commission finds and determines that the Project as modified by the 2025 Actions is within the scope of the Project analyzed in the FEIR as modified by the subsequent Addendum No. 1 and require no further environmental review pursuant to CEQA and the CEQA Guidelines Section 15180, 15162, and 15163 for the following reasons: (1) implementation of the 2025 Actions does not require major revisions in said FEIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects; and, (2) no substantial changes have occurred with respect to the circumstances under which the actions analyzed in said FEIR will be undertaken that would require major revisions to the FEIR due to the involvement of new significant environmental effects, or a substantial increase in the severity of effects identified in the FEIR; and, (3) no new information of substantial importance to the actions analyzed in said FEIR has become available which would indicate that (A) the Project as modified by the 2025 Actions will have significant effects not discussed in the FEIR; (B) significant environmental effects will be substantially more severe; (C) mitigation measures or alternatives found not feasible, which would reduce one or more significant effects, have become feasible; or (D) mitigation measures or alternatives, which are considerably different from those in the FEIR, will substantially reduce one or more significant effects on the environment; and,

NOW, THEREFORE, BE IT FURTHER RESOLVED, that the Commission hereby adopts the General Plan Amendments in the proposed Ordinance attached to this Resolution and recommends approval by the Board of Supervisors.

I hereby certify that the foregoing Resolution was adopted by the Commission at its meeting on September 11, 2025.



Jonas P. Ionin

Jonas P Ionin

Digitally signed by Jonas P Ionin
Date: 2025.09.17 14:36:55 -07'00'

Commission Secretary

AYES: Campbell, McGarry, Braun, So

NOES: Williams, Imperial, Moore

ABSENT: None

ADOPTED: September 11, 2025



EXHIBIT 7

FAMILY ZONING PLAN – LOCAL COASTAL PROGRAM AMENDMENTS CONSISTENCY ANALYSIS

Purpose

This document provides an analysis of the consistency of amendments to the City's Local Coastal Program (LCP), proposed as part of the Family Zoning Plan, with relevant provisions of the California Coastal Act (Public Resources Code Division 20) and the certified LCP in accordance with California Code of Regulations, Title 14, Sections 13511 and 13552.

LCP Land Use Plan (LUP) Amendments

Summary of Proposed LUP Amendments

The proposed LUP amendments pertain to residential and commercial development in the Coastal Zone portions of residential neighborhoods in the Richmond and Sunset districts. The amendments revise Objective 11 of the LUP, which currently calls for preservation of the scale of development in those districts, to call for advancing housing and community development goals in a place-sensitive manner. Policy 1 under Objective 11, which currently calls for regulating the density and appearance of development in order to preserve the scale and character of residential neighborhoods, would be revised to call for regulation of the form, design, and use of development in a manner that takes into consideration both the Coast and the larger City context. The proposed amendments are necessary for the City to accommodate its Regional Housing Needs Allocation shortfall of 36,200 units under Housing Element law.

Standard of Review

Pursuant to Coastal Act Section 30512.2 (Chapter 6 Article 2), the standard of review for LUP amendments is that they must conform with the requirements of Chapter 3 policies of the Coastal Act to the extent necessary to achieve the basic state goals specified in Section 30001.5.

Relevant Coastal Act Requirements

The proposed LUP amendments concern high-level policy regarding regulation of residential and commercial development in existing developed areas located inland from the first public road. Relevant

Coastal Act requirements are therefore concentrated in Articles 6 (Development) and 2 (Public Access) of Chapter 3 (Coastal Resources Planning and Management):

Article 6: Development

Section 30250: Location; existing developed area

(a) New residential, commercial, or industrial development, except as otherwise provided in this division, shall be located within, contiguous with, or in close proximity to, existing developed areas able to accommodate it or, where such areas are not able to accommodate it, in other areas with adequate public services and where it will not have significant adverse effects, either individually or cumulatively, on coastal resources. In addition, land divisions, other than leases for agricultural uses, outside existing developed areas shall be permitted only where 50 percent of the usable parcels in the area have been developed and the created parcels would be no smaller than the average size of surrounding parcels.

(b) Where feasible, new hazardous industrial development shall be located away from existing developed areas.

(c) Visitor-serving facilities that cannot feasibly be located in existing developed areas shall be located in existing isolated developments or at selected points of attraction for visitors.

Section 30251: Scenic and visual qualities

The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas. New development in highly scenic areas such as those designated in the California Coastline Preservation and Recreation Plan prepared by the Department of Parks and Recreation and by local government shall be subordinate to the character of its setting.

Section 30252: Maintenance and enhancement of public access

The location and amount of new development should maintain and enhance public access to the coast by (1) facilitating the provision or extension of transit service, (2) providing commercial facilities within or adjoining residential development or in other areas that will minimize the use of coastal access roads, (3) providing nonautomobile circulation within the development, (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation, (5) assuring the potential for public transit for high intensity uses such as high-rise office buildings, and by (6) assuring that the recreational needs of new residents will not overload nearby coastal recreation areas by correlating the amount of development with local park acquisition and development plans with the provision of onsite recreational facilities to serve the new development.

Article 2: Public Access

Section 30211: Development not to interfere with access

Development shall not interfere with the public's right of access to the sea where acquired through use or legislative authorization, including, but not limited to, the use of dry sand and rocky coastal beaches to the first line of terrestrial vegetation.

Section 30212: New development projects

(a) Public access from the nearest public roadway to the shoreline and along the coast shall be provided in new development projects except where: (1) it is inconsistent with public safety, military security needs, or the protection of fragile coastal resources, (2) adequate access exists nearby, or (3) agriculture would be adversely affected. Dedicated accessway shall not be required to be opened to public use until a public agency or private association agrees to accept responsibility for maintenance and liability of the accessway. [...]

Section 30213: Lower cost visitor and recreational facilities; encouragement and provision; overnight room rentals

Lower cost visitor and recreational facilities shall be protected, encouraged, and, where feasible, provided. Developments providing public recreational opportunities are preferred.

The commission shall not: (1) require that overnight room rentals be fixed at an amount certain for any privately owned and operated hotel, motel, or other similar visitor-serving facility located on either public or private lands; or (2) establish or approve any method for the identification of low or moderate income persons for the purpose of determining eligibility for overnight room rentals in any such facilities.

Consistency Analysis

The proposed LUP amendments would apply to the Coastal Zone portions of residential neighborhoods in the Richmond and Sunset districts, which are existing developed areas extending well inland from the Coastal Zone and identified as well-resourced neighborhoods in the Housing Element of the San Francisco General Plan. As articulated in the Housing Element, it is the City's goal to expand housing choice within well-resourced neighborhoods and promote neighborhoods that are well-connected, healthy, and rich with community culture. The proposed amendment to LUP Objective 11 aims to ensure that development in these neighborhoods advances the City's housing and community development goals as appropriate for the location of each parcel. The proposed amendment to Policy 1 would further clarify that the location of each parcel relative to both the coast and the city context should be considered when establishing standards for development, and that the city context includes major commercial and transit corridors.

Article 6: Development

The proposed LUP amendments identify existing developed areas as locations for advancing the City's housing and community development goals, and are therefore consistent with Section 30250 which encourages infill development by calling for new residential and commercial development to be located within such areas.

The amendments require that both the coast and the city context be considered when establishing standards for development, thus reconciling the need for housing and community development in these neighborhoods with Section 30251's requirement that scenic and visual qualities of coastal areas be considered and protected as a resource of public importance. The established street pattern

in the Sunset and Richmond districts is a rectilinear grid with frequent uninterrupted streets arrayed orthogonally to the coast. All existing developed areas are inland from the first public road, which is generally parallel to the coast, and all land between the coast and first public road is publicly owned open space. These street and land-use patterns ensures that public views to and along the coast, generally available from public streets and open space, are protected from development impacts consistent with Section 30251. Furthermore, by requiring consideration of the city context when establishing development standards, the amendments are compatible with Section 30251's requirement that development be visually compatible with the character of surrounding areas, where these surrounding areas are considered as established City neighborhoods with boundaries that extend well inland of the Coastal Zone.

Section 30252 requires that the location and amount of new development maintain and enhance public access to the coast, including via transit and other non-automotive modes. The Richmond and Sunset districts include several transit corridors with high-quality rail and bus lines that connect the Coastal Zone with the rest of the City and with regional transit. The City's housing and community development goals as articulated in the Housing Element call for expanding housing choices and neighborhood commercial activity along these corridors. Implementing these goals in the Coastal Zone neighborhoods, as called for in the proposed LUP amendments, would help support this transit service, consistent with Section 30252. Furthermore, the established neighborhood street grid is fine grained and highly walkable, thus providing residents and visitors with abundant opportunities for non-vehicular circulation as required by this Section.

Article 2: Public Access

The existing street pattern of the Sunset and Richmond districts, discussed above, ensures that development will not interfere with access to the sea consistent with **Section 30211**. Likewise, since the proposed LUP amendments pertain to existing developed areas that are all inland from the nearest public roadway to the shoreline, the proposed LUP amendments are consistent with **Section 30212**.

The coast adjacent to the Sunset and Richmond districts is publicly owned and includes beaches, parks, and other recreational facilities that are free to all, consistent with **Section 30213** which calls for the provision of lower cost recreational facilities. In addition, the Richmond and Sunset districts include several commercial corridors that extend into the Coastal Zone and include establishments that provide lower cost services useful to visitors, such as grocery stores and take-out food establishments. The proposed LUP amendments would require consideration of these existing commercial corridors when establishing development standards, facilitating the continued presence of such establishments in the Coastal Zone.

LCP Implementation Plan (IP) Amendments

Summary of Proposed IP Amendments

The proposed IP amendments would modify development controls in the westernmost portions of the City's Richmond and Sunset districts. These are existing developed areas, inland of the first public road, and are

largely residential with moderate amounts of neighborhood- and visitor-serving commercial uses. These areas are designated for residential and commercial uses under the current IP, and the proposed amendments would continue this designation while allowing more housing and complete neighborhood amenities as appropriate in both the City and Coastal context. In particular, the amendments would:

- create the Housing Choice – San Francisco (HC-SF) program which includes a local residential bonus program that is similar to the State Density Bonus law in that it allows additional residential development opportunities in certain circumstances. The HC-SF program also includes a Housing Sustainability District to encourage housing production on certain infill sites near public transportation;
- create the R-4 Height and Bulk District, which will provide for form-based density, and increased height limits for projects using the HC-SF Program;
- reclassify certain properties as Residential Transit Oriented, Commercial District (RTO-C), which permits a wide array of neighborhood-serving uses at limited sizes along with housing, subject to form-based density;
- require minimum densities in transit-rich locations and impose maximum size limits on residential units;
- create the San Francisco Municipal Transportation Agency Special Use District (SFMTA SUD), which is comprised of parcels owned by the SFMTA, most of which are currently used as parking lots. The SUD allows development of market-rate and affordable housing consistent with each parcel's surrounding zoning district, as well as other zoning modifications specific to the SUD; and
- modify the zoning controls in Neighborhood Commercial (NC-1, NC-2, NC-S) Districts in the Coastal Zone to allow for form-based density and reclassify certain properties as NC-2.

Standard of Review

The standard of review for IP amendments is that they must be consistent with and adequate to carry out LCP Land Use Plan (LUP) provisions. The proposed IP amendments will be paired with LUP amendments that will be adopted locally and submitted for Coastal Commission certification concurrently with the IP amendments. The standard of review for the proposed IP amendments is therefore the LUP as amended by the accompanying LUP amendments.

Relevant LUP Provision

The proposed IP Amendments concern residential and commercial development in the Coastal Zone portions of residential neighborhoods in the Richmond and Sunset districts. The applicable LUP provisions are in the Richmond and Sunset Residential Neighborhoods section (Objective 11 and related policies, as proposed to be amended), with additional provisions in the Transportation section (Objective 1 and related policies) and the Coastal Hazards section (Objective 12 and related policies):

RICHMOND AND SUNSET RESIDENTIAL NEIGHBORHOODS

OBJECTIVE 11: ENSURE DEVELOPMENT IN THE COASTAL ZONE ADVANCES HOUSING AND COMMUNITY DEVELOPMENT GOALS APPROPRIATE FOR THE LOCATION OF EACH PARCEL.

Policy 1: Consider the location of each parcel relative to both the city context, including major commercial and transit corridors, as well as the coast, when establishing standards for the form, design, and use of new development.

Policy 2: Develop the former Playland-at-the-Beach site as a moderate density residential apartment development with neighborhood commercial uses to serve the residential community and, to a limited extent, visitors to the Golden Gate National Recreation Area.

Policy 3: Continue the enforcement of citywide housing policies, ordinances and standards regarding the provision of safe and convenient housing to residents of all income levels, especially low- and moderate-income people.

Policy 4: Strive to increase the amount of housing units citywide, especially units for low- and moderate-income people.

Policy 7: Maintain a community business district along Sloat Boulevard within the Coastal Zone to provide goods and services to residents of the outer Sunset and visitors to the Zoo and Ocean Beach.

TRANSPORTATION

OBJECTIVE 1: IMPROVE PUBLIC TRANSIT ACCESS TO THE COAST.

Policy 1: Improve crosstown public transit connections to the coastal area, specifically Ocean Beach, the Zoo and the Cliff House.

Policy 5: Consolidate the Municipal Railway turnaround at the former Playland-at-the-Beach site.

COASTAL HAZARDS

OBJECTIVE 12: PRESERVE, ENHANCE, AND RESTORE THE OCEAN BEACH SHORELINE WHILE PROTECTING PUBLIC ACCESS, SCENIC QUALITY, NATURAL RESOURCES, CRITICAL PUBLIC INFRASTRUCTURE, AND EXISTING DEVELOPMENT FROM COASTAL HAZARDS.

Policy 12.4: Develop the Shoreline in a Responsible Manner.

Consistency Analysis

Richmond and Sunset Residential Neighborhoods section

The proposed IP amendments would establish eligibility for the HC-SF Local Program (Local Program), which qualifies eligible projects for certain height, density, and code flexibility. Eligible projects would generally be required to meet inclusionary housing requirements, thus increasing the amount of housing for residents of all income levels, especially low- and moderate-income people, consistent with Policies 3 and 4 of this section.

Allowable building heights under the current IP are generally 40 feet. The proposed IP amendments include moderate increases in allowable heights along transit and commercial corridors, mostly for projects using the Local Program. Most height limit increases proposed within the Coastal Zone are located at least one block inland from the first public road and are components of larger district-wide patterns that extend beyond the Coastal Zone, consistent with Objective 11 and Policy 1.

Consistent with Policy 2, the proposed IP amendments would facilitate redevelopment of underdeveloped portions of the former Playland-at-the-Beach site with moderate density residential and neighborhood commercial uses by allowing moderate height increases under the Local Program and for SFMTA Joint Development (see below), and by reclassifying certain properties from the Neighborhood Commercial Shopping Center (NC-S) zoning use district to the Small-Scale Neighborhood Commercial (NC-2) zoning use district.

The amendments would retain the existing NC-2 zoning use district along Sloat Boulevard, consistent with Policy 7. Furthermore, the amendments would reclassify certain properties along other established transit and commercial corridors from various residential zoning use districts to the RTO-C zoning use district, allowing for additional commercial uses to serve the residential community and visitors in addition to the two commercial clusters named in Policies 2 and 7.

Transportation

The proposed IP amendments would allow and encourage denser residential and mixed-use development in existing walkable neighborhoods that are well-served by existing high-quality public transit, particularly along crosstown transit corridors that connect the Coastal Zone to the rest of the city and to regional transit. The amendments are consistent with Objective 1 and related Policies since transit can achieve greater ridership and cost-effectiveness by serving areas with higher densities and other complementary elements such as mixed uses and pedestrian connectivity.

The SFMTA's La Playa/Cabrillo Terminal Loop at 780 La Playa Street is located at the former Playland-at-the-Beach site and supports crosstown public transit connections to the Coastal Zone including the northern portion of Ocean Beach and the Cliff House. The proposed IP amendments would reclassify the Terminal site from the Low Density Mixed Residential (RM-1) zoning use district to the NC-2 zoning use district, and into the Non-Contiguous SFMTA Special Use District in implementation of the SFMTA Joint Development Policy. The proposed zoning reclassification, base height increase to 50', and Local Program height increase to 85' would all facilitate residential mixed-use redevelopment of the site while retaining the ability to maintain and improve transit-related uses, consistent with Objective 1 and related Policies.

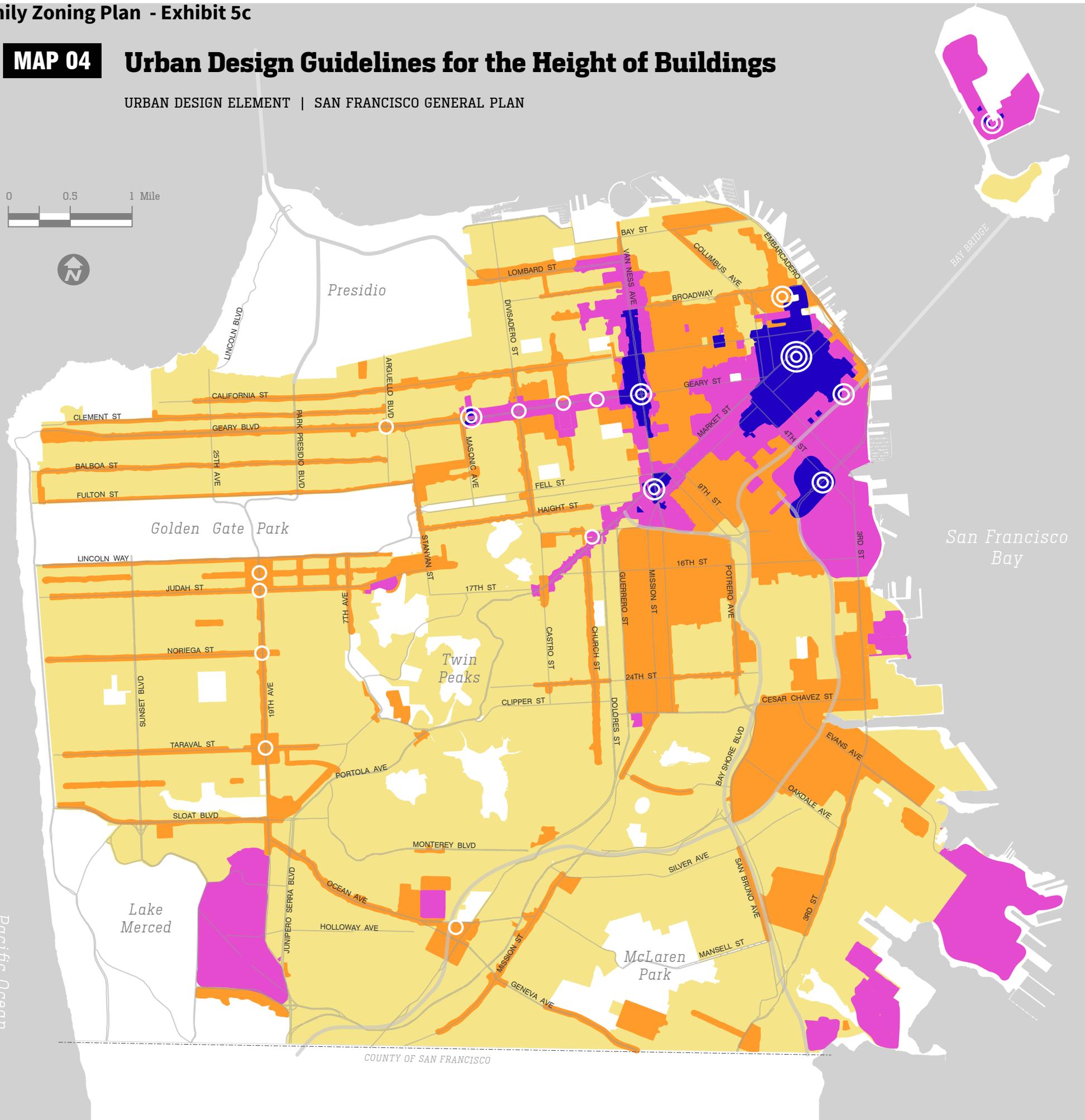
Coastal Hazards

Objective 12 and related Policies are mostly concerned with the shoreline, while the proposed IP amendments would only apply to existing developed areas inland from the first public road. Policy 12.4 states that development in the Coastal Zone should be sited to avoid coastal hazard areas when feasible, and requires design and construction mitigations where avoidance is not feasible. As of this time the City has not identified any coastal hazard areas overlapping the areas to which the proposed IP amendments apply, and the amendments are thus not in conflict with Policy 12.4. In accordance with California Senate Bill No. 272 the City is developing a Sea Level Rise Plan (SLR Plan), as part of the City's LCP, including vulnerability assessment, adaptation strategies, and recommended projects. The SLR Plan may identify new coastal hazard areas, in which case it may propose new development controls or other guidance to minimize impacts to public safety and property from relevant hazards.

MAP 04

Urban Design Guidelines for the Height of Buildings

URBAN DESIGN ELEMENT | SAN FRANCISCO GENERAL PLAN



General Residential Neighborhood Fabric
 Generally up to four stories, with 5 or 6 stories in certain conditions, such as adjacent to major transit corridors and certain major employment or educational centers, corner parcels, and large sites.³

Commercial Streets, Major Transit Corridors, and General Mixed Use Districts
 65' on narrower or less significant streets, 85' on wider and more significant streets or segments of streets. General medium density mixed-use areas and major industrial areas should have height limits from 6 to 8 stories.^{2, 3}

High-Density Residential and Mixed-Use Neighborhoods, Lower Scale High-Rise Districts
 A general fabric of 8 to 25 story buildings. Most areas typically 85' podium buildings, with some areas of taller structures, including widely-spaced lower towers.²

High-Rise Districts
 Concentrated areas or corridors of tall buildings. Tower spacing controls above street wall heights related to street width.

Points on Skyline and Taller Height than Surrounding Area

Neighborhood Skyline Markers	Notable Citywide Skyline Sub-Peaks	Tallest Peak of Skyline Citywide

- NOTES:
- Guidelines for Building Height Limits are intended to convey the desired actual built height of buildings inclusive of any bonuses or other regulatory programs. This diagram conveys policy intent and guidance for the establishment of height limits and regulatory programs, and should not be construed or used as a regulatory map of height limits.
 - Pockets of lower height limits may be warranted in discrete areas to address certain conditions, such as residential enclaves on narrow alleys, listed historic districts, adjacencies to certain open spaces, or other conditions.
 - Public, cultural and institutional buildings may, on a case-by-case basis, rise above the prevailing neighborhood heights by a modest amount due to their civic importance and role as visual landmarks.
 - Buildings in open spaces and on piers require special review and consideration. Not all open spaces are shown this generalized map.



Executive Summary

ADOPTION OF GENERAL PLAN AMENDMENTS; PLANNING, BUSINESS, AND TAX REGULATIONS CODE AMENDMENTS; AND ZONING MAP AMENDMENTS

HEARING DATE: SEPTEMBER 11, 2025

Record No.: 2021-005878 GPA PCA MAP
Project Name: Family Zoning Plan
Staff Contact: Lisa Chen – (628) 652-7422
Lisa.Chen@sfgov.org
Reviewed By: Rachael Tanner, Director of Citywide Planning

RECOMMENDATION: Adoption with Modifications

Summary

On September 11, 2025, the Planning Commission will consider a series of approval actions related to the proposed Family Zoning Plan (“Plan”). The actions before the Commission include the following:

1. Recommendation to the Board of Supervisors to **approve Planning, Business, and Tax Regulations Code Amendments** to establish the key zoning controls and other regulations that will be applicable to development projects in the proposed Family Zoning Plan, and in some cases, citywide or other geographies.
 2. Recommendation to the Board of Supervisors to **approve Zoning Map Amendments** to modify the use districts and the height and bulk districts for parcels in the Housing Opportunity Areas and surrounding areas that are proposed to be rezoned through the Family Zoning Plan.
- Recommendation to the Board of Supervisors to **approve General Plan Amendments** to amend the Urban Design Element, Commerce and Industry Element, Transportation Element, the Balboa Park Station Area Plan, the Glen Park Community Plan, the Market and Octavia Area Plan, the Northeastern Waterfront Plan, the Van Ness Avenue Area Plan, the Western SoMa (South of Market) Area Plan, the

Western Shoreline Area Plan, the Downtown Area Plan, and the Land Use Index;

This Executive Summary includes content on the following topics:

1. Project Background
2. Family Zoning Plan: Proposed Zoning Map
3. Family Zoning Plan Legislation
4. Environmental Review
5. Required Commission Action
6. Recommendation
7. Basis for Recommendation
8. Issues for Consideration
9. Attachments

Background

The Family Zoning Plan (Housing Element Rezoning Program) is a state-mandated implementation action identified in the certified 2022 Housing Element Update (Housing Element). The Housing Element was unanimously adopted by the Board of Supervisors in January 2023 and subsequently certified by the California Department of Housing and Community Development (HCD). The Housing Element Update serves as San Francisco’s plan for meeting our housing needs for the next 8 years (2023-2031).

Through the Housing Element and rezoning, we are creating more space for families, workers, and the next generation of San Franciscans. In the 2022 Housing Element, the City committed to rezoning to accommodate 36,200 additional **homes** above the city’s current zoning to meet state requirements. Since the Housing Element was adopted, the Department has been working on the Housing Element Rezoning Program, the *Family Zoning Plan* (formerly known as Expanding Housing Choice). Starting in February 2023, the Department conducted significant public outreach and held 17 public hearings at the Planning Commission and other City commissions.¹

In addition to the rezoning legislative package, the Board of Supervisors have **introduced complimentary ordinances intended to supplement the Family Zoning Plan.** Most notably, the Department has partnered with Mayor Lurie and with Supervisor Chyanne Chen to introduce an accompanying Tenant Protections Ordinance focused on local implementation of Senate Bill 330. The ordinance will strengthen existing

¹ The Community Engagement Summary for Spring 2023 – Spring 2024 may be accessed at: https://sfplanning.org/sites/default/files/documents/citywide/housing-choice/housingchoice_community_engagement_summary.pdf

polices and add additional measures to protect tenants in existing housing, particularly vulnerable low-income tenants. This ordinance is not described in this memorandum. It is expected to be introduced at the Board of Supervisors on September 9, 2025 and will be considered for adoption at the Planning Commission this Fall.

STATE REQUIREMENTS

The Family Zoning Plan will amend zoning policies primarily in the Housing Opportunity Areas² to increase capacity for multi-family housing to **satisfy the City’s Regional Housing Needs Allocation (RHNA) shortfall of 36,200 housing units**. *Figure 1* illustrates the shortfall.³

The rezoning creates opportunities for more homes in the Housing Opportunity Areas, where the zoning has limited multifamily housing construction in recent decades. Rezoning in these areas fulfills state and federal laws that require the City to **Affirmatively Further Fair Housing (AFFH)** through actions that:

“...[C]ombat housing discrimination, eliminate racial bias, undo historic patterns of segregation, and life barriers that restrict access in order to foster inclusive communities and achieve racial equity, fair housing choice, and opportunity for all Californians.”⁴

One way San Francisco will advance this goal is by focusing the rezoning in the Housing Opportunity Areas. In these areas, exclusionary zoning has limited the ability for apartments, condominiums, and other lower cost forms of housing to be developed. Zoning as well as restrictive covenants and other exclusionary practices prevented low-income and persons of color from living in these areas. Significant portions of these neighborhoods have maintained primarily single-family zoning, which creates housing types that are less affordable to low-income households.

The state has found Housing Opportunity Areas to have higher incomes, better-performing public schools, more economic opportunities, and lower environmental pollution – all of which have been shown to provide positive outcomes for low- and moderate-income residents.⁵ To reverse patterns of racial and economic segregation, the City can create more permissive zoning that allows multifamily homes to develop alongside single family homes.

² Areas designated as “Highest Resource” and “High Resource” on the Opportunity Area Map published by California Department of Housing and Community Development, developed by the California Tax Credit Allocation Committee (CTCAC). These areas were also called “[Well-Resourced Neighborhoods](#)” in the 2022 Housing Element.

³ The State of California requires each region of the state to plan for a certain number of homes within a certain timeframe. San Francisco’s requirement is 82,200 homes by 2031. Per state guidelines, a 15% “buffer” was added to the 86,200-units to account for uncertainty, meaning that San Francisco is planning for a capacity of 94,300 more homes. The City was able to count roughly 58,100 units that are already approved or expected to be built in this timeframe; this is commonly referred to as the “pipeline”. After accounting for these expected units, the remaining number San Francisco must plan for is 36,200 homes.

⁴ California Department of Housing and Community Development’s goal of Affirmatively Furthering Fair Housing (AFFH): <https://www.hcd.ca.gov/planning-and-community-development/affirmatively-furthering-fair-housing>

⁵ For more information regarding the data and development of the Housing Opportunity Areas, consult the information provided by the state California Tax Credit Allocation Committee (CTCAC)/ HCD Opportunity Areas Maps here: <https://www.treasurer.ca.gov/ctcac/opportunity.asp>

Although the proposed rezoning is concentrated in the Housing Opportunity Areas, significant housing production is still expected elsewhere in the city. This is due to development expected and permitted under existing zoning and approved plans, including from prior zoning changes such as Area Plans and Development Agreements that enabled mid-rise and high-rise housing.⁶ These areas are where most new housing has been built over the past 20 years, and where most of the 58,100 units under existing zoning are expected to be produced during the 8-year Housing Element cycle (2023-31), shown in Figures 1 and 2 below.

Figure 1: Regional Housing Needs Allocation (RHNA) Gap Shortfall

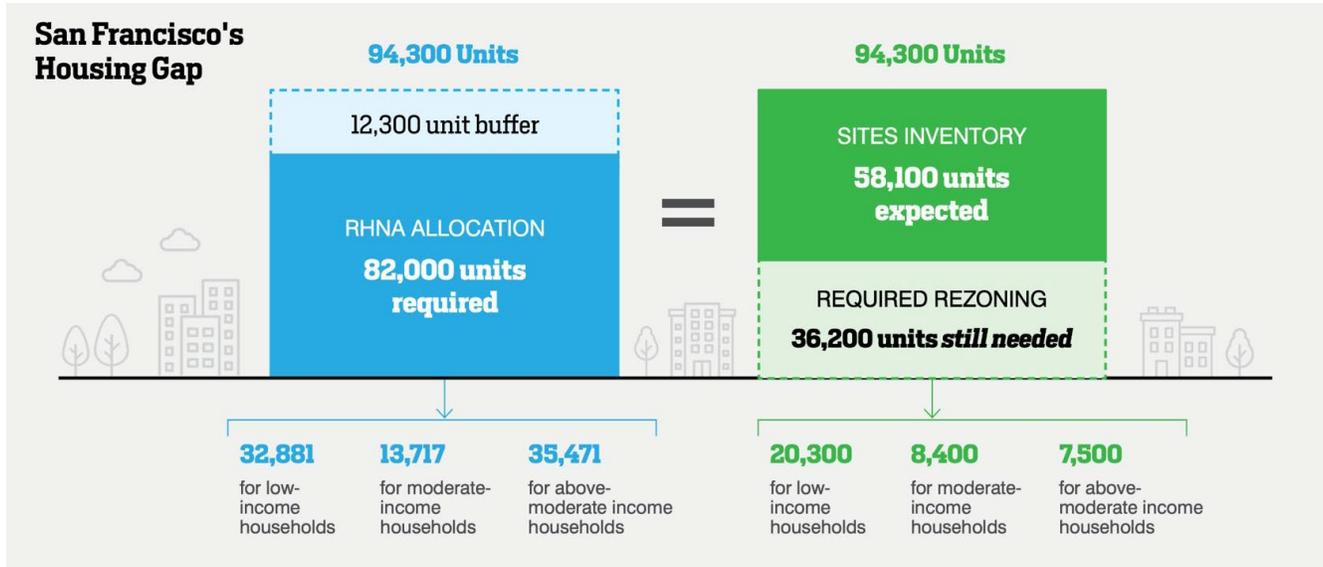
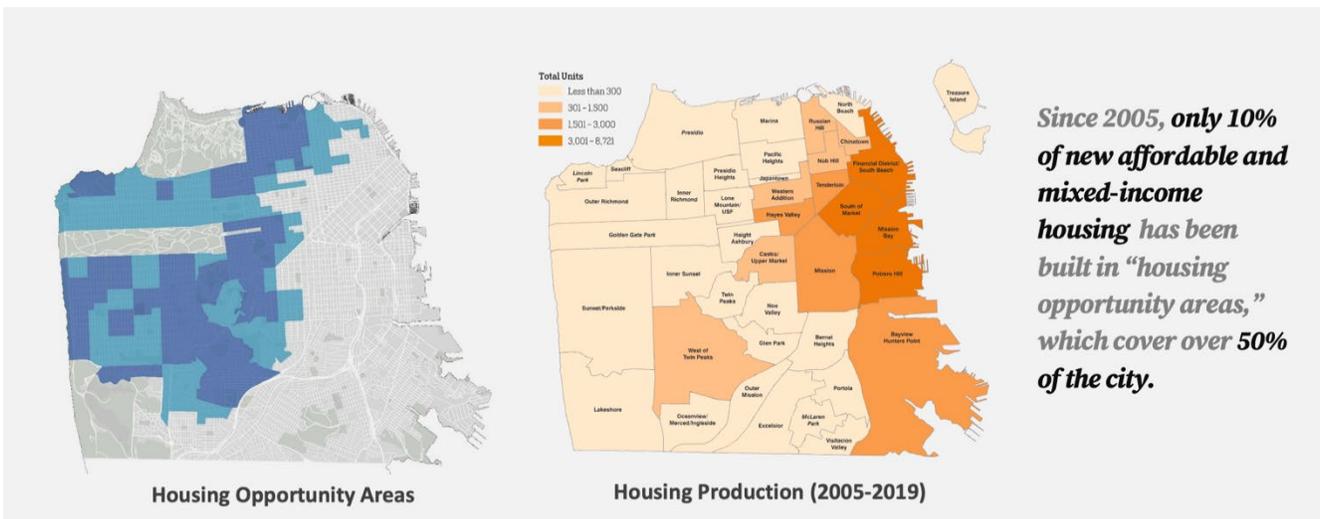


Figure 2: Housing Opportunity Areas & Housing Production (2005-2019)



⁶ 2022 Housing Element Appendix B: Sites Inventory and Rezoning Program: https://sfplanning.org/sites/default/files/documents/citywide/housing-choice/housingchoice_element_appendixB_sites_inventory.pdf

FAMILY ZONING PLAN: KEY OBJECTIVES

At a high level, the Family Zoning Plan is meant to address the following needs and ambitions:

- **Ambitious zoning to meet the changing needs of our City and satisfy our statutory obligations in a way that works for San Francisco:** The magnitude of San Francisco’s housing shortfall (36,200 units) **requires an ambitious response to get the City closer to meeting its goals**, particularly given the current economic conditions and low rate of housing production.
- **Maintains and strengthens the City’s resolve to preserve existing multi-family and rent-controlled housing.** Existing multifamily housing must be maintained as the city grows and accommodates new neighbors in new homes built on opportunity sites. Housing Element law and other state laws support the preservation of existing housing by asking cities to identify sites suitable and available for housing. **State guidance encourages cities and their zoning plans to promote development of underutilized sites while preserving existing multifamily housing.** This proposal maintains our current tenant protections in San Francisco and limits the demolition of existing multifamily and/or rent controlled housing.
- **The proposal allows the City to control our own destiny by directing and shaping growth in ways that keep San Francisco special while making space for future generations.** By satisfying state requirements, which the proposal does, San Francisco can **avoid a state takeover of our zoning powers** and can retain essential funding for transit and affordable housing. The creation of the optional Local Program (described in a later section) also creates opportunities for growth consistent with core City policy goals and design standards, while adhering to state requirements.
- **Strengthening San Francisco neighborhoods to make space for families, workers, and the next generation of San Franciscans:** The rezoning plans for future growth and vibrancy of the city’s neighborhoods while remaining sensitive to existing conditions and building on what makes San Francisco neighborhoods special. The rezoning, bolstered by updates to laws that will protect existing tenants and support small businesses, supports neighborhoods welcoming more neighbors. **More housing will be concentrated on streets without existing housing, and heights have been sculpted in consideration of public vistas from signature open spaces.**
- **Inclusive growth & expanding housing opportunities and affordability:** The rezoning adds more homes broadly across the plan area so that a diversity of housing options will be available throughout the entire City. New housing generates increased property tax revenue and funding for affordable housing, and creates more diverse housing in areas that are predominantly single-family, including housing for families, seniors, essential workers, people with disabilities, and others.
- **Financial feasibility & ease of implementation:** Trends and patterns from successful area plans and Development Agreements informs the zoning. The proposal is vetted by analyses of financial feasibility and likelihood of development and will be accompanied by zoning changes that provide clear objective standards and that allow for streamlined and ministerial project review.

The Department is in the process of developing a series of factsheets describing key project goals and describe various issues (such as small businesses and tenant protections), in particular to clarify topics

where there is frequent misinformation by providing supporting data and information. Some of these resources are listed in Exhibit 2b.

INFORMATIONAL HEARINGS & COMMUNITY ENGAGEMENT

Since Winter 2023, the Planning Department has presented 18 informational hearings on the progress of the program to related legislative bodies, detailed in *Figure 3 (Public Hearing Timeline)*.

Figure 3: Public Hearing Timeline

Date	Legislative Body	Topic
July 27, 2023	Planning Commission	Phase 1 Zoning Concept Maps
September 11, 2023	Small Business Commission	Support for small businesses in the areas proposed for the rezoning
October 2, 2023	Youth Commission	Phase 1 Zoning Concept Maps and youth perspectives on housing challenges and needs for new housing
November 30, 2023	Planning Commission	Phase 2 Draft Zoning Proposal (Fall 2023)
February 1, 2024	Planning Commission	Proposed Zoning Map (February 2024); Local Program overview
February 21, 2024	Historic Preservation Commission	Proposed Zoning Map (February 2024), Local Program overview, and Historic Preservation policies
June 6, 2024	Planning Commission	Phase 1 & 2 Engagement Summary, Objective Design Standards, Historic and Cultural Preservation policies
February 27, 2025	Planning Commission	Tenant Protections
April 7, 2025	Youth Commission	Proposed Zoning Map (April 2025), Community engagement
April 10, 2025	Planning Commission	Proposed Zoning Map (April 2025), Local Program updates
April 17, 2025	Planning Commission	Small Business Strategies
June 16, 2025	Board of Supervisors	Land Use & Transportation Committee (Informational Hearing): Proposed Zoning Map (June 2025), Rezoning Legislation
June 26, 2025	Planning Commission	Family Zoning Plan legislation; Financial Feasibility Analysis
July 17, 2025	Planning Commission	Affordable Housing Sites Analysis & Strategy, Infrastructure Planning, and General Plan Amendments
July 28, 2025	Small Business Commission	Family Zoning Plan legislation; Small Business Strategies
August 20, 2025	Historic Preservation Commission	Family Zoning Plan legislation; Historic preservation
August 25, 2025	Small Business Commission	Small business strategies (continued)
September 3, 2025	Historic Preservation Commission	Family Zoning Plan legislation; Historic preservation

The proposed zoning map and legislative amendments have been shaped iteratively over multiple rounds of feedback dating back to February 2023. Since Summer 2024, outreach has been focused on parsing and incorporating feedback from earlier rounds of community outreach and conducting supplemental events

and meetings with individual community and advocacy groups to hear more specific feedback on the Draft Zoning Map and associated policies.

Notably, in recent months there has been a noticeable increase in requests for community meetings. **From the release of the Family Zoning Plan in April 2025 through August 2025, Department staff have had over 50 community conversations in a variety of public settings**, including town halls, webinars, panel discussions, and Q&A sessions, and our team has numerous other such events scheduled through the Fall. We've also had countless other smaller meetings with individuals and small groups from community organizations to discuss various policy topics in greater detail.

The Department continues to hear mixed reactions to the idea of adding new housing. Some community members embrace zoning changes and push for taller heights and higher densities, while other community members want to see lower heights, less change, or avoid adding new housing altogether. The Department has worked to find a balance among these disparate viewpoints and is advancing a zoning proposal that fulfills state requirements for adding housing capacity, while incorporating specific feedback we've heard on areas that are most suitable and likely to produce new housing.

Community groups are welcome to request Planning Department presentations by contacting the project team via email at sf.housing.choice@sfgov.org.

Family Zoning Plan: Proposed Zoning Map

As part of the Family Zoning Plan, Mayor Lurie released several maps starting in April 2025 illustrating the key changes to height and density proposed in the Housing Opportunity Areas. The map currently under consideration, the **July 2025 Proposed Zoning Map (Exhibit 1)**, reflects community and policy maker input received during the adoption of the 2022 Housing Element and outreach on the Family Zoning Plan. The [online map](#) includes layers with previous drafts of the map, so that community members may track how the proposal evolved on specific parcels, as well as other geographic information and data layers to provide additional context.

The heights shown on the proposed **Local Program Map** illustrate the height limits that will be permitted under the Housing Choice SF Local Program. These heights are generally equivalent to heights that would be feasible and desirable for projects using other state density bonus options. Projects will have the option to use either the Local Program or state programs to achieve the heights on the proposed map.

The heights shown on the proposed **Base Height Map** applies to development not using the Housing Choice Local Program. Housing developments that are seeking to use state bonus programs would use this height limit to establish their "base project" to apply any bonuses or code relief, which could result in projects taller than base height limits and, in some cases, above the Local Program height limits. A project could also pursue a code complying project at these base heights if desired.

KEY GUIDING PRINCIPLES OF THE UPDATED MAP

Below are the key guiding principles that have shaped the locations and heights of housing development in the Proposed Zoning Map:

- In **residential areas surrounding the major transit and commercial streets**, zoning rules will be adjusted to encourage more units (generally under existing height limits) by removing density limits and instituting “form-based” zoning. For the vast majority of residential sites, these changes are only available for projects opting into the Local Program. **In most cases, the height limit will remain at 40 feet, the same as today. Approximately 77% of the parcels in the rezoning fall into this category and are not receiving a proposed height increase under the Plan.** Around a small number of streets (such as Market Street, Church St, Divisadero St, Columbus Ave, and others), projects may build an additional 1 story (up to 50’) through the Local Program.
- The map continues to **concentrate new housing and proposed height increases on major transit routes, commercial streets, and other major hubs of activity**. These areas are better served by transit, retail, and other amenities, and contain more sites that are suitable and likely to be developed into housing. Comparing the proposed Local Program height limits to today’s height limits, approximately 8% of parcels would receive a height increase of 1 to 2 additional stories (10’ to 20’), another 8% would receive 3 to 4 additional stories (30’ to 40’), and the remaining 7% would receive 5 or more stories of additional height (50’ or more).
- **Additional new housing would be distributed broadly** across the “Housing Opportunity Areas” so that no single neighborhood or set of neighborhoods would receive most of the new housing.
- Most corridors would be rezoned (with height changes and removal of density limits) to result in **mid-rise development** (65’ to 85’, or 6-to-8 stories). Heights of 85’ are generally proposed for wider streets adjacent to or near major transit lines and stations (such as rail and bus rapid transit).
- **High-rise heights** (ranging from 105’ – 650’, or 10-to-65 stories) are proposed in areas that:
 - Currently allow high-rise construction above 85’ (for example, the greater Van Ness corridor).
 - At key intersections along major corridors (for example, sections of Geary Boulevard and 19th Avenue).
 - Wider streets that have more medium- and large-sized parcels that are well suited for housing development (for example, Market Street and Lombard Street).
 - Areas near major transit (for example, Market Street, Geary Boulevard, Glen Park).
- **Opportunity sites** throughout the well-resourced neighborhoods that meet a certain size threshold (8,000 square feet), such as public, nonprofit, and religious sites, will be permitted higher height limits. This approach leverages properties that are particularly well-suited to comfortably accommodate more housing—especially affordable housing.
- The proposal has been **mindful of the core physical patterns of San Francisco and in keeping with principles of the Urban Design Element**. The approach considers key characteristic views from major

public vantage points, such as from the tops of hills, parks known for their views, and from the waterfront. The proposal also fulfills the Urban Design Element’s guidance to locate taller buildings in areas of greater activity and transit access and to mark key locations in the City. While the visual impact of new buildings will be felt most acutely by properties that are in their immediate proximity, collectively the proposal does not introduce major areas of tall buildings that would block key public views or change the overall perception of the landscape of the city.

The Department worked with urban design consultant AECOM to develop visualizations that illustrate how new homes of different scales may look at various example locations, shown below. The complete list of renderings that have been developed to date are provided in Exhibit 2.c [“Rezoning Visualizations (For Illustrative Purposes Only)"]. Please note that the images do not portray actual proposed developments. They are meant to provide a sense of the scale of new homes under the proposed plan, and how communities may look and feel as new buildings are added incrementally.





Family Zoning Plan Legislation

On June 24, 2025, Mayor Daniel Lurie introduced legislation to enact the Family Zoning Plan and commence the Plan's adoption process, in accordance with the state-mandated deadline of January 31, 2026. The Mayor subsequently introduced substitute ordinances on July 29, 2025 that made additional amendments to address technical errors and to make slight refinements to the Plan.

This section describes the legislative information contained in the legislative packet, including key documents whose adoption or approval will constitute the legislative amendments to enact the Family Zoning Plan. Exhibits 3, 4, and 5 of packet and the various subsections are organized around items that require Commission action, as follows:

- **Exhibit 3:** Planning, Business, and Tax Regulations Ordinance (Board File 250701).
- **Exhibit 4:** Zoning Map Ordinance (Board File 250700)
- **Exhibit 5:** General Plan Amendments Ordinance

The content of each Exhibit is briefly described below. The ordinances will amend the Zoning Map, Height Map, General Plan, and the Planning, Business, and Tax Regulations Codes. The legislative package will include substantial amendments to the Planning Code and will also make amendments to relevant existing zoning districts. It will revise or establish controls in key areas, such as height, bulk, minimum densities, design standards, affordable housing, parking limits, and allowable uses, among other topics.

EXHIBIT 3: PLANNING, BUSINESS, AND TAX REGULATIONS ORDINANCE (BOARD FILE 250701).

The amendments to the Planning, Business, and Tax Regulations Codes establish the key zoning controls and other regulations that will be applicable to development projects in the proposed Family Zoning Plan. Major components of the ordinance include:

- Creating a **new zoning district**: "RTO-C," a new additional variation of Residential Transit Oriented (RTO) zoning. RTO-C allows for form-based housing development and will permit (but not require) a variety of non-residential uses on the ground floor. As part of this change, the current Residential Transit Oriented ("RTO") district will be renamed to Residential Transit Oriented - 1 ("RTO-1") to improve clarity, though most of the underlying code requirements and standards will remain the same.
- Establishing an optional **Housing Choice SF Program ("Local Program")** a flexible zoning program meant to provide sponsors with additional options to develop housing at the proposed heights and densities while meeting various City and State policy goals.
- **Establishing a new "R-4" height and bulk district** in which all properties are designated with two height designations: 1) a "local program height" that is applicable to projects using the Housing Choice SF Program, and 2) a "base height" that is applicable to projects not using the Local Program. The heights can be read as "X base height // Y Housing Choice height." For example, "40//65-R-4"

allows a 40' height in the base and a 65' height under the Housing Choice SF Local Program.

- Implementing changes to advance the **efficient use of land near transit facilities**, in fulfillment of the Metropolitan Transportation Commission's Transit-Oriented Communities Policy and other city policies. This includes changing parking standards, adding minimum residential densities and office use intensities, establishing maximum unit sizes, and adjusting permitted curb cuts. This allows San Francisco to maintain priority funding for major transportation projects.
- Creating a Non-Contiguous San Francisco Municipal Transportation Agency Sites Special Use District to **implement the SFMTA Joint Development Policy**. The policy was adopted by the SFMTA Board and the Board of Supervisors. The Planning Commission heard an informational presentation on this item on March 6, 2025.
- Allowing certain **Legacy Businesses** to relocate without a Conditional Use Authorization and waiving development impact fees for those businesses.
- Creating a **Housing Sustainability District (HSD)** which creates a ministerial approval process for housing projects that meet specified eligibility requirements.
- Modifying **height and bulk limits** to provide additional capacity in the Housing Opportunity areas.
- Revising **wind review standards** applicable to projects taller than 85' in selected zoning districts.
- Making **conforming changes** to zoning control tables in various Districts.
- Amending the **Local Coastal Program** to be consistent with the provisions above and directing the Planning Department to forward the ordinances to the California Coastal Commission upon the Plan's adoption.

Exhibit 3 includes the proposed Planning Code ordinance (Exhibit 3.b) and draft Resolution (Exhibit 3.a) to approve the Ordinance. It also includes summary tables that describe the code ordinance (Exhibit 3.c).

EXHIBIT 4: ZONING MAP ORDINANCE (BOARD FILE 250700)

The amendments to the Zoning Map would change use districts and height and bulk districts for parcels in the Housing Opportunity Areas and surrounding areas that are proposed to be rezoned through the Family Zoning Plan. It will do this through the following provisions:

- Reclassifying certain properties to the new **Residential Transit Oriented – Commercial (“RTO-C”) district**. As part of this change, the current Residential Transit Oriented (“RTO”) district will be renamed as Residential Transit Oriented – 1 (“RTO-1”) to improve clarity. However, most of the underlying code requirements and standards will remain the same.
- **Reclassifying properties in the rezoning area with the new “R-4” height and bulk district**. Under this new district, all properties will receive a split height designation, with: 1) a “local program height” that is applicable to projects using the Housing Choice SF Program, and 2) a “base height”

that is applicable to projects not using the Local Program.

- **Changing the height limits on certain properties** in the Family Zoning Plan, including establishing a “local program” height for all properties in the Plan area, and in a smaller number of cases, modifying the “base height.”
- **Reclassifying certain properties** from Public to Mixed-Use or Neighborhood Commercial Districts to allow housing development.
- Designating various properties to be included in the **Non-contiguous San Francisco Municipal Transportation Agency Sites Special Use District**.
- Amending the **Local Coastal Program** to be consistent with the provisions above and directing the Planning Department to forward the ordinances to the California Coastal Commission upon the Plan’s adoption.

Exhibit 4 includes the proposed Zoning Map ordinance (Exhibit 4.b) and draft Resolution (Exhibit 4.a) to approve the Ordinance. It also includes a set of illustrative Zoning Maps by Supervisor District (Exhibit 4.c). The full parcel tables that describe the Zoning Map changes at a detailed parcel level are available on the Legistar webpage for the ordinance ([Board File 250700](#)).⁷

EXHIBIT 5: GENERAL PLAN AMENDMENTS ORDINANCE

The ordinance proposes amendments to various General Plan Elements and Area Plans for consistency with the Family Zoning Plan, including: Urban Design Element, Commerce and Industry Element, Transportation Element, the Balboa Park Station Area Plan, the Glen Park Community Plan, the Market and Octavia Area Plan, the Northeastern Waterfront Plan, the Van Ness Avenue Area Plan, the Western SoMa (South of Market) Area Plan, the Western Shoreline Area Plan, the Downtown Area Plan, and the Land Use Index.

The changes consist of removing outdated zoning and height maps, as well as language about height and density limits to align with the Housing Element and the general parameters of the Family Zoning Plan. The Amendments to the Western Shoreline Area Plan constitute amendments to the Local Coastal Program.

Exhibit 5 includes the proposed General Plan Amendments ordinance (Exhibit 5.b) and Draft Resolution (Exhibit 5.b). The Draft Resolution also contains master General Plan and Planning Code Section 101.1 consistency findings for all the actions related to adopting the Family Zoning Plan.

Attached to this staff report is also a memorandum (**Exhibit 5.c**), **providing more background on each of the Area Plans that overlaps with the Family Zoning Plan** as well as more specific information on how each Area Plan would be amended to allow for increased housing capacity.

⁷ <https://sfgov.legistar.com/LegislationDetail.aspx?ID=7449404&GUID=0F95C63F-86D3-433A-8B92-069CAB240942&Options=ID|Text|&Search=250700>

Environmental Review

On November 17, 2022, the Commission certified the Housing Element 2022 Update EIR in motion 21206, and adopted CEQA findings, a Statement of Overriding Considerations, and a Mitigation, Monitoring and Reporting program (MMRP) for the Housing Element 2022 Update on December 15, 2022 in resolution 21220.

On September 3, 2025, the Department published an addendum to the Housing Element 2022 Update FEIR, and found that the proposed Family Zoning Plan, including the General Plan, Planning Code and Zoning Map amendments, would not create any new or substantially more severe significant impacts than those described in the FEIR. The FEIR Addendum may be downloaded on the Department website at <https://sfplanning.org/environmental-review-documents>.

Required Commission Action

The proposed resolutions are before the Commission so that it may adopt them, reject them, or adopt them with modifications.

Recommendation and Basis for Recommendation

The Department recommends that the Commission **approve the proposed Ordinances with modifications** and adopt the attached Draft Resolutions to that effect.

The Department recommends the modifications shown in Table 4 below, which also describes the rationale recommended changes.

Table 4: Family Zoning Plan Legislation – Amendments Recommended by Department

#	Code Section	Change	Rationale
1	135	Reduce the usable open space requirement for Senior Housing (e.g. to 36 sq ft) and allow indoor community spaces to meet the requirement.	To make it easier to build senior housing and reduce requirements that may not be needed for this use type.
2	155.1	Eliminate or reduce (e.g., cut by 50%) the bike parking requirements for Senior Housing.	To make it easier to build senior housing and reduce requirements that may not be needed for this use type.
3	202.2(f)(1)(C)	Change the definition of Senior Housing so that there is no minimum number of units to qualify.	To make it easier to build senior housing at all scales.
4	202.17	Expand the waiver of the Conditional Use Authorization (for use authorization) and impact fees waivers from just Legacy Businesses to all displaced businesses.	To make it as easy as possible for a business to relocate if it is affected by new housing development.

#	Code Section	Change	Rationale
5	206.10(d)(1)	Waive ground floor height requirement (Section 145.1) for projects using the Local Program to allow a building of 9 stories in 85' height districts.	To permit more units within the 85' mid-rise construction typology, potentially creating more efficient buildings and reducing costs.
6	206.10(d)(1)(B)	Amend the unit mix requirement applicable to projects using the Local Program as follows: <ul style="list-style-type: none"> • <u>4-unit building</u>: min one 2+BR • <u>5-9 units</u>: min 25% 2+BR, including at least one 3+BR unit • <u>10+ units</u>: min 25% 2+BR, including at least 5% 3+BR 	To ensure a minimum number of 3BR units while creating more flexibility for very small projects.
7	206.1(d)(1)(E) and (K); various	<p><u>Square Footage Bonus for additional multi-bedroom units in the Local Program:</u> Projects of 3+ units can receive additional square footage added to their building envelope for providing:</p> <ul style="list-style-type: none"> • <u>3BR units</u>: 250 sq ft for each unit provided , including any the required unit(s) • <u>4+BR units</u>: 400 sq ft for each unit provided including any required unit(s) <p>In the R-districts, bonus square footage can be added horizontally through any combination of the following:</p> <ul style="list-style-type: none"> • Reducing the required rear yard (from 30% down to 25% rear yard or 20 feet, whichever is greater). • Reducing the rear yard on the ground floor to 18% or 15 ft, whichever is greater. • Building into the required side yard, where applicable. • Reducing the required upper-story setback for additions to historic properties, from 15 feet down to 10 feet. (Preservation Design Standard P.5.1.1). <p>In other districts, bonus square footage can be added horizontally as above, or vertically through the addition of additional height, generally not to exceed 1 additional story of height.</p>	To provide incentives for new developments to include larger, family-sized units.

#	Code Section	Change	Rationale
8	206.1(d)(1)(E) and (K); 414A; various	<p><u>Square Footage Bonus for family-friendly amenities in the Local Program:</u> In R-districts, projects can get a square footage bonus for providing certain communal amenities, calculated as follows:</p> <ul style="list-style-type: none"> • 2.0 sq ft bonus for each square foot provided of shared community rooms, shared kitchen, reservable room for overnight guests, extra storage for large objects, space for in-home childcare. <p>Bonus square footage can be added horizontally through any combination of the following:</p> <ul style="list-style-type: none"> • Reducing the required rear yard (from 30% down to 25% rear yard or 20 feet, whichever is greater). • Reducing the rear yard on the ground floor to 18% or 15 ft, whichever is greater. • Building into the required side yard, where applicable. • Reducing the required upper-story setback for additions to historic properties, from 15 feet down to 10 feet. (Preservation Design Standard P.5.1.1). <p>In addition, projects that are providing an in-home childcare space may receive a waiver of their childcare fee obligation (Section 414A).</p>	To provide incentives for new developments to include various amenities that are supportive of families and communal living arrangements.
9	206.10(d)(1)(F)	Remove usable open space requirement for projects using the Local Program. Projects are still subject to applicable rear yard requirements.	To allow more flexibility to make the Local Program more competitive with the state density bonus. Project massing is still regulated by required rear yards (which would be 25-30% for Local Program projects).
10	206.10(d)(1)(G)	Remove Planning Code exposure requirements for projects using the Local Program.	To allow more flexibility to make the Local Program more competitive with the state density bonus. Projects are still subject to California Building Code requirements for unit exposure.

#	Code Section	Change	Rationale
11	206.10(d)(1)(K)	Add an additional Height Bonus available for projects in the Local Program, comprised of additional square footage for providing tenant improvements (e.g., a "warm shell").	To bring down the costs to occupy new storefronts, particularly for cost-prohibitive buildouts like food service uses.
12	206.10(d)(1)(K)	<u>Square Footage Bonus and Code Flexibility for Preservation of historic structures.</u> Add a bonus and code flexibility for adaptive reuse on sites with historic structures (which could include Category A buildings, designated Article 10/11 landmarks, and listed resources in the State or National historic registers) in districts other than R districts and in the RTO-C district that do not demolish the resource and comply with the Preservation Design Standards in ways that preserve the resource and reduce the volume of the project within the otherwise permitted building envelope not accounting for the historic structure. The bonus square footage shall be equivalent to 1.5 times the square footage foregone through setback or unused volume above the footprint of the historic structure. This volume can be used to expand the allowed volume of a building horizontally or vertically, not to exceed a certain additional number of stories (to be determined) or reduce the required rear yard above the ground floor to less than 15 feet where abutting the rear yard of parcels containing residential uses.	To incentivize the retention of historic properties, particularly undesignated or unlisted Category A historic resources, particularly in commercial corridors, while not precluding their redevelopment with housing using the Local Program.
13	206.10(d)(1); 303	Allow replacement of tourist hotels/motels of 75 rooms or less for projects using the Local Program, without a Conditional Use Authorization (2/3 of the gross square footage must be residential).	To allow existing hotel uses to continue on a site (even if it is not the same operator).
14	206.10(d)(1)	State that future revisions to the Housing Choice SF program must satisfy two conditions: 1) Any proposed new or increased government constraints in the Housing Choice SF program must be offset by decreasing constraints; and, 2) Substantive changes to the applicability and/or development standards in the Local Program must be analyzed for consistency	To ensure that future amendments to the Local Program remain competitive with state programs and do not negatively affect the City's compliance with state law and the adopted Housing Element.

#	Code Section	Change	Rationale
		with Housing Element statute in Government Code 65583(a)(3).	
15	209.4	<p>Edit the Use Size Control for the RTO-C district and delete the first clause ("P: up to 4,999 gross square feet per lot") so that it reads as follows:</p> <p>"P: Non-Residential use of any size that is part of a project where at least 2/3 of the floor area contains Residential uses. C: Non-residential use in new development, changes of use, or addition of more than 20% to an existing structure, in which the non-residential uses constitute more than 1/3 of the gross square footage of the proposed new, converted, or enlarged structure(s)."</p>	Ensure new projects are at least 2/3 residential, to satisfy state requirements.
16	311	Codify early notification for commercial tenants. Upon receipt of a development application on a commercial corridor, the Planning Department will send mailed notice to the address (to notify any commercial tenants) and notify the Office of Small Business.	To provide as much advance notice to the City and commercial tenant and allow for sufficient time to make a plan if relocation is needed.
17	317(c)(12)	Edit the proposed language to read: <i>(12) Residential Flats. Notwithstanding anything to the contrary in this Section 317, projects that propose the Merger, Reconfiguration or Reduction in size of Residential Flats shall not require a Conditional Use Authorization if the project would increase the number of units on the property.</i>	Clarification of language consistent with existing Commission policy. Removes reference to demolitions which would still be subject to Section 317.
18	Various	Clean up Planning Code Section 151 references and supersede those with 151.1 references. PC 151.1 is the only remaining off-street parking section.	Technical cleanup.

Issues for Consideration

This section describes other topics for the Commission to consider, including:

- **Consistency with Housing Element and State Laws**
- **Connection to San Francisco’s Local Coastal Plan**
- **Racial and Social Equity Analysis**
- **Other Issues for Consideration**

CONSISTENCY WITH HOUSING ELEMENT AND STATE LAWS

To date, all versions of the proposed map have been developed to ensure alignment with the guiding principles listed above and consistency with the 2022 Housing Element and state laws. The current map remains broadly consistent with example maps published in the adopted Housing Element and the rezoning scenarios studied as part of the Housing Element Environmental Impact Report.

The Department has been using several analytical methods to ensure the proposed map meets the City’s RHNA obligations. First, proposed heights and density adjustments are run through a unit capacity estimation calculation that was used for the Housing Element Sites Inventory of Sites Proposed for Rezoning (Housing Element Appendix B4, Table B). This method has been commonly used to estimate capacity for all of San Francisco’s past rezonings and to identify sites more likely to develop based on various site characteristics, including existing uses and underdevelopment relative to proposed zoning. The results indicate that the proposed zoning map plans for housing capacity exceeding our RHNA shortfall.

Second, the proposed zoning map is also evaluated through a housing feasibility model. The Department has been working with external modelling experts and researchers to refine other analytical models that evaluate the feasibility of housing development on every parcel to estimate of how much new housing development is financially feasible with the proposed zoning changes under a range of reasonable economic conditions. In addition to the unit capacity methodology listed above, this model has guided refinements to the map that are necessary to demonstrate that rezoning could reasonably produce the RHNA shortfall.

To augment both of these analyses, the Department has been developing a review of the development activity from previous rezonings and citywide that occurred over a period of time in those areas and compared that data to the capacity estimates that the Department developed at the time of those rezonings, as well as evaluating how much housing has been entitled and produced citywide relative to overall citywide zoned capacity over recent decades. This review is intended to inform any adjustments that might need to be made to the outputs of the above modeling methods.

Finally, the Department has consulted with Century Urban, a real estate consultant, to evaluate the development feasibility of a range of building typologies in San Francisco. Among a number of common factors that affect the financial feasibility of a development, the study considered building size, location, lot size, number of units, construction hard and soft costs, and the review process that a project must undergo to be constructed. The Department also worked with Century Urban on a study of how government-imposed costs (such as fees, inclusionary housing requirements, and lengthy permitting timelines) impact project feasibility, to fulfill Housing Element Action 8.1.8, which required completion of a “pro-forma-based study of cumulative governmental constraints on housing development in relation to the socio-economic needs of the city.” The results of these studies were discussed at the informational Commission hearing on June 26, 2025.

CONNECTION TO SAN FRANCISCO'S LOCAL COASTAL PLAN

The Local Coastal Program (LCP) is a policy and regulatory document required by the California Coastal Act that establishes land use, development, natural resource protection, coastal access, and public recreation policies for San Francisco's Coastal Zone. The Coastal Zone extends approximately 6 miles along the City's Pacific (western) shoreline, from the Point Lobos recreational area in the north to the Fort Funston cliff area in the south. This area is covered by the Western Shoreline Area Plan of the General Plan (WSAP).

The LCP consists of two components: (1) the Implementation Plan and (2) the Land Use Plan. The former is comprised of Planning Code provisions that relate to development within the Coastal Zone that have been certified by the California Coastal Commission (CCC). The latter consists of those portions of the WSAP that have been certified by the CCC. Because the General Plan Amendments for the Family Zoning Plan include amendments to the WSAP, an amendment to the Land Use Plan of the LCP is required. The Draft Ordinance includes instructions to the Planning Department to submit the approved General Plan Amendment to CCC for certification following City approval. Department staff completed a Consistency Analysis of the proposed Local Coastal Program Amendment associated with the adoption of the Family Zoning Plan, attached to this report as Exhibit 7, in accordance with California Code of Regulations, Title 14, Sections 13511 and 13552.

HOUSING CHOICE SF PROGRAM ("LOCAL PROGRAM")

As described in previous Commission hearings, the proposed rezoning is structured so that housing projects will have multiple pathways to achieve the heights illustrated in the Local Program map (Exhibit 1). They may use: 1) the Housing Choice SF Program ("Local Program"); or, 2) the "base heights" layered with other state or local bonus laws, such as the State Density Bonus or AB2011.

The Local Program is meant to be a parallel program to state programs (such as the State Density Bonus) and sponsors may elect either option depending on which is most advantageous for the project. **Projects using the Local Program must opt out of using state bonus programs and meet objective code requirements and design standards.** The Local Program allows us to maintain what makes San Francisco special while welcoming new homes.

How to qualify: To qualify, projects must meet the following requirements:

- Contain at least two or more units and add at least one additional unit;
- Located within the rezoned area (also referred to as the R-4 Height and Bulk District);
- Does not take advantage of State Density Bonus program or other state program that provides its own bonuses or waivers from local zoning standards;
- Does not involve the demolition of a structure designated as a landmark under Article 10, is listed as contributor to an historic district in Article 10, is listed as a Significant or Contributory Building under Article 11, is listed in the California Register of Historic Resources, or is listed on the National Register

of Historic Places;

- Complies with the Citywide Design Standards and the Preservation Design Standards, except where otherwise allowed to be modified through the Local Program’s Major Modification process;

Local Program projects may still use provisions in state law that provide for entitlement process streamlining (i.e., ministerial review), such as those created by AB2011 and SB423, provided they meet those program’s applicable criteria.

Projects using the Local Program will receive flexibility from some Planning Code controls (e.g., development benefits), described in Figure 5 below. Projects that choose to use the Local Program would be able to choose an unlimited number of benefits from this menu of “local waivers.” **The topics listed here reflect the draft ordinance as currently filed (Board File 250701, version 2) and do not reflect the recommended amendments described in the prior section.**

The menu is derived from examining the most common waivers and concessions sought by projects recently using the State Density Bonus (ex: rear yard, exposure, usable open space, among other areas). The Department conducted outreach with industry experts and community groups to review the provisions of the local program and gather additional feedback on its implementation.

Figure 5: Local Program Development Benefits in Draft Ordinance (Board File 250701, version 2)

Topic	Applicable Planning Code or Design Standard <i>(Under Current Zoning)</i>	Local Program “Automatic” flexibility <i>(i.e., “waivers” in Local Program; current as of July 29th ordinance – Board File 250701 v.2)</i>
Density	Generally, parcels off-corridor and some parcels on corridors are subject to density limits based on lot size.	Projects using the Local Program, including off-corridor sites, would not be subject to lot-based density limits but rather to Form-Based Density standards.
Height	Projects are subject to the height limit (i.e. “base” height limit). Eligible projects using State Density Bonus or other programs may exceed the height limit per the rules of those programs.	Projects may extend up to the Local Program Height Limit as provided on the Proposed Zoning Map. Corner lots and lots larger than 8,000 square feet may go up to 65’. Projects may receive up to a 5’ height increase to accommodate key architectural features, such as stoops and entries.
Inclusionary Housing	Projects may meet inclusionary housing requirements through: <ul style="list-style-type: none"> • Affordable Housing Fee; 	Projects can choose any compliance method or some combination thereof to meet Section 415. Projects that elect

Topic	Applicable Planning Code or Design Standard <i>(Under Current Zoning)</i>	Local Program “Automatic” flexibility <i>(i.e., “waivers” in Local Program; current as of July 29th ordinance – Board File 250701 v.2)</i>
	<ul style="list-style-type: none"> • On-site Affordable Housing; • Off-Site Affordable Housing; • Small Sites; • Land Dedication (currently available in select districts) <p>Projects using state density and ministerial review programs must meet applicable eligibility requirements of those programs, which typically require that some or all inclusionary units be provided on-site.</p>	<p>off-site or land-dedication must provide the required units or land within the geography of the Housing Opportunity Areas.</p> <p>Projects of 24 units or less also have the option of providing a 100% rent-controlled building instead of providing inclusionary units.</p>
Height Bonus for Community Serving Uses and Micro-Retail	None	<p>Projects may receive a square footage bonus for providing specific uses, which may be accommodated by adding up to 10’ additional height:</p> <ul style="list-style-type: none"> • Up to 2 additional feet of building square footage for every square foot provided of Community Serving uses (childcare, Legacy Business, displaced business, grocery, laundromat, nonprofit office, trade office). • Up to 1.5 additional feet of building square footage for every square foot provided of “micro-retail” spaces (measuring 100-1,000sf).
Unit Mix	<p><u>Most rezoned areas (NC, C districts):</u> 25% 2+ BRs bedrooms, including at least 10% 3+BRs (applicable starting at 10+ units).</p> <p><u>RTO and Van Ness & Market SUD:</u> 35% 2+ BRs bedrooms, including at least 10% 3+BRs (applicable starting at 5+ units).</p>	<p><i>As Introduced:</i> Projects may instead meet 25% 2+BR or more through Local Program. Applicability is 5+ units.</p> <p><i>Note: Proposed for amendment by Planning Commission. See Department Recommendations for proposed amendments.</i></p>

Topic	Applicable Planning Code or Design Standard (<i>Under Current Zoning</i>)	Local Program “Automatic” flexibility <i>(i.e., “waivers” in Local Program; current as of July 29th ordinance – Board File 250701 v.2)</i>
Street-facing legislated and front setback	Required dimensions vary depending on legislated setbacks or zoning districts (RTO, RH, and RM, PUDs, etc.)	Projects on 19th Avenue may reduce legislated and front setback if sidewalk expands and is at least 15’.
Rear Yard	<u>RH, RM-1, RM-2, RTO, RTO-M:</u> 30% rear yard required <u>All other Zoning Districts:</u> 25% rear yard required	Rear yard (except in R districts) may be reduced to 18% of lot depth, or 15’ whichever is greater; a corner lot’s required rear yard may be reduced up to 18% of the lot area. In NC and C Districts, where otherwise not permitted, the ground floor is allowed 100% lot coverage.
Usable Open Space	Outside of Eastern Neighborhoods Mixed Use Districts, requirement varies from 36 square feet (SF) per dwelling unit (DU) to 300 SF/DU	<u>As Introduced:</u> Reduced to 36 SF/DU Common Usable Open Space: 10’ in horizontal dimension, min 100’ SF Private residential Usable Open Space: 3’ min horizontal dimension and 27’ min SF. Note: Proposed for amendment by Planning Commission. See Department Recommendations for proposed amendments.
Dwelling Unit Exposure	Dwelling units citywide must face an open area meeting one of the following: <ol style="list-style-type: none"> (1) A public street, public alley at least 20’ in width, side yard at least 25’ in width, or rear yard; if an outer court whose width is less than 25’, then depth is no greater than its width; or (2) An unobstructed open area (whether an inner court or a space between separate buildings on the same lot) of no less than 25’ in every horizontal dimension. 	<u>As Introduced:</u> Up to 30% of the units may meet a lower standard, providing exposure to “yards” or “courts” as defined by California Building Code (Ch. 12, Sec. 1205.2 & 1205.3). Proposed for amendment by Planning Commission. See Department Recommendations in the Executive Summary for proposed amendments.

Topic	Applicable Planning Code or Design Standard <i>(Under Current Zoning)</i>	Local Program “Automatic” flexibility <i>(i.e., “waivers” in Local Program; current as of July 29th ordinance – Board File 250701 v.2)</i>
New ground floor non-residential use size limits	Use size cap varies from 2,000sf to 25,000sf depending on the zoning district.	No cap; no Conditional Use Authorization required.
Height limits for vertical non-habitable architectural elements	Height exceptions for non-habitable architectural elements are only available in Eastern Neighborhoods Mixed Use Districts, 85’ height or less: <ul style="list-style-type: none"> • One element per lot; • Not to exceed 1,000 GFA • Element shall not have a plan dimension greater than 50’; • Element’s height should not exceed 50% of the applicable height limit. 	Allow an identical height exception for vertical non-habitable architectural elements on lots zoned for 85’ or below.
Additional “catchall” flexibility	n/a	In addition to the options above, projects using the Local Program may seek an additional 15% reduction of any other quantitative Planning Code standard, with some exceptions.
Additional flexibility for 100% Affordable	Various Planning Code sections	100% affordable projects can use any of the incentives above, plus: <ul style="list-style-type: none"> • Reduce active ground floor requirement by 20% • Additional 20’ of height above Local Program height. • Curb Cuts restrictions in Section 155(r) shall not apply. • Ground floor ceiling height requirements in Section 145.1(c)(4) shall not apply.
Ministerial project review	Qualifying projects may opt to use state laws that enable ministerial review (e.g., SB423, AB2011, Housing Element low-income sites provision).	In addition to existing state ministerial programs, legislation will establish a new Housing Sustainability District (HSD), which will be available to projects using the Local Program.
Major modification	Per Planning Code 304, where not specified elsewhere in the code, a modification is possible on lots of at least ½-acre through a discretionary Planning	Projects of <i>any size</i> may choose to seek a major modification for any additional relief requested in excess of the pre-determined list and the 15% “catchall”

Topic	Applicable Planning Code or Design Standard <i>(Under Current Zoning)</i>	Local Program “Automatic” flexibility <i>(i.e., “waivers” in Local Program; current as of July 29th ordinance – Board File 250701 v.2)</i>
	Commission approval of a Planned Unit Development.	flexibility that are embedded into the Local Program.

RACIAL AND SOCIAL EQUITY ANALYSIS

The Family Zoning is a key implementation action of the Housing Element 2022 Update, which is San Francisco’s first comprehensive housing plan that is centered on equity. Consistent with Planning Commission Resolution 20738, which requires that the Planning Commission center its work and decision-making in racial and social equity, the Department developed the **Racial and Social Equity Analysis: Family Zoning Plan** (Exhibit 2.d; referred to as “RSE Analysis”).

The Family Zoning Plan project team considered and applied racial and social equity-minded practices while conducting outreach for the project, addressing community concerns, and iteratively developing the final proposal. The RSE Analysis completed by staff with support from Ground Works Consulting examines the impacts of the existing zoning in San Francisco’s high-resource neighborhoods, recounts the history of exclusionary zoning and existing disparities in the city, describes the intentions of the Family Zoning Plan and the evidence to support them, and discusses expected positive outcomes of rezoning and considers actions to address any potential unintended consequences, many of which have been incorporated into the proposed legislation.

Crucially, the RSE Analysis affirms the Family Zoning Plan as a critical strategy to help undo policies that have created and reinforced patterns of economic and racial segregation, due to policies dating as far back as the early 20th century. By changing zoning rules to increase housing capacity, **the Plan will increase access to affordable and diverse housing types in the Housing Opportunity Areas,** whose characteristics have been shown by research to be associated with positive economic, education, and health outcomes for low-income families – particularly better long-term outcomes for children.

A few highlights from this robust analysis are presented below.

Part 2: Historical Patterns of Exclusion and Related Disparities

This section of the RSE Analysis includes an evaluation of spatial data and historical information to describe longstanding patterns of exclusion and its impacts on various socioeconomic disparities. **The analysis finds that the neighborhoods collectively encompassed by the Housing Opportunity Areas possess the following characteristics:**

- **Low housing production, limited housing options, and expensive housing**

- Only 9% of new housing citywide was built there over the last 25 years, despite comprising more than 50% of the city's land area and 60% of parcels.
 - Home sales prices are 29% higher and rental prices are 28% higher than the median values in other parts of the city.
 - 66% of the parcels in the High Opportunity Areas that have housing on them are used for only single-family (58,500 parcels out of 89,000)—the most expensive and exclusive housing type. Single family homes tend to be 11-40% more expensive than condos and other multifamily housing types.
- **Residents are less diverse and more affluent**
 - More residents are white—49% compared to 29% in other neighborhoods.
 - Median household incomes are approximately 23% higher than the citywide median.
 - More residents are homeowners—46% compared to 32% in other neighborhoods.
 - **Better health and education outcomes**
 - More residents have a college degree—70% compared to 50% in other neighborhoods.
 - Life expectancy is 4 years longer than in other neighborhoods.

Part 3: Potential Outcomes of the Proposal

This section provides a summary of research, data, and policy strategies that address four key topics where community members have expressed concerns about the proposed rezoning, including:

- Housing Affordability
- Residential Displacement
- Small Business Impacts
- Infrastructure and Community Services

Figure 6 below (“RSE Analysis – Potential Benefits and Unintended Consequences”) presents the results of this analysis, describing the potential positive outcomes that could be realized by the proposed Family Zoning Plan, as well as possible negative or unintended consequences. As noted, this analysis has been conducted iteratively and in parallel with the development of the Family Zoning Plan legislation. It has helped shape the policy proposal itself and has highlighted critical topics for consideration during Plan implementation. This section of the full RSE Analysis (Exhibit 2.b, Part 3) also describes specific policies that can address some of these concerns, including existing policies (e.g. City or state policies), actions that are currently in the proposed Family Zoning Plan legislation, and other ideas for additional actions that could be pursued either with the rezoning or through separate actions.

Figure 6: RSE Analysis – Potential Benefits and Unintended Consequences

RSE Topic	Potential Benefits of Rezoning	Potential Unintended Consequences of Rezoning
HOUSING AFFORDABILITY	<ul style="list-style-type: none"> • Updating land use regulations to add more housing generally has a positive, yet moderate, impact on affordability for housing in the general market, which is how the vast majority of households of all incomes acquire housing. Multi-family housing, enabled through the rezoning, also tends to be more affordable to more households than single family homes. • Allowing for larger building sizes through the rezoning will make 100% affordable housing developments more feasible in places they were not previously. Further, the development of new market rate housing will generate fee revenues and build units that will grow the deed-restricted affordable housing stock. 	<ul style="list-style-type: none"> • It is not guaranteed that rezoning will result in more development in the short term, nor that developing more housing in the Housing Opportunity Area will significantly lower prices in the near term, particularly given extremely high demand for housing combined with current economic conditions which make many housing types infeasible to build.
RESIDENTIAL DISPLACEMENT	<ul style="list-style-type: none"> • Adding housing to the Housing Opportunity Areas, especially subsidized affordable units, has the potential to help low-income and middle-income households and households of color move to the Housing Opportunity Areas and help to reduce displacement pressures for existing residents. • The Tenant Protections Ordinance will work in conjunction with other tenant protection policies to deter developers from displacing tenants and demolishing existing housing. In practice, these policies direct developers to focus development efforts on “soft sites” without existing housing, such as parking lots. 	<ul style="list-style-type: none"> • If rents stay high, rather than stabilize or slightly decrease as expected, there will continue to be displacement pressures (which are primarily due to causes like Ellis Act, owner move-ins, capital improvements, or other causes of eviction), and people could be displaced before they can benefit from increased housing supply. • Renters who are more susceptible due to age, disability status, language ability, or socio-economic status, may face challenges navigating the existing systems and resources designed to protect them from displacement.

RSE Topic	Potential Benefits of Rezoning	Potential Unintended Consequences of Rezoning
<p>SMALL BUSINESS</p>	<ul style="list-style-type: none"> • More housing will support small businesses by increasing their customer base, and by making it easier for employees and owners to live nearby. • The proposed micro-retail spaces will create more affordable or right-sized options for small businesses, and the inclusion of the RTO-C zoning district will expand the available area in the city where commercial uses are allowed. • Early notification of development applications will give OSB more time to work with the impacted business to explore options including negotiating the ability to return, seeking a different site, exploring a different business model, or otherwise planning for the next phase of the business. • Financial resources and simplifying the requirements for relocating a displaced business can help businesses impacted by the rezoning stay afloat. 	<ul style="list-style-type: none"> • A small number of businesses, particularly those in buildings without residential units, may face closure if their building is proposed for new developments (though it is worth noting that the majority of new housing is not proposed on sites with existing storefronts). They may also experience decreased sales or other negative impacts if they are located near housing construction.
<p>INFRASTRUCTURE & COMMUNITY SERVICES</p>	<ul style="list-style-type: none"> • More people will benefit from neighborhoods that already have access to good schools, open space, lower pollution, and essential infrastructure and community services. For most types of infrastructure, City agencies project that there is sufficient capacity to accommodate new growth for approximately the next two decades . • Dense, new development will be more energy and water efficient and can reduce a household’s need to drive, which can benefit the environment as well as household budgets. 	<ul style="list-style-type: none"> • In the longer term, in cases where demand will outpace the capacity of infrastructure and services, a larger population could reduce the quality and access to services for existing residents if future investments and service expansions are unable to keep up. This may be particularly impactful for low-income residents who rely on specific programming, public transit, and services provided by nonprofits and community-based organizations.

RSE Topic	Potential Benefits of Rezoning	Potential Unintended Consequences of Rezoning
	<ul style="list-style-type: none"> • New residents and new developments can increase City revenues (e.g., via impact fees, property taxes, sales taxes, etc.) to reinvest in infrastructure and services, both offsetting the impacts of growth and improving service to existing residents. 	

OTHER CITY COMMISSIONS

The Department has made several presentations at the **Youth Commission**, the **Small Business Commission**, and the **Historic Preservation Commission**. Relevant correspondences from these commissions are attached in Exhibit 6.a (“Responses from Other City Commissions”).

The **Youth Commission** discussed the Family Zoning Plan at two informational hearings, and **adopted two resolutions in support of the Family Zoning Plan**. Generally, Commissioners acknowledged the need for more housing opportunities, particularly for young people and families, and welcomed the focus on affordable, family-sized housing. They stressed the need for strong tenant protections, including a “right to return” if redevelopment occurs, and also asked questions about historic preservation. They also asked how the City will ensure housing is actually built and how progress will be tracked.

On May 19, 2025, the Commission adopted a resolution supporting the Expanding Housing Choice Plan while urging that any zoning changes include strong tenant protections, particularly the right to return for families displaced by development. On June 16, 2025, it adopted a second resolution supporting new housing but calling for safeguards to prevent displacement of small businesses that provide jobs, culture, and community stability for youth and families. Together, the resolutions highlight the Commission’s commitment to expanding affordable housing while ensuring that tenants and small businesses are not left behind.

The **Small Business Commission** discussed the legislation at three hearings, and the introduced legislation was forwarded to them for review and to make recommendations related to the Plan’s potential impacts on small businesses. On August 25, 2025, the **Commission voted to support the legislation**, making the following recommendations:

- Codify a notification process to commercial tenants and the Office of Small Business when a development application on a rezoned site is submitted to the Planning Department,
- Track small business displacement under the rezoning plan,
- Codify incentives for development projects that include warm shell buildouts in new commercial

spaces,

- Explore statewide advocacy to support commercial relocation assistance; and,
- Explore incentives for development projects to make contributions to a small business mitigation fund.

The **Historic Preservation Commission** heard informational on the Plan at three calendared hearings. At the September 3, 2025 hearing, the Commission **voted to direct the HPC President to develop a letter to the Planning Commission** sharing various recommendations on how to strengthen the policies and incentives related to historic preservation in the Family Zoning Plan. This letter is expected to be sent to the Commission in advance of the Adoption hearing on September 11th.

OTHER LEGISLATIVE ISSUES FOR CONSIDERATION

In addition to the recommended modifications, the Department considered, but are not recommending, numerous other possible amendments to the ordinances that the Commission or Board of Supervisors could potentially consider, such as to create additional options for development, study different height and/or density proposals, or refine other aspects of the proposed Family Zoning Plan. These other issues for consideration are listed in Exhibit 2.a (*“Other Legislative Issues for Consideration”*).

Public Comment

Exhibit 6.b (“Public Comment Letters”) provides an overview of public comment letters that have been received on the Family Zoning Plan, primarily since the legislation introduction on June 24, 2026. The following summarizes this recent public comment:

The Planning Department has received seven organizational letters of support for the San Francisco Family Zoning Plan, from a broad array of civic, business, and affordable housing organizations, including the Chamber of Commerce, Bay Area Council, SPUR, Sierra Club, Golden Gate Restaurant Association, BOMA, Hospital Council, AdvanceSF, MidPen Housing, Mission Housing, and the SF District Benefit District Alliance. Supporters emphasized that the Plan will expand housing opportunities for families, increase density near transit and commercial corridors, and strengthen neighborhood vitality. Business and community groups also highlighted the plan’s role in supporting the local workforce, small businesses, and long-term economic resilience. Collectively, the letters underscore widespread recognition that the plan advances affordability, inclusivity, and quality of life for San Francisco families.

The Planning Department also received 18 individually-written letters and 4 form letters in support of rezoning. These letters generally tended to focus on the importance of building more housing to alleviate San Francisco’s housing crisis. They also noted that increasing heights and development capacity would make these neighborhoods more inclusive, thus making the rezoning important from an equity perspective.

In total, we received 25 individually-written letters and 327 form letters opposing the rezoning. These letters generally make claims that the rezoning would incentivize mass demolition, displacement of renters and small businesses, and the unchecked spread of luxury high-rises across San Francisco. These letters also make claims that the plan lacks affordability guarantees, tenant protections, or meaningful community input, framing it as a giveaway to developers and investors rather than a solution to the city's housing needs. The form opposition letters also characterize the rezoning as a blanket upzoning approach, warning it will fuel speculation, gentrification, and irreversible neighborhood change. They call on the Planning Commission to scale back or postpone the plan, prioritize tenant and small business protections, and pursue community-driven alternatives.

We received several dozen emails from other groups and individuals that voiced neither total support nor opposition to the rezoning, but included a mix of technical zoning inquiries, parcel-specific questions, and concerns and questions about a range of topics including height limits, affordability, tenant protections, and funding. Some of the letters provided feedback on specific geographies, including requests to lower heights in certain areas, shift housing growth to other areas, or to add additional height or density in certain areas. Several messages also requested meetings or clarification on hearing times, while a smaller number offered specific policy suggestions.

Attachments

Exhibit 1. Proposed Family Zoning Map (July 2025)

Exhibit 2. Issues for Consideration & Communications

- a. Other Legislative Issues for Consideration
- b. Factsheets (September 2025)
 - i. What is the Family Zoning Plan?
 - ii. Family Zoning Plan and Small Business
 - iii. State and Local Tenant Protections
- c. Rezoning Visualizations (for illustrative purposes only)
- d. Racial and Social Equity Analysis: Family Zoning Plan (September 2025)

Exhibit 3. Planning, Business, and Tax Regulation Code Amendments

- a. Planning, Business, and Tax Regulation Code Amendments Draft Resolution
- b. Planning, Business, and Tax Regulation Code Amendments Draft Ordinance
- c. Summary of Planning, Business, and Tax Regulation Code Amendments

Exhibit 4. Zoning Map Amendments

- a. Zoning Map Amendments Draft Resolution
- b. Zoning Map Amendments Draft Ordinance⁸

⁸ The full Zoning Map Amendments Parcel Tables are available online on [Legistar under File 250700](#).

- c. Zoning Maps by Supervisor District (for illustrative purposes only)

Exhibit 5. General Plan Amendments

- a. General Plan Amendments Draft Resolution
- b. General Plan Amendments Draft Ordinance
- c. Urban Design Element Map 04 – Urban Design Guidelines for the Height of Buildings
- d. Overview of Area Plans that Overlap with the Family Zoning Plan

Exhibit 6. Other Commissions & Public Comment

- a. Responses from Other City Commissions
- b. Public Comment Letters

Exhibit 7. Local Coastal Program Consistency Findings

Exhibit 8. Addendum No. 1 to the Housing Element 2022 Update FEIR