



# SOUTH SAN FRANCISCO: SOUTH EL CAMINO REAL GENERAL PLAN AMENDMENTS | ZONING | DESIGN GUIDELINES

April 2010





# General Plan Amendments



## Chapter 2: Land Use

This element of the General Plan outlines the framework that has guided land use decision-making, provides the General Plan land use classification system, and outlines citywide land use policies. Policies for each of the 14 individual sub-areas that comprise the General Plan Planning Area are in Chapter 3: Planning Sub-Areas).

### 2.1 **CONSTANCY AND CHANGE**

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South San Francisco has a distinctive land use pattern that reflects the decision to initially locate industrial areas east of supporting homes and businesses in order to take advantage of topography and winds on Point San Bruno. Another development trend that shaped the arrangement of uses was the extensive residential development that occurred during the 1940s and 1950s, creating large areas almost entirely developed with single-family housing. As a result, South San Francisco is largely comprised of single-use areas, with industry in the eastern and southeastern portions of the city, single-family homes to the north and west, commercial uses along a few transportation corridors, and multifamily housing clustered in those same corridors and on hillsides.

#### **MAGNITUDE AND DISTRIBUTION OF EXISTING USES**

As part of the General Plan preparation process, an existing land use database for the city was prepared and a land use analysis was performed.

South San Francisco's City limits encompass 4,298 acres. Single-family residences are the predominant land use, occupying 33 percent of the land (net, that is, exclusive of streets, water, and other rights-of-way) in the city. Industrial uses, including warehouses, manufacturing areas and business parks, comprise over a quarter of South San Francisco's area. The land use analysis also found that:

- Parks and open space occupy over 10 percent of the Planning Area, primarily concentrated in Sign Hill Park and the California Golf and Country Club;
- Many of South San Francisco's growing or highest priority land uses currently occupy relatively little land. Business parks for high-technology research and development (R&D) and manufacturing use occupy only 173 acres, or 14 percent of the land in the industrial classification. Commercial areas occupy approximately eight percent. Hotels and motels can be found on only 37 acres, or ten percent of the land in the commercial use classification.
- Only a handful of sites in South San Francisco—totaling 167 acres, or less than four percent of land within the Planning Area—are vacant. About half of this acreage is in Bay West Cove (formerly Shearwater) and Sierra Point - two large sites at the northernmost tip of the city, with substantial soil contamination and under remediation for the past

several years. The majority of the remaining vacant land comprises sites, such as in Westborough, that have steep slopes. Thus, virtually all growth in the city will result from redevelopment or intensification; and

- Development that is approved or under review includes 1,150 housing units and 3.4 million square feet of non-residential space.

## **CONSTANCY AND CHANGE**

With all land in the east of U.S. 101 area (East of 101 area) and some western parts of the city unsuitable for residential development because of aircraft operations at the San Francisco International Airport (SFO) and established residential neighborhoods in much of the rest of the city, the General Plan attempts to balance regional growth objectives with conservation of residential and industrial neighborhoods. Development is targeted in centers and corridors to fulfill the City's objectives of enhancing quality of life and economic vitality; ensure that established areas are not unduly impacted; and to support the extraordinary regional investments in transit represented by extension of BART to the city. Neighborhood-scale issues such as the character of new development and better linkages between and within neighborhoods are also explored in this and other plan elements.

## **2.2 LAND USE FRAMEWORK**

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The land use framework of the General Plan is guided by several key principles:

- Conservation of the existing land use character of the city's residential neighborhoods.
- Promotion of Downtown as the focus of activity, including through increased residential opportunities. Policies that promote development standards that build on Downtown's traditional urban pattern are identified.
- Integration of land use with planned BART extension, by providing a new transit-oriented village around the South San Francisco BART station, to take advantage of regional access that will result from extension of BART to the city.
- Provision of selected areas in the city where industrial uses, many of which fulfill a regional objective and are related to the SFO, can continue and expand.
- Encouragement of mixed-use redevelopment along principal corridors, such as El Camino Real and South Spruce Avenue.
- Encouragement of a new mixed-use neighborhood center at Linden Avenue/Hillside Boulevard to increase accessibility of Paradise Valley/Terrabay residents to convenience shopping.

- Designation of new Business and Technology Park district to provide opportunities for continued evolution of the city's economy, from manufacturing and warehousing/distribution to high technology and biotechnology.
- Encouragement of employee serving amenities to provide identity and cater to the lunchtime and quality of life needs of the growing employment base in the East of 101 area.
- Provisions of a new live/work overlay district adjacent to downtown to provide a broader mix of housing opportunities and promote small-business and multimedia incubation.
- Designation of a new Business Commercial district, that will include hotels principally serving airport clientele, and regional commercial uses clustered along Dubuque Avenue, Oyster Point, South Airport and Gateway boulevards.

## **GENERAL PLAN DIAGRAM**

The principles outlined on the previous page are represented in the General Plan Diagram (Figure 2-1). The Diagram designates the proposed general location, distribution, and extent of land uses. As required by State law, land use classifications, shown as color/graphic patterns, letter designations, or labels the Diagram, specify a range for housing density and building intensity for each type of designated land use. These density/intensity standards allow circulation and public facility needs to be determined; they also reflect the environmental carrying-capacity limitations established by other elements of the General Plan. The Diagram is a graphic representation of policies contained in the General Plan; it is to be used and interpreted only in conjunction with the text and other figures contained in the General Plan. The legend of the General Plan Diagram abbreviates the land use classifications described below, which represent an adopted part of the General Plan.

Uses on sites less than two acres in size are generally not depicted on the Diagram. The interpretation of consistency with the General Plan on sites less than two acres in size will be done through the Zoning Ordinance and the Zoning Map.

(Table 2.2-1 is currently after DENSITY/INTENSITY STANDARDS)

## **DENSITY/INTENSITY STANDARDS**

The General Plan establishes density/intensity standards for each use classification. Residential density is expressed as housing units per net acre. Maximum permitted ratio of gross floor area to site area (FAR) is specified for non-residential uses. FAR is a broad measure of building bulk that controls both visual prominence and traffic generation. It can be clearly translated to a limit on building bulk in the Zoning Ordinance and is independent of the type of use occupying the building. FAR limitations are also shown for some residential land use classifications in order to relate housing size to lot size; both housing density and

FAR standards shall apply in such instances. Building area devoted to structured or covered parking (if any) is not included in FAR calculations for non-residential developments. However, parking garages are included in the FAR limitations for residential uses.

The Zoning Ordinance could provide specific exceptions to the FAR limitations for uses with low employment densities, such as research facilities, or low peak-hour traffic generation, such as a hospital. In addition to density/intensity standards, some land use classifications stipulate allowable building types (such as single-family residential) as well.

The density/intensity standards do not imply that development projects will be approved at the maximum density or intensity specified for each use. Zoning regulations consistent with General Plan policies and/or site conditions may reduce development potential within the stated ranges. Airport-related height limits also restrict development, as shown in Figure 2-2. In addition, Figure 2-3 establishes height limitations in specific areas, including Downtown, the El Camino Real Corridor, and near BART stations; these limitations shall apply to all uses, and land use-based height limitations (in the Zoning Ordinance) shall not apply. For areas outside the ones shown in Figure 2-3, height limitations shall be in accordance with the use-based limitations specified in the Zoning Ordinance. These heights are partly based on a viewshed analysis for the Planning Area, which revealed that the south face of Sign Hill, the base of San Bruno Mountain, and the east face of Point San Bruno Knoll, are visible from most areas of the city, as shown in Figure 2-4. Gross density standards and assumed averages for residential categories are listed below.

## **CLASSIFICATION SYSTEM**

The classifications in this section represent adopted City policy. They are meant to be broad enough to give the City flexibility in implementation, but clear enough to provide sufficient direction to carry out the General Plan. The City's Zoning Ordinance contains more detailed provisions and standards. More than one zoning district may be consistent with a single General Plan land use classification.

### ***Residential***

Three residential land use classifications are established for areas outside of Downtown to provide for development of a full range of housing types (Downtown residential land use classifications are included later in this section). Densities are stated as number of housing units per net acre of developable land, excluding areas subject to physical, environmental, or geological constraints, and areas dedicated for creekside greenways or wetlands protection, provided that at least one housing unit may be built on each existing legal parcel designated for residential use. Development would be required within the density range (both maximum and minimum) stipulated in the classification. Development standards established in the Zoning Ordinance may limit attainment of maximum densities.

Second units permitted by local regulation, State-mandated density bonuses for provision of affordable housing, and a 20 percent density bonus for residential developments located within a 1/4-mile of a fixed-guideway transit (BART or Caltrain) station are in addition to densities otherwise permitted.

Assumed average densities listed are used to calculate probable housing unit and population holding capacity. Neither the averages nor the totals constitute General Plan policy. Housing types (which are included here for illustrative purposes only, and do not represent adopted City policy) are shown in Figure 2-5.

### ***Low Density Residential***

Single-family residential development with densities up to 8.0 units per net acre. Typical lots would be 6,000 square feet, but the minimum would be 5,000 square feet, and smaller lots (4,500 square feet or less) may be permitted in neighborhoods meeting specified community design standards, subject to specific review requirements. This classification is mainly intended for detached single-family dwellings, but attached single-family units may be permitted, provided each unit has ground-floor living area and private outdoor open space. The Zoning Ordinance may include a separate district for estate-type or zero-lot-line developments.

### ***Medium Density Residential***

Housing at densities from 8.1 to 18.0 units per net acre, with a minimum of 2,250 square feet of net area (i.e. exclusive of streets, parks and other public rights-of-way) required per unit, and a minimum lot area of 6,750 square feet. Dwelling types may include attached or detached single-family housing, duplexes, triplexes, fourplexes, townhouses, apartments, and condominiums. Multifamily housing type is not permitted. (Amended by City Council Resolution 148-2000, Adopted November 21, 2000)

### ***High Density Residential***

Residential development, with densities ranging from 18.1 to 30.0 units per net acre. This designation would permit the full range of housing types, including single-family attached development subject to standards in the Zoning Ordinance, and is intended for specific areas where higher density may be appropriate.

## **DOWNTOWN**

### ***Downtown Commercial***

This designation provides for a wide range of uses in commercial core of downtown, including retail stores, eating and drinking establishments, commercial recreation, entertainment establishments and theaters, financial, business and personal services, hotels, educational and social services, and government offices. Residential uses may be permitted on second and upper floors only, and subject to a use permit. The maximum Floor Area Ratio

for all uses and mixes (residential and non-residential) is 3.0; the Zoning Ordinance may or may not establish maximum residential densities or minimum housing unit size for mixed-use developments. The Zoning Ordinance may also specify specific areas where retail or eating and drinking establishments would be required uses at the ground level.

### ***Downtown Residential***

In addition to housing type and density standards stipulated below, the Zoning Ordinance may establish development standards and parking and other requirements for downtown residential development different from residential development elsewhere in the City.

Three categories are included and are shown on the General Plan Diagram:

- **Downtown Low Density Residential.** Single-family (detached or attached) residential development with densities ranging from 5.1 to 15.0 units per net acre. Multifamily development is not permitted.
- **Downtown Medium Density Residential.** Residential development at densities ranging from 15.1 to 25.0 units per net acre. A full range of housing types is permitted.
- **Downtown High Density Residential.** Residential development at densities ranging from 25.1 to 40.0 units per net acre for lots equal to or greater than H-acre (21,780 square feet) in area. For lots smaller than H acre, maximum density shall be 30.0 units per acre.

A maximum of 25 percent density bonus may be approved for projects with affordable housing, housing for elderly residents with specific amenities designed for residents, or housing that meets community design standards that may be specified in the Zoning Ordinance. Maximum density with all bonuses shall not exceed 50 units per net acre.

### **OFFICE**

This designation is intended to provide sites for administrative, financial, business, professional, medical and public offices in locations proximate to BART or CalTrain stations. Support commercial uses are permitted, subject to limitations established in the Zoning Ordinance. Site planning and building design shall ensure pedestrian comfort, and streets shall be fronted by active uses. The maximum Floor Area Ratio is 1.0, but increases may be permitted up to a total FAR of 2.5 for development meeting specific transportation demand management (TDM), structured parking, off-site improvement, or specific design standards criteria. These bonus standards are shown in Table 2.2-2. The Planning Commission, at its discretion, may permit increase of base FAR in specific instances where existing buildings are rehabilitated for office use and are unable meet the structured parking or specified design standard criteria. However, the maximums (with incentives, is stipulated in Table 2.2-2) shall not be exceeded.

## COMMERCIAL

### *Community Commercial*

This category includes shopping centers, such as Westborough, and major commercial districts, such as El Camino Real, and regional centers along South Airport Boulevard. Retail and department stores, eating and drinking establishments, commercial recreation, service stations, automobile sales and repair services, financial, business and personal services, motels, educational and social services are permitted. An “R” designation on the General Plan Diagram indicates that the site is reserved for region-serving commercial uses. The maximum Floor Area Ratio is 0.5. Office uses are encouraged on the second and upper floors.

### *Business Commercial*

This category is intended for business and professional offices, and visitor service establishments, and retail. Permitted uses include for administrative, financial, business, professional, medical and public offices, and visitor-oriented and regional commercial activities. Regional commercial centers, restaurants and related services are permitted subject to appropriate standards. This category is intended for the emerging commercial and hotel district along South Airport, Gateway, and Oyster Point boulevards, and South Spruce corridor. The maximum Floor Area Ratio is 0.5, but increases may be permitted up to a total FAR of 1.0 for uses such as research and development establishments, or for development meeting specific transportation demand management (TDM), off-site improvement, or specific design standards. Maximum FAR for hotel developments shall be 1.2, with increases to a maximum total FAR of 2.0 for development meeting specified criteria.

### *Coastal Commercial*

Business/professional services, office, convenience sales, restaurants, public marketplace, personal/repair services, limited retail, hotel/motel with a coastal orientation, recreational facilities, and marinas. Maximum FAR is 0.5 for retail, recreation facilities, marinas, and eating and drinking establishments, 1.0 for offices, and 1.6 for hotels. All development will be subject to design review by the Planning Commission. Uses and development intensities at Oyster Point will be regulated by the Oyster Point Specific/Master Plan.

## **MIXED USE**

### ***El Camino Real Mixed Use***

This designation is intended to accommodate high-intensity active uses and mixed-use development in the South El Camino Real area. Retail and department stores; eating and drinking establishments; hotels; commercial recreation; financial, business, and personal services; residential; educational and social services; and office uses are permitted.

The frontage of a site along El Camino Real and other Arterial/Collector streets in the corridor is required to be devoted to active uses—uses that are accessible to the general public

and generate walk-in pedestrian clientele and contribute to a high level of pedestrian activity. Uses that generate pedestrian activity include retail shops, restaurants, bars, theaters and the performing arts, commercial recreation and entertainment, personal and convenience services, hotels, banks, travel agencies, child care services, libraries, museums and galleries.

For sites larger than 20,000 square feet, the minimum FAR for all uses, exclusive of substantially above-grade structured parking, shall be 0.6, of which a minimum 0.3 FAR shall be active uses. The requirement for a minimum 0.3 FAR of active uses does not apply to projects where 30% of the units are restricted and affordable to low- or low-moderate-income households.

The maximum FAR for all uses, inclusive of housing and substantially above-grade structured parking shall be 2.5, with increases to a maximum total FAR of 3.5 for development meeting specified criteria.

Residential density is limited to 60 units per acre, with increases to a maximum of 80 units per acre for development meeting specified criteria. For parcels on the east side of El Camino Real, between First Street and West Orange Avenue, either a mix of uses as permitted under this classification or residential use only (up to 40 units per acre) is permitted.

## **INDUSTRIAL AND RESEARCH AND DEVELOPMENT**

Two categories are proposed: Business and Technology Park, for the East of 101 areas north of East Grand Avenue, and Mixed Industrial, for the areas south of East Grand Avenue in East of 101 and Lindenville.

### ***Business and Technology Park***

This designation accommodates campus-like environments for corporate headquarters, research and development facilities, and offices. Permitted uses include incubator-research facilities, testing, repairing, packaging, publishing and printing, marinas, shoreline-oriented recreation, and offices, and research and development facilities. Warehousing and distribution facilities and retail are permitted as ancillary uses only. All development is subject to high design and landscape standards. Maximum Floor Area Ratio is 0.5, but increases may be permitted, up to a total FAR of 1.0 for uses such as research and development establishments, or for development meeting specific transportation demand management (TDM), off-site improvement, or specific design standards.

### ***Mixed Industrial***

This designation is intended to provide and protect industrial lands for a wide range of manufacturing, industrial processing, general service, warehousing, storage and distribution, and service commercial uses. Industries producing substantial amounts of hazardous waste or

odor and other pollutants are not permitted. Unrelated retail and service commercial uses that could be more appropriately located elsewhere in the city would not be permitted, except for offices, subject to appropriate standards. Small restaurants and convenience stores would be allowed as ancillary uses, subject to appropriate standards. The maximum Floor Area Ratio is 0.4, with an increase to a total FAR of 0.6 for development seeking an FAR bonus with TOM program as specified in the Zoning Ordinance. In addition to development standards, the Zoning Ordinance may include performance standards to minimize potential environmental impacts.

### **PUBLIC/INSTITUTIONAL**

To provide for schools, government offices, transit sites, airport, and other facilities that have a unique public character. Religious facilities are not called out separately on the General Plan Diagram, but are instead shown with designations on adjoining sites; these facilities may be specifically delineated on the Zoning Map.

### **PARKS**

Parks, recreation complexes, public golf courses, and greenways.

### **OPEN SPACE**

This designation includes sites with environmental and/or safety constraints. Included are sites with slopes greater than 30 percent, sensitive habitats, wetlands, creekways, areas subject to flooding, and power transmission line corridors. Where otherwise not excluded by noise, aircraft safety or other environmental standards, residential development is generally permitted at a density not to exceed one housing unit per 20 acres.

**Table 2.2-1: Standards for Density and Development Intensity**

Land Use Designation	<u>Minimum Required FAR</u>	Residential Density (units/net acre)	Maximum Permitted Non-Residential FAR <sup>1</sup>	Maximum Permitted with Incentives and Bonuses	
				Units/Net Acre	FAR (See Table 2.2-2)
<b>Residential<sup>2,3</sup></b>					
Low Density	-	up to 8.0	0.5	10.0	-
Medium Density	-	8.1-18.0	1.0	22.5	-
High Density	-	18.1-30.0	-	37.5	-
<b>Downtown</b>					
Downtown Commercial <sup>4</sup>	-	-	3.0	-	-
Downtown Residential	-				
Low Density	-	5.1-15.0	0.7	15.0	-
Medium Density	-	15.1-25.0	1.25	31.3	-
High Density	-	25.1-40.0	-	50.0 <sup>3</sup>	-
Office	-	-	1.0	-	2.5 <sup>5</sup>
Commercial	-				
Community Commercial	-	-	0.5	-	-
Business Commercial	-	-	0.5	-	1.0 <sup>5</sup>
Hotel	-	-	1.2	-	2.0
Coastal Commercial	-	-	-	-	-
Retail	-	-	0.5	-	-
Office	-	-	1.0	-	-
Hotel	-	-	1.6	-	-
<b>Mixed Use</b>					
<u>El Camino Real Mixed Use<sup>6</sup></u>	<u>0.6<sup>7</sup></u>	<u>up to 60.0<sup>8</sup></u>	<u>• 2.5<sup>9</sup></u>	<u>• up to 80.0<sup>9</sup></u>	<u>• 3.5<sup>9</sup></u>
<b>Industrial</b>					
Business and Technology Park	-	-	0.5	-	1.0 <sup>10e</sup>
Mixed Industrial	-	-	0.4	-	0.6 <sup>11f</sup>

<sup>1</sup> Including garages for residential development, but excluding parking structures for non-residential development, except for El Camino Real Mixed Use.

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<sup>2</sup> 20 percent density bonus is available for development within ¼-mile of a fixed-guideway transit (CalTrain or BART station or City-designated ferry terminal).

<sup>3</sup> ~~25 percent bonus is~~ Density bonus in accordance with state law, is available for projects with affordable housing or, housing for elderly residents, ~~25 percent bonus is available for with specific amenities designed for residents, or~~ housing that meets community design standards that may be specified in the Zoning Ordinance.

• <sup>4</sup> Residential uses may be permitted on second and upper floors only and are subject to a use permit.

• <sup>5</sup> Required parking must be structured.

~~<sup>6</sup> Permitted for research and development uses with low employment intensity, or other uses providing structured parking.~~

~~<sup>7</sup> Permitted for uses with low employment intensity, such as wholesaling, warehousing, and distribution.~~ <sup>6</sup> Frontage of a site along El Camino Real and other Arterial/Collector streets in the corridor is required to be devoted to active uses. Residential not permitted at ground level along El Camino Real except on the east side of El Camino Real between First Street and West Orange Avenue, subject to conditional use permit approval.

<sup>7</sup> For sites larger than 20,000 square feet, the minimum FAR for all uses, exclusive of substantially above-grade structured parking, shall be 0.6, of which a minimum 0.3 FAR shall be active uses. The requirement for a minimum 0.3 FAR of active uses does not apply to projects where 30% of the units are restricted and affordable to low- or low-moderate-income households.

<sup>9</sup>Included within FAR limit.

<sup>9</sup>Includes residential and substantially above grade parking structures. Excludes surface parking.

<sup>10</sup>Permitted for research and development uses with low employment intensity, or other uses providing structured parking.

<sup>11</sup>Permitted for uses with low employment intensity, such as wholesaling, warehousing, and distribution.

**Table 2.2-2: Standards for Density and Development Intensity**

Land Use Designation	Minimum Floor Area Ratio (FAR)	Base Floor Area Ratio (FAR)	Incentive-based FAR Bonuses Available		Total Maximum FAR
			Maximum Attainable FAR with Transportation Demand Management (TDM) Program	Other Specified Design Standards <sup>12</sup>	
Office	-	1.0	1.3	0.2	2.5
Business Commercial	-	0.5	0.4	0.1	1.0
<u>El Camino Real Mixed Use<sup>2</sup></u>	<u>0.6<sup>3</sup></u>	<u>2.5<sup>4</sup></u>	<u>0.5</u>	<u>0.5</u>	<u>3.5<sup>4</sup></u>
Business & Technology Park	-	0.5	0.4	0.1	1.0
Hotels <sup>5†</sup>	-	1.2	0.6	0.2	2.0
Costal Commercial	-				
Retail	-	0.5	0.4	0.1	1.0
Office	-	1.0	0.5	0.1	1.6
Hotel	-	1.6	0.4	0.2	2.2

<sup>†</sup>The Hotel FAR listed for Base, Maximum Attainable FAR with TDM, Other Specified Design Standards, and Total Maximum FAR is applicable for all hotels located in all General Plan designated areas that permit hotel uses

<sup>12</sup>Discretionary; based on criteria established in the Zoning Ordinance and upon review by Planning Commission conditional use permit approval.

<sup>2</sup>Frontage of a site along El Camino Real and other Arterial/Collector streets in the corridor is required to be devoted to active uses. Residential not permitted at ground floor level along El Camino Real, except on the east side of El Camino Real between First Street and West Orange Avenue, subject to conditional use permit approval.

<sup>3</sup>For sites larger than 20,000 square feet, the minimum FAR for all uses, exclusive of substantially above-grade structured parking, shall be 0.6, of which a minimum 0.3 FAR shall be active uses. The requirement for a minimum 0.3 FAR of active uses does not apply to projects where 30% of the units are restricted and affordable to low- or low-moderate-income households.

<sup>4</sup>Includes residential and substantially above-grade parking structures. Excludes surface parking.

<sup>5</sup>The Hotel FAR listed for Base, Maximum Attainable FAR with TDM, Other Specified Design Standards, and Total Maximum FAR is applicable for all hotels located in all General Plan designated areas that permit hotel uses.

## **2.3 PLANNING SUB-AREAS**

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Land use information presented in the section that follows is presented by 14 subareas, which have been collectively derived from analysis of land use and urban design patterns and the need for focused planning efforts and activities. These subareas are shown in Figure 2-6. In some cases, the City's traditional neighborhood planning areas that are used for park and schools planning were aggregated where adjacent neighborhoods are very similar in terms of their land uses, age of development, and current activity level. The East of 101 area, which comprises a single City neighborhood planning area because there are no residents, is divided into four subareas for presenting planning information. The areas are:

1. Avalon
2. Downtown
3. East of 101
4. El Camino
5. Gateway
6. Lindenville
7. Orange Park
8. Oyster Point
9. Paradise Valley/Terrabay
10. Sign Hill
11. South Airport
12. Sunshine Gardens
13. Westborough
14. Winston-Serra

Descriptions of these areas and detailed policies for each sub-area are included in Chapter 3.

## 2.4 GENERAL PLAN BUILDOUT

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### BUILDOUT

Development consistent with the General Plan resulting from application of assumed average densities and intensities for the different land use classifications to vacant and sites with potential redevelopment/intensification opportunities is described in Table 2.4-1. The time at which full development (“buildout”) will occur is not specified in or anticipated by the Plan. Designation of a site for a certain use does not necessarily mean that the site will be built/redeveloped with the designated use over the next 20 years, the horizon of the Plan.

Table 2.4-1 shows by each of the 14 sub-areas described in Section 2.3:

- Projects with current development approvals. This includes about 1,150 housing units, more than half have been proposed in Terrabay, and about 3.4 million square feet of non-residential floor space. Hotels, with about 1.1 million square feet of space with approvals, and offices, with 0.9 million square feet of approved space, represent the primary non-residential uses.
- Additional development under the General Plan. This results from application of average assumed densities/intensities (shown on the table) to vacant sites and sites/areas with potential redevelopment/intensification opportunities. Potential residential increases include ~~2,470~~~~1,630~~ housing units, concentrated mainly in El Camino Real, Sunshine Gardens, and Downtown. Potential non-residential development includes ~~9.28~~~~9~~ million square feet of new space; with an expected decrease of 3.3 million square of industrial space, the net increase will be ~~5.95~~~~6~~ million square feet. About 3.1 million square feet (56 percent) of this net increase is expected to be in the four East of 101 sub-areas (East of 101 area, Gateway, Oyster Point, and South Airport).
- Combined approved development and additional development. This reflects the total of the two above categories, and represents the expected General Plan buildout. Buildout will result in an increase of ~~3,620~~~~2,780~~ housing units and ~~15.3~~~~15.0~~ million square feet of non-residential space to the city’s current inventory of an estimated 19,4000 housing units and 18.1 million square feet of non-residential space.

### CHART

#### Population and Employment; 1997 and Buildout

[\\*Chart to be updated in Indesign File](#)

**Table 2.4-1  
Land Use Changes and Intensification; Approved Development**

Subarea	RESIDENTIAL (housing units)						NON-RESIDENTIAL (floor area in square feet)									
	Low Density	Med Density	High Density	Downtown	<i>El Camino Real Mixed Use</i>	Total Residential	Business Comm (Hotels)	Business Comm (Offices/ Commercial)	Coastal Commercial	Downtown Commercial	Office	Bus/Tech Park	Industrial	Community Commercial	<i>El Camino Real Mixed Use</i>	Total Non-residential
Avalon	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Downtown	-	-	-	-	-	-	22,500	-	-	-	-	-	-	-	-	22,500
East of 101	-	-	-	-	-	-	-	-	-	-	170,000	202,800	-	-	-	372,800
El Camino	180	30	-	-	-	-210	-	-	-	-	-	-	-	-160,000	-	160,000
North	180	30	-	-	-	210	-	-	-	-	-	-	-	147,000	-	147,000
South	-	-	-	-	-	-	-	-	-	-	-	-	-	13,000	-	13,000
Gateway	-	-	-	-	-	-	246,000	-	-	-	516,000	176,000	-	-	-	938,000
Lindenville	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Orange Park	150	-	-	-	-	150	-	-	-	600	-	-	-	-	-	600
Oyster Point	-	-	-	-	-	-	497,500	-	-	-	40,000	128,700	150,000	-	-	816,200
Paradise Valley/ Terra Bay	600	-	-	-	-	600	300,000	-	-	397,000	286,000	-	18,000	-	-	1,001,000
Sign Hill	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
South Airport	-	-	-	-	-	-	73,000	-	-	-	-	-	-	-	-	73,000
Sunshine Gardens	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Westborough	-	130	-	-	-	130	-	-	-	-	-	-	-	-	-	-
Winston-Serra	60	-	-	-	-	60	-	-	-	-	-	-	-	-	-	-
<b>Total</b>	<b>990</b>	<b>160</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>1,150</b>	<b>1,139,000</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>913,600</b>	<b>672,000</b>	<b>331,500</b>	<b>328,000</b>	<b>-</b>	<b>3,384,100</b>

**Table 2.4-1  
Land Use Changes and Intensification; Additional Development Under the General Plan**

Subarea	RESIDENTIAL (housing units)						NON-RESIDENTIAL (floor area in square feet)									
	Low Density @ 7 units/acre (net)	Med Density @ 15 units/acre	High Density @ 28 units/acre	Downtown Residential (Intensification)	<u>El Camino Real</u> <u>Mixed Use</u>	Total Residential	Business Comm (Hotels) @ 0.9 FAR	Business Comm (Offices/Comm) @ 0.5 FAR	Coastal Comm @ 0.3 avg. FAR	Downtown Commercial (Intensification)	Office@ 1.2 avg. FAR	Bus/Tech Park @ 0.5 avg. FAR	Industrial @ 0.55 FAR	Community Commercial @ 0.3 FAR	<u>El Camino Real</u> <u>Mixed Use</u>	Total Non-residential
Avalon	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Downtown	-	-	-	290	-	290	-	10,000	-	121,000	-	-	-	-	-	131,000
East of 101	-	-	-	-	-	-	-	246,000	59,000	-	-	2,869,000	(1,867,000)	104,500	-	1,411,500
El Camino	-	10	520	-	-	-530	-	-	-	-	-	-	-	134,000	145,000	-279,000
North	-	10	520	-	-	530	-	-	-	-	-	-	-	134,000	145,000	279,000
South	-	-	-	-	840	840	-	-	-	-	-	-	-	-	288,900	288,900
Gateway	-	-	-	-	-	-	46,000	71,000	-	-	-	-	-	-	-	117,000
Lindenville	-	-	70	-	-	70	126,000	281,000	-	-	2,307,000	-	(1,519,000)	457,000	-	1,652,000
Orange Park	-	50	80	-	-	130	64,000	230,000	-	-	-	-	-	31,000	-	325,000
Oyster Point Paradise Valley/ Terra Bay	-	-	-	-	-	-	249,000	988,000	105,000	-	-	-	(171,000)	-	-	1,171,000
Sign Hill	30	-	-	-	-	30	-	-	-	-	-	-	-	-	-	-
South Airport	-	-	-	-	-	-	12,000	202,000	-	-	-	-	216,000	-	-	430,000
Sunshine Gardens	20	-	380	-	-	400	-	-	-	-	-	-	-	8,000	-	8,000
Westborough	-	40	-	-	-	40	-	-	-	-	-	-	-	71,000	-	71,000
Winston-Serra	140	-	-	-	-	140	-	-	-	-	-	-	-	-	-	-
<b>Total</b>	190	100	1,050	290	840	1,630	497,000	2,028,000	164,000	121,000	2,441,000	2,869,000	(3,341,000)	816,500	288,900	5,595,500
						2,470									5,884,400	

**Table 2.4-1  
Combined Approved and Additional Development Under the General Plan (General Plan Buildout)**

Subarea	RESIDENTIAL (housing units)						NON-RESIDENTIAL (floor area in square feet)									
	Low Density	Med Density	High Density	Downtown	<u>El Camino Real Mixed Use</u>	Total Residential	Business Comm (Hotels)	Business Comm (Offices/ Commercial)	Coastal Commercial	Downtown Commercial	Office	Bus/Tech Park	Industrial	Community Commercial	<u>El Camino Real Mixed Use</u>	Total Non-residential
Avalon	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Downtown	-	-	-	290	-	290	22,500	10,000	-	121,000	-	-	-	-	-	153,500
East of 101	-	-	-	-	-	-	-	246,000	59,000	-	-	3,039,000	(1,664,200)	104,500	-	1,784,300
El Camino	<u>180</u>	<u>40</u>	<u>520</u>	-	-	<u>-740</u>	-	-	-	-	-	-	-	<u>305,000</u>	<u>-134,000</u>	<u>439,000</u>
North	<u>180</u>	<u>40</u>	<u>520</u>	-	-	<u>740</u>	-	-	-	-	-	-	-	<u>292,000</u>	<u>134,000</u>	<u>426,000</u>
South	-	-	-	-	<u>840</u>	<u>840</u>	-	-	-	-	-	-	-	<u>13,000</u>	<u>288,900</u>	<u>301,900</u>
Gateway	-	-	-	-	-	-	292,000	71,000	-	-	516,000	176,000	-	-	-	1,055,000
Lindenville	-	-	70	-	-	70	126,000	281,000	-	-	2,307,000	-	(1,519,000)	457,000	-	1,652,000
Orange Park	150	50	80	-	-	280	64,000	230,000	-	-	600	-	-	31,000	-	325,600
Oyster Point	-	-	-	-	-	-	746,500	988,000	105,000	-	-	40,000	(42,300)	150,000	-	1,987,200
Paradise Valley/ Terra Bay	600	-	-	-	-	600	300,000	-	-	397,000	286,000	-	-	18,000	-	1,001,000
Sign Hill	30	-	-	-	-	30	-	-	-	-	-	-	-	-	-	-
South Airport	-	-	-	-	-	-	85,000	202,000	-	-	-	-	216,000	-	-	503,000
Sunshine Gardens	20	-	380	-	-	400	-	-	-	-	-	-	-	8,000	-	8,000
Westborough	-	170	-	-	-	170	-	-	-	-	-	-	-	71,000	-	71,000
Winston-Serra	200	-	-	-	-	200	-	-	-	-	-	-	-	-	-	-
Total	1,180	260	1,050	290	<u>840</u>	<u>2,780</u>	1,636,000	2,028,000	164,000	121,000	3,354,600	3,541,000	(3,009,500)	1,144,500	<u>288,900</u>	<u>8,979,600</u>

## BUILDOUT POPULATION AND EMPLOYMENT

### *Population*

South San Francisco, at buildout, will accommodate a population of approximately ~~67,400~~69,810, an increase of ~~14-18~~ percent over the estimated 1998 population of 59,200. Table 2.4-2 shows the current and projected populations for South San Francisco. If buildout were to occur over 20 years, South San Francisco will moderately increase its share of the San Mateo County population from 8.3 percent to ~~8.78-4~~ percent. Population growth rate over the plan horizon will be much slower than growth experienced by the city over the last ten years. The chart on the following page shows a graphic depiction of South San Francisco's historical and projected population growth as well as its share of the County population.

### *Employment*

While non-residential building space in South San Francisco will increase from an estimated current 18.1 million square feet to ~~24.924-6~~ million square feet at buildout (an increase of ~~31-37~~ percent), the General Plan at buildout will accommodate an employment increase from 39,100 currently to as much as ~~72,100~~71,400 at buildout (an increase of ~~8483~~ percent; including construction and at-home workers), primarily as sites with low-intensity warehousing and distribution uses (with an estimated average 960 square feet per employee in South San Francisco) are succeeded by higher intensity office, retail, and other similar uses. This level of employment attainment will likely take place over a time-period that may extend beyond 20 years. Table 2.4-3 shows existing and buildout employment by broad land use categories.

**Table 2.4-2  
 Buildout Population**

	1990 Population	1998 Population	Share of County	1990- 1998 Annual Growth Rate	Buildout Population	Share of County	1990- 2020 Annual Growth Rate
South San Francisco	54,312	59,208	8.3%	1.0%	<del>67,400</del> 69,800	<del>8.78-4</del> %	<del>0.80-6</del> %
San Mateo County	649,623	715,382	100%	1.2%	798,600	100%	0.5%

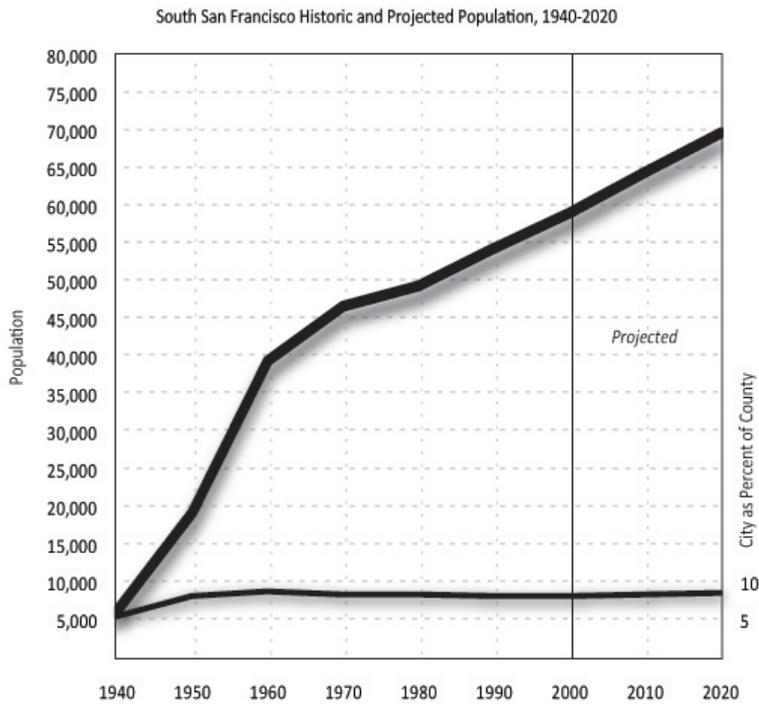
**Table 2.4-3  
Existing and Buildout Employment by Land Use, 1997-Buildout**

Land Use	Estimated 1997 Employment	Increase to Buildout	Buildout Employment
Commercial/ Retail	10,400	3,100	13,500
Hotels/ Visitor Services	1,800	3,900	5,700
Office + Bus. Park (inc. Medical)	5,700	23,500	29,200
<u>El Camino Real Mixed Use</u>	-	• <u>700</u>	• <u>700</u>
Warehouse/Mixed Industrial	13,400	(3,200)	10,200
Public and Schools	1,500	-	1,500
Construction and Miscellaneous	2,500	1,800	4,300
Others (including at home workers)	3,800	3,200	7,000
Total	39,100	<del>32,300</del> <u>33,000</u>	<del>71,400</del> <u>72,100</u>

**Table 2.4-4  
Jobs/Housing Balance**

	Estimated 1997 Employment	Buildout
Jobs	39,100	<del>71,400</del> <u>72,100</u>
Employed Residents	27,900	<del>32,350</del> <u>33,000</u>
Jobs/Employed Residents	1.4	2.2

**CHART**  
**South San Francisco Historic and Projected Population, 1940-2020**



**CHART**  
**Jobs/Employed Residents Balance; 1997 and Buildout**  
**\*Chart will be updated in Indesign File**

## **REVISED BUILDOUT & GENERAL PLAN AMENDMENT (2001)**

In 2001, the City Council adopted the General Plan Amendment and Transportation Demand Management Ordinance, which incorporates a revision to the approved land use buildout in the East of 101 area. The Amendment includes the following conclusions:

- Total buildout will nearly double from existing development: 12.82 million square feet in 2001 to 23.32 million square feet in 2020, due mainly to the increase in Office and Office/R&D development. The revised East of 101 area buildout assumes a 0.9 FAR for new Office development.
- The Amendment anticipates that the East of 101 area will support an additional six million square feet, over the buildout that is projected in the South San Francisco General Plan (1999). The additional development was based on the major projects lists (2000-2001), the Gateway and Genentech development plans, and determining the likely properties that would convert from industrial to Office/R&D by 2020.
- Employment in the East of 101 area will increase by 2.4 times, from 21,654 to 52,880. This increase is due to both increases in floor space in the East of 101 area and due to Office and Office/R&D uses having a much higher employment intensity than industrial development. The projected employment is based on Commercial at 400 square feet/employee, Office/R&D at 450 square feet/employee, Office at 375 square feet/employee, Hotel at 420 square feet/employee and Industrial at 955 square feet/employee.

## **JOBS/HOUSING BALANCE**

Where once the residential and commercial portion of South San Francisco was a company town for the “beef trust” packers on Point San Bruno, improved transportation access and extensive growth in the 1940s-1960s turned South San Francisco into a commuter suburb. Today only 23 percent of employed residents work in the city, despite a surplus of jobs, indicating regional jobs-housing inter-dependencies. As Table 2.4-4 shows, the city has continued to add jobs at a faster rate than population for the last 15 years, and in 1995, there were 13,610 more jobs than employed residents in the city. In contrast, San Mateo County has a slight overall shortage of jobs; however, during the last 15 years, the overall jobs/employed residents ratio in San Mateo County has crept closer to balance.

Given that much of the land in the city—including all of the East of 101 area—is not suited for residential development, it is unlikely that a balance between jobs and housing can be attained. However, continued job growth in the city will promote a greater regional balance between jobs and housing. As an inner Bay Area community well served by all modes of transit—including air and rail, and in the near future BART and ferry service—employment growth in the city will support regional transit as well. Nonetheless, availability of housing in

South San Francisco serves not only regional interest, but is imperative to attracting high-technology and biotechnology jobs that the city seeks. Increased residential development within the city will help partly alleviate traffic impacts resulting from job growth, and provide residential opportunities to those that work in the city but live elsewhere. Thus, the General Plan seeks to maximize residential development opportunities on infill sites.

## **2.5 DETAILED PLANS AND COORDINATION WITH OTHER JURISDICTIONS**

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### **AREA AND SPECIFIC PLANS**

In addition to policies articulated in the General Plan, area, specific, and redevelopment plans direct planning in certain parts of the city. Figure 2-6 shows area, specific, and redevelopment plan areas. These include:

- The East of 101 Area Plan, which applies to all parts of the city east of U.S. 101 and includes a Design Element and policies;
- Specific master plans for key development areas, including Genentech, Oyster Point, Terrabay, Bay West Cove (formerly Shearwater), Sierra Point; and
- Redevelopment plans for many of the areas with the greatest potential for change, including Gateway, Downtown/Central and the El Camino Real Corridor.

These plans will continue to play key roles in shaping areas of their geographic concern. Certain aspects of some of these plans may need to be modified to ensure consistency with the 1999 General Plan.

### **PLANS AND PROGRAMS IN OTHER JURISDICTIONS**

External impacts from land uses and activities in surrounding cities and jurisdictions influence development in South San Francisco as well. By and large, none of the surrounding cities have planned uses that are likely to have a direct physical impact on South San Francisco. In its General Plan, the City of Brisbane outlines a development strategy for its bayside parcels similar to South San Francisco's strategies in the East of 101 area, potentially affecting South San Francisco's future development potential. If this development occurs, Brisbane could compete with South San Francisco for office space or potentially increase traffic in the area; however, Brisbane still needs to overcome major infrastructure and environmental constraints before this development is likely to begin. San Bruno is planning for a mix of office and hotel uses for the West Division property, one-quarter mile south along El Camino Real, that is currently being used by the U.S. Navy, but will be vacated soon. Impacts of this are likely to be localized.

San Francisco International Airport has major direct and indirect influences on South San Francisco's land use and economic prospects. Airport-imposed height restrictions and noise

limit land use options in some parts of the city (see Figure 2-2). However, a greater impact could stem from airport expansion, fueling growth in airport-supportive or -dependent uses such as freight forwarding, and the resulting demand for housing and other services in South San Francisco.

Noteworthy plans and programs of other agencies that influence or place limitations on development in South San Francisco include:

- The 100-foot strip of bayshore, inland of the mean high tide line, for which the Bay Conservation and Development Commission (BCDC) establishes policy;
- The area around and including the Terrabay project, which is within the San Bruno Mountain Habitat Conservation Plan Area; and
- The area constrained by the Federal Aviation Administration Part 77 height limits, primarily East of 101 area, in Lindenville, and in the Country Club Park area.

## **2.6 LAND USE POLICIES**

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Because land use policies for each of the planning sub-areas are spelled out in Chapter 3, policies here focus on citywide issues and those of a programmatic nature.

### **GUIDING POLICIES**

- 2-G-1 Preserve the scale and character of established neighborhoods, and protect residents from changes in non-residential areas.*

Protection of residential neighborhoods is a General Plan theme. While some parts of the city are expected to undergo change over time, the General Plan seeks to ensure that existing residential neighborhoods are fully protected from changes elsewhere.

- 2-G-2 Maintain a balanced land use program that provides opportunities for continued economic growth, and building intensities that reflect South San Francisco's prominent inner bay location and excellent regional access.*

- 2-G-3 Provide land use designations that maximize benefits of increased accessibility that will result from BART extension to the city and adjacent locations.*

Locating uses that can support transit ridership and providing high development intensities around transit stations is not just in South San Francisco's best interest, but a regional interest as well.

- 2-G-4 Provide for continued operation of older industrial and service commercial businesses at specific locations.*

The City recognizes that many existing manufacturing and warehousing and distribution uses perform a regional function as well, and seeks to maintain these as conforming uses in specific locations.

- 2-G-5 *Maintain Downtown as the City's physical and symbolic center, and a focus of residential, commercial, and entertainment activities.*
- 2-G-6 *Maximize opportunities for residential development, including through infill and redevelopment, without impacting existing neighborhoods or creating conflicts with industrial operations.*
- 2-G-7 *Encourage mixed-use residential, retail, and office development in centers where they would support transit, in locations where they would provide increased access to neighborhoods that currently lack such facilities, and in corridors where such developments can help to foster identity and vitality.*
- 2-G-8 *Provide incentives to maximize community orientation of new development, and to promote alternative transportation modes.*
- 2-G-9 *Facilitate development of childcare centers and homes in all areas, and encourage inclusion of childcare centers in non-residential developments.*

## **IMPLEMENTING POLICIES**

- 2-I-1 *Update the City's Zoning Ordinance and Subdivision Regulations contained in the Municipal Code for consistency with the General Plan.*

A complete revamping of the Zoning Ordinance will be necessary, including:

- establishment of new base districts;
- establishment of new overlay districts, including for coastal zones, environmental protection and review processes, selected mixed-use areas (such as the Loft Overlay District), and transit-oriented development centers;
- new development regulations that reflect policy direction contained throughout the Plan; and
- Minimum and maximum development intensities as stipulated in the Land Use Classifications.

This policy is especially critical given the limited land available for residential development. Approval of developments at lower than stipulated densities should be accomplished by map amendment to the General Plan, not by providing exemptions from stipulated densities.

- 2-1-2 *Establish height limitations for specific areas as delineated on Figure 2-3. For these specific areas, do not regulate heights separately by underlying base district uses.*

These are areas that are central from a community perspective or areas where change is expected. The intent is to provide to achieve unified development regardless of underlying uses. For building heights East of 101 area, also see Section 3.5: East of 101 area.

- 2-1-3 *Undertake planned development for unique projects or as a means to achieve high community design standards, not to circumvent development intensity standards.*

While in recent years established development intensities have been constraints to achieving prevailing intensities in the region, and even in the city, necessitating the need for planned developments, intensities established in this General Plan reflect development that is appropriate given both the local and the regional context. This should obviate the need for planned developments merely as a tool to achieve higher than otherwise attainable standards.

- 2-1-4 *Require all new developments seeking an FAR bonus set forth in Table 2.2-2 to achieve a progressively higher alternative mode usage. The requirements of the TDM Program are detailed in the Zoning Ordinance. (Amended by City Council Resolution 98-2001, Adopted September 26, 2001)*

The requirements of the TDM program for projects seeking an FAR bonus are based on the percentage trip reduction that is achieved.

- 2-1-4a *Establish design requirements to achieve an FAR bonus as set forth in Table 2.2-2. (Amended by City Council Resolution 98-2001, Adopted September 26, 2001)*

- 2-1-5 *Examine the potential for establishing performance-based standards for industrial development to minimize resulting impacts.*

These would address issues such as noise, glare, odor, air quality, and screening of parking and loading areas. Establishment of these is especially critical where industrial uses come in contact with other uses, such as the Mayfair, Orange Park, and downtown neighborhoods near Lindenville.

- 2-1-6 *Undertake a comprehensive review of the parking standards and establish criteria for reduced parking for mixed-use developments, for development that meets specified TDM criteria, and Medium- and High-Density Residential development.*

Differing standards could also be established for downtown and specific transit-centered areas, such as within 1/4-mile of BART and CalTrain, and ferry terminal.

- 2-1-7 *Establish a comprehensive design standards and guidelines strategy.*

Standards are items that can be mapped or measured and are mandatory. Guidelines are suggestions and may also provide the basis for design review by the Planning Commission and/or the basis for awarding design bonuses, as established by policy 2-I-4.

Current city efforts in this area are uneven. While the City has residential design guidelines in place, these do not address issues such as garage domination of streets, or the introverted or gated nature of some recent developments. Also, while some other adjacent cities (such as Brisbane) have design guidelines in place for warehousing and distribution uses, South San Francisco does not have such guidelines and standards.

Because new development is expected only in targeted areas, instead of trying to prepare all encompassing citywide guidelines, efforts may probably be better directed at standards/guidelines focused on specific geographic areas. These could include:

- Lindenville. A simple strategy would be to extend guidelines for industrial development that apply to the East of 101 area to Lindenville as well;
- Downtown;
- El Camino Real Corridor; and
- The two (South San Francisco and San Bruno) BART station areas.

Policies outlined in Chapter 3 for each of these areas would provide a starting point.

**2-I-8** *As part of establishment of design guidelines and standards, and design review, improve the community orientation of new development.*

A community orientation calls for greater attention to the relationship between residences, streets and shared spaces, and does not require sacrifice of privacy or amenities. Specific steps could include:

- Not permitting gated developments;
- Allowing sound walls only along freeway and arterial streets, as established in Chapter 4: Transportation; and
- Requiring parking in all non-industrial and business and technology park areas to be tucked behind buildings.

**2-I-9** *Ensure that any design and development standards and guidelines that are adopted reflect the unique patterns and characteristics of individual neighborhoods.*

Examples of urban patterns in South San Francisco that deviate from contemporary practice that would not be permitted under current standards are several and include: Southwood Center, one of the few examples of a shopping center outside of downtown built to the street edge; residential developments in downtown built to the street edge which would be proscribed under current standards; and small-lot subdivisions such as in the “Town of Baden” subdivision, built before the City was incorporated.

Several tools are available to structure the Zoning Ordinance to be responsive to the city’s urban fabric rather than imposing a unified set of standards, including: community character based districts; special districts (base or overlay) targeted at areas with unique development characteristics, as well as performance-based standards that allow flexibility. These options will need to be explored as part of the Zoning Ordinance update (Policy 2-I-1).

*2-I-10 Establish regulations to permit second units in single-family residential developments in accordance with State law.*

Requirements for this are spelled out in California Government Code Section 65852.

*2-I-11 Undertake a comprehensive update of the City’s Sign Ordinance.*

Efforts need to be focused primarily in two areas: downtown and El Camino Real Corridor. See also policies for signage for the business areas East of 101 in Section 3.5: East of 101 area. Unified sign programs should be required for multi-tenant projects.

*2-I-12 Undertake comprehensive efforts to promote development of childcare facilities. Efforts should include:*

- *Permitting childcare centers in all districts;*
- *Developing criteria for incentives for childcare facilities, as part of bonuses for specified TDM programs (Policy 2-I-5);*
- *Exploring the feasibility of assisting child care providers and developers to identify and develop potential sites; and*
- *Preparing a childcare start-up guide.*

Regulations would also need to be in accordance with criteria for family day care homes established in Chapter 3.4 and Chapter 3.6, Division 2 of the California Health and Safety Code.

- 2-I-13 *As part of development review in environmentally sensitive areas (see Figure 7-2 in Chapter 7), require specific environmental studies and/or review as stipulated in Section 7.1: Habitat and Biological Resources Conservation.*

In addition to ensuring that development is environmentally sensitive, this would facilitate development review approval by allowing development to tier off the General Plan environmental review, and not undertake all encompassing environmental reviews, except where otherwise necessary or appropriate.

- 2-I-14 *Establish a Geographic Information System (GIS) based land use planning and information system.*

In addition to the more common development tracking system, this system can be designed to provide clear direction regarding plan implementation.

- 2-I-15 *As part of the General Plan Annual Report, monitor the rate and density/intensity of residential, commercial, and industrial development, and site availability for future development.*

The monitoring program should include a database linked to the city's GIS.

- 2-I-16 *Work with San Mateo County to resolve issues relating to land use conflicts in the unincorporated "islands".*

Churches and other institutional land uses in the unincorporated Country Club park subdivision have been creating conflicts with surrounding residential areas. Parking, noise and traffic within City limits are exacerbated by the concentration of churches in this small area. Policy 3.6-I-4 stipulates that if this area were to incorporate, it would be as a whole, with infrastructure improvements funded by the County or by property owners.

- 2-I-17 *Steep hillside areas in excess of a 30 percent grade should be retained in their natural state. Development of hillside sites should follow existing contours to the greatest extent possible. Grading should be kept to a minimum.*

Most of the level properties in the City have been developed. Many of the remaining vacant properties contain steep slopes which exceed 30 percent grade. Many of these steep slopes are visually prominent and have unstable conditions. Such slopes should, therefore, be substantially preserved in the natural state.

- 2-I-18 *Senior Citizen housing projects may be allowed to be constructed to a maximum density of 50 units/acre and off-street parking may be provided at a ratio lower than that which is otherwise required.*

- 2-I-19      *The benchmark density (units per net acre of land) shall be the number of dwelling units proposed on a specific site for each 43,560 square feet of raw land exclusive of land allocated for public streets and submerged land. When the average slope of a site is between 20 percent and 30 percent, the City may reduce the net density of a residential project up to fifty percent of the benchmark density in order to discourage grading and destruction of natural hillside environment.*
- 2-I-20      *Initiate a nexus analysis with the intent of creating a revenue source or improvements to be used to provide new child care facilities and programs.*
- 2-I-21      *Initiate a study to increase provision of public art throughout the community through imposition of either on-site improvements or in-lieu fees.*
- 2-I-22      *Require that all future development conforms with the relevant height, aircraft noise, and safety policies and compatibility criteria contained in the most recently adopted version of the San Mateo County Comprehensive Airport Land Use Plan for the environs of San Francisco International Airport.*

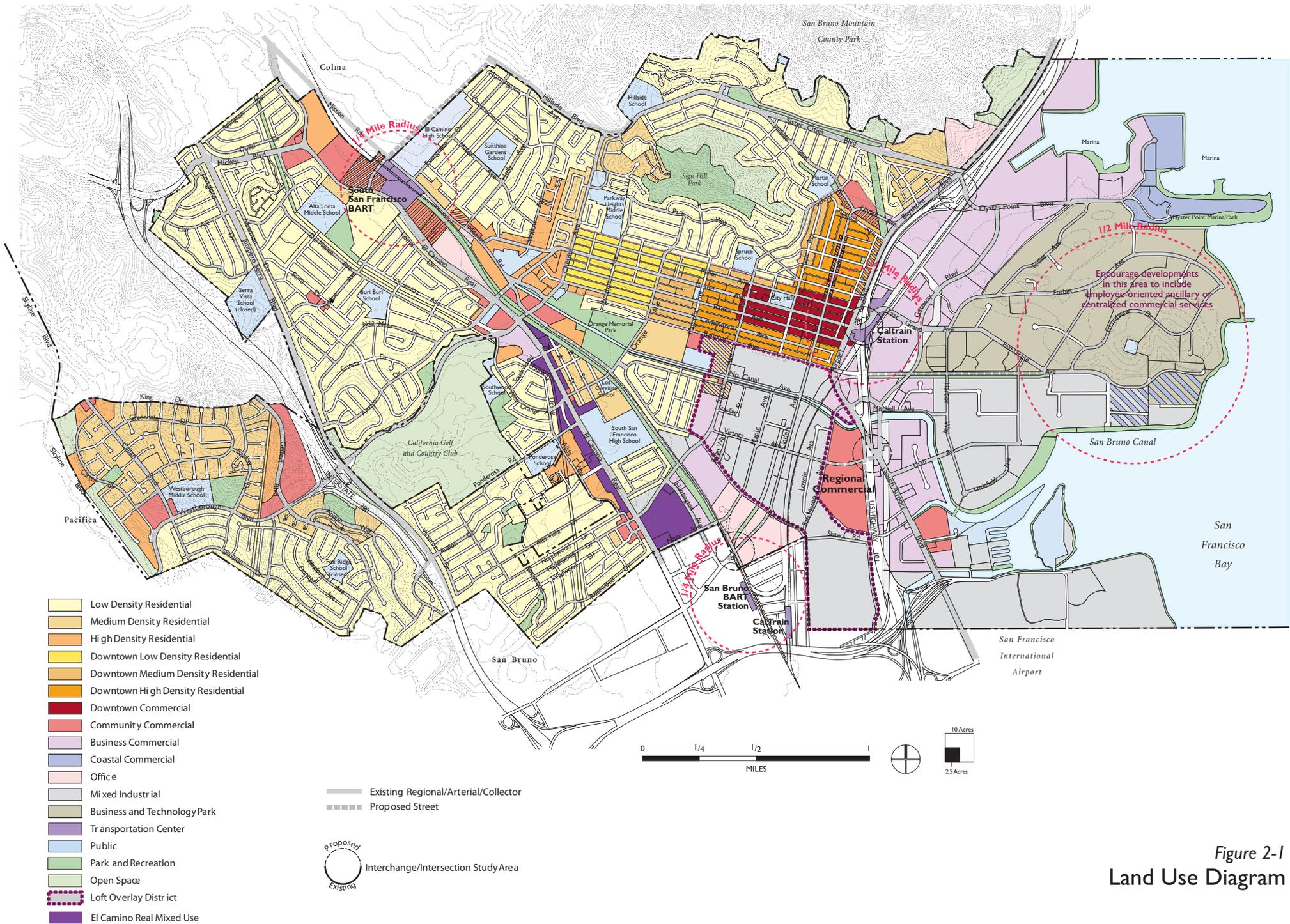
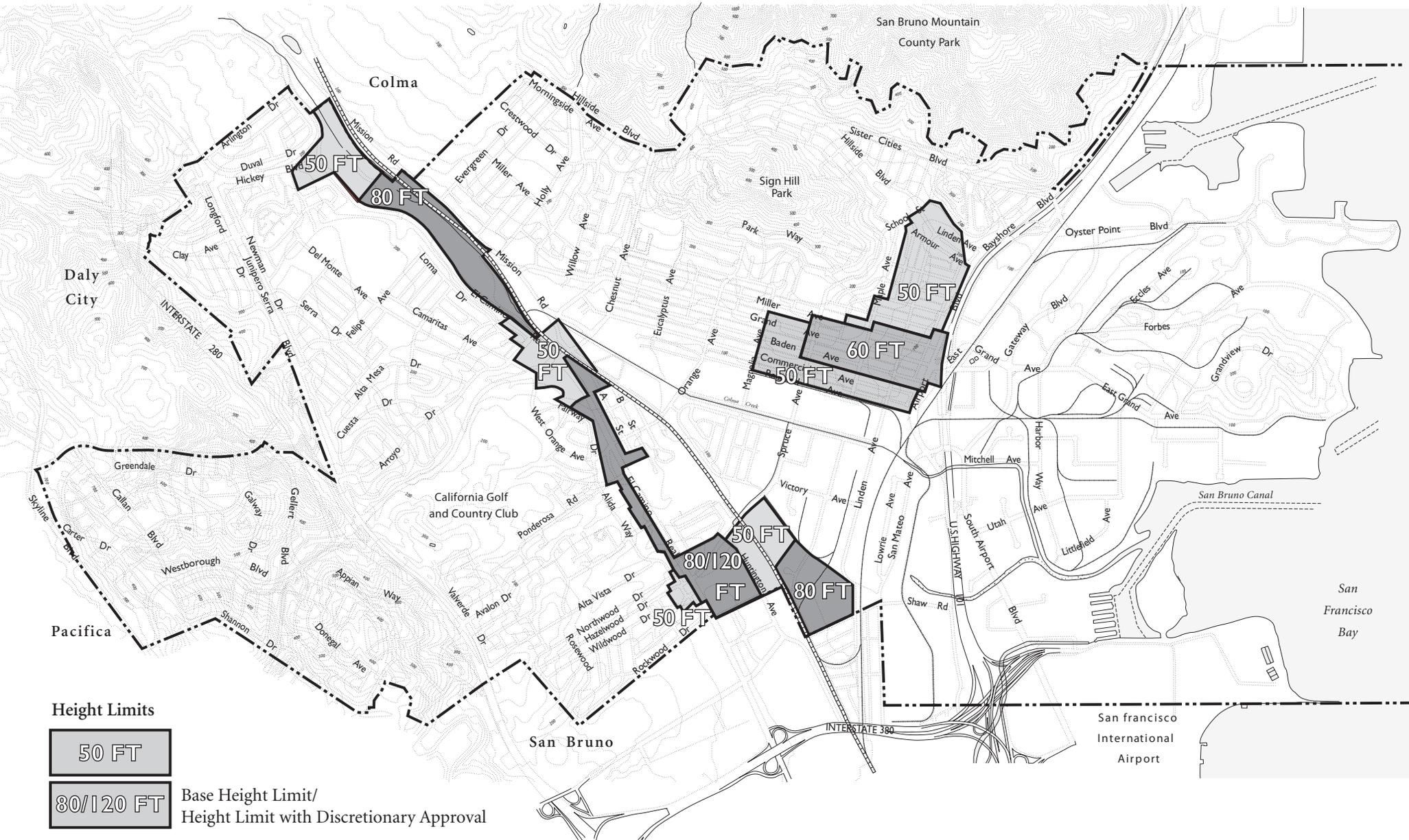


Figure 2-1  
Land Use Diagram



Note: Building height limitations for areas shown on this map shall be as indicated here, regardless of the underlying use. For areas outside of the areas shown on this map, building heights shall be in accordance with the development regulations for the use in the City's Zoning Ordinance. For areas subject to airport-related height limitations, building heights must be in accordance with the limits indicated in the most recently adopted Comprehensive Airport Land Use Plan.



Figure 2-3  
Special Area Height Limitations

## Chapter 3: Planning Sub-Areas

### 3.4 EL CAMINO REAL

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El Camino Real (State Route 82) was the first highway and automobile route through the Peninsula. It developed parallel to the former Southern Pacific tracks (owned by Union Pacific) that linked the “railroad suburbs” of San Mateo County to San Francisco. The corridor continues to be an important movement route through the Peninsula. The downtowns of most of the County’s cities—including San Mateo, Burlingame, Redwood City, Belmont, Atherton, San Bruno and Millbrae—are located on or adjacent to either El Camino Real or the Union Pacific tracks.

El Camino Real, almost two miles long through its stretch in the city, is South San Francisco’s most diverse area in terms of land use. Reflecting the regional heritage of the corridor, commercial uses such as hotels, fast-food restaurants, and shopping centers selling home furnishing and comparison goods- predominate. Residential uses, offices, and service commercial uses are located in small pockets. El Camino Real is also a major neighborhood commercial center; all but one of the city’s neighborhood shopping centers are located in the corridor. In addition, the area contains the See’s Candies manufacturing plant, the Kaiser Permanente Medical Facility, the County Government Center, and the planned South San Francisco BART station. New housing developments along El Camino Real include the Promenade and Greenridge.

Policies for El Camino Real in the General Plan refer to [North El Camino Real and South El Camino Real](#). [The North El Camino Real area refers to portions of El Camino Real north of First Street and includes the following subareas: South San Francisco BART Station Area, Kaiser Hospital Area and Buri Buri Center Area. The South El Camino Real area refers to portions of El Camino Real south of First Street on the western side and up to Chestnut Avenue on the eastern side of El Camino Real, and include the following subareas: South San Francisco High School/Baden Area and See’s Candies/South Spruce.](#)~~the following five sub-areas:~~

#### **NORTH EL CAMINO REAL SUBAREAS**

1. *South San Francisco BART Station Area.* This is the northernmost part of the corridor, and site ~~of the for the planned~~ South San Francisco BART station [and adjacent mixed-use transit village](#). [The mixed-use transit village comprises apartments with ground floor retail including a grocery store, café and bank. Also along El Camino Real is Costco Shopping Center and Treasure Island Trailer Court.](#)~~Development is set back from the streets and is extremely auto-oriented; there are no sidewalks or other pedestrian amenities and no on-street parking is allowed. Development opportunities are in the eastern half of the corridor, and in addition to the BART station, include the former Macy’s Service Center.~~

2. *Kaiser Hospital Area.* Kaiser Hospital is one of the city's principal employers. El Camino Real in this area is six travel lanes wide, landscaped median with left turn lanes, and parallel parking on both sides of the street. On-street parking is competitive. This area is very stable, and unlikely to see many land use changes as a result of BART extension.

3. *Buri Buri Center Area.* This area, with the intersection of El Camino/ Chestnut as its focus, has ~~a high~~<sup>the highest</sup> concentration of activity along the El Camino Real, and ~~includes the northernmost point in the city where El Camino can be crossed.~~ El Camino is fronted by non-residential uses throughout this stretch, including office plazas, banks, ~~a funeral chapel~~, gas stations, motels, delis, and some fast-food establishments. Buri Buri Shopping Center, containing ~~PacificBell~~ Market, as well as the Municipal Services Building, Fairway Plaza, and Chestnut Plaza are also in the area. ~~Redevelopment opportunities lie in the area between El Camino Real and Antoinette Lane.~~

### **SOUTH EL CAMINO REAL SUBAREAS**

41. *South San Francisco High School/ Baden.* ~~Commercial uses in this area generally fall into three categories – retail/market, fast-food and auto-related uses such as gas stations or auto-repair shops. Also located along this stretch of El Camino Real are a funeral parlor, several motels/hotels and Dominated by the High School, this stretch of El Camino includes some of the oldest, bungalow-style houses in the city, part of the Baden neighborhood. Commercial uses in this area generally fall in two categories – comparison goods such as home furnishings, and a large number of fast food stores catering to student clientele. Southwood Center, is also located here and is one of the few examples of a shopping center outside of downtown built to the street edge. Any new development in this area will result from reuse. Non-commercial development along this stretch of El Camino Real includes South San Francisco High School and some of the oldest, bungalow-style houses in the City, part of the Baden neighborhood.~~

52. *See's Candies/ South SpruceTanforan.* This area contains both some of the newer<sup>st</sup> commercial uses along El Camino Real and ~~Noor~~<sup>Huntington</sup> Avenue, as well as one of the oldest business establishments in the city – See's Candies, which is a major employment center. Also located ~~along this section of the corridor are here is~~ a Safeway, ~~Longs Drug Store~~<sup>CVS Drug Store</sup>, and ~~the city's only~~ multiplex movie theater ~~and the Brentwood Shopping Center.~~ While ~~redevelopment opportunities in this area are limited,~~ <sup>the</sup> planned San Bruno BART station is within a walking distance of much of this part of El Camino corridor.

**Table 3.4-1**

**El Camino Real: Development, Population, and Employment Under the General Plan**

	Approved (Housing Units/Floor Area in Square Feet)	Additional	Total	Population/Employment
<b>Residential</b>				
Low Density	180	-	180	530
Medium Density	30	10	40	120
High Density	-	520	520	1,530
<u>El Camino Real Mixed Use</u>	-	<u>840</u>	<u>840</u>	<u>2,410</u>
<b>Total</b>	<b>210</b>	<b><u>1,370,530</u></b> *	<b><u>1,580,740</u></b> *	<b><u>4,590,218</u></b>
<b>Non-residential</b>				
Business Commercial (Hotels)	-	-	-	-
Business Commercial (Offices/Commercial)	-	-	-	-
Coastal Commercial	-	-	-	-
Downtown Commercial	-	-	-	-
Office	-	134,000	134,000	415
Business & Technology Park	-	-	-	-
Industrial	-	-	-	-
Community Commercial	160,000	145,000	305,000	610
<u>El Camino Real Mixed Use</u>	-	<u>288,900</u>	<u>288,900</u>	<u>700</u>
<b>Total</b>	<b><u>160,000</u></b>	<b><u>567,900</u></b>	<b><u>727,900</u></b>	<b><u>1,725</u></b>

**GUIDING POLICIES: EL CAMINO REAL**

- 3.4-G-1 *Develop El Camino Real as a boulevard, that accommodates its role as a regional corridor but with streetscape and development that provide identity to the street.*
- 3.4-G-2 *Encourage development of a mix of uses, with pockets of concentrated activity that provide focii and identity to the different parts of El Camino Real.*
- 3.4-G-3 *Develop the South San Francisco BART station area as a vital pedestrian-oriented center, with intensity and mix of uses that complement the area's new role as a regional center.*
- 3.4-G-4 *Develop more east-west crossings El Camino Real that connect the city's neighborhoods, and a continuous parallel street on the eastside to provide alternative travel routes.*

3.4-G-5 Encourage the implementation of the Guiding Principles of the Grand Boulevard Initiative as adopted by the Grand Boulevard Task Force in April of 2007.

3.4-G-6 Develop the South El Camino area as a vibrant corridor with a variety of residential and non-residential uses to foster a walkable and pedestrian-scaled environment.

### **Corridor Wide Policies**

3.4-I-1 Work with Caltrans and other agencies to implement the El Camino Real Landscape Conceptual Master Plan for the entire stretch of El Camino Real through South San Francisco.

~~3.4-I-1 Develop, and in coordination with CalTrans, implement a streetscape plan for El Camino Real for its entire stretch through South San Francisco which includes:~~

- ~~• Sidewalks, street lights and other pedestrian amenities in designated areas of pedestrian activity;~~
- ~~• Consistent double row of median trees and trees on either side of the street for the six-lane stretch of El Camino Real (generally Kaiser Hospital area and south); and~~
- ~~• Consistent double row of trees for the two-lane northern stretch (Kaiser Hospital to Colma).~~

~~Since El Camino Real is a State Route (SR 82), implementation of a \_\_\_\_\_ plan will require CalTrans' cooperation:~~

3.4-I-2 Prepare and implement an El Camino Real overlay district in the City's Zoning Ordinance that provides development standards that further El Camino's development as a mixed-use use boulevard, accommodating the need for both auto-oriented uses as well as designated pedestrian-oriented centers. Regulations should include:

- Consistent maximum height of 50 feet regardless of the underlying use, with a maximum height of 80 feet in two areas: the BART station area, and the Chestnut/El Camino Real area (see Figure 2-3);
- No minimum front setback requirements, provided active uses are located adjacent to streets, and performance-oriented building transparency and other standards specified in the Zoning Ordinance are maintained;

- Requirements for awnings, shade, building transparency for designated pedestrian areas; and
- Landscape requirements.

***North El Camino Real Policies***

***BART Station Area***

- 3.4-1-3 *In partnership with property owners, area residents, and BART and other agencies, develop the approximately eight-acre McLellan Boulevard Extension area (north of the BART station between El Camino Real and Mission Boulevard; see Figure 3-4) as a pedestrian-oriented spine fronted by active uses.*
- 3.4-1-4 *Permit big-box or other regional commercial activities north of the pedestrian-oriented center, but not in the center.*
- 3.4-1-5 *Establish transit-supportive development requirements for the approximately eight-acre station area that include:*
- *Designation of the area as a transit-overlay zone, with specific development requirements established in the Zoning Ordinance;*
  - *Transit-oriented design and development standards that address pedestrian scale, comfort and safety, including maximum setbacks or “build-to” lines, and building transparency requirements;*
  - *Inclusion of child care facilities;*
  - *Prohibition on auto-oriented and drive-through establishments; and*
  - *Minimum density and development intensity requirements.*
- 3.4-1-6 *Prepare a focused plan for public improvements that includes:*
- *Streets and other infrastructure improvements; and*
  - *Sidewalk design and construction within a 1/2-mile of the BART station to integrate the station with the surroundings.*
- 3.4-1-7 *Work with BART and other agencies to ensure that the proposed plan for station area improvements includes:*
- *Direct pedestrian connections and access to the El Camino High School and direct pedestrian connection at the terminus of Evergreen Drive to the terminal;*

- *These connections are currently not incorporated in the station-area layout. As currently designed, pedestrian connections will occur through a kiss-and-ride parking lot.*
  - *Continuation of the two-mile long bikeway (included in Section 4-3: Alternative Transportation Systems and Parking) at the surface of BART tracks directly to the terminal building/bicycle parking area; and*
  - *Concessions fronting the entire northern frontage (which faces the plaza) of the parking structure.*
- 3.4-1-8 *Require any new development/redevelopment within 1/2-mile of the BART station at a density of no less than 30 units per net acre for residential uses, or an FAR of 1.5 for non-residential uses, or an appropriate combination of the two. Maintain higher intensities where specified otherwise in the General Plan.*
- 3.4-1-9 *Ensure that the development program for the (approximately 2.5 acre) northwest part of the block that includes the BART station includes:*
- *Mix of uses, with retail and other concessions at the ground floor, and a required minimum of 100 housing units at upper floors; and*
  - *Active retail uses/concessions along the north, east, and south faces of the property.*
- 3.4-1-10 *Ensure that the development program for the former Macy's warehouse site includes:*
- *Active retail/concession uses along McLellan Boulevard Extension (fronting the northern part of the street);*
  - *Intensive residential and/or office uses at upper floors within 400 feet of McLellan Boulevard; and*
  - *A variety of commercial uses in the portion of the site that extends beyond 400 feet of McCellan Boulevard.*
- 3.4-1-11 *Work with BART on the potential for joint development of the property east of the former Macy's warehouse site, and north of McLellan Boulevard Extension and BART right-of-way adjacent, with transit-oriented uses. Explore the feasibility for joint development other areas.*
- 3.4-1-12 *Encourage redevelopment of the Treasure Island Trailer Park as Medium Density Residential development; permit no more than 50,000 square feet of commercial uses at the site, fronting the intersection of McLellan Boulevard and El Camino Real.*

### *Kaiser Hospital Area*

- 3.4-1-13 In cooperation with Kaiser Hospital, undertake a program to alleviate on-street parking shortage.

Many workers and visitors to the hospitals park along El Camino Real, some several thousand feet north. Many park on the south side of the street as well; pedestrians crossing the six-lane state highway at non-designated crossings is also a safety hazard. Among the possible solutions to alleviate the parking shortage is to reduce the width of the median creating two additional parking lanes along the median (or at least one parking lane the north side of the median). This would also slow traffic near the hospital.

- 3.4-1-14 Work with Kaiser Hospital to explore the feasibility of a street connection from the hospital to Mission Road.

With approximately 1,200 employees, Kaiser Hospital is the city's second largest employer and the largest in the area west of U.S. 101. As a full service health care facility, the hospital also draws visitors, generating much traffic. Currently, the only access points to the hospital are from El Camino Real. A potential connection to Mission Road, especially given the planned extension of Mission Road southward (see Chapter 4: Transportation), would both improve accessibility to the hospital and provide some relief to traffic along El Camino Real. This connection would require traversing the BART right-of-way. A large site north immediately north of the BART right-of-way is currently vacant; thus, a street connection could be provided without disrupting any existing development.

### *Buri-Buri Center Area*

- 3.4-1-15 Connect Arroyo Drive to the west of El Camino Real with Oak Avenue to the east.

This will provide a new east-west connection parallel to Chestnut Avenue. In addition to providing traffic relief, this connection will help link Buri Buri and Sunshine Garden neighborhoods.

- 3.4-1-16 Maintain a plurality of uses in the area; ~~permit mixed-use development in the area southeast of Chestnut Avenue/El Camino Real, provided no residential uses are located at the ground level, and El Camino Real is fronted by active uses.~~

### **South El Camino Real Policies**

#### **Area Wide Policies**

- ~~3.4-1-17 Require that any redevelopment of the low-intensity commercial uses in this area is in the form of pedestrian-oriented high intensity active use or mixed-use development (with active uses fronting El Camino Real and other Arterial/Collector streets in the~~

corridor at the ground level and a range of compatible uses at upper levels and behind active uses.)

- Retail or other active single use developments are allowed, provided they meet minimum FAR requirements.
- For parcels on the east side of El Camino Real, between First Street and West Orange Drive, either a mix of uses is permitted or residential use only is permitted.
- Active uses include retail shops, restaurants, bars, theaters and the performing arts, commercial recreation and entertainment, personal and convenience services, hotels, banks, travel agencies, airline ticket agencies, child care services, libraries, museums and galleries fronting El Camino Real at the ground level, and a range of compatible uses such as additional residential, office, and hotels/motels at upper levels and in portions not fronting El Camino Real.

~~3.4-1-17~~ 3.4-1-18 Require any development/redevelopment on sites larger than 20,000 square feet at an FAR of no less than 0.6, exclusive of substantially above-grade structured parking, of which a minimum 0.3 FAR shall be devoted to active uses. The requirement for a minimum 0.3 FAR of active uses does not apply to projects where 30% of the units are restricted and affordable to low- or low-moderate-income households.

3.4-1-19 Allow for a reduction in the minimum 0.6 FAR requirement through the zoning approval process on sites that have verified physical development constraints (such as easements) that result in developable area being 20,000 square feet or less.

3.4-1-20 Encourage concentrated higher-intensity activity on highly visible locations—such as corner sites around intersections, and adjacent to the Centennial Way Linear Park—to provide foci and identity to the South El Camino Real area as a vibrant walkable and pedestrian-scaled environment.

Development around intersections and the Linear Park should comprise of buildings that define the public realm and relate to the streets, and not surface parking lots or parking structures.

3.4-1-21 Establish development standards in the Zoning Ordinance for South El Camino Real:

- Require a minimum percentage of the frontage of a site to be devoted to active uses. Ensure that depth and height of the provided space is adequate to accommodate a variety of tenants and provide flexibility for the future.
- Allow buildings up to 80 feet by right, and up to 120 feet (along with a higher FAR as specified in Chapter 2) based on discretionary design review and approval by the Planning Commission.

- Maintain a consistent building base/streetwall along El Camino Real and side streets.
- Maintain build-to lines, with step-backs to minimize bulk.
- Require buildings to be finely articulated and visually engaging.

3.4-1-22 Maintain large lot sizes to accommodate high-intensity mixed-use development.

3.4-1-23 Encourage lot consolidation in the area, either through active redevelopment, or through owner participation.

3.4-1-24 Promote visually intricate development, using horizontal and vertical building articulation that engages pedestrians; and diversity in color, materials, scale, texture, and building volumes.

3.4-1-25 Maintain an open, walkable environment throughout the area by providing space at the ground level for enhanced pedestrian connections, either through open promenades or internal semi-public pathways.

3.4-1-26 Limit curb cuts along pedestrian routes, so that pedestrian circulation and safety are not compromised by vehicle access to parking.

3.4-1-27 Locate parking so that it is not a dominant visual feature of the pedestrian environment. Encourage underground parking by including all areas of a building substantially above-grade devoted to parking in maximum FAR calculations.

#### **South San Francisco High School/Baden**

3.4-1-28 Require development be oriented to El Camino Real, with the ground floor of buildings designed so that pedestrians can see shops, restaurants, and activities as they walk along the sidewalk.

~~3.4-1-18 Encourage any redevelopment of the low-intensity commercial uses on the east side of El Camino Real in this area in the form of mixed-use development, with retail/office uses at the ground level and residential uses at upper levels. Require development be oriented to El Camino Real, and the street fronted by active uses.~~

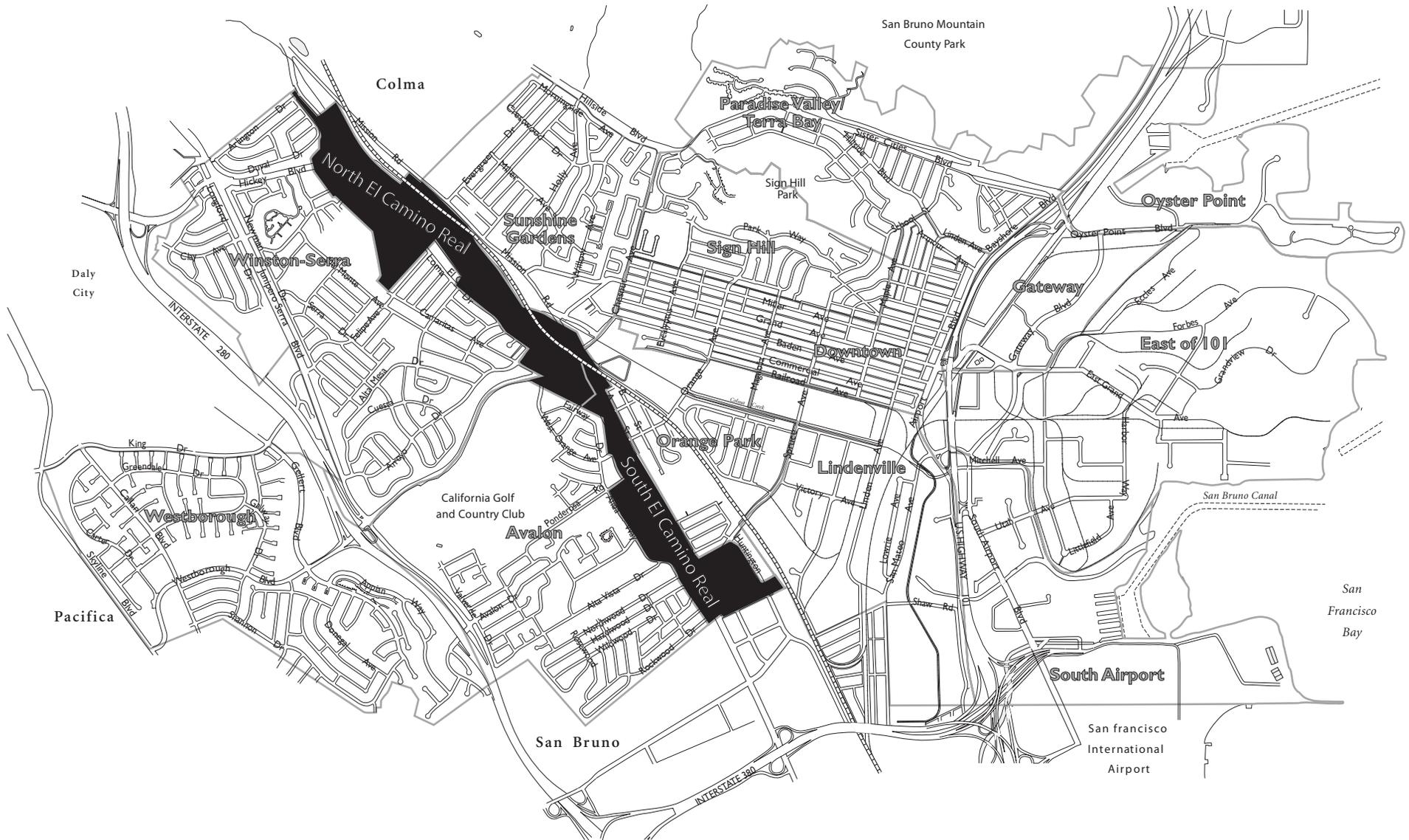
~~3.4-1-19 Encourage lot consolidation in the area, either through active redevelopment, or through owner participation.~~

~~3.4-1-29~~ ~~As part of the streetscape master plan for El Camino Real,~~ undertake efforts to slow traffic near the High School, and provide an adequate number of crossings across El Camino Real.

See's Candies/~~South Spruce~~~~Tanforan~~

~~3.4-1-30~~ ~~Require development be oriented to El Camino Real, with the ground floor of buildings designed so that pedestrians can see shops, restaurants, and activities as they walk along the sidewalk. The ground floor of buildings along Huntington, Noor, and South Spruce avenues should also be designed to provide visual interest and promote pedestrian comfort.~~

~~3.4-1-20~~~~3.4-1-31~~ Recognize See's Candies as a transitional use; permit it as a conforming use, allowing for expansion or contraction as necessary. Require any redevelopment of the site to be in conformance with the El Camino Real Mixed-Use District, non-industrial and sensitive to the residential uses to the north.

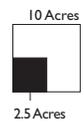
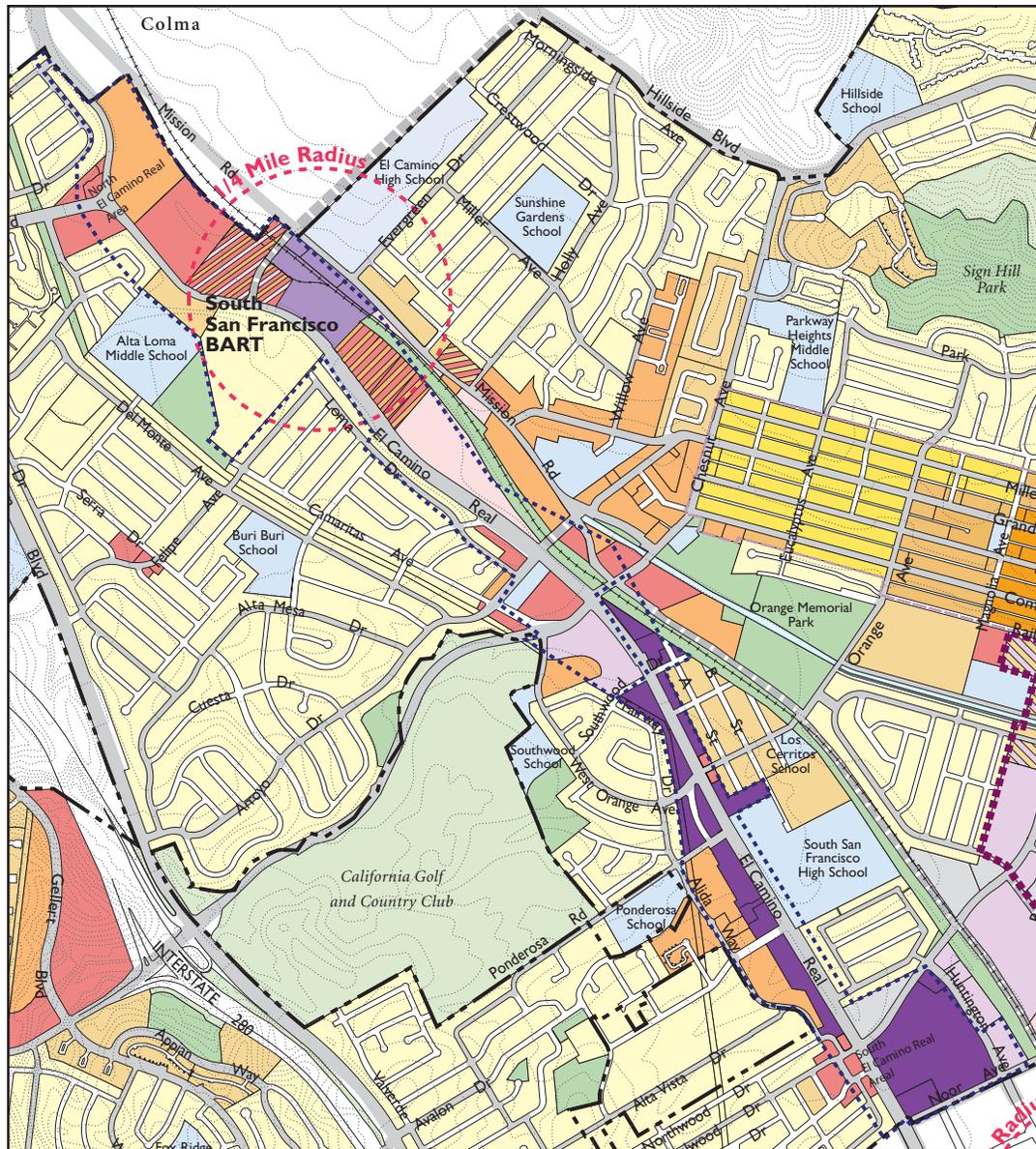


 Planning Sub-Area



-  Low Density Residential
  -  Medium Density Residential
  -  High Density Residential
  -  Downtown Low Density Residential
  -  Downtown Medium Density Residential
  -  Downtown High Density Residential
  -  Downtown Commercial
  -  Community Commercial
  -  Business Commercial
  -  Coastal Commercial
  -  Office
  -  Mixed Industrial
  -  Business and Technology Park
  -  Transportation Center
  -  Public
  -  Park and Recreation
  -  Open Space
  -  Loft Overlay District
  -  El Camino Real Mixed Use
- 
-  Existing Regional/Arterial/Collector
  -  Proposed Street
  -  Planning Subarea

-  Proposed
-  Existing
-  Interchange/Intersection Study Area



# Chapter 5: Parks, Public Facilities and Services

## 5.1 PARKS, RECREATION AND OPEN SPACE

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Parks and recreational open spaces provide opportunities for both active recreation, such as organized or informal sports, and passive recreation. Despite the relatively small quantity of parkland in South San Francisco, a broad range of outdoor recreation opportunities exist, each reflecting the variety of the city's landscape and pattern of development. These range from shoreline open space on San Francisco Bay, to Sign Hill Park, situated at an elevation of more than 600 feet. In addition, the San Bruno Mountain County Park—a major regional open space resource and prominent visual landmark—lies directly north of the city.

The General Plan provides for new parkland in South San Francisco by maintaining the existing parkland standard for new residents and setting a new standard for new employees. This provision is made with the recognition that the City's ability to provide these facilities may be limited since the city is largely built out. The Plan also seeks to increase shoreline accessibility and foster the creation of an integrated network of parks and open space.

### EXISTING FACILITIES, PLANS, AND PROGRAMS

#### *Park and Open Space Inventory*

South San Francisco currently includes 319.7 acres of parks and open space, or 5.4 acres per 1,000 residents, for public use, as shown in Figure 5-1. This includes 70 acres of developed parkland (community, neighborhood, mini, and linear parks), 168.5 acres of open space, and 81.2 acres of school lands. While the overall amount of parkland appears adequate to meet the community's needs, closer analysis reveals that only 1.2 acres of developed parkland, excluding school parks and open space, is available per 1,000 residents. Table 5.1-1 provides an inventory of the City's parks and open spaces.

#### *Recreation Facilities and Programs*

Community and recreation centers provide space for many of the classes and services that are central to South San Francisco's recreation programs. The City has six community/recreation buildings, some of which are used for specialized services such as senior programs at the Magnolia Center, public meetings at the Municipal Services Building, and Boys and Girls Club programs at the Paradise Valley Recreation Center. The City also has an indoor public pool at Orange Park. Outdoor pools at South San Francisco High School and El Camino High School supplement Orange Pool in the summer. A new public gymnasium was constructed in

1998 as part of the Terrabay project.

The City offers a variety of recreation and special programs, ranging from pre-school day care to senior activities. Both indoor and outdoor recreational programs occur in a combination of school and City facilities. The types of programs offered range from recreational and competitive swimming to classes and performances in the cultural and performing arts. The City offers programs geared toward specific age groups, such as teenagers or seniors, and day camp, preschool, and after-school programs for children.

### ***Park Recreation and Open Space Master Plan***

Under the direction of its 1990 and 1997 Park, Recreation, and Open Space (PROS) Master Plans, the City is addressing the specific deficiencies in park and recreational opportunities. Present efforts are focused on improving and expanding the city's major community park, Orange Memorial Park, as well as developing and improving two newly acquired park sites. The City also intends to improve bayfront access at new shoreline development, enhance bicycle and pedestrian access throughout the city in a system of linear parks, and continue its ongoing safety and accessibility upgrade program.

## **PARK AND RECREATION DEFICIENCIES**

Deficiencies in park and recreation facilities stem from both the amount and the distribution of parks and community centers. The 1990 and 1997 PROS Master Plans identified major deficiencies within neighborhoods:

- A lack of community and neighborhood parks in downtown, home to 20 percent of the city's population. The PG&E easement between Armour and Linden, improved in 1997, is partly helping to alleviate this shortage;
- Inadequate Bayshore access and public parking;
- Lack of traditional park facilities in the Sign Hill/Paradise Valley Area. Development in Terrabay will help alleviate this situation. Access to Sign Hill is also limited;
- The Sunshine Gardens/Mission Road area is served by schools but lacks parkland, with no apparent opportunities for park acquisition;
- The Avalon/Brentwood and Buri Buri/Winston Serra neighborhoods both have neighborhood parks at the edge of the neighborhoods, reducing their accessibility for many neighborhood residents. Acquisition of surplus school land at Avalon and Alta Loma Schools has helped address this problem. Development and improvement of the park sites will be accomplished in 1999; and

- Park facilities have been upgraded (1997-99) to address deferred maintenance and for compliance with the Americans with Disabilities Act (ADA) and the Consumer Products Safety Commission (CPSC) Handbook for Public Playground Safety.1

Also, the need for parks and recreation opportunities in employment areas has recently emerged as a concern. The 1994 East of 101 Area Plan calls for establishment of specific standards for parkland in employment areas.

## **CLASSIFICATION AND STANDARDS**

### *Classification System*

The General Plan defines six classes of parks and recreational open space areas:

- **Community Parks.** Community parks serve a citywide population and usually include sports facilities, such as lighted fields, courts, swimming pools, recreation buildings, and other special use facilities. Restrooms and off-street parking are generally provided. Although community parks have a much larger service area than neighborhood parks, they often serve a neighborhood function as well. South San Francisco owns and maintains three community parks.
- **Neighborhood Parks.** Neighborhood parks are devoted primarily to serving a small portion of the city, usually within easy walking and biking distance from residences. These parks are designed for unorganized and unsupervised recreation activities. Play equipment, open turf areas, and picnic tables may be provided, although restrooms and off-street parking may not. Neighborhood parks typically measure between three and seven acres in South San Francisco. There are five existing neighborhood parks designated in the city.
- **Mini Parks.** Mini parks are small play areas or green spaces, usually less than three acres in size, designed for small children or for visual purposes. In addition to play equipment, these parks may provide active recreation opportunities, such as handball or basketball. There are 12 mini parks scattered throughout South San Francisco.
- **Linear Parks.** Linear geographic features, such as watercourses and shorelines, public utility and transportation rights-of-way, provide unique opportunities for parks. These corridors often provide formal access to the features they mirror, and provide the basis for a network of formal trails that link other parks and open space areas. While these lands are most often used for passive recreational pursuits, play equipment, open turf areas, and picnic tables may be provided, depending upon the width of the corridor. There is currently one linear park in South San Francisco, located

along the bayfront. A second linear park is in development along the Colma Creek between Orange and Spruce avenues.

- **School Parks.** School playground facilities are available for public use. The City maintains a Joint Powers Agreement with the School District for the use of 11 parks and playfields for school sports and City recreation programs. School playgrounds account for approximately 25 percent of the park and open space area in South San Francisco, measuring between 3 and 11 acres in size. These areas significantly enhance the City's complement of neighborhood parks and athletic fields.
- **Recreational Open Space.** These lands are most often used for passive recreation activities, such as walking or hiking. Improvements are generally not provided. South San Francisco's unusual geographic features provide numerous opportunities for unique open space areas, such as the Sign Hill Park. Over the years, the City has taken advantage of these opportunities, and is continuing to put effort into improving access to the bayfront and the hills.

### ***Standards***

General Plan park standards are established in Table 5.1-2. These include standards for parks in residential areas (3.0 acres of community and neighborhood parks per 1,000 new residents), supported by residential development, and in employment areas, with new parkland to be funded by requirements based on employment generated (0.5 acres per 1,000 new employees). With the expected addition of 8,200 residents and 27,500 employees over the plan horizon, approximately 38 acres of new parkland will be needed. Additional opportunities will result from creation of new linear and mini-parks, for which no specific standards are established in the General Plan. While new parkland should generally conform to size and service area standards outlined in Table 5.1-2, because opportunities for new parkland are extremely limited, size and service area adherence is not required.

### ***General Plan Park Proposals***

The General Plan proposes several new parks to meet the needs of new residents and employees, as well as linear parks along old railroad spurs and above the underground BART tracks. While some of these proposals recognize direction established in the City's PROS Master Plan, others are located to maximize opportunities resulting from change in redevelopment. Parkland proposals are discussed in detail in policies that follow:

## **GUIDING POLICIES: PARKS AND RECREATION**

- 5.1-G-1     Develop additional parkland in the city, particularly in areas lacking these facilities, to meet the standards of required park acreage for new residents and employees.*

- 5.1-G-2 *Improve bayfront access along its entire length and endorse the prominence of this important natural asset.*
- 5.1-G-3 *Provide a comprehensive and integrated network of parks and open space; improve access to existing facilities where feasible.*
- 5.1-G-4 *Develop linear parks in conjunction with major infrastructure improvements and along existing public utility and transportation rights-of-way.*

### **IMPLEMENTING POLICIES: PARKS AND RECREATION**

- 5.1-I-1 *Maintain the PROS Master Plan as the implementing tool for General Plan park and recreation policies and proposals.*

Park proposals and standards in the General Plan should be reflected in the next update of the PROS Master Plan.

- 5.1-I-2 *Maintain parkland standards of 3.0 acres of community and neighborhood parks per 1,000 new residents, and of 0.5 acres of parkland per 1,000 new employees, to be located in employment areas.*

The standards set out in this policy will generate a need for 13.5 acres of new parkland in employment areas, and 24.6 acres of new parkland in residential areas, as shown in Table 5.1-3.

The residential standard is in compliance with the Quimby Act. While park facilities are currently required for new residential development, the City's implementing regulations will need to be amended to incorporate park standards for employment uses as well.

- 5.1-I-3 *Prefer in-lieu fees to dedication, unless sites offered for dedication provide features and accessibility similar in comparison to sites shown on Figure 5-1.*

Opportunities for park dedication with new residential development are limited. In-lieu fees are intended to give the City flexibility to purchase available parkland elsewhere in the city.

- 5.1-I-4 *Develop new parks in locations and sizes shown on Figure 5-1.*

The General Plan proposes several new parks in existing residential and employment areas that would meet this need, as indicated in Table 5.1-4. These include:

### *Residential Areas*

- Southwood School (Baden Continuation High School). This site, provides an ideal opportunity for the City to jointly use all or a part of this property. Measuring four acres, the site is located near El Camino Real and is adjacent the California Golf and Country Club. This site is in an area with parkland deficiency and located within a half-mile of several new residential development sites in the El Camino Real corridor. A Head Start program facility could be included on the site.
- Colma Creek Linear Park. The stretch of Colma Creek between Orange Memorial Park and Spruce Avenue is currently being developed as a linear park.
- Downtown Park. A two-acre park in the downtown area would provide important aesthetic benefits to the area. Benches, paths, and an open turf area should be included. Although a specific location for this park has not been designated in the General Plan Diagram, this should be established in the future through the PROS Master Plan process.

### *Employment Areas*

- Railroad Avenue Linear Park. This rail-to-trail conversion, stretching from U.S. 101 to East Grand Avenue would significantly improve access to East of 101 area and the bayfront. Measuring 7.5 acres in size, this park should be of ample width to support the placement benches, paved pathways, and exercise stations. This park is part of the Railroad Avenue Extension proposed in Policy 4.2-I-2 of the Plan.
- Lindenville Linear Park. Another rail-to-trail conversion, this park measures 2.0 acres in size and is located between South Maple Avenue and Tanforan Avenue near the City boundary with San Bruno. This park should provide picnic facilities and benches for nearby office workers.

These provisions should allow the City to more than double its developed parkland acreage to 177.6 acres (see the chart to the right). Likewise, the 2.3 acres of parkland provided for every 1,000 residents represents an increase of more than one acre for every 1,000 residents. The current ratio is 1.2.

**5.1-I-5** *Use the PROS Master Plan process to achieve additional parkland acreage, as necessary, to meet the residential parkland need at General Plan buildout.*

As indicated in Table 5.1-3, the 27,500 new employees and 8,200 new residents expected at Plan buildout create the need for about 38 acres of new parkland. Park sites shown on the General Plan Diagram meet the entire need for parkland in employment areas, providing 13.5 acres. Park sites on the General Plan Diagram provide 14.0 acres of the 24.6 acres required in residential areas at buildout. The PROS Master Plan process should be used to provide the remaining 10.6 acres required, as necessary. Sites for these are not shown on the General Plan Diagram.

*5.1-I-6 Work with Bay Area Rapid Transit (BART), Pacific Gas and Electric (PG&E), and the SFPUC to lease and develop linear parks on existing public utility and transportation rights-of-way in the city, where appropriate and feasible.*

The proposals for potential linear parks are shown on the General Plan Diagram; some of these proposals are not new, and are included in the 1997 PROS Master Plan as well. These include:

- **BART Linear Park.** The City will need to work closely with BART to make the linear park on the surface right-of-way for the BART extension to San Francisco International Airport a reality. This two-mile long corridor would provide about 30 acres of passive recreation space, paved paths, a bikeway, and open turf areas. This linear park could become a primary greenway linkage in the city's central area.
- **Pacific Gas and Electric Corridor.** Located in the northeast portion of the city, this 5.5 acre right-of-way would link the new Terrabay residential development with a new City park established at Linden Avenue and Airport Boulevard. The varied terrain of this site makes it ideal as a passive recreation area.
- **San Francisco Public Utilities Commission Corridor.** This right-of-way is located in the Winston-Serra area of the City. This corridor is already under development as a linear park from the city's western boundary to Hickey Boulevard. The PROS Master Plan proposes the extension of this park to the Alta Loma School site. Opportunities for this extension may be limited by the fact that residences are located along this right-of-way. Nevertheless, this proposal should be explored.
- **Bayfront Linear Park.** Several portions of the bayfront in South San Francisco have already been developed as linear parks, and include paved pathways, benches, parking areas, etc. As more sites are developed, the provision of a continuous shoreline band of open space will become a reality. The area of existing parkland is 29 acres, which would double to 58

acres upon completion. While privately owned, it is under the jurisdiction of the San Francisco Bay Conservation and Development Commission (BCDC), which must approve new development plans on land 100 feet from the mean high tide level. Existing parkland has been established by requiring open space dedication along the shoreline.

- 5.1-I-7 Develop a network of linkages, as shown in Figure 5-1, to connect existing and proposed parks and open space, school facilities and other significant features to the greatest extent possible.*

The parkland proposals of the General Plan and the PROS Master Plan provide the basis for a continuous network of linkages to connect existing parkland and open space areas, school facilities, the bayfront, and San Bruno Mountain. This network would facilitate movement between these features, improve actual and perceived access, and better incorporate more distant landmarks. Linkages would comprise landscape features—such as existing and proposed linear parks and open space—and hardscape features—such as existing and proposed city streets and connections.

This network of linkages would also provide the basis for a bicycle and pedestrian route system in South San Francisco. See Section 4.3: Alternative Transportation Systems and Parking.

- 5.1-I-8 Improve the accessibility and visibility of Sign Hill Park and the bayfront. Appropriate departments in the City should study issues of access, safety, and protection of surrounding neighborhoods in conjunction with enhanced access programs to assure greater use of Sign Hill Park does not create unacceptable impacts to surrounding areas.*

Sign Hill Park and the bayfront are the City’s most significant parkland resources; however, access to these features is difficult due to the location and the perception that these areas are off limits.

#### *Sign Hill*

While Sign Hill is clearly visible from most locations in the city, it is surrounded by residential development and access is limited to one point at Poplar Avenue and Rocca Avenue. This access should be enhanced to provide trailhead facilities, such as signage, a map board, an interpretive display, waste receptacles, etc. Opportunities to formally establish other access points should be explored, and access points should be indicated on approach roads and on bicycle and pedestrian route system maps.

#### *Bayfront*

The bayfront is South San Francisco's most significant natural feature. Three formal public access points currently exist, including Oyster Point Marina, Oyster Point Business Park, and at SamTrans. While access will improve over time as shoreline sites are redeveloped, U.S. 101 significantly hinders residents to the west from accessing the bayfront. The General Plan proposes three solutions for increased bayfront access:

- The creation of two new east-west street crossings of U.S. 101 at Railroad Avenue and Victory Avenue (Policy 4.2-I-2). The Railroad Avenue extension will be further enhanced by a linear park along its length in East of 101 area, and the proposed extension of the Colma Creek Linear Park (Policy 5.1-I-4) will provide a direct parkland linkage to the bayfront.
- The location of activities on the bayfront, such as a Campus Center and park that will draw people to the shoreline (policies 3.5-I-8, 3.5-I-9); and
- A shoreline overlay zone for design review of bayfront proposals to promote improved access (Policy 3.5-I-13).

**5.1-I-9** *Review the current regulations for the dedication of parkland in subdivisions to ensure that requirements are adequate to meet the standards of the General Plan at Plan buildout.*

The City's regulations apply population density, determined to be the average number of persons per household, to calculate the appropriate dedication of parkland in subdivisions. The current requirement is the dedication of 3.0 acres of parkland for every 1,000 new residents.

According to Department of Finance estimates, the current average number of persons per household in South San Francisco is 3.07. According to ABAG projections, this number is expected to increase slightly through 2005 to 3.12, and then fall again to 3.07 by 2020. In addition, the trend toward higher density residential development—due to smaller households and the fact that South San Francisco is generally built out and most new residential development will be in the higher density ranges—means that more parkland per housing unit will be required to maintain the parkland standard of 3.0 acres per 1,000 residents.

5.1-I-10 Explore methods to improve connectivity to open space and enhanced park and recreation opportunities along South El Camino Real Corridor.

This is an area identified for mixed-use development, with potential addition of 2,300 residents. Possibilities to enhance open space and recreational opportunities for new residents include:

- Increasing connectivity to the South San Francisco BART linear park by improving Orange Avenue and Spruce Avenue to be more pedestrian friendly;
- Working with the South San Francisco Unified School District on potential shared school/neighborhood park at the South San Francisco High School site;
- Continuing in-lieu fees to provide the ability to add to parkland citywide; and
- As part of Park, Recreation and Open Space Master Plan update, look at focused opportunities for mini-parks along South El Camino Real Corridor.

## Chapter 9: Noise

Noise is an important and complex issue in South San Francisco. Almost every part of the city is susceptible to noise impacts, due mainly to the presence of major noise generators. Significant sources of noise in the city include San Francisco International Airport (SFO), major transportation corridors such as U.S. 101 and I-280, and extensive industrial uses. The city's land use pattern generally accommodates these conditions with industrial uses clustered close to the airport, separated from relatively noise-sensitive uses by U.S. 101. This element is intended to ensure compliance with State requirements and promote a comprehensive, long-range program of achieving acceptable noise levels throughout South San Francisco.

### **9.1 NOISE MEASUREMENT AND REPORTING**

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Noise can be defined as a sound or series of sounds that are intrusive, irritating, objectionable and/or disruptive to daily life. Noise varies widely in its scope, source, and volume, ranging from individual occurrences such as a barking dog, to the intermittent disturbances of overhead aircraft, to the fairly constant noise generated by traffic on U.S. 101.

Many uses are noise sensitive, such as residences, schools, churches, and hospitals. Noise needs to be controlled around other uses as well, although levels rarely exceed the recommended maximum. The known effects of noise on humans include hearing loss, communication interference, sleep interference, physiological responses, and annoyance.

When noise levels are reported, they are expressed as a measurement over time in order to account for variations in noise exposure. Levels also account for varying degrees of sensitivity to noise during daytime and nighttime hours. The Community Noise Equivalent Level (CNEL) and Day-Night Noise Level (Ldn) both reflect noise exposure over an average day with weighting to reflect this sensitivity. The CNEL is the reference level for State noise law and is used to express major continuous noise sources, such as aircraft or traffic.

### **9.2 NOISE SOURCES AND PROJECTIONS**

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For the purposes of this Plan, sources of noise are categorized as being either aircraft-generated or locally-generated. Existing and projected noise levels are depicted on noise contour maps. Each contour reflects linear bands subject to similar average noise levels. Figure 9-1 depicts existing and projected aircraft-generated noise levels in South San Francisco.

## **NOISE SOURCE EXISTING CONDITIONS AND STANDARDS**

### ***Aircraft-Generated Noise***

Aircraft overflight noise is a particularly important issue in South San Francisco due to the city's proximity to San Francisco International Airport (SFO). Aircraft noise continues to receive considerable attention in the city, due in part to the massive current terminal expansion project and to significant expected increases in average daily aircraft operations.

### ***Existing Noise Levels***

Average aircraft noise levels measured in 1997 indicate that areas in the southwestern part of the city experience noise levels in excess of 65 dB CNEL. A smaller area in the vicinity of El Camino Real near the San Bruno border has noise levels in excess of 70 dB CNEL. Existing and projected noise contours, as well as the Noise Insulation Program area, are shown on Figure 9-1.<sup>1</sup>

Assuming no change in SFO's runway configuration, aircraft noise contours are projected to shift gradually eastward by 2010. As a result, areas east of the current flight path may experience an increase in average noise levels. At the same time, the 70 dB CNEL contour are expected to shrink, no longer impacting South San Francisco.

### ***Single Event Flyover Noise***

Noise contours are based on average noise levels. Single event noises such as aircraft flyovers need to occur frequently and at very high volumes in order to bring average noise levels to 65 dB CNEL. Even areas outside the 65 dB CNEL contours are impacted by flyovers. Thus, even the 65 dB CNEL noise contour is expected to shift eastward, flyovers will still expose areas throughout the southwestern part of the city to high noise levels.

### ***ALUC Noise Standards and Related Requirements***

ALUC's 1995 SFO Land Use Plan establishes the 65 dB CNEL contour as the noise impact boundary for SFO, consistent with noise restrictions in the California Administrative Code, Title 21, Subchapter 6 "Noise Standards." Local plans, policy actions, or development activities that affect areas within that boundary must receive ALUC approval or have a finding of overriding consideration prior to local permit issuance. ALUC determines the 65 dB CNEL boundary by examining both federal and State noise impact boundaries:

- **Federal Impact Boundary.** The federal 65 dB CNEL boundary is based on the Noise Exposure Map (NEM),<sup>2</sup> as accepted by the FAA under the Federal Aviation Regulations (FAR) Part 150 Noise Compatibility Program. This 65 dB contour serves as the basis for FAA determination of local agency eligibility for federal grant money for noise insulation projects.
- **State Impact Boundary.** The State boundary is the 65 dB CNEL boundary as defined

by the required airport noise monitoring system. The monitoring system consists of 27 off-site noise monitors, plus two additional monitors near the runway ends. The noise contour is updated each calendar quarter and submitted to San Mateo County and the State Division of Aeronautics. ALUC uses the latest SFO quarterly noise report to determine the compatibility of land use plans.

- ~~• ALUC is now completing an updated land use plan for the airport, which is expected in early 1999.<sup>3</sup> The updated plan will be based on the 1995 Noise Exposure Maps (NEMs) that were approved by the FAA. The 1995 noise contours—65 dB and 70 dB—are shown in Figure 9-1. Large portions of the city fall within the 1995 federally accepted 65 dB CNEL noise contour. The 70 dB CNEL contour impacts a small portion of the City's eastern industrial area near the San Bruno border.~~

Local plans, policy actions, or development activities within the 65 dB CNEL boundary requires the approval of the San Mateo County Airport Land Use Commission (ALUC) prior to local permit issuance. To assist this process, the ALUC has established noise/land use compatibility standards as the basis of plan review (see Table 9.2-1). The City also applies these standards in its review of development applications located within the 65 dB CNEL boundary.

The City's General Plan will be subject to ALUC review. All local land use plans within the designated noise impact area (NEM 65 dB CNEL contour) must receive explicit ALUC approval, and all plans within the larger ALUC planning area must be compatible with the SFO Land Use Plan. ALUC uses established noise/land use compatibility standards (Table 9.2-1) as the basis for plan review.

According to these standards, commercial uses would be acceptable within the 65 dB CNEL FAA-approved contour, and residential uses would be acceptable with noise insulation. In addition, according to the 1992 Memorandum of Understanding between SFO and San Mateo County jurisdictions, residences constructed after 1992 within the 65 dB CNEL contour are required to be insulated to meet the 45 dB interior noise standard.<sup>4</sup> Residential noise insulation would also be required pursuant to any separate agreement between the City and SFO.

### ***Locally-generated noise***

The primary sources of noise generated within South San Francisco itself are streets and highways, rail, and industrial uses:

- **Traffic Noise.** One of South San Francisco's most important locational advantages is its excellent road access; however, this access also results in fairly high noise impacts over much of the city. Traffic noise depends primarily on traffic speed—high frequency tire noise increases with speed—and the proportion truck traffic—which generates engine, exhaust, and wind noise. The proximity of freeways and major streets, and the large amount of truck traffic serving industrial, warehousing, and freight for-

warding uses in the city, make South San Francisco susceptible to traffic noise. Figure 9xxx illustrates roadways in the city producing noise levels greater than 65 dB CNEL.

- **Railroad Noise.** The Southern Pacific Railroad line is heavily used and generates relatively high average noise levels in surrounding areas. Caltrain runs 68 commuter trains each day through South San Francisco, and Southern Pacific freight trains also use the line. Since the line runs adjacent U.S. 101 and is generally surrounded by industrial and commercial land uses, rail operations have a negligible impact on land use in South San Francisco.
- **Industrial Noise.** Industrial uses in the city are an important part of the noise environment in South San Francisco. Industrial noise is generated from onsite activities or from associated truck traffic offsite. While industrial uses in East of 101 and south of Railroad Avenue do generate noise, impacts on noise-sensitive uses is minimal. In any case, these industrial areas are largely located within the 65 dB CNEL contour for aircraft noise.

This element prohibits industrial development that will result in noise levels of 60 dB CNEL or greater at noise-sensitive uses, a situation that could occur in the industrial areas west of U.S. 101, that border on residential uses north of Railroad Avenue and within the Mayfair Village subdivision.

### **9.3 NOISE PROJECTIONS**

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It is important that this element address not only the existing noise conditions in South San Francisco, but also the projected conditions over the horizon of this Plan. It is possible to project future levels of both aircraft- and locally-generated noise.

#### ***Aircraft-generated Noise***

The 1989 SFO Master Plan outlined significant expansion and improvements to airport capacity, including a new international terminal, modified parking and circulation, and additional maintenance and support facilities. These improvements are underway and will result in the annual aircraft operations indicated in Table 9.3-1.

Table 9.3-1 indicates that the projected decrease in the population impacted by overflight noise is expected to decrease, even though the overall number of flights to and from SFO will increase. This decrease is a function of a smaller 65 dB CNEL contour that will result from the elimination of Stage 2 aircraft (see Figure 9-1). SFO is currently preparing new contours as part of the analysis of aircraft operations expansion. These studies, which are expected to be formalized soon, indicate that the currently projected noise contours (see Figure 9-1) represent a conservative estimate, and the contours are likely to shrink, improving aircraft-related noise conditions in South San Francisco.

Although the elimination of Stage 2 aircraft will result in a net reduction in aircraft noise, much of this reduction has already occurred. Overall noise levels are actually projected to increase by one-half dB by 2006, with nighttime levels expected to increase by 1.2 dB due to increased operations. These increases are not considered perceptible or significant.

While overall average noise levels will be reduced, single-event flyover noise will continue to be problematic in South San Francisco. With the increased number of flights, single-event flyover noise is expected to become more frequent. SFO will implement mitigation measures to reduce flyover noise, including the potential revision of departure routes over San Mateo County and the potential reduction in use of Runway 28, which points in the direction of South San Francisco.<sup>5</sup>

### ***Locally-generated noise***

It is possible to project future levels of locally-generated noise over the horizon of this Plan simply by considering current and projected land use trends. Figure 9-2 depicts future locally-generated noise levels in the city.

- **Traffic Noise.** Traffic noise depends primarily on traffic speed and the proportion truck traffic. Traffic volume does not have a major influence on traffic noise levels; a doubling of traffic volume results in a 3 dB to 5 dB increase in noise levels. As a result, projected traffic increases on U.S. 101, Interstate 280, and major arterials within South San Francisco should have not have an appreciable impact on noise levels in the city. And as traditional industrial uses make way for less intensive research and development activities, it is expected that truck traffic will decline in South San Francisco, particularly in areas east of U.S. 101 and south of Railroad Avenue.
- **Railroad Noise.** The number of trains passing through South San Francisco on the Southern Pacific Railroad line is not expected to change significantly. While CalTrain ridership is expected to increase through 2010, it is unknown if this will result in any increase in the number of trains. In any case, the impacts of railroad noise are negligible due to the proximity of the line to U.S. 101, and the fact the line is generally surrounded by industrial and commercial land uses.
- **Industrial Noise.** It is expected that industrial activity in South San Francisco will continue its shift away from traditional manufacturing and warehousing toward biotech and high-tech activity. This transition toward office-based uses will result in reduced levels of industrial noise in East of 101 and south of Railroad Avenue. Associated truck traffic and noise should also be reduced. These industrial areas will also largely remain within the 65 dB CNEL contour for aircraft noise.
- **BART Extension.** The BART extension to SFO will pass through South San Francisco. The route will descend underground from the South San Francisco station, and ascend to the surface at the San Bruno station at the Tanforan Shopping Center. Since

BART will remain underground through South San Francisco, airborne noise impacts are expected to be minor, provided mitigation along surface lengths is implemented as planned. Ground-borne noise and vibration impacts have also been determined by BART to be minor, as several mitigation measures (floating trackbeds, etc.) are available. This assessment is based on standards set by BART for both airborne and ground-borne noise.

***Guiding policies: Noise***

- 9-G-1 *Protect public health and welfare by eliminating or minimizing the effects of existing noise problems, and by preventing increased noise levels in the future.*
- 9-G-2 *Continue efforts to incorporate noise considerations into land use planning decisions, and guide the location and design of transportation facilities to minimize the effects of noise on adjacent land uses.*

***Implementing policies: Noise***

- 9-I-1 *Work to adopt a pass-by (single event) noise standard to supplement the current 65 dB CNEL average noise level standard as the basis for aircraft noise abatement programs.*

The simultaneous increase in aircraft operations at SFO and decrease in average noise levels resulting from improvements in jet engine technology presents a challenge for South San Francisco. The current 65 dB CNEL boundary represents an average noise level and provides the basis for FAA noise abatement funding and land use planning controls. As quieter jets cause this boundary to become smaller, FAA funding for retrofitting homes within the 65 dB CNEL boundary will also decline. At the same time, expected increases in air traffic will result in increased single-event noise occurrences in the city.

As a result, residents in some areas of South San Francisco not included in the 65 dB CNEL noise contour will be increasingly impacted by the single-event flyover noise. Homes in these areas would not be eligible for noise abatement funding under the current standard. The City should consider adopting a single-event noise standard to complement the existing 65 dB CNEL standard to mitigate the impacts of noise in these areas through land use planning and noise abatement programs.

- 9-I-2 *Work to adopt a lower average noise standard for aircraft-based mitigation and land use controls.*

A lower average noise standard for aircraft-based noise mitigation and land use controls would address the impacts of aircraft flyovers in areas outside the existing 65 dB CNEL boundary. The current 65 dB CNEL boundary provides the basis for FAA noise abatement funding and land use planning controls limiting

noise-sensitive uses. The City should work with the FAA and SFO to determine if the current average noise standard is adequately mitigating the impacts of aircraft noise in South San Francisco.

A lower average noise standard could be used in conjunction with the single-event noise standard proposed in Policy 9-I-1.

**9-I-3** *Pursue additional funding sources and programs for the noise insulation retrofit of homes not completed before the expiration of the Memorandum of Understanding in 2000.*

The Memorandum of Understanding between SFO and San Mateo County jurisdictions, and the specific 1991 Agreement for Aircraft Noise Mitigation between the Airports Commission and South San Francisco establishes the parameters for the City's retrofit program. This agreement requires the City to seek federal grants (to be matched by SFO) to retrofit noise-impacted homes constructed prior to 1983 with noise insulation. The Agreement runs out in 2000 and between 1,200 and 1,500 homes will still require retrofitting.

This program is beneficial and has significantly reduced noise-related impacts in residential areas. The City should begin to pursue the extension of the current agreement and possible boundary adjustments to include homes impacted by aircraft noise beyond the 65 dB CNEL limit.

**9-I-4** *Ensure that project applications for all new noise-sensitive land uses (plans and specifications), including hospitals and residential units proposed within the CNEL 60 dB to CNEL 69 dB aircraft noise contour include an acoustical study, prepared by a professional acoustic engineer, that specifies the appropriate noise mitigation features to be included in the design and construction of these uses, to achieve an interior noise level of not more than CNEL 45 dB in any habitable room, based on the latest official SFIA noise contours and on-site measurement data.*

**9-I-5** *Ensure that project applications for new noise-sensitive land uses (plans and specifications), including schools and places of assembly, proposed within the CNEL 60 dB to CNEL 69 dB aircraft noise contour include an acoustical study, prepared by a professional acoustic engineer, that specifies the appropriate noise mitigation features to be included in the design and construction of these uses, to achieve an interior noise level of not more than Leq 45 dB for the noisiest hour of normal facility operation. Ensure that new noise-sensitive uses, including schools, hospitals, churches, and homes, in areas near roadways identified as impacting sensitive receptors by producing noise levels greater than 65 dB CNEL (Figure 9-3), incorporate mitigation measures to ensure that interior noise levels do not exceed 45 dB CNEL.*

**9-I-56** *Require that applicants for new noise-sensitive development in areas subject to noise*

generators producing noise levels greater than 65 dB CNEL, obtain the services of a professional acoustical engineer to provide a technical analysis and design of mitigation measures.

| 9-I-67 Where site conditions permit, require noise buffering for all noise-sensitive development subject to noise generators producing noise levels greater than 65 dB CNEL. This noise attenuation method should avoid the use of visible sound walls, where practical.

| 9-I-78 Require the control of noise at source through site design, building design, landscaping, hours of operation, and other techniques, for new developments deemed to be noise generators.

| 9-I-89 Work with BART to ensure that its extension of the transit line to SFO through the city results in minimal impact from noise and ground-borne vibration.

9-I-10 Do not allow new residential or noise sensitive development in 70 dB+ CNEL areas impacted by SFO operations, as required by Airport Land Use Commission infill criteria.

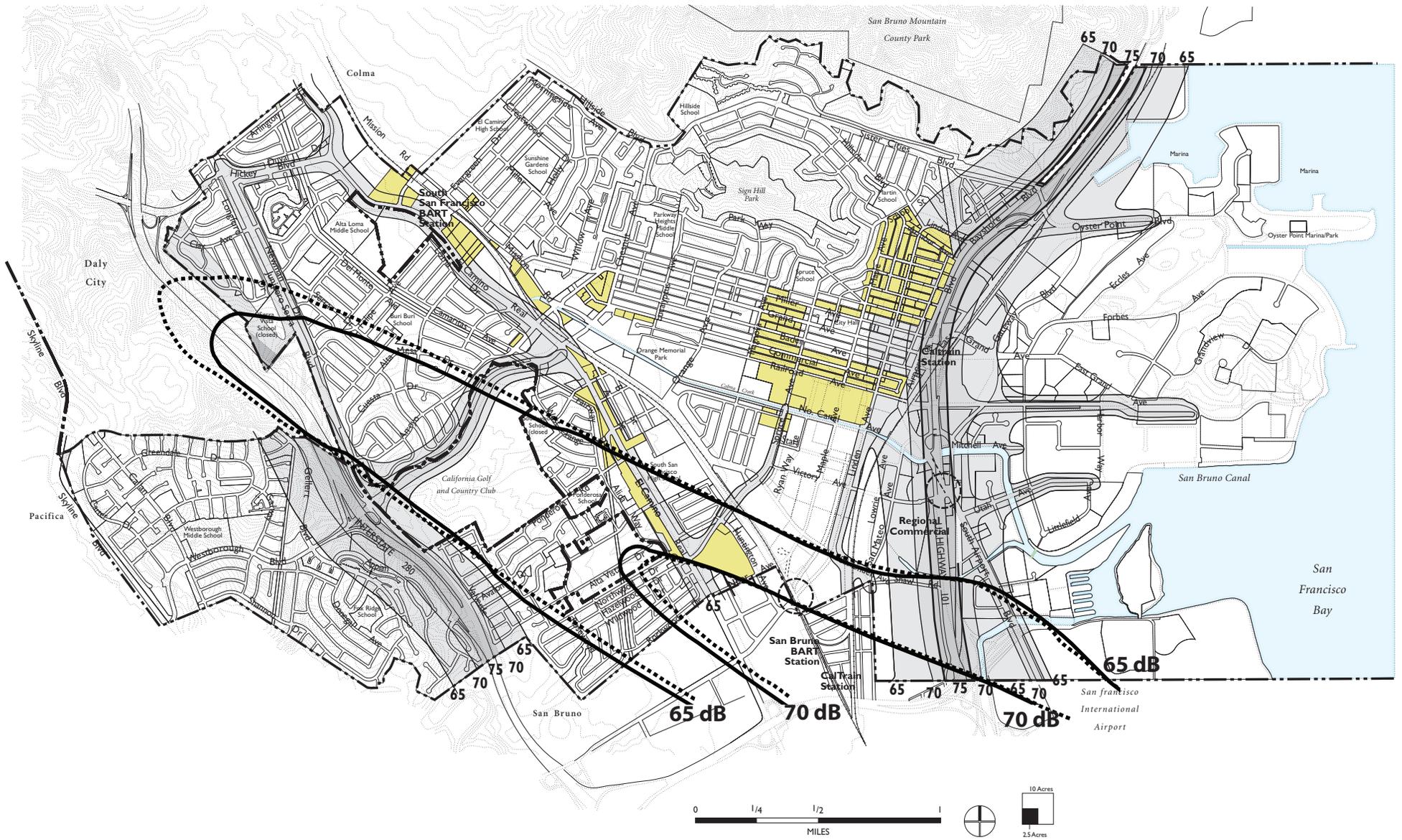
9-I-11: Require new residential development in area between the most recent FAA-accepted 65 and 70 dB CNEL aircraft noise contours for San Francisco International Airport (SFO) to grant an avigation easement to the City and County of San Francisco, as proprietor of SFO.



- 2001 FAA-Approved Noise Contours (in dB CNEL)
- - - - -** 2006 FAA-Approved Projected Noise Contours (in dB CNEL)
- ▭** Retrofit Project Area

Source: San Mateo County Airport Land Use Plan; San Francisco International Airport San Francisco International Airport Master Plan Draft EIR; Dave Ong, Aircraft Noise Abatement, San Francisco International Airport, October 6, 2008

Figure 9-1  
Aircraft Noise and Noise Insulation Program Area

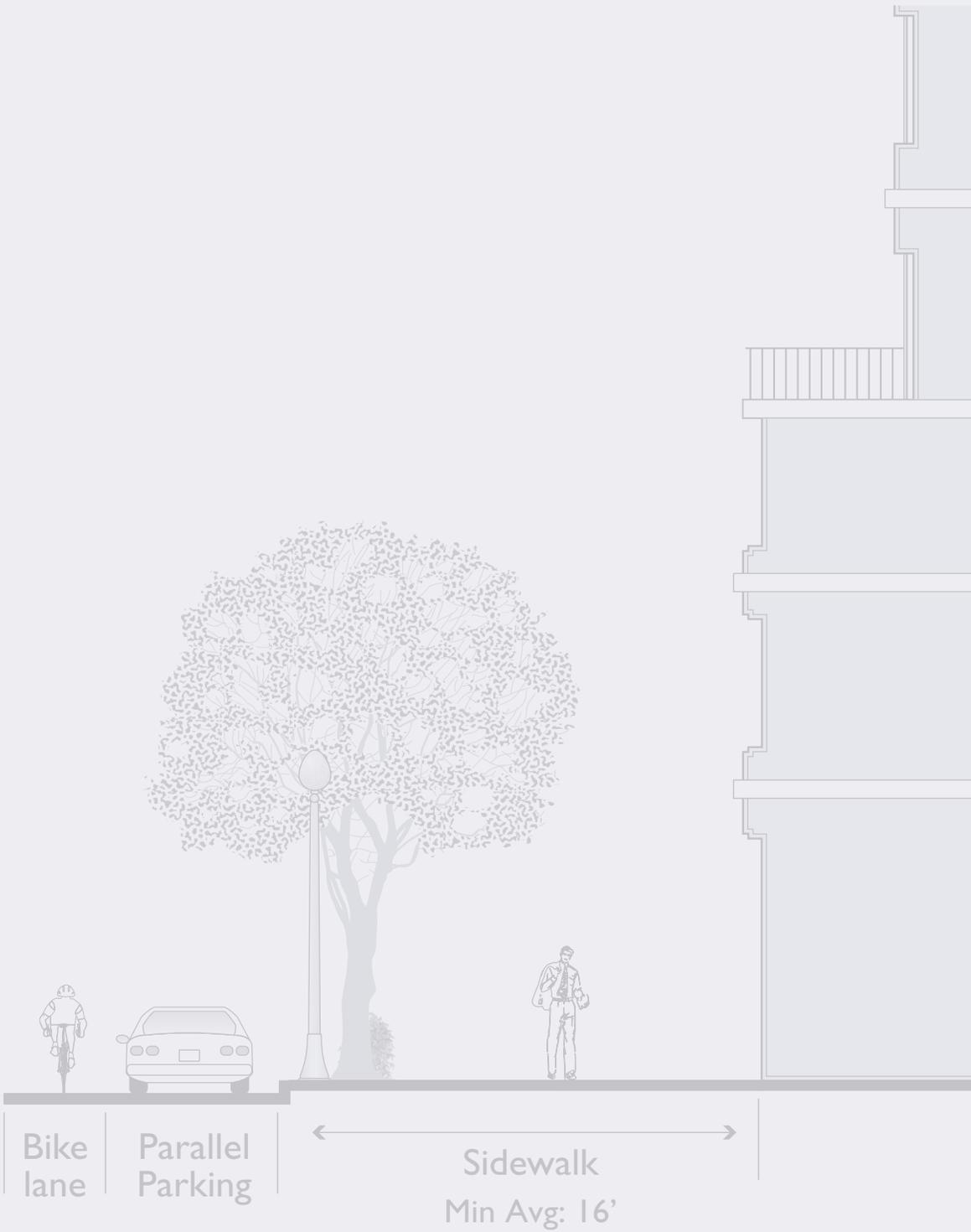


- Potential Infill Residential Development\*
- 2001 FAA-Approved Noise Contours (in dB CNEL)
- 2006 FAA-Approved Noise Contours (in dB CNEL)

\*Defined as areas where the General Plan update would result in increased residential density (allowing intensification) or would allow new residential development.

Figure 9-3  
 Potential Infill Residential Areas  
 Relative to Noise Contours

# Zoning





# El Camino Real Mixed-Use District

## PURPOSE

The purposes of the El Camino Real Mixed-Use district are to:

1. Develop the South El Camino area as a vibrant corridor with a variety of residential and non-residential uses to foster a walkable and pedestrian-scaled environment;
2. Ensure that active uses are located along and oriented towards El Camino Real to provide an engaging pedestrian-scaled environment;
3. Ensure that new mixed-use development is designed to minimize traffic and parking impacts on surrounding residential neighborhoods and is appropriate to the physical characteristics of the site and the area where the project is proposed;
4. Offer additional opportunities for housing for residents as well as improve access to a greater range of facilities and services for surrounding residential neighborhoods; and
5. Encourage the development of mixed-use projects that incorporate environmentally sensitive features and amenities to benefit the public as well as meet the needs of project occupants.

## LAND USE REGULATIONS

Table 1 below prescribes the land use regulations for the El Camino Real Mixed-Use District.

<b>TABLE 1: EL CAMINO REAL MIXED-USE DISTRICT</b>		
Use	ECRMX	Additional Regulations
Permit Key: P-Permitted, MUP-Minor Use Permit, C-Conditional Use Permit Numbers in parentheses refer to limitations listed at the end of the table.		
<b>Residential Use Types</b>		
Single-Unit Dwelling	See sub-classifications below	
<i>Single- Unit Detached</i>	(1)	
<i>Second Unit</i>	(1)	See Second Dwelling Units
<i>Single- Unit Semi-Attached</i>	(1)	
<i>Single-Unit Attached</i>	P (2)	
Multi-Unit Residential	See sub-classifications below	
<i>Duplex</i>	(1)	
<i>Multi- Unit</i>	P (2)	
<i>Senior Citizen Residential</i>	P (2)	
Elderly and Long-term Care	P (2)	See Group Residential Facilities
Domestic Violence Shelter	MUP (2) (3)	See Domestic Violence Shelter
Family Day Care Home	See sub-classification below	
<i>Small</i>	P (2)	

<b>TABLE I: EL CAMINO REAL MIXED-USE DISTRICT</b>		
<i>Use</i>	<i>ECRMX</i>	<i>Additional Regulations</i>
Group Residential	MUP (2)	See Group Residential Facilities
Residential Care Facilities	<i>See sub-classifications below</i>	
<i>General</i>	C (2)	See Group Residential Facilities
<i>Limited</i>	C (2) (4)	
<i>Senior</i>	P (2)	See Group Residential Facilities
<b>Public and Semi-Public Uses</b>		
Colleges and Trade Schools, Public or Private	MUP	
Community Assembly, 2000 Square Feet or Less	MUP	See Community Assembly Facilities
Community Assembly, More Than 2000 Square Feet	C	See Community Assembly Facilities
Community Garden	P(5)	
Cultural Institutions	C	
Day Care Centers	P	See Day Care Centers
Government Offices	P	
Hospitals and Clinics	<i>See sub-classification below</i>	
<i>Clinics</i>	C	
Park and Recreation Facilities, Public	P	
Schools, Public or Private	C	
Social Service Facilities	MUP	See Social Service Facilities
<b>Commercial Uses</b>		
Animal Care, Sales and Services	<i>See sub-classifications below</i>	
<i>Pet Stores</i>	P	See Animal Care, Sales, and Services
<i>Veterinary</i>	P	See Animal Care, Sales, and Services
Artists' Studios	P	
Banks and Financial Institutions	<i>See sub-classifications below</i>	
<i>Banks and Credit Unions</i>	P (6)	
<i>Check Cashing Businesses</i>	MUP	See Check Cashing Businesses
Business Services	P	
Commercial Entertainment and Recreation	C	

<b>TABLE I: EL CAMINO REAL MIXED-USE DISTRICT</b>		
<i>Use</i>	<i>ECRMX</i>	<i>Additional Regulations</i>
Eating and Drinking Establishments	<i>See sub-classifications below</i>	
<i>Bars/Night Clubs/Lounges</i>	C	
<i>Coffee Shops/Cafes</i>	P (6)	See Outdoor Seating
<i>Restaurants, Full Service</i>	P (6)	See Outdoor Seating
<i>Restaurants, Limited Service</i>	P (6)	See Outdoor Seating
Food and Beverage Retail Sales	P (6)	
Live-Work Units	P	See Live/Work Units
Lodging	<i>See sub-classifications below</i>	
<i>Bed and Breakfast</i>	MUP	See Bed and Breakfast Lodging
<i>Hotels and Motels</i>	C	
Maintenance and Repair Services	P	
Nurseries and Garden Centers	MUP	
Offices	<i>See sub-classifications below</i>	
<i>Business and Professional</i>	P	
<i>Medical and Dental</i>	P	
<i>Walk-In Clientele</i>	P	
Parking, Public or Private	P	
Personal Services	P	
Retail Sales	<i>See sub-classifications below</i>	
<i>General Retail Sales</i>	P (6)	
<i>Large Format Retail</i>	C	
<i>Off-Price Merchandise</i>	C	
<i>Second Hand Store</i>	C	
<b>Employment Uses</b>		
Recycling Facilities	<i>See sub-classifications below</i>	
<i>Collection Facility</i>	C	See Recycling Facilities
Research and Development	P	

<b>TABLE I: EL CAMINO REAL MIXED-USE DISTRICT</b>		
<i>Use</i>	<i>ECRMX</i>	<i>Additional Regulations</i>
<b>Transportation, Communication and Utilities Uses</b>		
Communication Facilities	<i>See sub-classifications below</i>	
<i>Antenna and Transmission Towers</i>	MUP (7)	See Antennas and Wireless Communications Facilities
<i>Facilities within Buildings</i>	MUP	See Antennas and Wireless Communications Facilities
Utilities, Major	C	
Utilities, Minor	P	
<b>Other Applicable Use Regulations</b>		
Accessory Uses	See Chapter Accessory Uses	
Home Occupations	P	See Home Occupations
Nonconforming Use	See Chapter Nonconforming Uses	
Temporary Use	See Chapter Temporary Uses	
<b>Limitations:</b>		
<ol style="list-style-type: none"> <li>1. Permitted if existing. New units are not allowed.</li> <li>2. Residential use types not permitted on the ground floor along El Camino Real, except on the east side of El Camino Real between First Street and West Orange Drive subject to approval of Use Permit.</li> <li>3. Limited to facilities serving a maximum of 10 victims and may not be located within 300 feet of any other domestic violence shelter.</li> <li>4. Subject to State licensing requirements.</li> <li>5. Subject to site evaluation based on prior use.</li> <li>6. Drive-through facilities are not allowed.</li> <li>7. Only building-mounted or completely enclosed in building. Not permitted on ground floor.</li> </ol>		

## **DEVELOPMENT REGULATIONS**

Table 2 below proposes the development standards for the El Camino Real Mixed-Use District. Individual letters in the table cells refer to subsections that directly follow the table. The “Additional Standards” column lists additional standards that apply in the district. Sections listed in this column refer to other sections of the Zoning Ordinance, while individual letters refer to subsections that directly follow the table.

The “Additional Standards” are listed following the table.

<b>TABLE 2: DEVELOPMENT STANDARDS—EL CAMINO REAL MIXED-USE DISTRICT</b>		
<i>Standard</i>	<i>ECRMX</i>	<i>Additional Standards</i>
<b>Lot and Intensity/Density Standards</b>		
Minimum Lot Size (sq ft)	20,000	The consolidation of substandard parcels is encouraged even if the consolidated parcel size is less than the minimum lot size.
Minimum Lot Width (ft)	50	
Floor Area Ratio (FAR)		
<i>Minimum Floor Area Ratio, sites larger than 20,000 square feet</i>	0.6 exclusive of areas devoted to parking, of which a minimum 0.3 FAR shall be active uses	<ul style="list-style-type: none"> <li>For the purposes of this chapter, “site” is defined as a lot or group of lots on the same block that is proposed for concurrent development approval in accordance with the provisions of this ordinance and is in a single ownership or under unified control.</li> <li>The requirement for a minimum 0.3 FAR of active uses does not apply to projects where 30% of the units are restricted and affordable to low- or low-moderate-income households.</li> <li>See Section Rules of Measurement</li> </ul>
<i>Maximum Floor Area Ratio</i>	2.5 (3.5 for mixed-use buildings with incentive program (A))	
Maximum Density (dwelling units/net acre)		
<i>Mixed-Use Buildings</i>	60 (80 with incentives program (A))	See Affordable Housing Regulations
<i>Residential-only Buildings</i>	40	See Affordable Housing Regulations
<b>Building Form and Location</b>		
Height (ft)		
<i>Minimum Height</i>	25 (B)	
<i>Maximum Height</i>	80 (B) (120 for mixed-use buildings with incentives program (A))	See Heights and Height Exceptions and Supplemental Standards
Yards (ft)		
<i>Front (El Camino Real Frontage is always considered the front of the lot; measured from curb)</i>	Minimum 12; Building Average: 16 (C)	See Building Projections into Yards
<i>Minimum Interior Side (measured from property line)</i>	0, 10 when abutting a residential district	See Building Projections into Yards
<i>Minimum Street Side (measured from property line)</i>	10	See Building Projections into Yards
<i>Minimum Rear (measured from property line)</i>	15 (B)(D)	See Building Projections into Yards
Maximum Lot Coverage (% of lot)	90	See Rules of Measurement

<b>TABLE 2: DEVELOPMENT STANDARDS—EL CAMINO REAL MIXED-USE DISTRICT</b>		
<i>Standard</i>	<i>ECRMX</i>	<i>Additional Standards</i>
<b>Additional Standards</b>		
Minimum Usable Open Space (sq ft per residential unit)	150	
Minimum Amount of Landscaping (% of site)	10	See Landscaping Requirements

**Additional Development Standards:**

- A. Increased Density, FAR and/or Height for Mixed-Use Buildings.** A maximum FAR of 3.5, density of 80 dwelling units per net acre, and height of 120 feet may be achieved for buildings that contain a mix of residential and non-residential uses through a combination of the following, subject to conditional use permit approval:
1. 0.5 FAR, up to 10 units per acre and/or 20 feet of height for the incorporation of Transportation Demand Management (TDM) measures specified in Chapter 20.120, Transportation Demand Management.
  2. 0.5 FAR, up to 10 units per acre and/or 20 feet of height for the following subject to Planning Commission approval:
    - a. Projects that include high quality, innovative design and product type, and maximum provisions for pedestrian and bicycle use.
    - b. Provision of off-site improvements. This may include off-site amenities and/or infrastructure (other than standards requirements and improvements) such as funding for public safety facilities, libraries, senior centers, community meeting rooms, child care or recreation, or new or enhanced public spaces.
    - c. Provision of green building measures over and above the applicable green building compliance threshold required pursuant to Title 15 (“Building and Construction”) of the South San Francisco Municipal Code.
- B. Heights and Building Stepbacks.**
1. **Ground Floor Height.** The minimum ground floor height for buildings along El Camino Real with non-residential uses at ground level is 15 feet, measured from the average level of the highest and lowest point of the property along El Camino Real to the finish floor elevation of the second floor, with a minimum 12 foot clearance from floor to ceiling. The minimum ground floor height shall be 12 feet for buildings containing ground floor residential uses.
  2. **Street Wall Height.** The minimum height of the street wall is 25 feet. The maximum height of the street wall is 35 feet.
  3. **Building Stepbacks:**
    - a. **Front.** A minimum of 50 percent of the street facing building frontage shall be stepped back within the area defined by a 75 degree angle originating from the top of the base zone/street wall to a point 80 feet from the average level of the highest and lowest point of the property along El Camino Real. The Chief Planner may approve a reduced stepback percentage of 45 percent provided

that a public plaza with a minimum depth of 25 feet, landscaping and seating amenities is provided on the ground level at grade; or other comparable public amenities are provided. Exceptions beyond that are subject to Planning Commission approval.

- b. *Rear.* Structures shall not intercept a 60 degree daylight plane inclined inward from the rear property line.

**C. Front Yards.**

1. ***El Camino Real Frontage and Front Yards Adjacent to Non-Residential Districts.*** Buildings shall be setback a minimum of 12 feet, measured from the curb, with an average setback of 16 feet, measured from curb. The area between the building and curb along El Camino Real shall be paved with tile, stone, brick, concrete, or comparable material. The Chief Planner may approve a reduced average setback of 14 feet to allow for efficient site layout and configuration, provided that a ten-foot clear sidewalk width is available (clear of landscaping, outdoor seating, planter strips, etc.) Exceptions beyond that are subject to Planning Commission approval.
2. ***Front Yards adjacent to a Residential District.*** Where a site abuts a residential district on a street other than El Camino Real, the minimum front setback, measured from the property line, shall be seven feet for the property stretch along the residential district.

- D. Rear Yard Landscaped Planter.** A landscaped planter, a minimum of five feet in width, shall be provided along all rear yard property lines.

**SUPPLEMENTAL REGULATIONS**

- A. Building Length and Separation.** The maximum dimension of the portion of a building above 45 feet from finished grade shall not exceed 125 feet and must be separated from another building by 30 feet. Exceptions and modifications to dimensional standards of up to ten percent may be granted by the Chief Planner, based on the finding that adequate design features have been incorporated to create visual variety and void a large-scale, bulky or monolithic appearance. Exceptions beyond ten percent are subject to Planning Commission approval.
- B. Required Commercial Frontage.** A minimum of 65 percent of the frontage of a site along El Camino Real shall to be devoted to active uses (such as retail shops, restaurants, bars, theaters and the performing arts, commercial recreation and entertainment, personal and convenience services, hotels, banks, travel agencies, airline ticket agencies, child care services, libraries, museums and galleries). The Chief Planner may approve a reduced frontage of 50 percent to allow for fire access, driveways, and for efficient site layout and site configuration. Exceptions beyond that are subject to Planning Commission approval
- C. Depth of Required Commercial Frontage.** The minimum average depth of the required commercial frontage shall be 75 feet. The Chief Planner may approve a reduced average depth of 65 feet to allow for efficient site layout and site configuration. Exceptions beyond that are subject to Planning Commission approval.
- D. Building Articulation.** Buildings shall provide adequate architectural articulation and detail to avoid a bulky and “box-like” appearance. Building facades shall include building projections or recesses, doorway and window trim, and other details that provide architectural articulation and design interest.

- E. Building Transparency and Required Openings.** A minimum of 60 percent of street facing building facades containing non-residential uses and a minimum of 70 percent of street facing building facades containing retail uses shall provide transparency in accordance with the following:
1. Comprised of clear, non-reflective windows that allow views of indoor space between two and 12 feet above the sidewalk.
  2. Windows or portions of windows, located between the sidewalk and two feet above the sidewalk may be glazed.
- F. Blank Walls.** No street frontage wall may run in a continuous plane for more than 20 feet without an opening. Openings fulfilling this requirement shall have transparent glazing and provide views into work areas, display areas, sales areas, lobbies, or similar active spaces, or into window displays that are at least three feet deep.
1. **Exceptions.**
    - a. The maximum length of the wall may be 40 feet if it includes approved artwork approved by the City through the design review process.
    - b. The maximum length of the blank wall may be 30 feet for retail establishments with a gross floor area of 25,000 square feet or greater.
- G. Exterior Building Materials and Colors.**
1. A unified palette of materials shall be used on all sides of buildings.
  2. Exterior building materials shall be stone, brick, stucco, concrete block, painted wood clap-board, painted metal clapboard or other quality, durable materials approved by the City as part of the project review.
- H. Building Orientation and Entrances.**
1. Building frontages shall generally be parallel to El Camino Real and the primary building entrances shall be located on El Camino Real. Corner entrances may be oriented to within 45 degrees of a line drawn parallel to El Camino Real.
  2. Entries shall be designed so that they are clearly defined and distinguishable from the street.
  3. Building entrances shall be emphasized with small entry plazas, vertical massing, and architectural elements such as awnings, arcades, or porticos.
  4. In residential mixed-use developments, entrances to residential units shall be physically separated from the entrances to the permitted commercial uses and clearly marked with a physical feature such as a recess or projection incorporated into the building or appropriately scaled element applied to the façade.
- I. Limitations on Location of Parking.**
1. Buildings shall be placed as close to the street, or public plaza or open space provided along street, as possible in compliance with the required setback, with parking located either underground, behind a building, or on the interior side or rear of the site.

2. Above ground parking may not be located within 40 feet of a street facing property line. Exceptions may be granted with the approval of a conditional use permit when the following findings can be made:
  - a. The design incorporates habitable space built close to the public sidewalk to the maximum extent feasible; and any parking within 40 feet of the street facing property line is well screened with a wall, hedge, trellis, and/or landscaping.
  - b. The site is small and constrained such that underground parking or surface parking located more than 40 feet from the street frontage is not feasible.
3. The maximum height of a parking podium visible from El Camino Real is five feet from finished grade.

**J. Parking Lot Access.** Parking lot access shall be provided according to the general standards of Chapter TBD, On-site Parking and Loading, as well as the standards of this subsection. Parking lot access shall be provided from a side street or alley wherever possible. Curb cuts shall be minimized and located in the location least likely to impede pedestrian circulation.

**K. Pedestrian Access.** On-site pedestrian circulation and access must be provided according to the following standards.

1. **Internal Connections.** A system of pedestrian walkways shall connect all buildings on a site to each other, to on-site automobile and bicycle parking areas, and to any on-site open space areas or pedestrian amenities.
2. **To Street Network.** Regular connections between on-site walkways and the public sidewalk shall be provided.
3. **To Neighbors.** Direct and convenient access shall be provided from commercial and mixed-use projects to adjoining residential and commercial areas to the maximum extent feasible while still providing for safety and security.
4. **To Transit.** Safe and convenient pedestrian connections shall be provided from transit stops to building entrances. Sidewalk “bulb-outs” or bus “pull-outs” may be required at potential bus stops.
5. **Pedestrian Walkway Design.**
  - a. Walkways shall be a minimum of five feet wide, shall be hard-surfaced, and paved with permeable materials.
  - b. Where a required walkway crosses driveways, parking areas, or loading areas, it must be clearly identifiable through the use of a raised crosswalk, a different paving material, or similar method.
  - c. Where a required walkway is parallel and adjacent to an auto travel lane, it must be raised or separated from the auto travel lane by a raised curb at least four inches high, bollards, or other physical barrier.

**L. Standards for Residential Uses.**

1. **Entrances.** All units located along El Camino Real shall have the primary entrance, either individual or shared, facing El Camino Real and shall incorporate a projection

(e.g. porch or stoop) or recess at least 40 square feet in area, with a minimum depth of five feet. Alternative designs that create a welcoming entry feature facing the street, such as a trellis or landscaped courtyard entry, may be approved by the Chief Planner or Design Review Board.

2. **Setbacks.** In order to provide light and air for residential units, the following minimum setbacks apply to any building wall containing windows and facing an interior side or rear yard. The following setbacks shall be provided:
  - a. For any wall containing windows, a setback of at least ten feet shall be provided.
  - b. For any wall containing bedroom windows, a setback of at least 15 feet shall be provided.
  - c. For any wall containing living room or other primary room windows, a setback of at least 20 feet shall be provided.
  - d. The required setbacks apply to that portion of the building wall containing and extending three feet on either side of any window.
  
3. **Usable Open Space.** A minimum of 150 square feet of usable open space is required per residential unit and may be provided as common or private open space. Private areas typically consist of balconies, decks, patios, fenced yards, and other similar areas outside the residence. Common areas typically consist of landscaped areas, patios, swimming pools, barbeque areas, playgrounds, turf, or other such improvements as are appropriate to enhance the outdoor environment of the development; these can be located at the ground level, on parking podiums, or on rooftops, provided they are adequately landscaped.
  - a. *Minimum Dimensions.*
    - i. Private Open Space. Private open space located on the ground level (e.g., yards, decks, patios) shall have no dimension less than 10 feet. Private open space located above ground level (e.g., balconies) shall have no dimension less than 6 feet.
    - ii. Common Open Space. Minimum dimension of 20 feet.
  - b. *Usability.* A surface shall be provided that allows convenient use for outdoor living and/or recreation. Such surface may be any practicable combination of lawn, garden, flagstone, wood planking, concrete, or other serviceable, dust-free surfacing. Slope shall not exceed 10 percent.
  - c. *Accessibility.*
    - i. Private Open Space. The space shall be accessible to only one living unit by a doorway to a habitable room or hallway.
    - ii. Common Open Space. The space shall be accessible to the living units on the lot. It shall be served by any stairway or other accessway qualifying as an egress facility from a habitable room.

- M. **Truck Docks, Loading, and Service Areas.** Truck docks, loading areas, and service areas must be located at the rear or interior side of buildings and be screened so as not to be visible from public streets.
- N. **Screening of Mechanical and Electrical Equipment.** All exterior mechanical and electrical equipment and antennas shall be screened or incorporated into the design of buildings so as not to be visible from the street, highway, BART tracks, CalTrain tracks, or adjacent R districts. Equipment to be screened includes, but is not limited to, all roof-mounted equipment, utility meters, cable equipment, telephone entry boxes, backflow preventions, irrigation control valves, electrical transformers, pull boxes, and all ducting for air conditioning, heating, and blower systems. Screening materials shall be consistent with the exterior colors and materials of the building.

## HEIGHT AND FAR RULES OF MEASUREMENT

### A. Measuring Height

1. **Measuring Building Height.** Building height is measured from the average level of the highest and lowest point of the property along El Camino Real to the highest point of the roof ride, or parapet wall.
2. **Measuring Height of Other Structures.** The height of other structures such as fences is the vertical distance from the ground level immediately under the structure to the top of the structure. Special measurement provisions are also provided below.
  - a. **Measuring the Height of Fences on Retaining Walls.** The height of a fence that is on top of a retaining wall is measured from the ground level on the highest side of the fence and wall.
  - b. **Measuring the Height of Decks.** Deck height is determined by measuring from the ground to the top of the floor of the deck.

### B. Determining Floor Area.

The floor area of a building is the sum of the gross horizontal areas of all floors of a building or other enclosed structure.

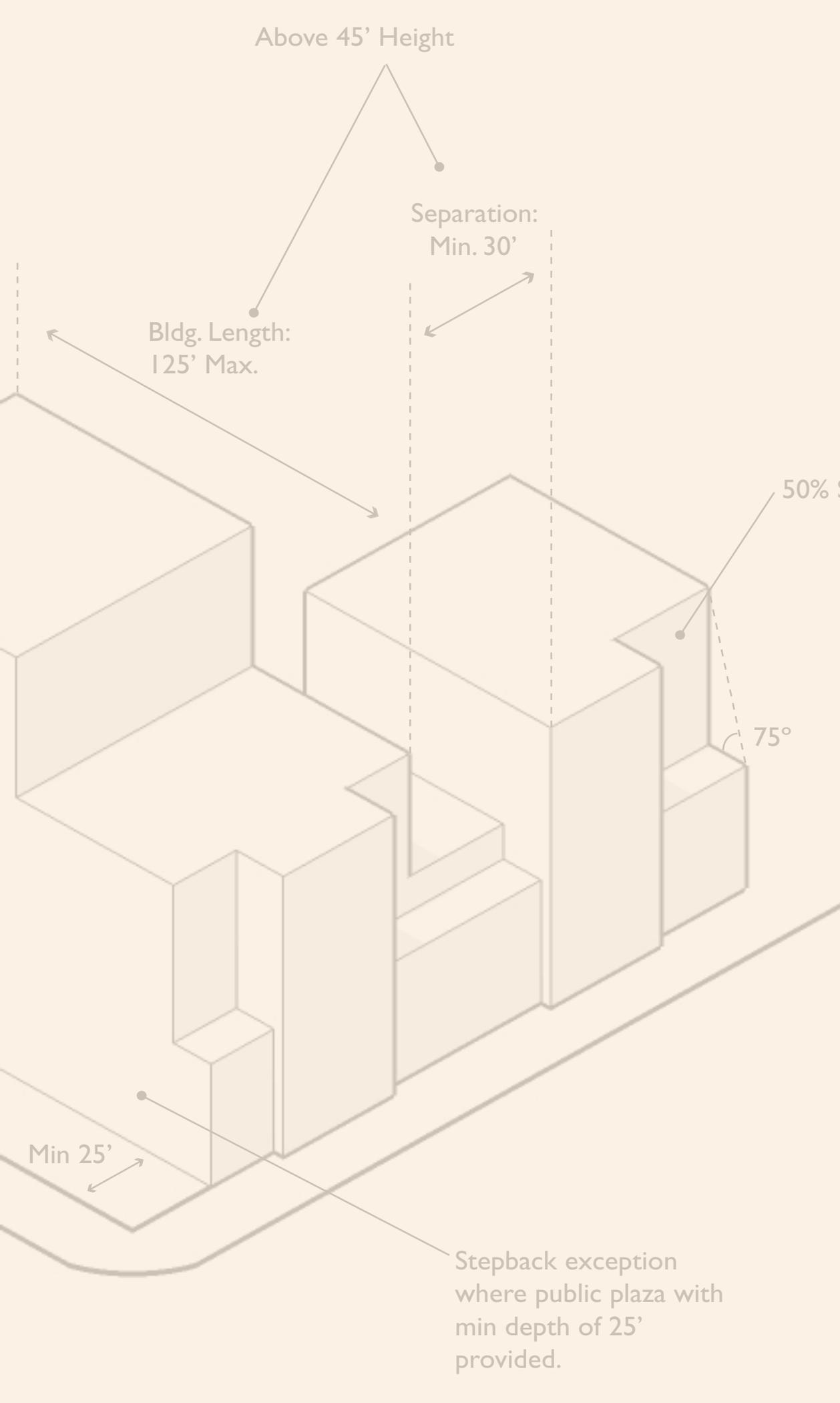
1. **Included in Floor Area.** Floor area includes, but is not limited to, usable basements and cellars that are below the roof and within the outer surface of the main walls of principal or accessory buildings or the centerlines of party walls separating such buildings or portions thereof or within lines drawn parallel to and two feet within the roof line of any building without walls. In the case of a multi-story building that has covered or enclosed stairways, stairwells or elevator shafts, the horizontal area of such features shall be counted only once at the floor level of their greatest area of horizontal extent.
2. **Excluded from Floor Area.** Floor area does not include mechanical, electrical, and communication equipment rooms that do not exceed 2 percent of the building's gross floor area; areas that qualify as usable open space; and areas used for off-street parking spaces or loading spaces, and driveways, ramps between floors of a multi-level parking garage, and maneuvering aisles that are located below the finish grade of the property.
3. **Non-Residential Uses.** For non-residential uses, gross floor area includes pedestrian access interior walkways or corridors, interior courtyards, walkways, paseos, or corridors covered by a roof or skylight. Non-residential gross floor area does not include arcades, porticoes, and similar open areas that are located at or near street

level and are accessible to the general public but are not designed or used as sales, display, storage, service, or production areas.

**C. Determining Floor Area Ratio.** Floor area ratio (FAR) is the ratio of the floor area, excluding the areas described below, of all principal and accessory buildings on a site to the site area. To calculate FAR, floor area is divided by site area, and typically expressed as a decimal. For example, if the floor area of all buildings on a site totals 20,000 square feet, and the site area is 10,000 square feet, the FAR is expressed as 2.0.

1. ***Excluded from Floor Area in Calculating FAR.***

- a. *Basements.* Usable basements and cellars below finished grade.
- b. *Parking.* Parking areas located below finished grade or finished floor where the vertical distance between finished grade and finished floor is five feet or less.



# Design Guidelines







## INTRODUCTION

### PURPOSE

The Design Guidelines highlight and illustrate some of the major development standards applicable in the South El Camino Real Area and provide additional design guidance through pictures, illustrations and qualitative guidelines. The Design Guidelines are intended to complement the mandatory development standards contained in the Zoning Ordinance. The Zoning Ordinance should always be consulted first. The Design Guidelines will be a key tool for decision makers, City staff, project applicants, and the community to understand the design expectations that will be applied during design review and for granting Floor Area Ratio (FAR), density, and height bonuses.

### GOALS

The goals of the Design Guidelines are to develop the South El Camino Real area as a vibrant corridor with a variety of residential and non-residential uses to foster a walkable and pedestrian-scaled environment.

### RELATIONSHIP TO THE GENERAL PLAN

The City's vision for the South El Camino Real area is established in Chapter 3: Planning Sub-Areas Element in the General Plan, which provides a comprehensive set of policies addressing development, including policies for building intensity, height, and scale. The guidelines presented here build upon the direction established in the General Plan. While the General Plan defines the overall intent and direction for the design of South El Camino Real, this document sets forth more detailed direction on building design that will help achieve this vision.

### RELATIONSHIP TO THE ZONING ORDINANCE

The Zoning Ordinance establishes mandatory development standards for the El Camino Real Mixed Use District, which is the major land use designation in the South El Camino Real area. Included in the Zoning Ordinance are standards for building massing, setbacks, open space, parking, and many other elements of building and site planning. The Design Guidelines illustrate some of these standards while also providing a broader illustration and interpretation of the individual standards and guidelines, and qualitative guidance.



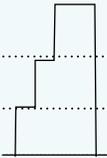
## DEVELOPMENT STANDARDS - SUMMARY TABLE

### LOT AND INTENSITY/DENSITY STANDARDS

Minimum FAR, parcels larger than 20,000 square feet	0.6, of which a minimum 0.3 FAR shall be active uses (Minimum 0.3 FAR of active uses does not apply to affordable housing projects)
Maximum FAR	2.5
Maximum FAR for Mixed-Use Buildings with Incentives Program	Up to 3.5 based on conditional use permit approval when the Planning Commission finds that the project includes high quality, innovative design and product type, and maximum provisions for pedestrian and bicycle use. Design criteria includes but is not limited to set-backs, open space, stepbacks, articulation and massing. See Zoning Code for additional criteria for Incentives Program.
Maximum Density (dwelling units/net acre)	
<i>Mixed-Use Buildings</i>	60. Up to 80, corresponding with an increased FAR
<i>Residential-only Buildings (where allowed)</i>	40

### BUILDING FORM AND LOCATION

Maximum Height (ft)	
<i>Upper Zone, 120 feet from ground</i>	Up to 120 feet based on conditional use permit approval in concert with increased FAR/density.
<i>Mid Zone, 80 feet from ground</i>	Up to 80 feet by right
<i>Base Zone/Street Wall</i>	Minimum 25 feet, Maximum 35 feet
Yards (ft)	
<i>Front (El Camino Real Frontage is always considered the front of the lot; measured from curb)</i>	Minimum 12; Building Average 16
<i>Minimum Interior Side (measured from property line)</i>	0, 10 when abutting an R District
<i>Minimum Street Side (measured from property line)</i>	10
<i>Minimum Rear (measured from the property line)</i>	15. Additionally, structures shall not intercept a 60 degree daylight plane inclined inward from the rear property line.
Maximum Lot Coverage (% of Lot)	90% (may not be attainable on all sites because of required yards)



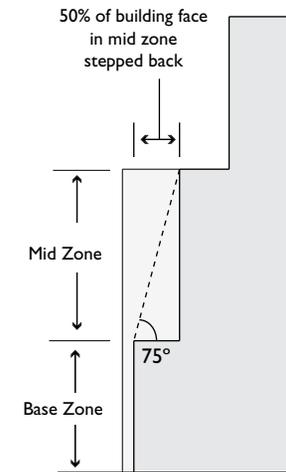
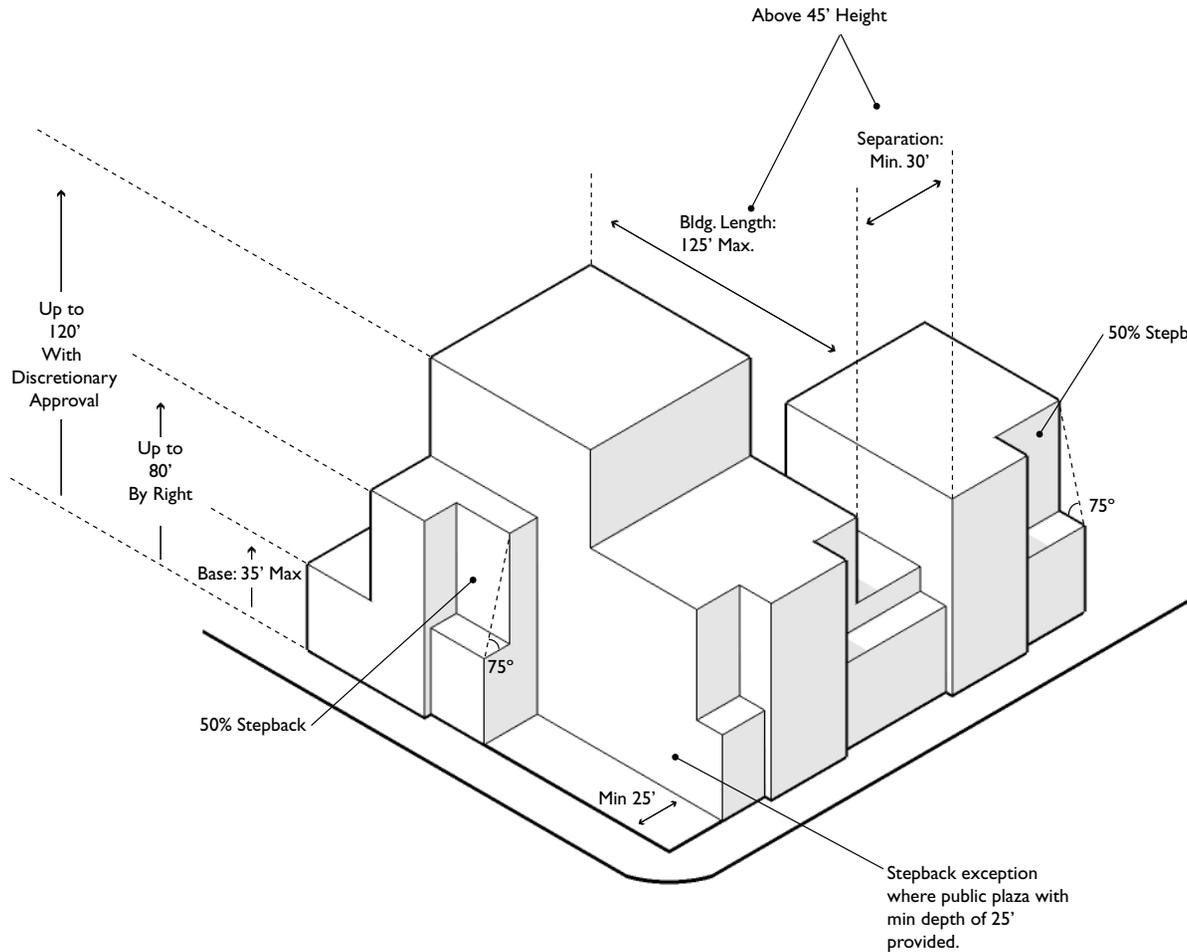
### ADDITIONAL STANDARDS

Open Space	See Zoning Ordinance
Parking	See Zoning Ordinance

## BUILDING FORM AND LOCATION

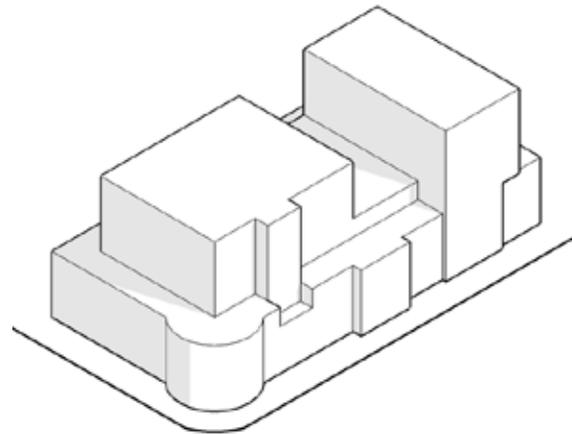
### HEIGHT STANDARDS

- **Upper-Story Stepback.** A minimum of 50 percent of the street facing building frontage shall be stepped back within the area defined by a 75 degree angle originating from the top of the base zone/street wall to a point 80 feet from the average level of the highest and lowest point of the property along El Camino Real. The Chief Planner may approve a reduced stepback percentage of 45 percent provided that a public plaza with a minimum depth of 25 feet, landscaping and seating amenities is provided on the ground level at grade; or other comparable public amenities are provided. Exceptions beyond that are subject to Planning Commission approval.



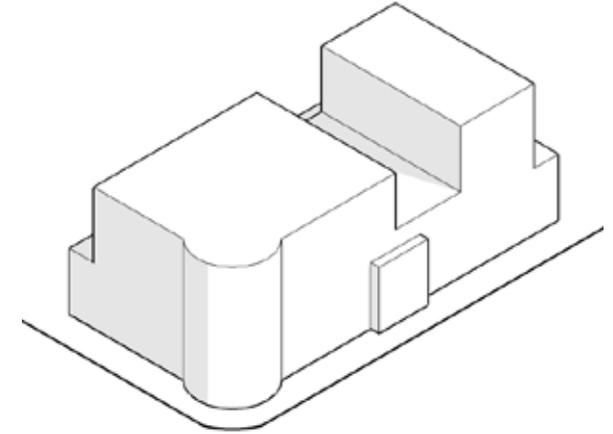
- **Building Length and Separation.** The maximum dimension of the portion of a building above 45 feet from finished grade shall not exceed 125 feet and must be separated from another building by 30 feet. Exceptions and modifications to dimensional standards of up to ten percent may be granted by the Chief Planner, based on the finding that adequate design features have been incorporated to create visual variety and void a large-scale, bulky or monolithic appearance. Exceptions beyond ten percent are subject to Planning Commission approval.
- **Ground Floor Height.** The minimum ground floor height for buildings with non-residential uses at the ground level is 15 feet, with a minimum 12 foot clearance from floor to ceiling. The minimum ground floor height for ground level residential uses is 12 feet.

**DESIRABLE**



*Desirable.* Variation of massing add visual interest to the streetscape and create a more visually accessible environment.

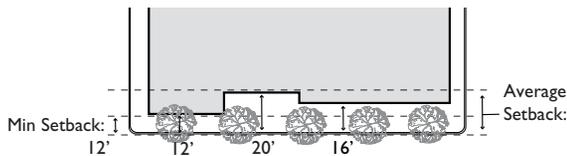
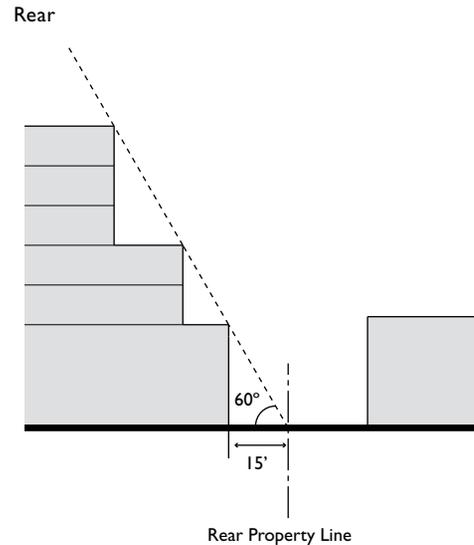
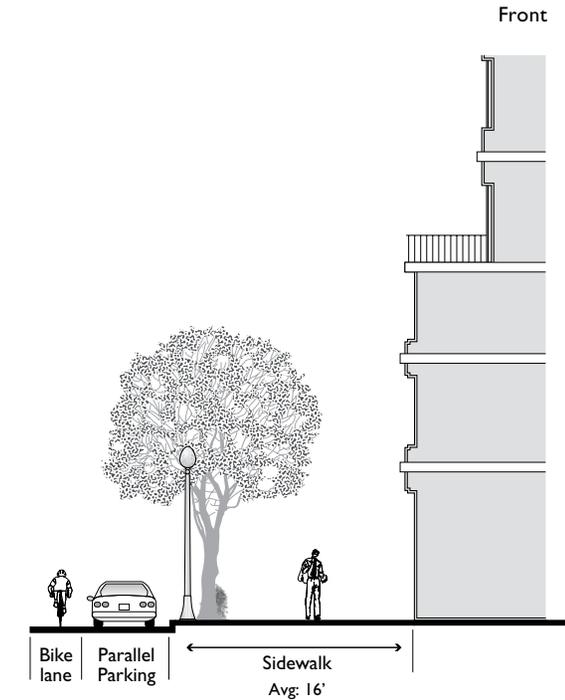
**UNDESIRABLE**



*Undesirable.* Long, bulky buildings tend to dominate the streetscape and are out of scale with the pedestrian realm.

## BUILDING FORM AND LOCATION

### SETBACK/YARD STANDARDS



$$\text{Average Setback} = (25\% \times 12') + (25\% \times 20') + (50\% \times 16') = 16'$$

- **Front Setback.** Buildings shall be setback a minimum of 12 feet, measured from the curb, with an average setback of 16 feet, measured from curb. The area between the building and curb along El Camino Real shall be paved with tile, stone, brick, concrete, or comparable material. The Chief Planner may approve a reduced average setback of 14 feet to allow for efficient site layout and configuration, provided that a ten-foot clear sidewalk width is available (clear of landscaping, outdoor seating, planter strips, etc.) Exceptions beyond that are subject to Planning Commission approval.
- **Front Setback Adjacent to R District.** Where a site is adjacent to an R District, the minimum front setback, measured from the property line, shall be seven feet for the property stretch along the R District.
- **Street Side Setback.** Minimum 10 feet.
- **Interior Side Setback.** Zero feet; minimum 10 feet when abutting an R District.
- **Rear Setback.** Minimum 15 feet. To protect privacy, structures shall not intercept a 60 degree daylight plane inclined inward from the rear property line.
- **Rear Yard Landscape.** A landscaped planter, a minimum of five feet in width, shall be provided along all rear yard property lines.

- **Required Active Commercial.** A minimum of 65 percent of the frontage of a site along El Camino Real shall be devoted to active uses (such as retail shops, restaurants, bars, theaters and the performing arts, commercial recreation and entertainment, personal and convenience services, hotels, banks, travel agencies, airline ticket agencies, child care services, libraries, museums and galleries). The Chief Planner may approve a reduced frontage of 50 percent to allow for fire access, driveways, and for efficient site layout and site configuration. Exceptions beyond that are subject to Planning Commission Approval.
- **Depth of Ground Floor Commercial.** The minimum average depth of the required commercial frontage shall be 75 feet. The Chief Planner may approve a reduced average depth of 65 feet to allow for efficient site layout and site configuration. Exceptions beyond that are subject to Planning Commission Approval.

**DESIRABLE**



*Desirable.* Streets should engage pedestrians' interest. Cafés, building entrance elements, lighting, and wayfinding should reach out onto ample sidewalks.



*Desirable.* Large setbacks from the curb, ample street shading, and street trees help maximize pedestrian comfort.

**UNDESIRABLE**



*Undesirable.* Large parking lots along El Camino Real push the building back from the street, separating active uses from the pedestrian realm.



*Undesirable.* Parking within front and side setbacks creates dead spaces for pedestrians. Inactive building frontages offer no visual interest.

## BUILDING FORM AND LOCATION

### GUIDELINES

- Adjacent buildings and buildings on the same block should exhibit variation in heights and massing, while maintaining a consistent look.
- Interior side walls visible from the street should exhibit some articulation, maintaining a consistent look with the front of the building.
- Buildings should be well-articulated by changes in roof heights and vertical planes to reduce the appearance of bulk and create interesting building silhouettes.

### DESIRABLE



*Desirable.* Breaking up the street wall expands the perceived sidewalk width and heightens pedestrian comfort.

### UNDESIRABLE



*Undesirable.* This building appears monolithic due to a lack of modulation and breaks.



*Desirable.* Buildings can vary in height and massing while still maintaining a consistent look.



*Undesirable.* Little horizontal articulation creates a long flat facade, and detracts from the perceived accessibility of the building.

- Upper stories of buildings should be stepped back to allow light to filter through multiple levels.
- The apparent bulk of a building should be reduced by breaking it into smaller masses that correspond to the internal function of the building. Avoid repetitive elements or monolithic treatments.

**DESIRABLE**



*Desirable.* Stepbacks give the building a pedestrian scale and allow more sunlight to reach the sidewalk.

**UNDESIRABLE**



*Undesirable.* A lack of stepbacks can make even buildings of modest height appear to tower over the pedestrian realm.



*Desirable.* A building's massing elements should communicate its internal function and organization.



*Undesirable.* This building does not communicate its internal function or organization.

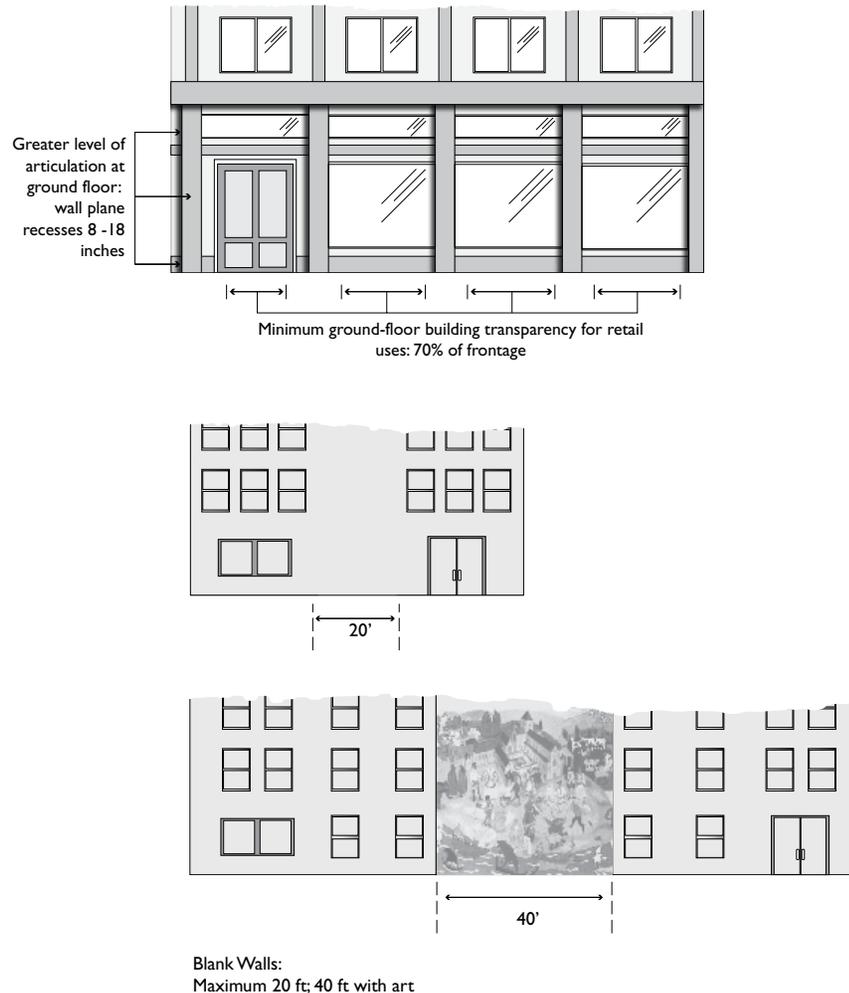
## BUILDING DESIGN

### STANDARDS

- **Views of Indoor Space.** Along El Camino Real, a minimum of 60 percent of street facing building façades containing non-residential uses and a minimum of 70 percent of street facing building façades containing retail uses shall provide transparency in accordance with the following:
  - Transparency shall be clear, non-reflective windows that allow views of indoor space between two and 12 feet above the sidewalk.
  - Windows, or portions of windows, located between the sidewalk and two feet above the sidewalk may be glazed.

- **Blank Wall Limitations.** The maximum length of any continuous blank wall is 20 feet, or 40 feet if the blank wall includes artwork approved by the City as part of the project review.

For retail uses larger than 25,000 square feet in size, blank walls shall be no more than 30 linear feet without being interrupted by a window, primary entry, or design element.



**DESIRABLE**



*Desirable.* Ample windows allow visibility in and out of buildings, providing facades with visual interest and activity.

**UNDESIRABLE**



*Undesirable.* Blank walls at the ground level create a dead zone within the pedestrian realm.



*Desirable.* Maximizing the transparency of retail frontage draws the attention of passerbys, creating a vibrant and accessible streetscape.



*Undesirable.* Blank walls do not communicate the function of a building to the street environment, and are unsuitable for pedestrian-oriented areas.

## DESIRABLE



Desirable. A finely-articulated street wall can add to the visual interest and character of the public realm. Variations in architectural details, such as roof styles, heights, windows, and balconies break up large buildings and create more engaging architecture.



## BUILDING DESIGN

### GUIDELINES

- **Articulation.** Building mass and surfaces should be articulated with 3-dimensional elements that create a visual play of light and shadow:
  - Incorporate design features, including but not limited to: balconies, recesses, windows, window frames, reveals, brackets, cornices at the roof and at the top of the ground floor, and piers at corners and structural bays;
  - Employ variations in floor level, façades (such as shallow recesses at entries, arcades, roof styles, architectural details), and finishes that break up the appearance of large buildings; and
  - Provide visual interest for residential buildings along street-facing façades through the use of recessed windows, bay windows, and balconies.
  - Avoid a flat wall plane along El Camino Real and side streets. Utilize architectural elements such as recesses, awnings, signage, colonnades, and pronounced entrances. Encourage recesses of 8 to 18 inches for storefront windows, bulkheads, entries, and other surfaces from primary columns or walls.

- **Street Corners.** Street corners should be emphasized through building design:
  - Expand the pedestrian realm at street corners with increased ground level setbacks.
  - Reinforce street corners with changes in architectural massing and height.

**DESIRABLE**



*Desirable.* Entryways and architectural treatments help define the street corner.

**UNDESIRABLE**



*Undesirable.* Drive-thru fast food establishments and surface parking do not establish an appropriate building-to-street relationship at corners.

## DESIRABLE



*Desirable.* Ground floor units provide an active edge to larger multi-family developments by adding greater articulation at the street level.



*Desirable.* Stoops, porches, terraced landscaping and bay windows provide needed privacy for ground floor residential uses, as well as interesting and varied design.

## GROUND FLOOR RESIDENTIAL

### STANDARDS

- **Entrances.** All units located along El Camino Real or a side street shall have the primary entrance, either individual or shared, facing the street and shall incorporate a projection (e.g. porch or stoop) or recess at least 40 square feet in area, with a minimum depth of five feet.

### GUIDELINES

- **Ground Floor Street-Facing Articulation.** Residential ground floor street-facing facades shall be articulated so that individual residential units are differentiated from each other and from the overall massing of the building. Facades shall be designed as front facades and shall include stoops, porches, recessed windows, and bay windows or balconies.

## MATERIALS

### STANDARDS

- **Materials.** Exterior building materials shall be brick, stucco, concrete block, painted wood clapboard, painted metal clapboard or other quality, durable materials approved by the City as part of the project review. A unified palette of materials shall be used on all sides of buildings.

### GUIDELINES

- **Accents.** Accent materials should be employed at the ground level to add texture, color, and visual interest at the pedestrian level.



*Desirable.* Accent materials, whimsical design, and public art should be encouraged in strategic places to add visual interest at the pedestrian level.

### DESIRABLE



*Desirable.* Metal, wood, brick, tiles, and other durable materials can create a more distinctive and lasting streetscape.

## DEFINITIONS AND MEASUREMENTS

### Active Uses

Active uses mean commercial uses that are accessible to the general public which generate walk-in pedestrian clientele and contribute to a high level of pedestrian activity. Uses that generate pedestrian activity include retail shops, restaurants, bars, theaters and the performing arts, commercial recreation and entertainment, personal and convenience services, hotels, banks, travel agencies, airline ticket agencies, child care services, libraries, museums and galleries.

### Building Height

The vertical distance from the highest point of any structure to the ground level directly below.

### Measuring Height

- a) **Measuring Building Height.** Building height is measured from the average level of the highest and lowest point of the property along El Camino Real to the highest point of the roof ridge, or parapet wall.
- b) **Measuring Height of Other Structures.** The height of other structures such as fences is the vertical distance from the ground level immediately under the structure to the top of the structure. Special measurement provisions are also provided below.
  - 1) **Measuring the Height of Fences on Retaining Walls.** The height of a fence that is on top of a retaining wall is measured from the ground level on the highest side of the fence and wall.
  - 2) **Measuring the Height of Decks.** Deck height is determined by measuring from the ground to the top of the floor of the deck.

### Floor Area Ratio

The Floor Area Ratio is inclusive of housing and substantially above-grade parking, but excludes surface parking. If the height of a parking podium is greater than five feet above grade, that parking shall be considered above grade and will be counted towards project FAR.



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