Draft for Public Review

The Market and Octavia Neighborhood Plan

San Francisco Planning Department

As Part of the Better Neighborhoods Program

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San Francisco Planning Department

BETTER NEIGHBORHOODS 2002

IV Appendices

Overview of the Citywide Action Plan | Description of Proposed Zoning Districts | Continued Discussion from Streets and Open Spaces | An Alternative System of Street Classifications | Development Program Assumptions

This section provides further research and background information in support of the plan.

Overview of the Citywide Action Plan (CAP)

The Citywide Action Plan (CAP) explores comprehensively the issue of how to meet the need for housing and jobs in ways that capitalize upon and enhance the best qualities of San Francisco as a place. The CAP will direct a mix of housing and neighborhood-serving uses to places with good public transit and urban amenities; new office uses to the city's compact downtown core; and industrial uses to core industrial lands in portions of the city's east side, thereby releasing the rest of the industrially zoned lands for other uses.

The work of the Citywide Policy Planning Division of the Planning Department is focused on developing General Plan policy and permanent controls—revisions to zoning, review procedures and planning code requirements—that implement the CAP.

THE CHALLENGES OF GROWTH AND CHANGE

San Francisco is at a critical juncture. About 800,000 people live in San Francisco today –66,000 more than in 1990. By 2010, 32,500 new residents and 56,000 new jobs are expected. As we grow, the city faces some very real challenges that affect our quality of life. There is an urgent need to find positive ways to accommodate growth, ensuring that new development enhances the quality and character of our neighborhoods and builds new places with the services and amenities that support urban living.

What are the challenges?

- *Increase the supply and diversity of housing opportunities.* Despite the recent economic downturn, we have a housing crisis—a crisis of affordability. Housing production has not kept pace with employment and population growth and we have among the highest housing prices on record. To catch up with existing demand, we need to build 2,720 housing units every year for the next five years, with the majority of these units priced to be affordable to San Franciscans earning the city's median income ($86,100 for a four person household) or less. 1 From 1991 – 2000, we built an average of 1,030 units per year, with only 29% affordable below the median income. 2

- *Build housing where it makes sense.* What little housing is built in the city is being built in the wrong places. The current market is locating housing in industrial areas where land is cheap and there is less opposition. We do not have adequate transit service, open space, shops and services in these areas, however, to create neighborhoods to serve a residential population. Instead, we need to locate new housing, jobs, and services where the city has the transit, open space and other services that support residential living.

- *Ensure space for all the vital functions of our economy.* While housing and office uses can pay more for space, modern industrial activities in production, distribution and repair play a vital role in supporting the city's economic vitality and provide a diverse job base for San Francisco

[1] The median income covers the San Francisco Primary Metropolitan Statistical Area (PMSA), which includes San Francisco, San Mateo and Marin Counties. San Francisco Mayor's Office of Housing, 2002.

[2] "Expanding and Modifying the Affordable Housing Policy Requirements: Staff Report and Findings". San Francisco Planning Department, January 31, 2002.

residents. Rather than allowing these activities to be priced out, we need to provide appropriate space for them to thrive. Fortunately, the kinds of land that make sense for these activities are "gritty" places by nature–poorly suited to support a residential population.

- *Ensure the efficient movement of people and goods on our streets.* Streets provide us with space to move around the city. As San Francisco grows, our streets are reaching their capacity to move cars, and cannot be widened without knocking down buildings. The solution ultimately is about geometry, not ideology. If our streets are to continue serving us, we must give priority to travel modes that make efficient use of street space like public transit, bicycling, and walking, and ensure that they share our streets safely with cars.

- *Recognize the value of streets as civic spaces.* Streets are also our most important civic spaces—they are where we meet and socialize, stroll and take in what the city has to offer. Streets should be more than means of getting from A to B—they should be places worth spending time in and of themselves. Adequate space for pedestrians, trees for shade, benches and stoops for rest, and facades that spill out with activity and intrigue help to make streets safe and comfortable places for people.

FIVE INITIATIVES OF THE CITYWIDE ACTION PLAN

The Planning Department's aim is to plan for growth in a way that builds on the positive qualities of San Francisco and strengthens the character of our neighborhoods. Our planning efforts are intended to respond to human needs—ensuring that new development contributes to creating a more livable city. In response to the city's housing crisis, we are revisiting planning policies and procedures citywide to encourage housing in the best possible locations, at appropriate densities and at prices affordable to those who live and work in our city.

The five initiatives of the CAP are:

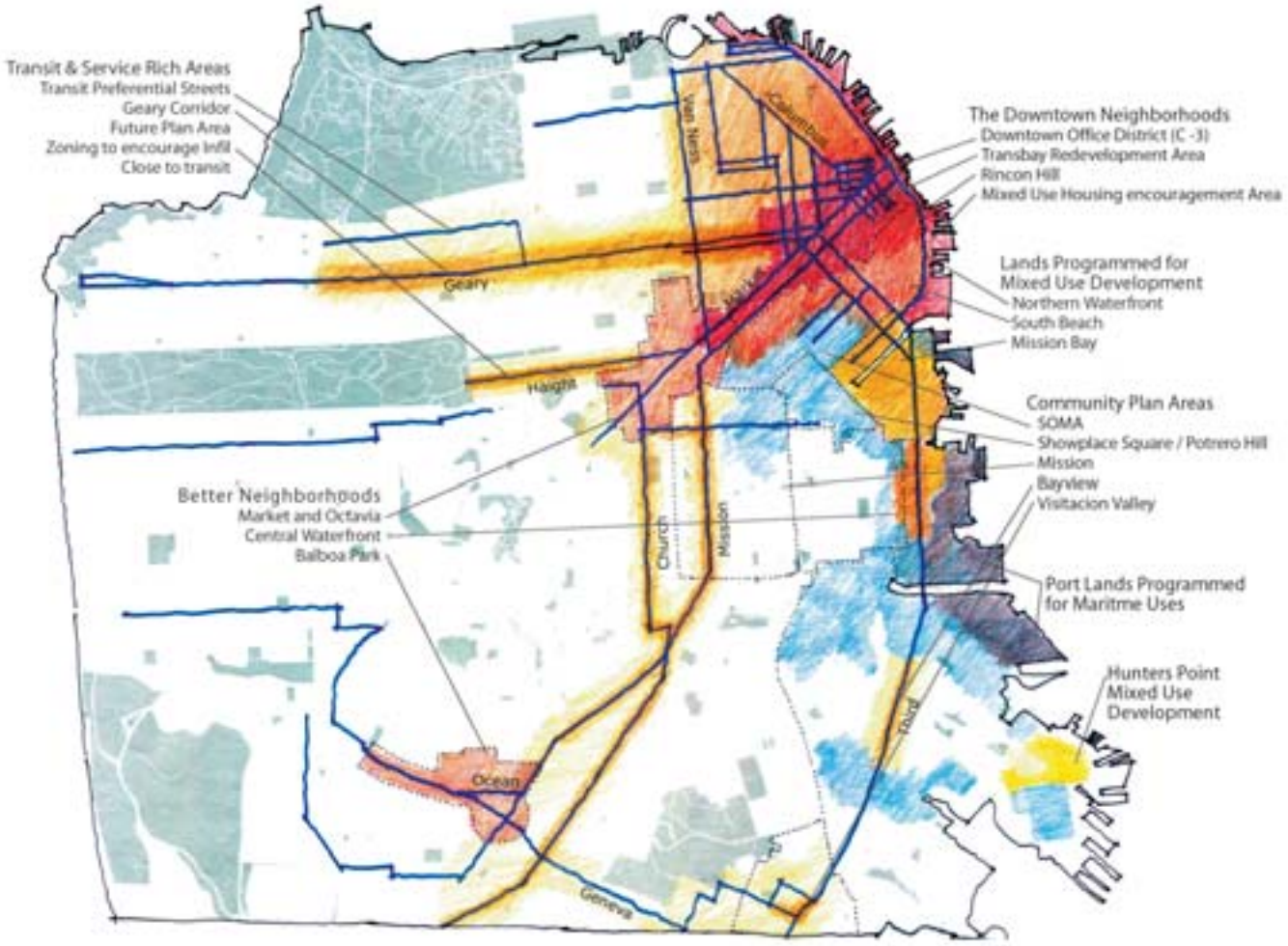
1. ENCOURAGING HOUSING AND BETTER NEIGHBORHOODS CITYWIDE. Policy initiatives to encourage and facilitate the development of housing citywide, especially the development of affordable housing.

2. THE DOWNTOWN NEIGHBORHOODS. Planning for a new downtown neighborhood south of the downtown office core. This will include capturing housing potential in the downtown office district as well as encouraging new housing adjacent to downtown: in areas such as Rincon Hill, the Transbay Terminal area, and Yerba Buena Center, as well as lands designated for housing encouragement through the Planning Department's community planning process.

3. INFILL IN TRANSIT- AND SERVICE-RICH AREAS. Policy initiatives for supporting and encouraging higher-density, mixed-use—primarily residential—infill in selected transit-rich corridors.

4. NEW PERMANENT CONTROLS FOR CORE INDUSTRIAL LANDS. The department is in the midst of an analysis to determine which of San Francisco's industrially zoned lands are central to the city's economic health, and developing new permanent industrial controls for those determined to be core lands.

5. NEW PERMANENT CONTROLS FOR SURPLUS INDUSTRIAL LANDS. Industrial lands determined through the department's land use analysis and community planning process not to be strategically important to the city's economic health will be made available for other uses, primarily housing. New permanent controls for these new uses are being prepared.



The Citwide Action Plan

POLICY BASIS FOR THE CITYWIDE ACTION PLAN

The five initiatives of the Citywide Action Plan are based on the land use planning policies of the General Plan. The Planning Commission and the Board of Supervisors will soon be considering two new General Plan elements that will update and articulate a new the city's land use policies. The Housing Element will update the 1990 Residence Element to reflect current changes in San Francisco's population and housing stock over the last decade and the challenges of encouraging housing production today. The new Land Use Element will summarize the land use policies that are now found throughout the General Plan. The Planning Department is in the initial stages of revising the Urban Design Element, as well. These new elements will provide citizens and decision-makers with a concise and easily understood picture of the General Plan's vision for how the city will respond to growth and change in the future.

While these three new elements of the General Plan will contain the policy basis for San Francisco's future land use, the CAP's five initiatives will carry out the policies over the next few years. The Housing Element, the Land Use Element, the revised Urban Design Element, and the CAP are all proceeding at the same time. They will inform and reinforce one another as San Francisco grapples with the challenges of growth and change.

In addition to any products and plans that result from the CAP's policy initiatives, revisions will be made to the General Plan as necessary to support the ideas generated by the CAP.

PLANNING EFFORTS NOW UNDERWAY

Several community-based planning programs are underway which support the efforts of the CAP.

The Better Neighborhoods Program. The Planning Department's Better Neighborhoods Program is developing specific plans for three neighborhoods. The Better Neighborhoods Program is the first community-based area planning effort conducted by the City of San Francisco that proactively seeks to forge a shared vision of the best future for the city's transit-served neighborhoods. The Planning Department has been working with residents of three communities to imagine a better neighborhood, discuss the issues facing the city and how they play out in this area, share ideas and concerns, and get feedback and suggestions from technical experts to find solutions.

Goals and proposals have been developed from a series of community workshops, walking and bus tours, meetings with community groups, and discussions with individual residents, business owners, agencies, and institutions. Throughout the process, community members have been engaged and encouraged to comment and offer suggestions on the evolving proposals and scope of issues being considered; the Planning Department has used this ongoing dialogue to inform the Plan. A strong set of goals and a framework for neighborhood improvements have been developed out of this process for each of the neighborhoods.

Community Planning for San Francisco's Eastern Neighborhoods. The San Francisco Planning Department is engaged in a community planning effort for the City's Eastern Neighborhoods. This large area, consisting of the Mission, South of Market, Bayview, Visitacion Valley, and Showplace Square/Potrero Hill, has a tremendous diversity of people, housing, and businesses. It is also an area that has experienced extraordinary change and construction activity over the past five to six years. The goal of this community planning process consisting is to develop a set of permanent zoning controls for the entire area as well as policies and procedures to guide future development in each of the five neighborhoods.

Rincon Hill Rezoning. The Planning Department is in the midst of rezoning Rincon Hill in order to encourage the residential development that was expected but did not occur with the establishment of the Rincon Hill SUD. This new zoning is intended to encourage the development of thousands of new housing units close to the Transbay Terminal downtown.

Transbay Terminal Planning. The San Francisco Redevelopment Agency is now in the process of testing concepts for redevelopment of the Transbay Terminal area. The Agency and the Planning Department are soon to undertake a new neighborhood planning effort to support the area's transformation into a full-service mixed-use commercial and residential downtown neighborhood.

Board of Supervisors Initiatives. The Board of Supervisors has initiated a number of policy initiatives that address the need for jobs and housing in the city and that need to be incorporated into the CAP. These initiatives include: recent legislation to exempt housing in the downtown from FAR calculations, special zoning for transit-oriented neighborhood commercial (NCT) districts, legislation to allow secondary units without parking in areas well-served by transit and neighborhood services, revisions to the city's inclusionary housing policy, and changes to fees for transit impacts, housing, childcare, parks and inclusionary housing.

Description of Proposed Zoning Districts

Downtown Residential (DTR) District

DTR districts are transit-oriented high-density mixed-use neighborhoods in the city's downtown core. High-rise housing in towers is common and is located within walking distance or a very short transit-ride of the downtown office core. The district's form can be either linear along transit-priority corridors, concentric around transit stations, or broader district-like areas where transit services criss-cross the neighborhood. Because of the rich mix of retail, services, and jobs with high residential populations in these districts with a wealth of alternatives to autos, walking is the primary means of transportation and car-free housing is common and encouraged. Residential parking is strictly limited. Commercial establishments are discouraged or prohibited from building accessory off-street parking in order to preserve the pedestrian-oriented character of the district and prevent attracting auto traffic.

Moderate and large-sized commercial establishments are permitted and businesses cater to a citywide or even regional context in addition to businesses that serve the local resident base. A wide range of commercial activity is permitted on the first four stories of buildings, with active retail, eating, and entertainment activities encouraged on the ground floor. Less-intense commercial uses, such as offices and institutions are permitted up to the fourth story to buffer housing located above. Small and moderate-scale office space is permitted to increase daytime population. Along significant pedestrian streets, such as Market Street, public-oriented retail is required on the first floor and non-active commercial uses, such as offices or institutions are limited to the second to fourth floors in order to foster engagement of the sidewalk realm. Commercial establishments are limited to those compatible with housing and auto-oriented uses are not permitted. Much of these districts are transitioning to predominantly residential use from office or industrial use and in order to increase amenities for the burgeoning resident base, some community services or public amenities are required at commercial stories for buildings over 100,000 sf.

Residential uses are permitted above the first story; above the fourth story residential use only is permitted to increase the population of the area within proximity of transit, services, and jobs. Housing density is determined by the height and bulk limits that prescribe the envelope of buildings, open space requirements, and urban design guidelines.

Lots range from small to large in size. There is generally no mid-block open space, and lot coverage is not regulated. Strictly enforced tower bulk and separation guidelines preserve light and air. Building bases of eight to twelve stories define the street realm, with higher towers setback and projecting up to 400 feet in some areas. Lower scale buildings are encouraged or protected only for historically significant structures or to preserve light access onto public spaces or alleyways.

Civic-oriented streets and public space (e.g. plazas, pocket parks, community gardens) provide balance with the intensity of the built environment. Public open space improvements may be acceptable in lieu of providing some private open space for new developments.

Neighborhood Commercial Transit (NCT) District

NCT districts are transit-oriented high-density mixed-use neighborhoods of moderate scale concentrated near transit services. The district's form can be either linear along transit-priority corridors, concentric around transit stations, or broader district-like areas where transit services criss-cross the neighborhood. Because of the rich mix of retail and services with high residential populations in these districts with a wealth of alternatives to autos, walking is the primary means of transportation and car-free housing is common and encouraged. Residential parking is limited. Commercial establishments are discouraged or prohibited from building accessory off-street parking in order to preserve the pedestrian-oriented character of the district and prevent attracting auto traffic.

Moderate sized commercial establishments are permitted as-of-right and businesses cater to both the immediate population as well as from a citywide context. A wide range of commercial activity is permitted on the first two stories of buildings, with active retail, eating, and entertainment activities encouraged on the ground floor. Less-intense commercial uses, such as small offices and institutions are permitted on the second story to buffer housing located above and provide for a full range of services in the district. Along significant pedestrian streets, such as Market Street, public-oriented retail is required on the first floor and non-active commercial uses, such as offices or institutions are limited to the second floor in order to foster engagement of the sidewalk realm. Commercial establishments are limited to those compatible with housing and auto-oriented uses are not permitted.

Residential uses are permitted at all stories of buildings (except on designated significant streets), and above the second story residential use only is permitted to increase the population of the area within proximity of transit and services. Housing density is limited only by the regulations on the built envelope of buildings, open space requirements, and urban design guidelines.

Lots range from small to moderate in size. Some consolidation of parcels is permitted in order to increase housing density, but overall lot size and building footprint is limited to maintain a relatively fine-grained fabric and diversity of buildings. There is frequently an irregular or absent pattern of mid-block open space, with relatively high lot coverage and buildings often fronting on alleyways. Roof patios and roof gardens are encouraged as a primary source of resident usable open space. Buildings typically range from four to eight stories, with high-ceilinged ground floors along prominent commercial streets. Lower scale buildings are encouraged or protected only for historically significant structures or to preserve light access onto public spaces or alleyways.

Civic-oriented streets and public space (e.g. plazas, pocket parks, community gardens) provide balance with the intensity of the built environment and provide amenity for residents. Public open space improvements may be acceptable in lieu of providing some private open space for new developments.

Named NCT Districts

The entire Hayes-Gough, portions of Upper Market and Valencia Neighborhood Commercial Districts, as well as few parcels zoned NC-1 in the plan area, will be reclassified as "Named NCT" Districts. They will keep their existing names with the new 'NCT' label (for example: Hayes-Gough NCT). Housing density, replacement and parking requirements will be changed in keeping with the goals of this Plan; otherwise the controls will remain the same as they are under the present zoning, unless other specific adjustments are desired through a community rezoning process.

Residential Transit-Oriented (RTO) District

This district conglomerates the former RH and RM districts located near transit into one flexible residential district. RTO districts are moderate-density multi-family residential areas located within a short walking distance of good transit services and neighborhood commercial areas. The district's form can be either linear along transit-priority corridors, concentric around transit stations, or broader district-like areas where transit services criss-cross the neighborhood. Because of the high availability of transit service and the proximity of retail and services within walking distance, car-free housing is common and encouraged. Residential parking is limited.

There is a fine-grain fabric of 25-35 foot wide small parcels, although some moderate-sized parcels are present. Some consolidation of parcels is permitted in order to increase housing density, but overall lot size is controlled and building footprint is limited in order to maintain a relatively fine-grained fabric and diversity of buildings. Building massing and facades are very finely

fenestrated and articulated. Buildings typically range from two to five stories, and building types vary considerably and range from Victorian row houses to stacked flats to smaller apartment buildings. While some one- and two-family houses and buildings are present, the character of the building stock is predominantly of structures with three or more units.

Housing density is limited by the regulations on the built envelope of buildings, open space requirements, and residential design guidelines. A pattern of mid-block open spaces created by rear yards is prevalent, with buildings that generally maintain 45% of the lot open for rear yards.

Limited small-scale neighborhood-oriented retail establishments are permitted on corner parcels only throughout these districts to provide convenience goods and services to residents within walking distance. Only retail activity compatible with housing is permitted and auto-oriented uses are not permitted. Hours of operation are restricted and off-street parking is not permitted for these locally oriented uses.

Continued Discussion from Streets and Open Spaces

Road capacity in San Francisco is a highly constrained resource, with decision-makers required to balance the requirements of cars, transit vehicles, freight, cyclists and pedestrians. A common fear is that reducing the capacity available for cars will result in major increases in congestion. However, a recent study by a team at University College London, which examined case studies from Europe, North America, Australia and Japan, concluded that the fears were difficult to justify:

> *"In some cases, road space for cars had been reduced because of deliberate policies like the introduction of bus lanes or pedestrianization. In others, it was because of problems like a major construction project. Irrespective of the cause, in such circumstances, there were usually predictions that the changes would result in major traffic chaos.*
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> *"Examination of the evidence suggested that these predictions rarely, if ever, proved accurate, prolonged, long-term gridlock was not reported, although there were cases of major short-term disruption, and some increases in problems on particular local roads.*

> "In many cases, there were actually significant reductions in the total amount of traffic on the networks studied. There was a wide range of different results. The mean overall reduction in traffic was 25%, and the median traffic reduction was 14%, in terms of the proportion of traffic which had previously used the affected road and which could not be found on the neighboring streets."
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> *(Hass-Klau et. al., 1998).*

The unweighted average reduction in traffic on the treated roads or areas was 41%. Less than half of this reappeared as increased traffic on alternative roads, either at the same or at different times of the day. Thus, on average, 25% of the traffic which had previously used an affected road or area 'disappeared' from the traffic networks studied, as with San Francisco's own experiences with the loss of the Embarcadero Freeway and temporary closure of the Bay Bridge following the Loma Prieta Earthquake.

The study suggested that people adjust their travel habits following the introduction of bus or bicycle lanes, or reductions in road capacity for other reasons such as maintenance. In policy terms, the conclusion was that measures that reduce road capacity for cars "need not automatically be rejected for fear that they will inevitably cause unacceptable congestion".

Road capacity reallocations may also have wider benefits. A follow-up study by Sally Cairns from University College London focused on road safety and concluded "there are a number of cases where there have been significant reductions in accidents as a result of well-implemented schemes to reallocate road space" (Cairns, 1999). Changes in accidents rates ranged from an increase of 13% on London's Oxford Street (albeit it with a 50% reduction in fatal and serious accidents) to a 66% reduction on Partingdale Lane, also in London. The case study of Gloucester below provides a further example of the road safety benefits of road space reallocation. Here, the measures were introduced as part of the authority's Safer City project.

Another recent study worth noting is a report by Carmen Hass-Klau and Environmental and Transport Planning on the relative merits of light rail, guided buses and bus priority (Environmental and Transport Planning, 2000). It concluded that the key to the success of any of these modes is the extent to which complementary measures such as road space reallocation are carried through. "Investing in new and expensive public transport systems without planning at the same time to implement strong complementary measures will certainly reduce the value of the investment and may even lead to a waste of money," it says.

In the post-war era, certain residential streets such as Oak and Fell were dramatically altered to serve primarily as regional automobile traffic carriers as a result of failed freeway policies. Oak and Fell once had the same quiet charm of adjacent Page Street, a place where residents know most of their neighbors and property values are significantly higher.

Currently, the City's only measure of success for its transportation system is the same Level of Service – or LOS – standard that suburban communities use. LOS takes two forms: First and primary is a measurement of average seconds of delay motor vehicles experience at intersections; second is a measurement of the difference between potential speed and travel conditions for motor vehicles and the actual conditions. If a motorist must wait 60 seconds at an intersection, that intersection is rated LOS 'F' and is deemed 'unacceptable.'

Neither measurement takes into account the movement of people through the system, nor does it consider conditions for bicyclists, pedestrians, transit users, the disabled or other groups. Installing a transit-only lane, for example, is only counted as a negative impact under current standards, even if it results in a doubling of the number of people the street will serve and a reduction in the travel time an average person experiences.

This approach is in marked contrast to that in many other authorities, particularly in the UK and other parts of northern Europe. These cities and counties use a far wider range of indicators, on the basis that a single measure cannot possibly measure the range of impacts on the transportation system. Firstly, these cover non-auto modes. Surrey in the UK, for example, has targets related to public transport, walking and cycling, while West Yorkshire uses journey time indicators for both bus and car.

Secondly, the indicators cover a much wider range of impacts for each of these modes. Some examples include journey time, cost, casualties and access (West Yorkshire), modal share and travel time to local centers (Surrey) and crowding and congestion (London). Highway conditions, modal share and safety are common themes.

Thirdly, the indicators recognize that transportation policies can have a wider impact on issues such as economic performance and environmental sustainability. West Yorkshire uses unemployment and rental values as transportation indicators, while in Amsterdam, transportation targets such as modal share are subsumed within the city's environmental policy plan.

Fundamentally, these authorities relate their indicators to their objectives for transportation policy. In other words, it is meaningless to select indicators without first defining the objectives. The best example of this West Yorkshire, where each indicator is specifically related to an objective. For example, the aim to "improve operational efficiency of the transport system" is measured by three indicators: journey times by bus and car, generalized cost and travel distance to work. Rather than LOS, Yorkshire uses the following list of performance measures to track the success of its transportation system:

Table of transportation objectives and indicators of sucess

Transportation Objective	Key Indicators
To provide opportunities for fostering a strong, competitive economy and sustainable economic growth	Unemployment Trade levels Rental values Pedestrian activity Anecdotal evidence
To improve operational efficiency of the transport system	Journey times by bus and car Generalized cost Travel distance to work
To maintain and improve the transport infrastructure to suitable standards to allow safe and efficient movement of people and goods	District audit performance indicators Principal road maintenance program Local indicators Completed bridge assessments Bridges strengthened Principal inspections
To improve safety, security and health in particular to reduce the number and severity of road casualties	Road casualty trends Casualty trends for different groups of road user School children involvement in accidents Town center car parks with CCTV cameras CCTV cameras at rail station car parks/bus stations Car park spaces with gold or silver awards Town and city center streets covered by CCTV Health
To promote equal access to transport	Access Bus patronage Accessibility of bus fleets Accessibility of bus stations Accessibility of rail stations Accessibility of/at bus stops Provision facilities at controlled crossings
To improve environmental quality and reduce transport pollution	Air quality
To contribute to national and international efforts to reduce transport's contribution to greenhouse gas emissions	Traffic flow
To reduce the rate of growth of road traffic	Traffic flow

Transportation Objective	Key Indicators
To encourage people to make a greater proportion of journeys by public transport, cycling and walking as alternatives to the car	Split between different forms of transport Bus/car journey times All day commuter parking supply and cost Attitude surveys
To encourage more use of rail and waterways as alternatives to lorries	To be determined
To improve integration between forms of transport, between the various policy areas and between the strategies of different organizations	Not strictly measurable. Annual report to be produced

An Alternative System of Street Classifications

The following is a suggested list of street typologies and related policies, along with the applicable street segments in the plan area. The Planning Department and Department of Parking and Traffic should analyze and consider adopting these or a similar classification system and associated policies.

Type	Definition	Policies	Plan Area Street Segments
Core Transit	Streets with light rail, cable cars or cumulative daytime average bus frequencies every 6 minutes or better.	The primary goals of such streets are to minimize transit passenger delay and maximize passenger and pedestrian amenities. The only performance measures for such streets shall include person delay and average transit travel time. As peak period congestion increases to LOS D or worse, transit preferential measures shall automatically be triggered, including transit-only lanes where there are two or more lanes in each direction. Vehicular delay shall not be a consideration in management of such streets. Curb cuts are forbidden. Stop signs are strongly discouraged and should be targeted for removal or replacement with transit-preempted signals.	Market, Haight, Church and Van Ness in their entirety. Page between Market and Laguna if eastbound Haight buses remain. 11th Street if 9 and SOMA services remain and are improved there.
Transit Important	Streets with cumulative daytime average bus frequencies every 6-12 minutes.	The primary goals of such streets are to minimize transit passenger delay and maximize passenger and pedestrian amenities, but there may be other competing goals. The primary performance measures for such streets shall include person delay and average transit travel time. Signal prioritization/preemption and stop sign removal should be targeted for these streets.	Hayes, McAllister and other streets as appropriate.
Neighborhood Commercial	Streets with greater than 50% parcels with retail on ground floor.	Such streets should have on-street metered parking, loading zones and no curb cuts. Street amenity funds should be directed at such streets.	Commercial portions of Hayes, Church, Mission, Valencia and Market.
Core Bicycle	The most important pieces of the designated Bike Network.	Bike lanes must be provided, or auto traffic must be slowed sufficiently to be compatible with bicycles.	Market, Page, Valencia, Octavia, 11th, Howard, Polk, Duboce.

Type	Definition	Policies	Plan Area Street Segments
Primary Pedestrian	Important pedestrian oriented streets as designated in the Master Plan	Sidewalks must be a minimum of 12' and funding for trees and other amenities should be targeted here. All legs of all intersections must have crosswalks. Where pedestrians experience crowding or delays, sidewalks shall be widened at the expense of motor vehicle travel lanes.	Hayes, Market, Mission, etc.
Primary Auto Routes	The Congestion Management Program streets	To the extent compatible with transit, bicycle and pedestrian goals, these streets should be managed to provide for safe, clear and efficient movement of automobile and truck traffic. Traffic signal synchronization funding and street sign improvements should be focused here. Automobile capacity improvement projects shall not be undertaken if they simply move congestion elsewhere within the system.	Van Ness, Market west of Duboce, Franklin, Gough, Oak, Fell, Octavia Blvd.
Residential Alleys	Primarily residential streets less than 25' curb to curb.	Speed limits should be posted at 15 mph, with appropriate traffic calming measure to make self-enforcing. Special design standards should be developed allowing for trees and other amenities to be developed within the street right-of-way, as in the Downtown Plan.	All the narrow alleys in Hayes Valley and SOMA, such as Linden, Brady, etc.
Commercial Alleys	Primarily commercial streets less than 25' curb-to-curb	Similar standards should be developed as with residential alleys, but with emphasis on commercial loading.	Commercial portions of SOMA alleys such as Jessie.
Special Streets	Streets with special considerations for historic, cultural or urban design reasons	Specific design requirements may be developed for unusual streets in San Francisco such as Market, the Embarcadero and the curvy parts of Lombard and Vermont.	Market Street.
Parkways	Special recreational and scenic streets	Specific design requirements may also be developed for particularly scenic streets such as Sunset Boulevard and those in Golden Gate Park.	None.

Development Program Assumptions

The Market & Octavia project team calculated the plan area's build-out potential at various development rates under current and proposed zoning controls.

Parcel by parcel information was obtained detailing existing height limits and zoning, existing building square footage (including breakdown by use), existing residential units, existing stories, and lot area, to calculate the projections. The given table had some instances of erratic missing data, such as parcels' information listing four existing stories and no existing building square footage. Such missing information was calculated incorporating the assumptions detailed below, before proceeding to the main projections.

General Assumptions

For the build-out projections, four main pieces of information were used; potential stories allowed, building envelope, lot area, and the designated uses per parcel.

- For potential stories, the height of a story was assumed to be an average of 10'. If a building had an 80' height limit the lot's height potential stood at eight stories (80' height limit divided by 10'). For the build-out under current zoning projections, the existing stories were subtracted out from total potential stories. A building with an 80' height limit and four existing stories, had a height potential of four stories; eight stories (80' height limit divided by 10') – four existing stories = four potential stories.

- The zoning district's building envelope was computed using rear setback requirements. Lots calculated at 55% lot coverage had a requirement stating, "minimum rear yard depth shall be equal to 45% of the total depth of the lot…". The same assumption was made for lots calculated at 75% lot coverage. Neighborhood Commercial districts zoning controls stated, "minimum rear yard depth shall be equal to 25% of the total depth of the lot…" That some zoning districts permitted total ground floor coverage of the building envelope and less lot coverage beyond the ground floor(s) was taken into account.

Multiplying a parcel's potential stories and building envelope with a parcel's lot area provided the potential raw building square footage. The rate at which zoning designations permit residential, office and retail was then applied to the raw square footage.

- Office and retail square footage were calculated at rates per zoning designations discussed below. The existing office and retail square footage was subtracted out to obtain the respective net square footage.

- For proposed zoning calculations, the net residential units were computed by dividing remaining potential square footage (after office and retail net square footage was accounted for) by permitted density. Computations used the maximum densities permitted; densities permitted by conditional use were not used. The existing units were subtracted from the calculated potential units to obtain the net units per parcel.

- Current zoning projections divided permitted densities into the potential square footage. If existing units already exceeded maximum units allowed (potential square footage plus existing square footage/ existing units), no potential units were calculated.

Other less general assumptions were used in computing the proposed zoning build-out potential.

- Buildings with existing units will only be considered 'soft' (a high potential for development) if the ratio of existing units to potential is 1:4.

- Parcels with buildings rated 1 to 5 on the National Registry eligibility scale are not considered soft, regardless of building potential. However, all buildings with existing residential units are eligible for incremental secondary units, regardless of rating.

- Average unit size =1,000 gross square feet (includes common circulation space and building inefficiencies).

Three development thresholds were used to calculate parcel build-out potential: 5%, 30% and Full Build-Out. The 5% and 30% thresholds represent the ratio between existing building square footage and potential building square footage for that parcel. In the 5% scenario, sites with less than 5% of their total potential building square footage were considered 'soft'. The 'net' square footage for those sites is the difference between existing and potential. Parcels with existing building square footage representing more than 5% were not computed under that scenario. The 5% threshold represents the most cautious of development projections. The same analysis was done with the 30% threshold, and Full Build Out, all parcels were projected as redevelop able to determine net potential from existing.

Proposed Zoning District Assumptions

RTO: 55% lot coverage at all levels. Residential use only calculated to the maximum of the building envelope minus half of one floor to account for parking (though none is required). Parking is not a physical constraint as the maximum permitted parking ratio of 0.75:1 permitted. One 1,500 square feet commercial use per four-way intersection projected. Further, one in four parcels with existing residential units (that is not an otherwise soft site) will add an additional unit through incremental additions.

NCT: 75% lot coverage above the first floor. Out of total building envelope, one floor of commercial (.75 floor retail, .25 floors office) with remaining building square footage residential. Parking does not stand as a constraint. Further, one in four parcels with existing residential units (that is not an otherwise soft site) will add an additional unit through incremental additions.

DTR: 100% lot coverage on the first through fourth floors all commercial (0.5 floor retail, 3.5 floors office), and 75% lot coverage on the fifth floor and above, all residential. One in four lots with existing units would have an additional unit added.

Under Current Zoning

	Net Residential Units	Net Residential Sq. Ft.	Net Office Space	Net Retail Sq. Ft	Total Net Sq. Ft.
5% Softsites*	1,769	3,410,100	453,095	342,959	2,565,054
30% Softsites	4,354	7,526,600	1,211,530	474,714	6,040,244
Full Build Out**	11,439	11,891,058	8,500,454	1,605,664	21,545,118

Under Proposed Zoning	Net Residential Units	Net Residential Sq. Ft.	Net Office Space	Net Retail Sq. Ft	Total Net Sq. Ft.
5% Softsites	7,528	7,528,000	1,113,496	1,034,263	9,675,759
30% Softsites	13,020	14,142,000	2,456,482	1,302,342	16,778,824
Full Build Out	22,582	22,582,000	3,409,989	3,034,856	29,026,845

* Two tiers of ì softsitesî are used, based on percentage of the siteís buildable potential (as per zoning) that is currently occupied. 5 percent softsites, for instance, are those sites where 95 percent of the siteës potential is not currently being used.

**This figure represents the maximum physical capacity of the area for new development, assuming full build out.

VALENCIA NCD, UPPER MARKET NCD: 75% lot coverage above the first floor. Out of the total building envelope, one floor of retail (75% lot coverage) and the remaining building square footage is residential. Parking does not stand as a constraint. One in four parcels with existing residential units (that is not an otherwise soft site) will add an additional unit through incremental additions.

HAYES-GOUGH NCD: 75% lot coverage above the first floor. Out of the total building envelope, one floor of retail (75% lot coverage), and remaining building square footage is residential. Lots with alleys addresses are projected with no retail, square footage not recaptured, used as parking storage. Parking does not stand as a constraint. One in four parcels with existing residential units (that is not an otherwise soft site) will add an additional unit through incremental additions.

C-M, SLR, RH-1, RH-2, RED: Districts to remain unchanged, short of a couple minor boundary changes, build-out will not be done to assess development in these areas.

POTENTIAL UNDER EXISTING ZONING

R-DISTRICTS (RH-1, RH-2, RH-3, RM-1, RM-2, RM-3, RM-4): All build-able square footage projected for residential at maximum permitted density up to 1:600 for parcels below 5,000 square feet due to parking constraints, and at 1:400 square feet for lots 5,000 and higher.

VALENCIA NCD, UPPER MARKET NCD, ALL NUMBERED NC: For parcels less than 5,000 square feet, no retail use and residential at maximum permitted density up to 1:600 for parcels below 5,000 square feet due to parking constraints and at 1:400 square feet for parcels 5,000 square feet and higher. For parcels greater than 5,000 square feet, one floor of retail, 75% of parcel.

HAYES-GOUGH NCD: For parcels less than 5,000 square feet, no retail use and residential at maximum permitted density up to 1:600 for parcels below 5,000 square feet due to parking constraints and at 1:400 square feet for parcels 5,000 square feet and higher. For parcels greater than 5,000 square feet, one floor of retail, 75% of parcel, and same residential build-out as parcels less than 5,000 square feet.

C-M: No potential residential use. Conditional use for residential is required and is not the intent of the district. No new development was projected for the 5 and 30 percent projection because very little new development has taken place in the district in recent years. For a hypothetical "full buildout," however, an FAR of 8:1 was assumed for office (out of 9:1 permitted under current zoning) and an additional .5:1 for retail. Portions of the C-M district have bulk controls which would limit FAR on particularly large sites, which could reduce potential under full buildout by 15 to 20 percent.

P: No potential residential use projected.

C-3-G: Of the total permitted Floor Area Ratio (6:1), half is devoted to office space and half to residential units.

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