[Zoning – Establishing Standards for Bird-Safe Buildings]

Ordinance amending the San Francisco Planning Code by adding Section 139 to establish Standards for Bird-Safe Buildings to help reduce injury and mortality in birds caused by certain types of new construction, replacement facades, and building features; amending Section 145.1 to allow for exceptions to transparency and fenestration requirements to meet Standards for Bird-Safe Buildings; and adopting findings, including environmental findings and findings of consistency with the General Plan and Planning Code Section 101.1.

NOTE: Additions are single-underline italics Times New Roman; deletions are strike-through italics Times New Roman. Board amendment additions are double-underscored; Board amendment deletions are strikethrough normal.

Be it ordained by the People of the City and County of San Francisco:

Section 1. Findings. The Board of Supervisors of the City and County of San Francisco (hereinafter "Board") hereby finds and determines that:

(a) General Findings.

(1) Over thirty years of research has proven certain building features, such as location near open space, reflective/transparent glass, lighting, and other design elements, to be biologically significant in causing death or injury to birds. Studies have determined that annual bird fatalities in North America from window collisions may be as high as 1 billion birds per year and that building collisions are a threat of significant magnitude to affect the viability of bird populations, leading to local, regional, and national declines.

(2) The majority of these deaths are foreseeable and avoidable through a variety of different building design modifications including, but not limited to, the use of fritting, frosting, screens, architectural features (overhangs, louvers, awnings), ultra-violet glass, angling and
film and art treatment of glass, and lighting modifications. It is anticipated that more options
will continue to be developed through new research and creative design.

(3) San Francisco has almost 400 different bird species, located along the Pacific
Flyway, and has numerous open spaces. Bird groups, local animal control agencies, and
building owners have noted bird strikes at San Francisco buildings.

(4) On October 8, 2009, the San Francisco Planning Commission (hereinafter
"Commission") requested that the Department present information on Bird-Friendly Building
Standards as developed by cities within North America and in other countries. Information
was provided at this hearing by the Department and the American Bird Conservancy.

(5) On February 5, 2009, the Commission received information from the
Department on San Francisco's "Lights Out for Birds" program in response to a
Commissioner's request.

(4) In October 2010, the Department released a draft document entitled "Standards
for Bird-Safe Buildings" that summarizes major research, presents design recommendations,
and proposes a three-tiered approach to the problem that includes: 1) establishment of
building requirements for the most hazardous conditions; 2) use of an educational checklist to
educate project sponsors and their future tenants on potential hazards; and 3) creation and
expansion of voluntary programs to encourage more bird-safe practices, including
acknowledging those who pursue certification through a new program for "bird-safe building"
recognition.

(5) On October 14, 2010, the Commission conducted a duly noticed public hearing
at a regularly scheduled meeting to consider the draft document titled "Standards for Bird-
Safe Buildings." The Commission heard and considered testimony presented to it at the
public hearing and further considered written materials and oral testimony presented on behalf
of the applicant, the Department, and other interested parties.
At the October 14, 2010 hearing, the Commission directed the Department to collect public comment through the end of 2010, consider revisions to the document based on the comments received, and return in 2011 with a draft Ordinance for the Commission's consideration that would implement proposed controls and adopt a final "Standards for Bird-Safe Buildings" document.

(b) General Plan, Planning Code and Environmental Findings.

(1) At a duly noticed public hearing on ____________, in Resolution No. ____________, the Commission adopted the policy document titled "Standards for Bird-Safe Buildings Spring 2011" and recommended approval of the draft Ordinance that would amend the Planning Code to implement this Commission policy. A copy of said Resolution is on file with the Clerk of the Board of Supervisors in File No. ___________ and is incorporated herein by reference.

(2) The Planning Commission in Resolution No. ___________ found that the proposed Planning Code amendments contained in this Ordinance were, on balance, consistent with the City's General Plan and with Planning Code Section 101.1(b). In addition, the Commission recommended that the Board adopt the proposed Planning Code amendments. The Board finds that the proposed Planning Code amendments contained in this Ordinance are consistent with the City's General Plan and with Planning Code Section 101.1(b) for the reasons set forth in said Resolution.

(3) Pursuant to Planning Code Section 302, the Board finds that the proposed Ordinance will serve the public necessity, convenience and welfare for the reasons set forth in Planning Commission Resolution No. _____________, which reasons are incorporated herein by reference as though fully set forth.

(4) Environmental Findings. The Planning Department has determined that the actions contemplated in this Ordinance are in compliance with the California Environmental
Quality Act (California Public Resources Code Sections 21000 et seq.). Said determination is on file with the Clerk of the Board of Supervisors in File No. _____________ and is incorporated herein by reference.

Section 2. The San Francisco Planning Code is hereby amended by adding Section 139, to read as follows:

**SEC. 139. STANDARDS FOR BIRD-SAFE BUILDINGS.**

(a) **Purpose.** The purpose of this Section is to establish Bird-Safe Standards for new building construction and replacement facades to reduce bird mortality from circumstances that are known to pose a high risk to birds and are considered to be "bird hazards". The two circumstances regulated by this Section are 1) location-related hazards, where the siting of a structure creates increased risk to birds and 2) feature-related hazards, which may create increased risk to birds regardless of where the structure is located. Location-related hazards are created by structures that are near or adjacent to large open spaces and/or water. When structures are located in such an area, the portion of the structure most likely to sustain bird-strikes requires facade treatments. Even if a structure is not located near a locational hazard, particular building features also may create a hazard for birds. Structures that create such a feature-related hazard are required to treat all of the feature-related hazard. While these controls do not apply retroactively, the purpose of these controls is to ensure that new construction that is bird-safe and to decrease existing bird-hazards over time.

(b) **Definitions.**

(1) **Bird-Safe Glazing Treatment.** Bird-Safe Glazing Treatment may include fritting, netting, permanent stencils, frosted glass, exterior screens, physical grids placed on the exterior of glazing or UV patterns visible to birds. To qualify as Bird-Safe Glazing Treatment vertical elements of the window patterns shall be at least 1/4 inch wide at a minimum spacing of 4 inches, and horizontal elements at least 1/8 inch wide at a maximum spacing of 2 inches. No qualified glazing shall have a visible light reflectance exceeding 10%.
(2) **Bird Hazard.** Specific circumstances that create a hazard for birds due to either the location of the building or due to specific building features that increase the risk of bird-building collisions as described under (c) below.

(c) **Controls.** The following Bird-Safe Standards shall apply to: 1) new construction, 2) building additions that create a Bird Hazard, or 3) the replacement of 50% or more of the glazing on an existing Bird Hazard. Additions to existing buildings subject to this subsection are required only to treat the new building addition. Bird Hazards consist of: 1) location-related hazards and 2) feature-related hazards and the standards specified below shall apply to structures that present these hazards.

(1) **Location-Related Standards.** These standards apply to buildings located inside of open spaces two acres and larger dominated by vegetation, including vegetated landscaping, forest, meadows, grassland, or wetlands, or open water (hereinafter an Urban Bird Refuge). These standards also shall apply to buildings less than 300 feet from an Urban Bird Refuge if such buildings are in an unobstructed line to the refuge. The standards are as follows:

(A) **Facade Requirement.** Bird-Safe Glazing Treatment is required such that the Bird Collision Zone, as defined below, facing the Urban Bird Refuge consists of no more than 10% untreated glazing. Building owners are encouraged to concentrate permitted transparent glazing on the ground floor and lobby entrances to enhance visual interest for pedestrians. The Bird Collision Zone shall mean the portion of buildings most likely to sustain bird-strikes from local and migrant birds in search of food and shelter and includes:

(i) The building facade beginning at grade and extending upwards for 60 feet, or

(ii) Glass facades directly adjacent to landscaped roofs 2 acres or larger and extending upwards 60 feet from the level of the subject roof.

(B) **Lighting.** Minimal lighting shall be used. Lighting shall be shielded. No uplighting shall be used. Event searchlights are be prohibited on property subject to these controls.
(C) **Wind Generation.** Wind generators in this area shall be vertical access generators that present a solid blade appearance.

(2) **Feature-Related Standards.** Feature-related hazards include free-standing glass walls, wind barriers, skywalks, balconies, and greenhouses on rooftops that have unbroken glazed segments 24 square feet and larger in size. Feature-related hazards can occur throughout the City. Any structure that contains these elements shall treat 100% of the glazing on Feature-Specific hazards.

(3) **Exceptions.** Certain exceptions apply to this Section as set forth below.

(A) **Certain Exceptions for Location-Related Standards to be Applied to Residential Buildings within R-Districts.**

(i) **Limited Glass Façade.** Residential buildings within R-Districts that are less than 45 feet in height and have an exposed façade comprised of less than 50% glass are exempt from new or replacement façade glazing requirements included in Section 139(c)(1)(A) Location-Related Standards.

(ii) **Substantial Glass Façade.** Residential buildings that are less than 45 feet in height but have a façade with surface area composed of more than 50% glass, shall provide glazing treatments as described in Section 139(c)(1)(A) for 95% of all large, unbroken glazed segments that are 24 square feet and larger.

(B) **General Exceptions for Historic Buildings.** Treatment of replacement glass facades for structures designated as City landmarks or within landmark districts pursuant to Article 10 of the Planning Code, or any building Category I-IV or Category V within a Conservation District pursuant to Article 11 of the Planning Code, shall conform to Secretary of Interior Standards for Rehabilitation of Historic Properties. Reversible treatment methods such as netting, glass films, grates, and screens are recommended. Netting or any other method demonstrated to protect historic buildings from pest species that meets the Specifications for Bird-Safe Glazing Treatment stated above also may be used to fulfill the requirement.
General Waivers and Modifications. The Zoning Administrator may either waive the requirements contained within Section 139(c)(1) and Section 139(c)(2) or modify such requirements to allow equivalent Bird-Safe Glazing Treatments upon the recommendation of a qualified biologist.

Section 3. The San Francisco Planning Code is hereby amended by amending Section 145.1, to read as follows:

SEC. 145.1. STREET FRONTAGES, NEIGHBORHOOD COMMERCIAL, RESIDENTIAL-COMMERCIAL, COMMERCIAL, AND MIXED USE DISTRICTS.

(a) Purpose. The purpose of this Section is to preserve, enhance and promote attractive, clearly defined street frontages that are pedestrian-oriented, fine-grained, and which are appropriate and compatible with the buildings and uses in Neighborhood Commercial Districts, Commercial Districts, Residential-Commercial Districts, Mixed Use Districts.

(b) Definitions.

(1) Development lot. A "development lot" shall mean:

(A) Any lot containing a proposal for new construction, or

(B) Building alterations which would increase the gross square footage of a structure by 20 percent or more, or

(C) In a building containing parking, a change of more than 50 percent of the building's gross floor area to or from residential uses, excluding residential accessory off-street parking.

(2) Active use. An "active use", shall mean any principal, conditional, or accessory use which by its nature does not require non-transparent walls facing a public street or involves the storage of goods or vehicles.
(A) Residential uses are considered active uses above the ground floor; on
the ground floor, residential uses are considered active uses only if more than 50 percent of
the linear residential street frontage at the ground level features walk-up dwelling units which
provide direct, individual pedestrian access to a public sidewalk, and are consistent with the
Ground Floor Residential Design Guidelines, as adopted and periodically amended by the
Planning Commission.

(B) Spaces accessory to residential uses, such as fitness or community
rooms, are considered active uses only if they meet the intent of this section and have access
directly to the public sidewalk or street.

(C) Building lobbies are considered active uses, so long as they do not
exceed 40 feet or 25% of building frontage, whichever is larger.

(D) Public Uses described in 790.80 and 890.80 are considered active uses
except utility installations.

(c) Controls. The following requirements shall generally apply, except for those
controls listed in subsections (1) Above Grade Parking Setback and (4) Ground Floor Ceiling
Height, which only apply to a "development lot" as defined above.

In NC-S Districts, the applicable frontage shall be the primary facade(s) which contain
customer entrances to commercial spaces.

(1) Above-Grade Parking Setback. Off-street parking at street grade on a
development lot must be set back at least 25 feet on the ground floor and at least 15 feet on
floors above, from any facade facing a street at least 30 feet in width. Parking above the
ground level shall be entirely screened from all public rights-of-way in a manner that
accentuates ground floor uses, minimizes mechanical features and is in keeping with the
overall massing and architectural vocabulary of the building. In C-3 Districts, parking above
the ground level, where permitted, shall also be designed to facilitate conversion to other uses
by maintaining level floors and a clear ceiling height of nine feet or equal to that of the
adjacent street-fronting active uses, whichever is greater. Removable parking ramps are
excluded from this requirement.

The following shall apply to projects subject to this section:

(A) when only one parking space is permitted, if a space is proposed it must
be within the first 25 feet of the building;

(B) when two or more parking spaces are proposed, one space may be
within the first 25 feet of the building;

(C) when three or more parking spaces are proposed, all parking spaces
must be set back at least 25 feet from the front of the development.

(2) Parking and Loading Entrances. No more than one-third of the width or 20
feet, whichever is less, of any given street frontage of a new or altered structure parallel to
and facing a street shall be devoted to parking and loading ingress or egress. In NC-S
Districts, no more than one-third or 50 feet, whichever is less, of each lot frontage shall be
devoted to ingress/egress of parking. Street-facing garage structures and garage doors may
not extend closer to the street than a primary building facade unless the garage structure and
garage door are consistent with the features listed in Section 136 of this Code. The total
street frontage dedicated to parking and loading access should be minimized, and combining
entrances for off-street parking with those for off-street loading is encouraged. The placement
of parking and loading entrances should minimize interference with street-fronting active uses
and with the movement of pedestrians, cyclists, public transit, and autos. Entrances to off-
street parking shall be located at least six feet from a lot corner located at the intersection of
two public rights-of-way. Off-street parking and loading entrances should minimize the loss of
on-street parking and loading spaces. Off-street parking and loading are also subject to the
provisions of Section 155 of this Code. In C-3 Districts, so as not to preclude the conversion
of parking space to other uses in the future, parking at the ground-level shall not be sloped, and the floor shall be aligned as closely as possible to sidewalk level along the principal pedestrian frontage and/or to those of the street-fronting commercial spaces and shall have a minimum clear ceiling height of 14 feet or equal to that of street-fronting commercial spaces, whichever is greater. Removable parking ramps are excluded from this requirement.

(3) **Active Uses Required.** With the exception of space allowed for parking and loading access, building egress, and access to mechanical systems, space for active uses as defined in Subsection (b)(2) and permitted by the specific district in which it is located shall be provided within the first 25 feet of building depth on the ground floor and 15 feet on floors above from any facade facing a street at least 30 feet in width. Building systems including mechanical, electrical, and plumbing features may be exempted from this requirement by the Zoning Administrator only in instances where those features are provided in such a fashion as to not negatively impact the quality of the ground floor space.

(4) **Ground Floor Ceiling Height.** Unless otherwise established elsewhere in this Code:

(A) Ground floor non-residential uses in UMU Districts shall have a minimum floor-to-floor height of 17 feet, as measured from grade.

(B) Ground floor non-residential uses in all C-3, C-M, NCT, DTR, Chinatown Mixed Use, RSD, SLR, SLI, SSO, MUG, MUR, and MUO Districts shall have a minimum floor-to-floor height of 14 feet, as measured from grade.

(C) Ground floor non-residential uses in all RC districts, C-2 districts, RED districts, and NC districts other than NCT, shall have a minimum floor-to-floor height of 14 feet, as measured from grade except in 40-foot and 50-foot height districts, where buildings shall have a minimum floor-to-floor height of 10 feet.
(5) **Street-Facing Ground-Level Spaces.** The floors of street-facing interior spaces housing non-residential active uses and lobbies shall be as close as possible to the level of the adjacent sidewalk at the principal entrance to these spaces. Street-facing ground-level spaces housing non-residential active uses in hotels, office buildings, shopping centers, and other large buildings shall open directly onto the street, rather than solely into lobbies and interior spaces of the buildings. Such required street-facing entrances shall remain open to the public during business hours.

(6) **Transparency and Fenestration.** Frontages with active uses that are not residential or PDR must be fenestrated with transparent windows and doorways for no less than 60 percent of the street frontage at the ground level and allow visibility to the inside of the building. The use of dark or mirrored glass shall not count towards the required transparent area. Buildings located inside of, or within an unobstructed line of less than 300 feet of an Urban Bird Refuge, as defined in Section 139(c)(1), shall follow glazing requirements within Section 139(c) of this Code.

(7) **Gates, Railings, and Grillwork.** Any decorative railings or grillwork, other than wire mesh, which is placed in front of or behind ground floor windows, shall be at least 75 percent open to perpendicular view. Rolling or sliding security gates shall consist of open grillwork rather than solid material, so as to provide visual interest to pedestrians when the gates are closed, and to permit light to pass through mostly unobstructed. Gates, when both open and folded or rolled as well as the gate mechanism, shall be recessed within, or laid flush with, the building facade.

(d) **Exceptions for Historic Buildings.** Specific street frontage requirements in this Section may be modified or waived by the Planning Commission for structures designated as landmarks, significant or contributory buildings within a historic district, or buildings of merit when the Historic Preservation Commission advises that complying with specific street
frontage requirements would adversely affect the landmark, significant, contributory, or meritorious character of the structure, or that modification or waiver would enhance the economic feasibility of preservation of the landmark or structure.

APPROVED AS TO FORM:
DENNIS J. HERRERA, City Attorney

By: [Signature]
John D. Malamut
Deputy City Attorney