

## **URBAN LAND USE POLICIES**

The County will:

### **GOALS AND OBJECTIVES**

#### **8.1 Urban Land Use Planning**

Plan for a compatible and harmonious arrangement of land uses in urban areas by providing a type and mix of functionally well-integrated land uses which meets general social and economic needs.

#### **8.2 Land Use Objectives for Urban Communities**

- a. Plan Urban Communities to be balanced, self-contained areas which have a sufficient mix of urban land uses to support the internal housing, employment, shopping, and recreation needs of the community;
- b. Provide a mix of residential, commercial, and industrial land uses which will generate sufficient tax revenues to pay for the costs of providing desired levels of services and facilities;
- c. Provide a mix of commercial and industrial uses in order to maintain, support, and strengthen local economies;
- d. Provide a mix and an amount of residential land uses which will provide a substantial amount of housing opportunities in unincorporated areas;
- e. Establish land use patterns which give Urban Communities strong, individual and identifiable characters.

#### **8.3 Land Use Objectives for Urban Neighborhoods**

- a. Plan Urban Neighborhoods to be primarily, though not exclusively, single-family residential areas which appear and function as residential neighborhoods of contiguous cities.
- b. Provide a mix of residential and commercial land uses to balance generated tax revenues with the costs of providing desired levels of public services and facilities.
- c. Encourage the integration of land uses to provide neighborhood-serving uses and facilitate clean transportation options, such as pedestrian and bicycle activity.

- d. Establish land use patterns which make Urban Neighborhoods compatible, functional and identifiable with adjoining cities.

#### 8.4 Land Use Objectives for Special Urban Areas

- a. For Olympic Country Club, California Golf Club, Peninsula Golf and Country Club, Edgewood County Park, San Bruno Mountain County Park, Sweeney Ridge Skyline Preserve and Hassler Lands, maintain current private or public park and recreational uses. For private park and recreation uses, allow some land to be converted to residential, commercial, or commercial recreational uses if it would be physically compatible with the facility and contribute to its economic viability.
- b. For San Francisco Jail and San Francisco International Airport, maintain current uses and allow redevelopment and expansion if compatible with adjacent land uses and other General Plan policies.
- c. For Guadalupe Valley Quarry and Ideal Cement, encourage: (1) the redevelopment of these industrial areas to improve the quality of industrial development, or (2) the conversion of these areas to new and appropriate uses which would be compatible with existing land use plans and adjacent land uses.
- d. For Harbor Industrial area, encourage the enhancement of the quality of industrial development.
- e. For McLellan Nursery and Horgan Ranch, allow the redevelopment of these floricultural areas to relatively higher residential densities which would be compatible with adjacent land uses.
- f. For Bayshore Mobile Home Parks, preserve these sites as valuable sources of affordable housing.
- g. For the Benedetti Lands, accommodate land uses which reflect the geologic and infrastructural constraints of the land and are compatible with adjoining communities, as determined in future land use studies.
- h. For Stanford Lands, plan for an arrangement of land uses which provides for the academic needs of the University, preserves important natural resources, and is compatible with the general plans of adjoining communities as determined in future land use studies.

## **DEFINITIONS**

### 8.5 Definition of Urban Community

Define Urban Communities as those large, populated unincorporated areas which contain a wide range of residential land use densities and a mix of land uses which provide services to surrounding areas and meet, in part, the internal shopping, employment and recreational needs of the community residents.

### 8.6 Definition of Urban Neighborhood

Define Urban Neighborhoods as those unincorporated areas which are primarily devoted to residential land uses and are generally functionally integrated with adjacent incorporated areas.

### 8.7 Definition of Transit-Oriented Land Uses

Define Transit-Oriented Land Uses as land uses that are integrated with multimodal transportation systems, facilitating creation of Complete Streets by equally supporting all types of transportation, including pedestrian, bicycle, and vehicular traffic.

### 8.8 Definition of Special Urban Areas

Define Special Urban Unincorporated Areas as urban areas which are devoted primarily, but not necessarily or exclusively, to non-residential or special uses.

## **DESIGNATIONS**

### 8.9 Designation of Existing Urban Communities

Designate North Fair Oaks and Montara-Moss Beach-El Granada as existing Urban Communities.

### 8.10 Designation of Existing Urban Neighborhoods

Designate as existing Urban Neighborhoods: (1) Broadmoor, (2) Unincorporated Colma, (3) Country Club Park, (4) Burlingame Hills, (5) the Highlands/Baywood Park, (6) Devonshire, (7) Palomar Park, (8) Emerald Lake Hills and Oak Knoll, (9) Kensington Square, (10) Sequoia Tract, (11) West Menlo Park, (12) Menlo Oaks, (13) Park Forest/Watkins, (14) Weekend Acres, (15) Ladera, (16) Los Trancos Woods, and (17) Vista Verde.



**The Urban Land Use Map is  
Located in the Map Component  
on page 8.1M.**

### 8.11 Designation of Existing Special Urban Areas

Designate as existing Special Urban Unincorporated Areas: (1) Olympic Country Club, (2) California Golf Club, (3) San Bruno Mountain, (4) Peninsula Golf and Country Club, (5) Edgewood County Park, (6) Sweeney Ridge Skyline Preserve, (7) the Hassler property, (8) San Francisco Jail, (9) San Francisco International Airport, (10) Stanford University Lands, (11) Guadalupe Valley Quarry, (12) Ideal Cement, (13) Harbor Industrial Area, (14) McLellan Nursery, (15) Horgan Ranch, (16) Bayshore Mobile Home Parks, and (17) lands of Benedetti.

### 8.12 General Plan Land Use Designations for Urban Areas

- a. Adopt the land use designations, and amendments thereto, of the: (1) Local Coastal Program, (2) Emerald Lake Hills Community Plan, and (3) North Fair Oaks Community Plan and other future area plans as the proposed General Plan land use designations in these urban areas.
- b. Reflect these adopted area plan land use designations on the General Plan Proposed Land Use Maps.
- c. Use the policies of the General Plan Urban Land Use Chapter to provide guidance when: (1) designating the remaining portions of urban areas on the General Plan Proposed Land Use Maps, (2) conducting land use studies and/or preparing future area plans, and (3) amending the land use designations of existing area plans.
- d. Adopt the proposed land use maps for Urban Areas as part of the County's land use plan.


### 8.13 Future Area Plans and Land Use Studies

Consider conducting land use studies and/or preparing future area plans for: (1) Colma, (2) lands of Benedetti, (3) Sequoia Tract, (4) West Menlo Park, and (5) Stanford lands. Combine land use designations in these areas with a Future Study designation.

## **GENERAL POLICIES**

### 8.14 Appropriate Land Use Designations and Locational Criteria for Urban Unincorporated Areas

- a. Utilize, as guidelines only, the designations and densities shown in Table 8.1P to achieve stated land use objectives within unincorporated Urban Communities, Urban Neighborhoods and Special Urban Areas.



**The Land Use (North County Area) Map is Located in the Map Component on page 8.2M.**

- b. Use the criteria in Table 8.1P, as guidelines only, to locate land use designations in urban unincorporated areas.

## RESIDENTIAL LAND USE

### 8.15 Land Use Compatibility

- a. Protect and enhance the character of existing single-family areas.
- b. Protect existing single-family areas from adjacent incompatible land use designations which would degrade the environmental quality and economic stability of the area.
- c. Encourage transit-oriented development in appropriate locations and a mixture of appropriate land uses that would enhance neighborhood quality and support pedestrian and bicycle activity.

## COMMERCIAL LAND USE

### 8.16 Land Use Compatibility

Ensure that commercial development is compatible with adjacent land uses and supports a mixture of commercial activity with appropriate service-oriented and transit-oriented land uses.

### 8.17 Commercial Recreation

Where appropriate, separate neighborhood commercial land uses from commercial recreation land uses.

### 8.18 Commercial Buffers

Buffer commercial land uses when needed to protect contiguous residential uses, while maintaining connectivity and walkability.

### 8.19 Standards

Regulate commercial development by enforcing development standards (e.g., site planning, design, and construction standards) and performance standards to ensure high quality commercial development.

### 8.20 Redevelopment

Encourage the redevelopment of existing commercial land uses in a manner which is compatible with surrounding land uses.

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**The Land Use (Mid-Bayside Area) Map is Located in the Map Component on page 8.3M.**



**TABLE 8.1P**

**APPROPRIATE LAND USE DESIGNATIONS, DENSITIES AND LOCATIONAL CRITERIA IN URBAN AREAS**

<b>LAND USE DESIGNATION</b>	<b>URBAN COMMUNITY</b>	<b>URBAN NEIGHBORHOOD</b>	<b>SPECIAL URBAN AREA</b>	<b>LOCATIONAL CRITERIA<sup>1</sup></b>
Low Density Residential (0.3-2.3 du/net ac)		X		(1) Existing low density areas. (2) Hillside areas with steep slopes. (3) Adjacent to sensitive habitats. (4) Hazardous areas. (5) Not within areas of high perceived noise levels.
Medium Low Density Residential (2.4-6.0 du/net ac)		X		(1) Existing medium low density areas. (2) Hillside areas with steep slopes. (3) Adjacent to sensitive habitats. (4) Hazardous areas. (5) Not within areas of high perceived noise levels.
Medium Density Residential (6.1-8.7 du/net ac)	X	X		(1) Existing medium density areas. (2) Where there are adequate public services and facilities. (3) Along or near major transportation corridors. (4) Not within areas of high perceived noise levels.
Medium High Density Residential (8.8-17.4 du/net ac)	X	X	X	(1) Existing medium high density areas. (2) Along transportation corridors. (3) Adjacent to or in conjunction with commercial land uses. (4) Near employment centers. (5) Next to public services and facilities. (6) On large vacant parcels on the edge or outside of single-family neighborhoods. (7) Not within areas of high perceived noise levels.



**The Land Use (South Bayside Area) Map is Located in the Map Component on page 8.4M.**

**TABLE 8.1P (continued)**

**APPROPRIATE LAND USE DESIGNATIONS, DENSITIES AND LOCATIONAL CRITERIA IN URBAN AREAS**

LAND USE DESIGNATION	URBAN COMMUNITY	URBAN NEIGHBORHOOD	SPECIAL URBAN AREA	LOCATIONAL CRITERIA <sup>1</sup>
High Density Residential (17.5-87.0 du/net ac)	X	X	X	<ul style="list-style-type: none"> <li>(1) Existing medium high density areas.</li> <li>(2) Along transportation corridors.</li> <li>(3) Adjacent to or in conjunction with commercial land uses.</li> <li>(4) Near employment centers.</li> <li>(5) Next to public services and facilities.</li> <li>(6) On large vacant parcels on the edge or outside of single-family neighborhoods.</li> <li>(7) Not within areas of high perceived noise levels.</li> </ul>
General Commercial	X	X		<ul style="list-style-type: none"> <li>(1) Where there is a demand for general commercial services.</li> <li>(2) Where a variety of compatible commercial uses can be concentrated.</li> <li>(3) Next or close to major transportation routes, but not in long, continuous strips or isolated spots.</li> <li>(4) Where there is convenient automobile access.</li> <li>(5) Where parking facilities and other improvements can be provided.</li> </ul>
Neighborhood Commercial	X	X		<ul style="list-style-type: none"> <li>(1) Where there is a demand for neighborhood commercial services.</li> <li>(2) Where a variety of compatible commercial uses can be concentrated.</li> <li>(3) Next or close to major transportation routes, but not in long, continuous strips or isolated spots.</li> <li>(4) Proximate to residential areas.</li> <li>(5) Where there is convenient automobile, transit, pedestrian, and/or bicycle access.</li> <li>(6) Where parking facilities and other improvements can be provided.</li> </ul>



**The Land Use (Mid-Coast Area)  
Map is Located in the Map  
Component on page 8.5M.**

**TABLE 8.1P (continued)**

**APPROPRIATE LAND USE DESIGNATIONS, DENSITIES AND LOCATIONAL CRITERIA IN URBAN AREAS**

LAND USE DESIGNATION	URBAN COMMUNITY	URBAN NEIGHBORHOOD	SPECIAL URBAN AREA	LOCATIONAL CRITERIA <sup>1</sup>
Commercial Recreation	X			<ul style="list-style-type: none"> <li>(1) Where there is a demand for commercial recreation services.</li> <li>(2) Where a variety of compatible commercial uses can be concentrated.</li> <li>(3) Next or close to major transportation routes, but not in long, continuous strips or isolated spots.</li> <li>(4) Where there is convenient automobile, transit, pedestrian, and/or bicycle access.</li> <li>(5) Where parking facilities and other improvements can be provided.</li> <li>(6) Where a natural and/or man-made setting (e.g., access to a marina) make the area attractive to visitors.</li> </ul>
Office Commercial	X	X	X	<ul style="list-style-type: none"> <li>(1) Existing office areas.</li> <li>(2) Along transportation corridors.</li> <li>(3) Near employment centers.</li> <li>(4) Where commercial and residential uses need to be buffered.</li> <li>(5) Where there is convenient automobile, transit, pedestrian and/or bicycle access.</li> </ul>
Office/Residential	X	X	X	<ul style="list-style-type: none"> <li>(1) Where residential uses need to be buffered from major transportation routes.</li> <li>(2) Where existing residential and commercial uses need to be buffered by a transition zone.</li> </ul>

**TABLE 8.1P (continued)**

**APPROPRIATE LAND USE DESIGNATIONS, DENSITIES AND LOCATIONAL CRITERIA IN URBAN AREAS**

LAND USE DESIGNATION	URBAN COMMUNITY	URBAN NEIGHBORHOOD	SPECIAL URBAN AREA	LOCATIONAL CRITERIA <sup>1</sup>
General Industrial	X		X	(1) Existing industrial areas. (2) Accessible to housing opportunities. (3) Where sufficient existing or potential urban services are available. (4) Proximate and convenient to major transportation facilities (roads, transit, rail).
Heavy Industrial	X		X	(1) Existing industrial areas. (2) Close to housing opportunities. (3) Where sufficient existing or potential urban services are available. (4) Proximate and convenient to major transportation facilities (roads, transit, rail).
Industrial Buffer	X		X	(1) Between industrial areas and areas sensitive to industrial, traffic noise, glare, odor, etc., particularly residential areas.
Institutional	X	X	X	(1) Existing educational facilities, government facilities, other public facilities. (2) On parcels owned by public agencies and suitable for development of institutional uses.
Airport Airport/Transportation Related <sup>2</sup>	X		X	(1) Existing airports and adjoining airport land.
Public Recreation	X	X	X	(1) On parcels owned and managed by a public park and recreation agency.

**TABLE 8.1P (continued)**

**APPROPRIATE LAND USE DESIGNATIONS, DENSITIES AND LOCATIONAL CRITERIA IN URBAN AREAS**

LAND USE DESIGNATION	URBAN COMMUNITY	URBAN NEIGHBORHOOD	SPECIAL URBAN AREA	LOCATIONAL CRITERIA <sup>1</sup>
Private Recreation	X	X	X	(1) On parcels owned and managed by a private recreational organization.
General Open Space	X	X	X	(1) Where natural resources are in need of protection. (2) Where there is managed production of resources. (3) Where it is necessary to protect the public and health and safety. (4) Where outdoor recreation is or could be suitably provided.

NOTES:

1. The locational criteria are intended to be guidelines to be used when making appropriate land use designations for urban communities, urban neighborhoods, and special urban areas. They link the policies of the General Plan to the designations on the proposed land use map. When using the table, any individual criterion or combination of criteria may justify a particular land use designation. However, the presence of one or more criteria does not necessarily make that designation mandatory, nor the most appropriate because other, more important land use objectives may call for another designation.
2. San Francisco International Airport Land west of Highway 101 designated for Airport use is intended to be used for transportation-related facilities.

## INDUSTRIAL LAND USE

### 8.21 Industrial Planning

Plan for industrial land uses to provide an adequate tax base and source of employment.

### 8.22 Industrial Expansion

Designate land to allow for future industrial expansion.

### 8.23 Concentration of Uses

Concentrate the location of industrial land uses in order to achieve an efficient use of transportation facilities and energy supplies.

### 8.24 Land Use Compatibility

Ensure that industrial development is compatible with adjacent land uses.

### 8.25 Buffers

Buffer industrial development when needed to protect adjacent land uses.

### 8.26 Large Parcels

In order to achieve greater site planning flexibility and compatibility with adjacent land uses, consider industrial designations as more appropriate for large parcels.\*

## RECREATIONAL LAND USE

### 8.27 Recreational Land Use Planning

Plan for recreational land uses to provide recreational opportunities.

## **REGULATION OF DEVELOPMENT IN URBAN AREAS**

### 8.28 Parcel Consolidation

Where necessary to achieve quality site planning and greater design flexibility, encourage the consolidation of smaller parcels which are designated for intense land uses, including, but not limited to, Industrial, Medium High and High Density Residential.

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\*Large parcels are generally 20,000 square feet or greater.



#### 8.29 Density Bonuses

Consider allowing density bonuses for developments which consolidate smaller parcels that are designated Medium High to High Density Residential.

#### 8.30 Infilling

Encourage the infilling of urban areas where infrastructure and services are available.

#### 8.31 Mixed Use

Encourage development which contains a combination of land uses (mixed-use development), particularly commercial and residential developments along major transportation corridors.

#### 8.32 Overcoming Constraints to Development

- a. Encourage efficient and effective infrastructure (e.g., water supply, wastewater, roads) necessary to serve the level of development allowable within urban areas.
- b. Encourage improvements which minimize the dangers of natural and man-made hazards to human safety and property.

### ANNEXATION

#### 8.33 Cooperation Toward Annexation

Work with the residents of unincorporated urban areas and the government and residents of adjacent cities to increase an understanding of the implications of annexation.

#### 8.34 Annexation of County-Owned Facilities

Where practicable, initiate annexation of County-owned facilities located in urban areas and adjacent to a city.

### GENERAL DEVELOPMENT STANDARDS

#### 8.35 Zoning Regulations

To ensure that development is consistent with land use designations, continue to use zoning districts which regulate development by applying specific standards.

8.36 Uses

Allow uses in zoning districts that are consistent with the overall land use designation.

8.37 Density

Regulate maximum allowable densities in zoning districts in order to: (1) ensure a level of development that is consistent with land use designations, (2) plan for the efficient provision of public facilities, services, and infrastructure, and (3) minimize exposure to natural and man-made hazards.

8.38 Parcel Sizes

Regulate minimum parcel sizes in zoning districts in an attempt to: (1) ensure that parcels are usable and developable, (2) establish orderly and compatible development patterns, (3) protect public health and safety, and (4) minimize significant losses of property values.

8.39 Height, Bulk, and Setbacks

Regulate height, bulk, and setback requirements in zoning districts in order to: (1) ensure that the size and scale of development is compatible with parcel size, (2) provide sufficient light and air in and around structures, (3) ensure that development of permitted densities is feasible, and (4) ensure public health and safety.

8.40 Parking Requirements

Regulate minimum on-site parking requirements and parking development standards in order to: (1) accommodate the parking needs of the development, (2) provide convenient and safe access, (3) prevent congestion of public streets, (4) establish orderly development patterns, and (5) discourage an over-reliance on auto travel to the exclusion of other travel modes.

ENERGY

8.41 Land Divisions

When creating new land divisions, align streets and parcels to maximize solar access.

8.42 Solar Access

Minimize the obstruction of solar access by: (1) protecting structures from encroachment, (2) landscaping with appropriate plant materials, and (3) clustering structures where beneficial.

8.43 Buildings

Encourage the construction of energy-efficient buildings which use renewable resources and resource-efficient design to the maximum extent possible.