

SAN FRANCISCO  
LOCAL COASTAL PROGRAM

PRIVATE LANDS

INCLUDING

HOUSING ELEMENT  
(ISSUE No. 4)

COMMERCIAL PROPERTY

AND

ACCESS COMPONENT

DOCUMENTS DEPT.

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AUGUST 1980

This publication was prepared with financial assistance from the U. S. Office of Coastal Zone Management, National Oceanic and Atmospheric Administration, under the provisions of the Federal Coastal Zone Management Act of 1972, as amended, and from the California Coastal Commission under the provisions of the Coastal Act of 1976.

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## I. Introduction

The Coastal Act of 1976 requires that each local jurisdiction with land lying in whole or in part within the Coastal Zone prepare a Local Coastal Program (LCP).

To date, San Francisco has produced an Issue Identification, identifying six specific issues of concern in the San Francisco Coastal Zone. Save this one on housing in the Coastal Zone, these issues have been heard by the City Planning Commission at public hearings, as follows:

August 1979:	Issue No. 5:	Playland-at-the-Beach Site
November 1979:	Issue No. 1B:	Great Highway Redesign North of Lincoln Way
March 1980:	Public Lands	
	Issue No. 1A:	Golden Gate Park
	Issue No. 2:	The Zoo
	Issue No. 3:	Lake Merced
	Issue No. 6:	Federal Lands

This paper discusses the final issue (Issue No. 4) regarding residentially-zoned land in the Richmond and Sunset Districts, and the Olympic Country Club. In addition, this paper will discuss the very small amount of commercial property within the Coastal Zone, including the Sutro Baths. The Access Component, required by the Coastal Act, is included here also. This, then, should conclude the basic discussion of the issues within the Coastal Zone.

## II. Housing Element

### A. Existing Situation

The residentially-zoned property which lies within the Coastal Zone is primarily in the Richmond and Sunset neighborhoods of San Francisco. The age, character and density of existing housing is mixed in both of these neighborhoods. Some of the more interesting housing structures existed before the earthquake of 1906. The construction of the Esplanade, which began in 1916, and the construction of the Great Highway, which began in 1919 and was completed in 1929, seem to be significant events in the triggering of housing activity in these districts.

The mix of housing structures by type is found in the following



chart:

Existing Housing (by density type)

Richmond (14 blocks)

<u>Type</u>	<u>No. of Lots</u>	<u>Percentage of Total</u>	
1-Unit	209	67%)	88%
2-Unit	63	20%)	
3-Unit	4	1%	
4+-Unit	<u>34</u>	<u>11%</u>	
Total	310	99%*	

Sunset (19 blocks)

<u>Type</u>	<u>No. of Lots</u>	<u>Percentage of Total</u>	
1-Unit	441	68%)	85%
2-Unit	113	17%)	
3-Unit	24	4%	
4+-Unit	<u>72</u>	<u>11%</u>	
Total	650	100%	

Total: 960

\* Percentage does not equal 100% due to rounding.

In the Richmond, three and one-half blocks of the total of 14 are vacant and developers have received a conditional use authorization for a planned unit development and a Coastal permit for the construction of 436 housing units, including 83 units of low- and moderate-income family housing. This site was considered as a separate issue (Issue No. 5: Playland-at-the-Beach Site). The remainder of the residentially-zoned property includes a mixture of primarily one- and two-unit buildings (88%) with a scattering of multiple-unit structures.

In the Sunset, the coastal zone between Golden Gate Park and Sloat Boulevard includes approximately 19 blocks, several of which are tapered slivers created by the angled orientation of the Great Highway. At around the turn of the century, much of the Sunset was an undeveloped expanse of sand dunes. Some small cottages of that period remain in existence today. Many of the lots have been developed with more modern structures including row houses of one- and two-unit density and higher density apartment houses. The area from Lincoln May to Moriega Street which is within the Coastal Zone went through the City's Concentrated Code Enforcement (CCE) program and was taken over by





the Federally Assisted Code Enforcement (FACE) program. Structures which went through these programs were deemed to be in compliance with the Housing Code in 1970.

The Olympic Country Club represents the one privately-owned residentially-zoned parcel in San Francisco with direct frontage on the Pacific Ocean. The Country Club spans two counties (San Francisco and San Mateo) and two regional coastal commissions (North Central Coast and Central Coast). There are 161.35 acres of the Club in San Francisco and 191.37 acres in San Mateo County.

The Recreation and Open Space Element of San Francisco's Comprehensive Plan contains this specific policy regarding the Olympic Country Club:

Retain entire area as open space. If private golf course is discontinued, acquire for public recreation and open space.

The Olympic Country Club is zoned RH-1(D) (Single-Family, Detached Dwellings) and is in a 40-X (40 feet, no bulk requirement) Height and Bulk district.

As a Conditional Use in an RH-1(D) district, Section 209.5(a) of the San Francisco Planning Code provides the following:

Open recreation area not publicly owned which is not screened from public view, has no structures other than those necessary and incidental to the open land use, is not operated as a gainful business and is devoted to outdoor recreation such as golf, tennis or riding.

This would seem to be consistent with the Comprehensive Plan and with the current use of the site.

Other than the Richmond and Sunset neighborhoods and the Olympic Country Club, residentially-zoned land within the Coastal Zone has been developed to the maximum extent. Specifically, these are the following:

John Muir Apartments, 720 rental units along John Muir Drive, south of Lake Merced;

Lake Merced Hills, 200 condominium units just off Lake Merced Boulevard, east of Lake Merced; and



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a portion of Park Merced, part of one of the first planned unit developments, which includes portions of Vidal Drive, Higuera Avenue and Garces Drive, off Lake Merced Boulevard.

## B. Zoning

A significant amount of attention has been given to residential zoning in San Francisco, including the Richmond and Sunset residential neighborhoods. There has been a continual move to decrease the amount of density permitted in order to retain neighborhood character.

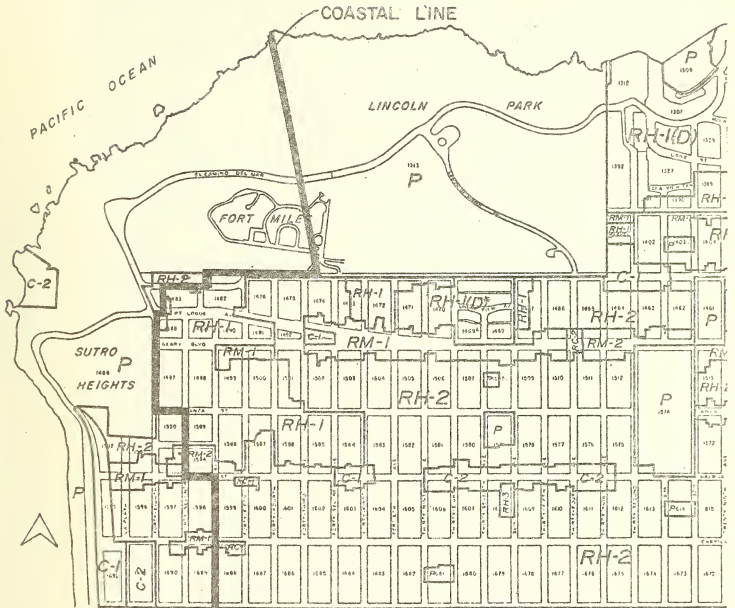
In 1921, when the first zoning was enacted, the Richmond and the Sunset were zoned Commercial and 2nd Residential (anything over one unit per lot), and there was no height limit. This situation prevailed until 1960 when some 2nd Residential went to R-2 (Two-family), and east-west streets, considered to be transit-oriented, went to R-3 (High-medium residential) in the Richmond; and the Commercial was reduced and R-4 (High-density residential) went in north of Lawton Street (along the coast), R-3 went in south of Lawton Street and there was a small amount of R-2 in the Sunset. At this time, there was no height limit on Commercial or R-4.

In 1963, R-3 density was halved, which meant 50% reduction in density on properties zoned R-3. In 1967, a 40-foot height limit was placed on Commercial and R-4. In 1974, in the Sunset, R-4 was reduced to R-3 and some R-3 was reduced to R-2.

The Residential Zoning Study, which began in 1976, was undertaken because a number of neighborhoods, including the Richmond and Sunset districts had requested or initiated changes in zoning to a decreased density. The underlying reason for these requests, which became the primary charge of the study, was a desire to retain the neighborhood character of San Francisco's residential areas. The clear message from the residents was that they wanted to keep their neighborhoods as they were and they did not want to incorporate new, larger, and sometimes disruptive structures into intimate small-scale neighborhoods. A block-by-block, street-by-street survey was undertaken by the Department of City Planning, with the resultant proposals essentially reflecting the pattern of development which was extant. In areas of mixed density (one-family units with two-family units, for example), the determination for the zoning district went to the type of structure which was in the majority of a street frontage.

Additionally, in conformance with the policy regarding





ZONING IN THE RICHMOND DISTRICT









rehabilitation of existing housing, it was pointed out by the Department's economic consultant in a study entitled Analysis of the Economic Impacts of the Proposed Change in San Francisco Zoning, December 17, 1976, by Gruen Gruen + Associates, that if a one-unit structure were sound, the economics would not be conducive to replacement on a one-for-one basis; also, given the possibility of an increase of only one unit per lot, it was not economically feasible to demolish and reconstruct housing with such a small increase in density.

The resulting zoning, adopted by the City Planning Commission and the Board of Supervisors in 1978, reduced C-2 (Community Business) to C-1 (Neighborhood Shopping) and RM-1 (1 dwelling unit per 800 square feet) and retained RH-2 (Two-Family) in the Richmond district. In the Sunset, some R-3 was reduced to RH-2, some to RH-3 and some to RM-1, with the rest remaining RH-2. The description and purpose of these districts can be found in Appendix A.

### C. Potential Increase in Units

The implications of zoning for potential increase in the Richmond and Sunset neighborhoods is found in the following table:

Potential Density Increase in San Francisco's Coastal Zone			
<u>Richmond</u>	<u>No. of Lots Which Could Increase</u>	<u>No. of Lots Total</u>	<u>Percent Which Could Increase</u>
In RH-2	198	270	73%
In RM-1	19	34	56%
In RM-2	5	6	83%
Total	222	310	72%
<u>Sunset</u>	<u>Could Increase</u>	<u>Total</u>	<u>Percent</u>
In RH-1	0	121	0%
In RH-2	258	385	67%
In RH-3	14	16	88%
In RM-1	71	122	58%
In RM-2	0	6	0%
Total	343	650	53%
Sunset/Richmond Total	565	960	59%



In terms of real numbers, most of any potential increase in density would occur in RH-2 zoned areas. This means that single-family units up to a total of approximately 450 in these areas could increase by one unit. If a structure is in sound condition, it is unlikely that this would occur.

The RM-1 zoned areas in the Sunset would provide another relatively significant potential for increase. Of the 71 structures on RM-1 zoned lots, 53 are single-family and 18 are 2-unit structures. Fifty of the single-family units are in the blocks abutting the Judah bus lines and turnaround. Judah has historically been a transit line and higher density has traditionally been encouraged on transit streets.

Generally, the effect of the Residential Zoning Study has been to slow down the rate of demolition.

It is with structures that are substandard and where rehabilitation costs are high that demolition would most likely be considered. This would be more likely in cases where an increase in density were possible. Because of the existence of a number of cottages and other small, one-family dwellings which appeared to be in deteriorating condition, the staffs of the Planning Department and the North Central Coast Regional Commission undertook a survey to investigate this situation. There were 71 units on 44 lots which were identified as potential candidates for demolition primarily because of their external appearance. Of these, 79% were built before 1914. On only 16 lots could there be any increase in density.

The City believes that this small amount of potential increase in building activity which may have an effect on low- and moderate-income housing is certainly not enough to take any drastic policy level re-orientation. While there may be cause to consider programs to increase the amount of affordable housing city-wide, the effect in the Coastal Zone would be minimal.

This is not to say that the potential for increase does not exist in the Coastal Zone, but it does indicate that the economic picture would seem to preclude a significant amount of demolition and new construction activity.

#### D. Existing Local Policies

Although neighborhood environment can be thought to be in the purview of most of the elements of San Francisco's Comprehensive Plan, including the elements of Urban Design,



Transportation, Recreation and Open Space, and Community Facilities, the Residence Element speaks specifically to the provision of housing in San Francisco. The Residence Element considers the city-wide issue of housing, but also recognizes the regional context of the situation.

In a city as tightly developed as San Francisco, drawing artificial lines to provide for boundaries can be unrelated to the character and fibre of residential neighborhoods. Such is the situation of the Coastal Zone in San Francisco.

The policies contained in the Residence Element, though related to specific concerns of the Coastal Commission, are for the entire City. Specific objectives and policies related to the Coastal Zone can be found in Appendix B.

San Francisco has recognized that oft-times the equality of its existing housing stock is worthy of preservation. Its policies reflect a preference, generally, for rehabilitation rather than demolition, as evidenced by its early programs such as the Concentrated Code Enforcement (CCE) and Federally Assisted Code Enforcement (FACE), both of which were undertaken in the Sunset Coastal Zone, and, more recently, the Rehabilitation Assistance Program (RAP).

The Residence Element does recognize, however, that the desire to protect existing housing against demolition may be inconsistent with the desire for adequate neighborhood maintenance, if there is no feasible way to keep older housing in good condition. The Element points out that the advanced age of some buildings may necessitate the replacement of housing which is no longer functionally or physically suitable for the needs of the City's residents, and is not capable of rehabilitation.

The Residence Element contains this objective: Minimize hardships caused by the increased cost of housing. Its policy to preserve and expand the supply of low- and moderate-income housing is already being implemented. San Francisco has passed one of the strictest Condominium Conversion Ordinances in the State.

The Subdivision Code of the City and County of San Francisco governs condominium conversion. The Code permits any legal apartment building to be converted to condominiums without modifications such as additional parking or minimum square footage. The Subdivision Code governs all buildings of two or more units, and requires a public hearing before the



City Planning Commission in all cases involving five or more units. It also requires a 40% tenant intent to purchase, mandatory lifetime leases to tenants aged 62+ or permanently disabled, a one-year lease to all tenants after final City approval, and the right of first refusal to purchase the unit occupied for all tenants.

Those units determined to be low- or moderate-income by nature of the rents charged for the size of the unit must remain low- or moderate-income ownership units by the imposition of corresponding maximum sales prices. Buildings containing five or more units must provide a minimum of 10% low- or moderate-income units. These units may be set aside by the subdivider within the project, built on an alternate site or an in lieu cash transfer to the City Housing Development Fund may be made.

The Rent Stabilization Ordinance, adopted last year, applies specific controls to rent increases for all rental units in the City except in certain cases such as hotels, motels, inns, tourist houses and rooming and boarding houses, owner-occupied buildings containing four rental units or less, and other categories. It also provides for the creation of a Residential Rent Stabilization and Arbitration Board to arbitrate rental disputes.

The policies of the City and its body politic have been protective of the rights of all people to live in San Francisco. There is every indication that they will continue to do so.

#### E. Coastal Act Policies Related to Housing

The two Coastal Act policy areas which are related to the provision of housing in San Francisco's Coastal Zone are Housing and Locating and Planning New Development.

##### Housing

Section 30213 (in part): Housing opportunities for persons of low and moderate income shall be protected, encouraged, and, where feasible, provided...

San Francisco's Residence Element speaks specifically to this policy of the Coastal Act. Objective 1 of this Element is as follows:

Preserve, improve and maintain the existing housing stock.

This objective and the policies which support it recognize





the quality construction of many, if not most, of San Francisco's housing stock. Policy 7 under this Objective states:

Discourage demolition of housing that is sound or capable of rehabilitation,

and the discussion of that policy further points out that the City should discourage unnecessary demolition of existing units, particularly where they provide a sound low-cost housing resource.

The price of land in San Francisco is so high, and construction costs are increasing, that to demolish and reconstruct makes economic sense only when the increase in the density of the lot is significant.

Objective 4 also speaks to the dilemma of the cost of housing:

Minimize hardships caused by the increasing cost of housing.

And Policy 1 of that objective goes further, and is in conformance to the Coastal Act policy:

Preserve and expand the supply of low- and moderate-income housing.

This policy acknowledges the continuing strong market demand for housing in the City, realizes that rising costs have significantly reduced the private sector's ability to provide housing at prices lower-income households can afford, but endorses various forms of assistance both to expand the supply of lower-cost housing and to subsidize the rental or purchase of market rate housing by lower-income households.

In the Coastal Zone, there are already scattered site assisted housing and housing units managed by the San Francisco Housing Authority; and 83 new low- and moderate-income units have been proposed for the Ocean Beach Park Estates project.

Objective 5 of the Residence Element states:

Maximize housing choice.



Policy 2 of that Objective states:

Encourage economic integration,

and further, encourages private developers to include a percentage of units in new or converted market rate housing for occupancy by low- and moderate-income households.

Objective 7 of the Residence Element states:

Address housing needs through a coordinated regional approach.

Housing is a regional concern. Problems such as the inability of large numbers of people to afford decent housing, inequities and discrimination in the housing market and the inadequacy of public resources cross the boundaries of local jurisdictions and cannot be addressed solely on a local level.

Policy 2 of that Objective states:

Encourage the distribution of low- and moderate-income housing throughout the Bay Area.

At the present time, most of the region's subsidized housing for low- and moderate-income housing is concentrated in the central cities, including San Francisco. A major reason for this is the central cities' active role in securing Federal housing assistance. The Association of Bay Area Governments (ABAG) pointed out that San Francisco is already providing more than its fair share of low- and moderate-income housing, region-wide.

True, the Coastal Zone constitutes another region, the region of the coast. Absent the policies of the City and County of San Francisco's Residence Element, absent the implementation ordinances for Condominium Conversion and Rent Stabilization, and absent the continuing concern and study which San Francisco gives to this issue, it may be that the Coastal Commission's entry into the field of housing would be necessary and more relevant.

\* \* \* \* \*



The other part of Section 30213 of the Coastal Act states:

New housing in the Coastal Zone shall be developed in conformity with the standards, policies, and goals of local housing elements adopted in accordance with the requirements of subdivision (c) of Section 65302 of the Government Code.

The San Francisco Residence Element was adopted by Resolution No. 7417 of the San Francisco City Planning Commission on December 11, 1975.

Policies relating to new residential development are found under Objective 2 of the Residence Element:

Encourage new residential development only when it preserves or improves the quality of life for residents of the City and provides needed housing opportunities.

Since San Francisco is essentially a built-up area, new housing through development opportunities are limited. This does not preclude some adjustments and change over the years due to public and private actions. Some housing replacement should be expected, and some new housing can be constructed on under-used industrial and commercial land.

The primary reasons for replacing existing housing would be that that housing is incapable of rehabilitation and represents a health or safety danger. Since much of the City was rezoned to reflect existing density, the replacement of sound housing is thoroughly discouraged. Also, because much of San Francisco and the Coastal Zone is zoned for relatively low-intensity residential development, the likelihood of significant replacement of existing housing is remote.

#### Locating and Planning New Development

Sections 30244, 30250, 30252 and 30253 of the Coastal Act relate to locating and planning new development. These policies are concerned primarily with



potential projects of such a scale which would have a deleterious effect on the environment. Of the residentially-zoned areas within the San Francisco Coastal Zone which would be available for private development, the former Playland-at-the-Beach site stands alone and it has been discussed in Issue Paper No. 5.

The other projects of major proportions are the Westside Transport and the Southwest Treatment Plant, a portion of San Francisco's Wastewater Management Plan. These two public projects have had extensive review by the City and the Coastal Commission and have received a permit from both after having gone through environmental review.

Other than that, any new development within the Coastal Zone would be of a scale limited to a city lot size and would not be of a scale significant enough to be affected by this policy.

#### F. Conclusion

The language in the Coastal Act of 1976 states "Lower cost visitor and recreational facilities and housing opportunities for persons of low and moderate income shall be protected, encouraged and, where feasible, provided." San Francisco would very much prefer that housing policy for the City be uniform and that a separate group of policies and regulations not apply to one area only. However, the State legislature has chosen to provide special protection to the Coastal Zone and for that reason it may, in some cases, be necessary to adopt certain policies which apply to San Francisco's Coastal Zone alone.

In recognition of the number of Federal, State and local housing programs in place and in various germinating stages, an equitable solution to the issue of providing low- and moderate-income housing in the Coastal Zone would appear to be as follows:

1. Review requests for demolition of housing units to determine whether the demolition would have an effect on the existing low- and moderate-income housing stock (as defined by HUD income guidelines and verified by City Planning staff). Require a one-for-one replacement of a low- or moderate-income unit, if subsidies are available. Owner-occupied single-family dwellings would be exempt.





2. Take steps to assure the availability of subsidies for use in replacement housing as follows:

- Work with the California Department of Housing and Community Development (HCD) as it establishes its proposed statewide housing development corporation to be called the California Housing Opportunities Corporation (CHOC) in order to channel funds for housing assistance to the Coastal Zone.
- Create a city housing finance agency which would provide a central point for the collection of in-lieu fees and other subsidies, disburse loans or other types of assistance such as revenue bond proceeds and Urban Development Assistance Grants (UDAG) to housing projects, and manage rental and resale of affordable units city-wide. (Such an agency is being proposed by the Mayor's Office of Community Development.)

3. Continue to enforce the provisions of the Subdivision Code which affect condominium conversions, which already provide for a one-for-one replacement of low- and moderate-income housing.

After a comparative review of local policies with Coastal Act policies for the residential areas of San Francisco and with these additional provisions, it is found that there is a level of common purpose in these two policy areas.

### III. Commercial

#### A. Existing Situation

Commercially-zoned property within the Coastal Zone is C-1 (Neighborhood Shopping) and C-2 (Community Business). The specific description and purpose of these districts can be found in Appendix C.

The only C-1 property is that which is a portion of the former Playland-at-the-Beach property, specifically, all of Block 1692 (Parcel 2), approximately one-half of Block 1595 (Parcel 3), and a westerly strip of Block 1592 (Parcel 4). The disposition of these parcels was the subject of a Conditional Use (CU) for a Planned Unit Development (PUD) for the Ocean Beach Park Estates,



and subject to review from the North Central Coast Regional Commission which granted it an uncontested permit. The former Playland-at-the-Beach site was handled by the Local Coastal Program (LCP) process as Issue No. 5 in August of 1979.

### Richmond District

Within the Richmond District, there are two parcels of C-2-zoned property: the Sutro Baths site and the site of the Safeway Store.

#### Sutro Baths

The Sutro Baths site is a 3.95-acre parcel which is landlocked by the Golden Gate National Recreation Area (GGNRA), although the GGNRA had granted a permanent easement to the site. There was a general belief that the Sutro Baths site would be acquired at some point by the GGNRA. In fact, in its Assessment of Alternatives dated May 1977, the GGNRA made specific proposals for the site in all four of its basic alternatives. Negotiations by the National Park Service to purchase the site came to a temporary but abrupt halt in April 1979 when the Park Service refused to acquire it because of the price (\$9.2 million, as determined by a jury of the United States District Court).

In May 1979, the City Planning Commission initiated a Special Use District for the site, which created an automatic Conditional Use process requiring a Commission hearing for anything proposed for the site. On April 24, 1980, the City Planning Commission adopted a Special Use District for the site, and on May 11, 1980, the Department of the Interior purchased the site for inclusion in the GGNRA (for \$5.5 million).

The Department of City Planning will be proposing that the City Planning Commission initiate a rezoning of the property to P (Public) and OS (Open Space) height and bulk district so that the site will be in conformance with the Western Shoreline Plan policy found in the Recreation and Open Space Element of the Comprehensive Plan:

#### Cliff House - Sutro Baths

Acquire for public use all privately



owned property in area commonly known as Cliff House/Sutro Baths. Develop as an 11-acre nature-oriented shoreline park. Limited commercial-recreation uses may be permitted if public ownership is retained and if development is carefully controlled to preserve natural characteristics of the site.

#### Safeway

The other C-2-zoned property in the Richmond is the site occupied by the Safeway Store. Although the site could accommodate expansion of its present use or inclusion of additional housing units, there has been no proposal to do so. Although the City would welcome additional housing units on the site, and in fact proposed such to Safeway originally, any additional development should take the Ocean Beach Park Estates project into consideration and may receive Commission consideration.

#### Sunset District

Commercially-zoned property in the Sunset is all C-2, and represents all or a part of seven blocks. To the north, just south of Lincoln Way, on the most westerly block between the Great Highway and La Playa is the Hotel Pacifica with 43 units and a restaurant. The northwest corner of the block east has a gas station and the 24-unit apartment building (1220 La Playa) which was the subject of permit consideration by the North Central Coast Regional Commission and the California Coastal Commission.

There is a 24-unit apartment building on the northeast corner at the Great Highway and Hawona. And on Sloat Boulevard, the remaining four blocks of C-2 contain four restaurants, three gas stations, a motel, a garden center, and the United Irish Cultural Center.

Almost all of the property in the Sunset has a 40-foot height limit. This includes the commercial south of Lincoln Way. The interesting exception to this is the 100-foot height limit on all of the four blocks on Sloat Boulevard just east of the Great Highway and a small portion of the fifth block. This variation in height limit was the result of studies done during the formation of the Urban Design Plan, which resulted in recommendations which



would provide for a visual interest and were in locations which would not jeopardize the views of nearby residents.

Since these blocks are zoned C-2 (Community Business), a number of retail businesses are allowed, but this could also be considered an opportunity for housing units of an increased density. Depending on the type of proposal and whether the planned unit development concept were used, somewhere between 200 and 300 or more units could be allowed with commercial on the ground floor.

#### B. Existing Local Policies

The Commerce and Industry Element of San Francisco's Comprehensive Plan was adopted by Resolution No. 8001 by the City Planning Commission on June 29, 1978. In it there are two policy areas which specifically relate to the commercially-zoned properties in the Coastal Zone: Neighborhood Commercial and Visitor Trade.

##### Neighborhood Commercial

Objective 8: Maintain and strengthen viable neighborhood commercial districts readily accessible to City residents.

The following policies apply to commercial areas within the Coastal Zone.

##### Policy 1

Promote the multiple use of neighborhood commercial areas with priority given to neighborhood-serving retail and service activity.

##### Policy 2

Promote neighborhood commercial revitalization.

##### Policy 3

Protect environmental quality in neighborhood commercial areas.

##### Policy 4

Maintain a presumption against the establishment of major new commercial development except in conjunction with adequately supportive residential development and public/private transportation capacity.





Because much of San Francisco's commercial enterprises were developed at the same time as residential, there has always been an intimate relationship between them, in terms of use and scale and interrelationship. The commercial uses in the Coastal Zone have been related to the surrounding community and have served the special function also of providing for the needs of coastal visitors and other open space patrons of public recreational areas.

Since the residential community is so fully developed in the Coastal Zone, it is fitting and appropriate that the neighborhood-serving commercial not be totally subsumed by any large-scale visitor-oriented commercial. San Franciscans have traditionally welcomed visitors to their City and are willing to share their services with tourists. This approach of serving residents at the same time as providing a convenience for visitors was accommodated in the plans for the development at the former Playland site.

### Visitor Trade

Objective 10: Enhance San Francisco's position as a national center for conventions and visitor trade.

The following policies are applicable in the Coastal Zone:

#### Policy 1

Guide the location of additional tourist related activities to minimize their adverse impacts on existing residential, commercial, and industrial activities.

#### Policy 3

Assure that areas of particular visitor attraction are provided with adequate public services for both residents and visitors.

The great attraction of the Pacific Ocean is certainly a drawing point for many visitors to San Francisco. The history of this City has accommodated



public access to the Ocean long before the State citizenry passed Proposition 20. San Franciscans were instrumental in the establishment of the Golden Gate National Recreation Area (GGNRA) and willingly gave over their local public land for inclusion in this far-reaching public regional park.

With that openness for use by all people, both residents and non-residents alike, comes the demand for providing services oriented toward visitor needs. Certainly the kind of facilities near and at the Zoo and at the Cliff House recognize the needs of tourists, and the revitalization of the Beach Chalet is intended to serve the users of the beach as well as the viewers of the beach.

The real challenge in this situation is to provide a balance which is sensitively calibrated to serve the visitors without being an unruly intrusion to the coastal residential community. In cooperation with the GGNRA, the City is continuing to accommodate visitors to the coast at the Cliff House. The redesign of the Great Highway and the commercial node across from the Zoo also serve to do this.

### C. Coastal Act Policies

Coastal Act policies most closely related to commercially-zoned land are those regarding recreation and visitor-serving facilities. These coastal policies were considered in some detail in the paper on Public Lands. Because this paper is dealing with private lands and because this section specifically deals with commercially-zoned property, the following coastal policy applies:

30222: The use of private lands suitable for visitor-serving commercial recreational facilities designed to enhance public opportunities for coastal recreation shall have priority over private residential, general industrial, or general commercial development, but not over agriculture or coastal-dependent industry.

Certainly, the allowable uses in C-1 and C-2 are geared to servicing the public, both residents and non-residents. C-1 is more appropriate for small-scale neighborhood retail goods and



personal services, while C-2 is established in areas where a city-wide or regional market can partake. Visitor-oriented allowable uses in commercially-zoned areas are restaurants, hotels, motels, retail sales and personal services. Commercial districts also allow housing, and with the increasing perception of a shortage in housing opportunities in the City and in the Coastal Zone, it is altogether appropriate for a mixed residential-commercial development to receive priority in commercial districts.

#### D. Conclusion

The commercial districts in San Francisco were developed to accommodate the needs of its residents and of the larger community of users including visitors to the City. Because commercially-zoned land in the Coastal Zone is located so close to a major recreational facility (GGNRA) and to local public recreation and open space areas, there has already been an accommodation to visitor-serving facilities. San Francisco does, at the same time, want to serve its residents, and this balance can be effectuated through the existing zoning.

Therefore, based on the foregoing review of existing applicable local policies and coastal policies, and commercial district definitions, it is found that a common level of purpose exists between these two policy areas and that local land use policies and zoning are consistent with Coastal Act policies for commercially-zoned areas. The Sutro Baths site, zoned commercial, has been acquired for public use by the Department of the Interior. In accordance with Master Plan policy, it is recommended that a rezoning be initiated to change C-2 to P (Public) and 40-X height limit to OS (Open Space). This would also conform to Coastal Act policy.

#### ACCESS COMPONENT

The Public Access Component of the Local Coast Program (LCP) is required by Section 30500(a) of the Coastal Act of 1976. It may be set forth in a separate plan element or it may be comprised of various plan components that are joined together in a text accompanying the LCP.

#### Golden Gate National Recreation Area

Of course, the primary access to the coast is provided by the public Ocean Beach area, Fort Funston, the Cliff House



area and Lands End, as part of the Golden Gate National Recreation Area (GGNRA). The National Park Service, Department of the Interior, is empowered by Public Law 92-589 (October 27, 1972) to "preserve for public use and enjoyment certain areas of Marin and San Francisco Counties", within which these lands in the Coastal Zone fall. The City does maintain a liaison function with the GGNRA to coordinate planning concerns common to the Federal and local efforts, including access issues of parking, recreational transit and pedestrian access.

### The Great Highway and Ocean Beach

Access issues have already been addressed in detail in the permit issued by the Coastal Commission for the Redesign for the Great Highway. The redesign of the Great Highway as a part of the Wastewater project was originally that portion from Sloat Boulevard to Lincoln May. The permit that was issued for the Great Highway by the Coastal Commission included conditions regarding the portion of the Great Highway between Lincoln May and Fulton Street (in front of Golden Gate Park). Therefore, as part of the LCP process, that portion was designed conceptually. The proposed two landscaped bridges found in the condition of the permit were studied by the consultant for the Great Highway, and it was determined that one landscaped bridge and one broad underpass would be a better way to provide access from Golden Gate Park to Ocean Beach, while preserving views from the Beach Chalet.

Although the LCP does not deal with the area in which construction of the wastewater project was previously approved, some significant access issues are part and parcel of that permit, specifically:

#### Sloat Boulevard to Lincoln May:

- Access for recreational drivers along the re-aligned curvilinear roadway providing views;
- A continuous footpath;
- An equestrian trail;
- A bicycle path;
- Five underpasses; and
- Two at-grade pedestrian crossings.

#### Lincoln May to Fulton Street (in front of Golden Gate Park):

- A broad landscaped bridge just north of Lincoln May;





- An underpass just south of Fulton Street;
- A continuation of the trail system; and
- Approximately 500 parking spaces.

In addition, a viewing platform is intended at the site of the pump station set in a landscaped berm which will include a pathway system.

Also, access issues during the construction period of the Westside Transport were addressed in the permit to mitigate impacts on pedestrian and transit access.

The Great Highway from Fulton Street to the Cliff House was the subject of Issue No. 1A, which was endorsed by the San Francisco City Planning Commission by Resolution No. 8429 on November 29, 1979, and provides for:

- Separated parking in front of the former Playland-at-the-Beach site;
- A continuation of the recreational trail system;
- A continuation of the 4-lane curvilinear roadway; and
- Comfort stations.

The Coastal Commission has defined certain types of activities which are labeled as access. Most of the types they have defined are already being enjoyed at the Ocean Beach area, or are planned for in the implementation of the redesign of the Great Highway. The following access activities can or will take place in San Francisco's coastal area:

- Walking
- Sitting
- Swimming
- Fishing
- Bicycling
- Equestrian uses
- Viewing
- Rock climbing
- Beachcombing
- Driving
- Dune use
- Picnicking
- Jogging
- Hiking
- Hanggliding



## Recreational Transit

The GGMRA and the City have cooperated in providing transit from the City and the region to recreational areas within the Coastal Zone. In its Five Year Plan 1980-1985 1st Annual Update, the San Francisco Municipal Railway includes a separate chapter on Recreational Services, some recommendations of which were part of the Golden Gate Travel Survey.

The Municipal Railway (MUNI) has been striving to increase its crosstown service so as to provide its patrons recreational transit to public open space areas as conveniently as possible.

Those lines which are in place and which service the Coastal Zone are the following:

- 5-FULTON, which terminates at the Playland site
- 71-HAIGHT-NORIEGA, which goes to the Great Highway on Noriega;
- 72-HAIGHT-SUNSET, which goes along Lincoln Way, then south to Stonestown and Lake Merced;
- 38-GEARY, which goes out Geary Boulevard to the Playland site;
- 31-BALBOA, which goes out Balboa Street to the Playland site;
- 18-SLOAT, which provides a north-south connection along the western edge of the City;
- 70-LAKE MERCED, which circles Lake Merced, services the Zoo and provides access to the Daly City BART station;
- 17-PARKMERCED, which provides a continuous loop from Parkmerced to 19th Avenue and West Portal;
- 75-LEGION OF HONOR, which goes to the California Palace of the Legion of Honor.












Proposed MUNI lines which will increase opportunities for recreational transit are the following:

- 18-46TH AVENUE, which is a north-south connection along 46th Avenue and the Great Highway, Skyline Boulevard and John Muir Drive and will connect Lake Merced, the Zoo, Golden Gate Park, the Cliff

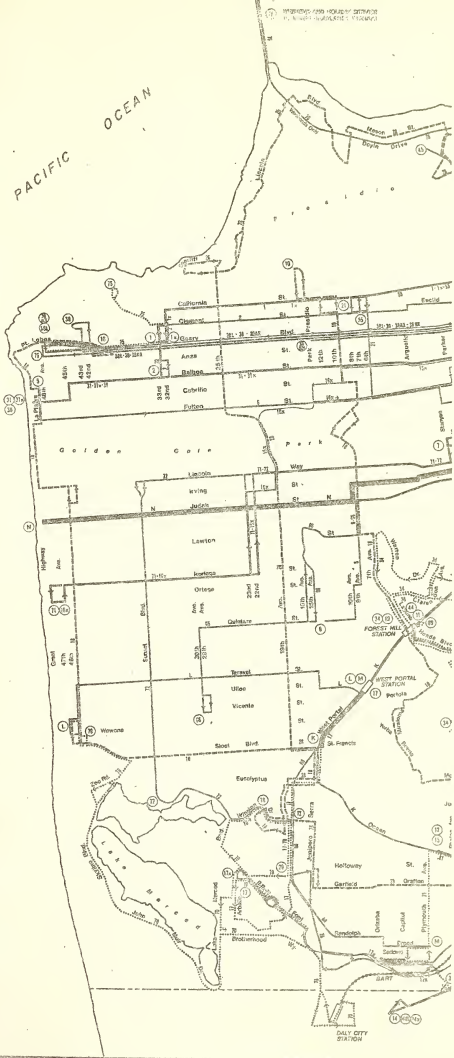
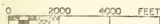


EXISTING MUNI MIDDAY  
TRANSIT ROUTES

LEGEND

-  Radial route
-  Radial route (2 or more)
-  Crosstown
-  Feeder
-  Cable car
-  Muni Metro
-  BART/Muni Metro station
-  BART station
-  Route terminus
-  Express section of route
-  Limited stop service

San Francisco Municipal Railway  
**5-YEAR PLAN 1980-1985**









# RECOMMENDED PLAN

## LEGEND




### RADIAL ROUTES

-  SINGLE ROUTE
-  EXPRESS SECTION OF ROUTE
-  3 OR 4 ROUTES ON STREET
-  5 OR MORE ROUTES ON STREET
-  LIMITED STOP SERVICE

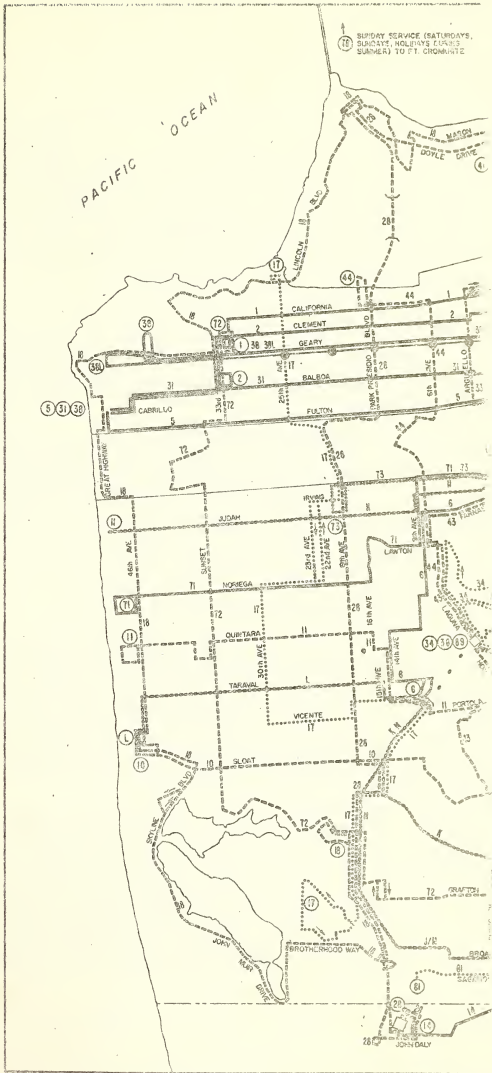
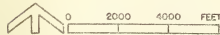
### OTHER ROUTES

-  CROSSTOWN
-  FEEDER
-  MUNI METRO OR STREETCAR
-  CABLE CAR

### TERMINALS & STATIONS

-  ROUTE TERMINUS
  -  MUNI METRO STATION
  -  S P OR BART STATION
- (Market Street BART Stations are also MUNI METRO Stations)

# San Francisco Municipal Railway 5-YEAR PLAN 1979-1984







House, the Palace of the Legion of Honor, Baker Beach and the Presidio;

11-QUINTARA-24TH STREET, which will cross Twin Peaks to the Great Highway, providing access from Noe Valley and the Mission;

10-MONTEREY, which will connect Hunters Point, Bernal Heights and Glen Park to the Great Highway and the Zoo;

73-LINCOLN WAY, a shuttle along Golden Gate Park to 19th Avenue;

72-SUNSET, which will go through Golden Gate Park at Cross Over Drive and connect with Lake Merced and McLaren Park, providing access from Visitacion Valley (this line also goes to Candlestick Park).

In addition, there are bus shelters at Cabrillo and La Playa and proposed for the bus terminal at the Ocean Beach Park Estates project, Geary Boulevard at 48th Avenue, Judah Street at La Playa, 47th Avenue at Ortega Street and 47th Avenue at Mawona Street.

Access to the Zoo by public transit is encouraged by a Zoo discount.

#### Olympic Country Club

A permit issued by the Coastal Commission to the Olympic Country Club in 1978 included a condition that the Club offer an easement of 20 feet from the mean high tide for public access across the beach between Fort Funston, part of GGNRA, and Thornton State Beach (in San Mateo County). In August 1980, the GGNRA agreed to accept that easement and to extend its ranger patrol along that area of the beach, thus legitimating the informal access which had already been occurring there.

A number of informal trails traverse the bluff area of the Olympic Country Club west of Skyline Boulevard and east of that easement. The maze of trails threaten the stability of the bluffs and, therefore, it would be preferable to consolidate that informal trail system into a single trail, clearly marked, and under the jurisdiction of an entity which could provide for maintenance and control of usage. The actual location of the one trail would have to be determined and should be done in coordination with San Mateo County, which has



a similar proposal in its LCP which would be included as a condition of any development proposal from the Olympic Country Club.

Since the GGMRA has already agreed to accept the 20-foot easement along the beach for maintenance and operation, it would seem appropriate for it also to agree to accept responsibility for patrolling this bluff area trail and to have the right to monitor the usage of the trail and bluff area.

### Conclusion

In accordance with existing Coastal permit conditions for the redesign of the Great Highway, and in accordance with the redesign of the portion of the Great Highway covered in the LCP, and in accordance with the existing and planned Municipal Railway recreational routes, and in accordance with Federal law creating the Golden Gate National Recreational Area, it is found that there is a common level of purpose between those plans and laws, and the policies of the Coastal Act of 1976 regarding access. In addition, any development proposal from the Olympic Country Club shall be conditioned such to offer an easement for a single trail along the bluffs so as to be in alignment with a single trail on the San Mateo County portion of the Olympic Country Club.



## A P P E N D I C E S

Appendix A: Description and Purpose of Residential  
Districts found in the San Francisco  
Planning Code

Appendix B: Objectives and Policies of the Residence  
Element of the San Francisco  
Comprehensive Plan

Appendix C: Description and Purpose of Commercial  
Districts found in the San Francisco  
Planning Code



## Description and Purpose of Residential Districts found in the San Francisco Planning Code.

SEC. 206. DESCRIPTION AND PURPOSE OF RESIDENTIAL DISTRICTS. The following statements of description and purpose outline the main functions of the R (Residential) districts in the zoning plan for San Francisco, supplementing the statements of purpose contained in Section 103 of this Code. These districts are established for purposes of implementing the Residence element and other elements of the Master Plan, according to the objectives, principles and policies stated therein. Among these purposes are the following:

(a) Preservation, improvement and maintenance of the existing housing stock through protection of neighborhood environments and encouragement of sound ownership practices and rehabilitation efforts;

(b) Recognition and protection of the architectural characteristics and densities of existing structures;

(c) Maximizing of housing choice by assuring the availability of quality owner and rental housing of various kinds, suitable for a wide range of household types, lifestyles and economic levels.

(d) Encouragement of residential development that will meet outstanding community needs, provide adequate indoor and outdoor spaces for its occupants, and relate well to the character and scale of existing neighborhoods and structures; and

(e) Promotion of balanced and convenient neighborhoods having appropriate public improvements and services, suitable non-residential activities that are compatible with housing and meet the needs of residents, and other amenities that contribute to the livability of residential areas.

*(Adopted Ord. 44378, Approved 10/6/78)*

Sec. 206.1. RI (Residential, House) Districts. These districts are intended to recognize, protect, conserve and enhance areas characterized by dwellings in the form of houses, usually with one, two or three units with separate entrances, and limited scale in terms of building width and height. Such areas tend to have similarity of building styles and predominantly contain large units suitable for family occupancy, including open space, and limited non-residential uses. The RI districts are composed of five separate classes of districts, as follows:

RI-(1D) Districts: One-Family (Detached Dwellings). These districts are characterized by lots of greater width and area than in other parts of the city, and by single-family houses with side yards. The structures are relatively large, but rarely exceed 35 feet in height. Ground level open space and landscaping at the front and rear are usually abundant. Much of the development has been in sizeable tracts with similarities of building style and narrow streets followed by the overlay of hills, in some cases private covenants have controlled the nature of development and helped to maintain the street areas.

RI-1 Districts: One-Family. These districts are occupied almost entirely by single-family houses on lots 25 feet in width, without side yards. Floor sizes and building styles vary, but tend to be uniform within tracts developed in distinct time periods. Though built on separate lots, the structures leave the appearance of small-scale row housing, rarely exceeding 35 feet in height. Front set-backs are common, and ground level open space is generous. In most cases the single-family character of these districts has been maintained for a considerable time.

RI-1(S) Districts: One-Family with Minor Second Unit. These districts are similar in character to RI-1 districts, except that a small second dwelling unit has been installed in many structures, usually by conversion of a ground-story space formerly part of the main unit or devoted to storage. The second unit remains subordinate to the main unit, and may house one or two persons related to the owner or be rented to others. Despite these conversions, the structures retain the appearance of single-family dwellings.

RI-2 Districts: Two-Family. These districts are devoted to one-family and two-family houses, with the latter commonly consisting of two units with separate entrances, and the other available for rental. Structures are finely scaled and usually do not exceed 25 feet in width or 40 feet in height. Building styles are often more varied than in single family areas, but certain streets and tracts are quite uniform. Considerable ground level open space is available, and it frequently is oriented to each unit. The districts may have easy access to shopping facilities and transit lines. In some cases, group housing and institutions are found in these areas, although non-residential uses tend to be quite limited.

RI-3 Districts: Three-Family. These districts have many similarities to RI-2 districts, but contain only three units, are common in addition to one-family and two-family houses. The predominant form is large flats rather than apartments, with lots 25 feet wide, a fine or moderate scale and separate entrances for each unit. Building styles tend to be varied but complementary to one another. Outdoor space is available at ground level, and also on decks and balconies for individual units. Non-residential uses are more common in these areas than in RI-2 districts.

*(Adopted Ord. 44378, Approved 10/6/78)*

Sec. 206.2. RM (Residential, Mixed) Districts. These districts are intended to recognize, protect, conserve and enhance areas characterized by a mixture of houses and apartment buildings, covering a range of densities and building forms, according to the individual district designations. Despite the range of densities and building sizes, most structures are of a scale that respects the traditional lot patterns, open spaces and articulation of facades typical of San Francisco neighborhoods. These districts provide unit sizes and types suitable for a variety of households, and contain supporting non-residential uses. The RM districts are composed of four separate classes of districts, as follows:

RM-1 Districts: Low Density. These districts contain a mixture of the dwelling types found in RI districts, but in addition have a significant number of apartment buildings that contain the range of unit sizes and densities of structures. A pattern of 25-foot to 35-foot building widths is retained, however, and structures rarely exceed 40 feet in height. The overall density of units remains low, buildings are moderately scaled and segmented, and units are provided with separate entrances. Outdoor space tends to be available at ground and upper levels regardless of the age and form of structures. Shopping facilities and transit lines may be found within a short distance of these districts and residential uses are often present to provide for the needs of residents.

RM-2 Districts: Moderate Density. These districts are generally similar to RM-1 districts, but the overall density of units is greater and the mixture of building types and unit sizes is more pronounced. Building widths and scales remain moderate, and considerable outdoor space is still available. The unit density permitted requires careful design of new structures in order to provide adequate amenities for the residents. Where non-residential uses are present, they tend to offer services for wider areas than in RM-1 districts.

RM-3 Districts: Medium Density. These districts have some smaller structures, but are predominantly devoted to apartment buildings of six, eight, ten or more units. Most of these districts are close to downtown and have been developed in the same manner for some time. The units vary in size, but tend to be smaller than in RM-1 and RM-2 districts. Many buildings exceed 40 feet in height, and in some cases additional buildings over that height may be accommodated without disrupting the street character. Although lots and buildings wider than 25 or 35 feet are common, the scale often remains moderate through sensitive facade design and segmentation. Open spaces are smaller, but decks and balconies are used to advantage for many units. Supporting non-residential uses are often found in these areas.

RM-4 Districts: High Density. These districts are devoted almost exclusively to apartment buildings of high density, usually with smaller units, close to downtown. Buildings over 40 feet in height are very common, and older tall buildings may be accommodated in some of these districts. Despite the high density development, distinct building styles and moderation of facades are still to be sought in new development, as are open areas for the residents. Group housing is especially common in these districts, as well as supporting non-residential uses.

*(Adopted Ord. 44378, Approved 10/6/78)*

Sec. 206.3. RC (Residential-Commercial Combined) Districts. These districts are intended to recognize, protect, conserve and enhance areas characterized by structures combining residential uses with neighborhood-serving commercial uses. The predominant residential uses are preserved, while provision is made for supporting uses, usually in or below the ground story, which meet the frequent need of many residents for services generating excessive vehicular traffic. The RC districts are composed of four separate classes of districts, as follows:

RC-1 Districts: Low Density. These districts provide for a mixture of low-density dwellings similar to those in RM-1 districts with certain commercial uses of a very limited nature. The commercial uses are those permitted in C-1 districts, located in or below the ground story only and designed primarily for walk-in trade to meet the frequent and recurring needs of nearby residents. Open spaces are required for dwelling in the same manner as in RM-1 districts, except that rear yards are somewhat smaller and front set-back areas are not required.

RC-2 Districts: Moderate Density. These districts provide for a mixture of moderate-density dwellings similar to those in RM-2 districts with supporting commercial uses. The commercial uses are those permitted in C-2 districts, located in or below the ground story in most instances, and excluding automobile-oriented establishments. Open spaces are required for dwellings in the same manner as in RM-2 districts, except that rear yards are somewhat smaller and need not be at ground level, and front set-back areas are not required.

RC-3 Districts: Medium Density. These districts provide for a mixture of medium-density dwellings similar to those in RM-3 districts with supporting commercial uses. The commercial uses are those permitted in C-3 districts, located in or below the ground story in most instances, and excluding automobile-oriented establishments. Open spaces are required for dwellings in the same manner as in RM-3 districts, except that rear yards need not be at ground level and front set-back areas are not required.

RC-4 Districts: High Density. These districts provide for a mixture of high-density dwellings similar to those in RM-4 districts with supporting commercial uses. The commercial uses are those permitted in C-4 districts, located in or below the ground story in most instances, and excluding automobile-oriented establishments. Open spaces are required for dwellings in the same manner as in RM-4 districts, except that rear yards need not be at ground level and front set-back areas are not required. The high-density nature of these districts is recognized by certain reductions in off-street parking requirements.

*(Adopted Ord. 44378, Approved 10/6/78)*





## APPENDIX B

### Objectives and Policies of the Residence Element of the San Francisco Comprehensive Plan.

#### HOUSING PRESERVATION

##### OBJECTIVE 1

Preserve, improve and maintain the existing housing stock.

##### Policy 1

Maintain housing at or above code levels.

##### Policy 3

Promote and support voluntary housing rehabilitation activities.

##### Policy 4

Undertake public acquisition and rehabilitation where necessary to preserve private housing.

##### Policy 7

Discourage demolition of housing that is sound or capable of rehabilitation.

#### NEW RESIDENTIAL DEVELOPMENT

##### OBJECTIVE 2

Encourage new residential development only when it preserves or improves the quality of life for residents of the City and provides needed housing opportunities.

##### Policy 1

In existing residential neighborhoods, ensure that new housing relates well to the character and scale of surrounding buildings and does not reduce neighborhood livability.



### Policy 2

Encourage the conversion of underused non-residential land to residential use, and encourage multiple-residential development in conjunction with commercial uses in the downtown commercial area.

### Policy 3

Discourage development of new housing in areas unsuitable for residential occupancy, and where the new development would displace existing housing worthy of retention.

### Policy 4

Encourage construction of a variety of unit types suited to the needs of households of all sizes.

### Policy 5

Promote development of well-designed housing.

## NEIGHBORHOOD ENVIRONMENT

### OBJECTIVE 3

Provide pleasant residential environments that meet the needs of residents.

#### Policy 1

Support housing with adequate public improvements, services and amenities.

#### Policy 2

Allow small-scale non-residential activities in residential areas where they contribute to neighborhood livability.



## HOUSING COSTS

### OBJECTIVE 4

Minimize hardships caused by the increasing cost of housing.

#### Policy 1

Preserve and expand the supply of low- and moderate-income housing.

#### Policy 2

Promote the availability of private financing and insurance to all households and in all areas of the City.

#### Policy 3

Establish rent guidelines for buildings whose owners receive special forms of public assistance.

#### Policy 4

Ensure that the City's codes do not cause unreasonable hardship for certain households nor unnecessarily increase the cost of housing.

## HOUSING OPPORTUNITIES

### OBJECTIVE 5

Maximize housing choice.

#### Policy 1

Eliminate housing discrimination.

#### Policy 2

Encourage economic integration.

#### Policy 3

Ensure the availability of quality rental housing.



Policy 4

Expand opportunities for home-ownership.

Policy 5

Ensure a distribution of quality board and care facilities.

RELOCATION

OBJECTIVE 6

Avoid or mitigate hardships imposed by displacement of residents.

Policy 3

Reduce relocation hardships caused by private demolition of housing.

Policy 4

Permit displaced households the right of first refusal to occupy any replacement housing units.

THE REGION

OBJECTIVE 7

Address housing needs through a coordinated regional approach.

Policy 1

Encourage rehabilitation and development of housing in the Bay Area which will meet regional housing needs and contribute to the quality of life in the region.

Policy 2

Encourage the distribution of low- and moderate-income housing throughout the Bay Area.





Description and Purpose of Commercial Districts found in the San Francisco Planning Code.

**SEC. 210. DESCRIPTION AND PURPOSE OF COMMERCIAL AND INDUSTRIAL DISTRICTS.** The following statements of description and purpose outline the main functions of the C (Commercial) and M (Industrial) districts in the zoning plan for San Francisco, supplementing the statements of purpose contained in Section 101 of this Code. The emphasis, in the case of these districts, is upon the allocation of adequate areas in proper locations for the carrying on of business and industry to serve city, regional and national needs and provide San Francisco with a sound and growing economic base.

*(Amended Ord. 136-68, Approved 5-29-68)*

**Sec. 210.1. C-1 Districts: Neighborhood Shopping.** These districts are intended for the supplying of retail goods and personal services at convenient locations to meet the frequent and recurring needs of nearby residents. These districts are usually surrounded by residential areas of relatively low density of development, often in outlying areas of the city, and the size and use of commercial buildings in these districts are intended to be consistent with those residential densities. Close concentrations of complementary commercial uses are encouraged, with minimum interruption by open uses and non-retail enterprises.

*(Amended Ord. 136-68, Approved 5-29-68)*

**Sec. 210.2. C-2 Districts: Community Business.** These districts serve several functions. On a larger scale than the C-1 districts, they provide convenience goods and services to residential areas of the city, both in outlying sections and in closer-in, more densely built communities. In addition, some C-2 districts provide comparison shopping goods and services on a general or specialized basis to a city-wide or a regional market area, complementing the main area for such types of trade in downtown San Francisco. The extent of these districts varies from smaller clusters of stores to larger concentrated areas, including both shopping centers and strip developments along major thoroughfares, and in each case the character and intensity of commercial development are intended to be consistent with the character of other uses in the adjacent areas. As in C-1 districts, the emphasis is upon compatible retail uses, but a wider variety of goods and services is included to suit the longer term needs of customers and a greater latitude is given for the provision of automobile-oriented uses.

*(Amended Ord. 136-68, Approved 5-29-68)*





