

EXHIBIT M-1 GENERAL PLAN AMENDMENTS CASE REPORT

Case Report

For Hearing on 9/28/2006

Case No **2003.0347EEMTZ**

Initiate proposed amendments to the General Plan, include adding a new area plan, the Market and Octavia Area Plan, and making related amendments to the Commerce and Industry, Housing, Recreation and Open Space, and Transportation Elements, the Civic Center Area Plan, Downtown Area Plan, South of Market Area Plan, and the Land Use Index to implement the Market and Octavia Neighborhood Plan

Planners: AnMarie Rodgers, Plan Manager 558-6395, Kearstin Dischinger, Stephen Shotland, and Aksel Olsen

Date: September 18, 2006

Reviewed

By: John Billovits, 558-6390

Applicant: San Francisco Planning Department

The San Francisco Planning Department is proposing to amend the General Plan to implement the Market and Octavia Neighborhood Plan, which supports mixed-use residential development in the Market and Octavia Neighborhood Plan Area, and responds to changed physical, social, and economic conditions in the area, while maintaining existing neighborhood strength and character. Pursuant to Planning Code Sec. 340, proposed amendments can be initiated by a Resolution of Intention by the Planning Commission. If the Planning Commission approves the Resolution of Intention, it would subsequently provide public notice as

required by Planning Code Sec. 306.3, and schedule a public hearing on the proposed amendments for October 26th, 2006.

Preliminary Staff Recommendation:

Staff recommends adoption of the draft Resolution of Intention to initiate proposed amendments to the General Plan. The proposed amendments to the General Plan include adding a new area plan, the Market and Octavia Area Plan, and making related amendments to the Commerce and Industry, Housing, Recreation and Open Space, and Transportation Elements, the Civic Center Area Plan, Downtown Area Plan, South of Market Area Plan, and the Land Use Index to implement the Market and Octavia Neighborhood Plan, to implement the Market and Octavia Neighborhood Plan.

The San Francisco Planning Department is proposing to amend the San Francisco General Plan to implement the Neighborhood Plan ("Neighborhood Plan") and to ensure General Plan consistency. Starting in 2000, the Planning Department initiated a public planning process, the Better Neighborhoods Program, which developed a series of policies and proposals including those for land use, height, bulk, building design, density, transportation, and parking in the Market and Octavia area as described in "The Market and Octavia Neighborhood Plan: Draft for Public Review," which was published by the Planning Department in December 2002. Subsequent revisions are recorded in the "Market and Octavia Plan Revisions" published in the summer of 2006, all preceding revisions are captured in this final document. The Draft Plan together with the Plan Revisions provide a comprehensive set of policies and implementation programming to realize the vision for the Market and Octavia plan area. The Department proposes to add a new area plan to the General Plan, the Market and Octavia Area Plan ("The Plan"), and make a number of minor conforming amendments to other Elements, Area Plans, and the Land Use Index of the General Plan to implement the Market and Octavia Neighborhood Plan.

Area Location:

The Plan encompasses an irregularly shaped area in northeast San Francisco. It extends two to three blocks in width along Market Street for ten blocks and extends north along the former Central Freeway alignment at Octavia Street for ten blocks. Along Market Street, the Plan Area boundaries extend from 11th and Larkin Streets in the east to Noe and Scott Streets in the west. The boundary jogs north along Noe Street, Duboce Avenue, Scott Street, Waller Street, Webster Street, Oak Street, Buchanan Street, and Grove Street; continues north along the former Central Freeway alignment to Turk Street between Laguna and Franklin Streets; and east of Franklin Street jogs south to Grove and Larkin

Streets. The Project Area boundary extends south of Market Street between 10th and 11th Street to Howard Street. Extending west along Howard Street, the Project Area boundaries jog along Division, Mission, Fourteenth, Guerrero, and Sixteenth Streets. The area is shown in Figure 1. The Project Area is comprised of 89 Assessor's Blocks in entirety or in part, including the whole of Blocks 759, 761, 768, 770, 783, 785, 792 to 794, 806 to 809, 813 to 819, 830 to 841, 850 to 858, 863 to 876, 3501 to 3506, 3512 to 3514, 3533 to 3538, 3541 to 3545, 3556 to 3560; and portions of 3507 (lot 40), 3510 (lots 49, 57), 3511 (lots 1, 23, 25, 31, 33, 74, 75, 80, 82, and 93), and 3532 (lots 14, 19B, 35, 36, 88, 89, 90 and 91).

Project Description:

The proposed General Plan amendments are necessary to implement the Neighborhood Plan. The Neighborhood Plan encourages the development of

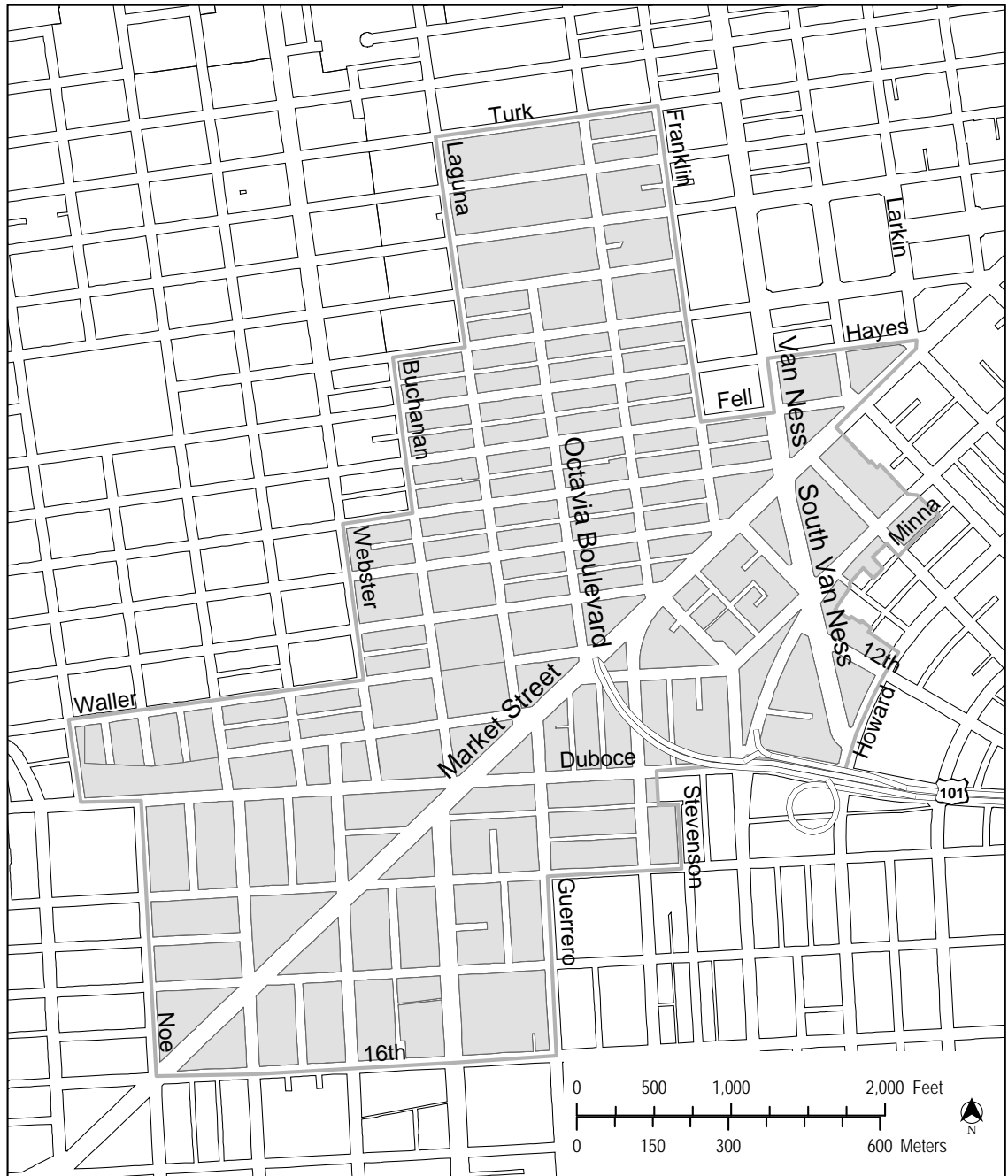


Figure 1. The Market and Octavia Area Plan Boundaries

new housing and neighborhood services in the Market and Octavia neighborhood generally including the intersections of Market and Church Streets, Market Street and Van Ness Avenue, and the new Octavia Boulevard and parcels within walking distance of these areas. The plan will ensure that new development mends the neighborhood fabric where the Central Freeway once stood and transforms the SoMa West area into a full-service neighborhood. The Neighborhood Plan supports the General Plan's vision of building where growth can be accommodated by transit and services, encouraging public transit use over trips by private automobile, and expanding housing opportunities adjacent to the downtown area. The Plan consists of the following key components:

- Revised planning and land use controls that seek to protect much of the existing character of the neighborhood and ensure a mix of housing opportunities including mid-rise and high-rise residential development at the Market and Van Ness and the Mission and South Van Ness intersections, with clear standards for ground floor uses, parking and loading, building height and bulk that together will ensure a safe and attractive neighborhood environment;
- A detailed plan for public improvements, including neighborhood parks, streetscape improvements, pedestrian amenities, and community services, such as child care, library services, and recreational facilities;
- A detailed implementation program that leverages funding for public improvements from new private development, existing funding streams, and innovative community strategies.

The proposed General Plan amendments include adding a new area plan, the Market and Octavia Area Plan, and making related amendments to the Commerce and Industry, Housing, Recreation and Open Space, and Transportation Elements, the Civic Center Area Plan, Downtown Area Plan, South of Market Area Plan, and the Land Use Index to implement the Market and Octavia Neighborhood Plan adding a new area plan, the Market and Octavia Area Plan, and making related amendments to the Commerce and Industry, Housing, Recreation and Open Space, and Transportation Elements, the Civic Center Area Plan, Downtown Area Plan, South of Market Area Plan, and the Land Use Index to implement the Market and Octavia Neighborhood Plan so that the General Plan more fully reflects the concepts of the Market and Octavia Neighborhood Plan as summarized above. In related actions, the Department is proposing amendments to the Planning Code and Zoning Map to implement the Neighborhood Plan, and the General Plan, as it is proposed to be amended.

Background:

In 2000, the Planning Department began working with community members to create a new vision for the area within a short walking distance of Market Street between the Van Ness Avenue and Church Street Muni stations and along the planned new Octavia Boulevard on the former Central Freeway right-of-way. Together, community members and the Planning Department established a set of visionary goals for the area:

The Better Neighborhoods Vision

- Envision an urban neighborhood that welcomes a mix of people of various incomes, ages and lifestyles.
- A place where everyday shopping needs can be met within a short walk on a system of public streets that are easy and safe to get around on foot, on a bicycle and on transit.
- A place intimately connected to the City as a whole where owning a private automobile is a choice, not a necessity, and the streets are active, friendly civic spaces.
- A neighborhood that is repaired and rejuvenated by building on the strengths of its traditional character yet is inherently dynamic, creative and evolving.

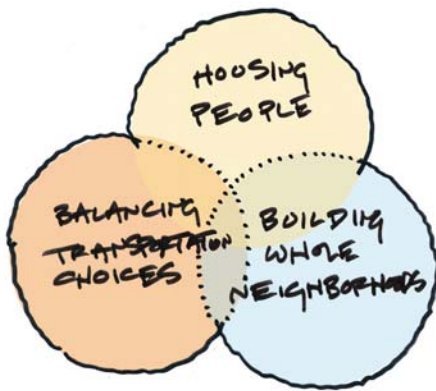
The Plan Dynamic

Much of the existing neighborhood fabric in the Market and Octavia Neighborhood was built in a transit-oriented manner, i.e. a walkable, “people-scaled” neighborhood. The neighborhood has had a healthy mix of neighborhood services within walking distance of housing, a substantial investment in transit infrastructure, with most of the private development being oriented towards housing people. Over the past 60 years, the imposition of large infrastructure and redevelopment projects have deeply scarred the area’s physical fabric. In addition, the Planning Code has more recently required new development to provide ample space for car parking even if it has ultimately led to less space for housing. This has resulted in a degradation of the pedestrian realm and a loss of potential housing units.

The Market and Octavia Plan seeks to address these issues by holistically examining the relationship between land use, transportation and by creating whole neighborhoods.

The Plan emerged from a neighborhood with a rich tradition of public activism. The Plan seeks to build upon the neighborhood’s strengths: enriching the critical mass of people and activities, enhancing the area’s close-knit physical pattern,

and investing in a transportation program that restores balance between travel modes. During the planning process, it became evident that these issues are deeply connected and that to succeed the plan must be holistic in approach and draw on the relationships between these ideas to create a transit-oriented neighborhood and encourage housing within a specific set of fundamental design principles. The three primary issues underlying the Market and Octavia Plan are Housing People, Balancing Transportation Choices, and Building Whole Neighborhoods.



Housing People: Market and Octavia's diverse local population creates the vitality, safety, community and vitality of the place. Housing a diverse group of people means providing a variety of housing opportunities: different housing types, as well as ranges of affordability, provided in a safe and attractive setting.

Balancing Transportation Choices: The Market and Octavia area has a physical fabric that enables people to access much

of what they need on foot and supports frequent and reliable transit service. Over time, this fabric has been successful because it supports a range of travel modes and enables people to choose between them as their needs dictate. It shows in people's behavior; about half of the households in the Market and Octavia area own zero cars. Automobiles do play an important role here, but should not dominate to the point of undermining this longstanding fabric or the viability of other travel modes.

Building 'Whole' Neighborhoods: Urban places like Market and Octavia work well because they support a critical mass of people and activities, which in turn makes it possible to provide a full range of services and amenities. As these neighborhoods grow, there is an opportunity and a need to provide new and additional services, more parkland and improved streets to nurture and strengthen public life.

Planning for Implementation

The Plan policies establish a foundation for the neighborhood's future. It highlights the importance of the survey of the neighborhood's historic resources. The results of the historic survey will be used to revise the Plan, if appropriate.

The policies establish an implementation program that will capture and direct funds for public improvements as identified and prioritized in the Neighborhood Plan. And, finally, the Plan lays the groundwork for the monitoring program that will provide feedback on the success of the Plan and allow for corrections and revisions if necessary.

Environmental Review:

The Planning Commission will consider certification of the Market and Octavia Neighborhood Plan Environmental Impact Report and adopting CEQA Findings on or after 9/28/2006, prior to considering related General Plan, Zoning Code, and Zoning Map Amendments.

Proposed General Plan Amendments Necessary to Implement the Market and Octavia Neighborhood Plan

Following is a brief discussion of the proposed General Plan amendments necessary to implement the Neighborhood Plan. To avoid duplicating all of the proposed text here, short summaries are given. References to General Plan Area Plans and Elements are listed in ***bold italic*** type. Staff discussion (in normal type) is provided for each Area Plan or Element. Detailed information on the complete additions and revisions are in the attached draft Board Ordinance.

The following is a summary of the proposed new Area Plan: the Market and Octavia Area Plan:

Market and Octavia Area Plan – add new Area Plan

The Area Plan details both areawide goals and specific policy objectives in the plan area. It is the product of over six years of community planning that was guided by the general objectives and policies of the San Francisco General Plan. The Area Plan contains more specific policies than the General Plan and outlines implementation mechanisms through proposed changes to the Planning Code and Zoning Map. Adoption of the Area Plan is essential to successfully heal the neighborhood fabric and to integrate new development into the neighborhood. Key themes to the plan are discussed below:

The Plan advances objectives and policies on land use and urban form for infill development in the area, and promotes policies to provide additional housing, especially affordable housing. It provides guidelines to reinforce the area's special neighborhood qualities.

The Plan seeks to control residential density, primarily through building envelope controls and fundamental design principles, but also includes a unit mix requirement for larger housing projects. It encourages development of new housing while maintaining the scale of the existing neighborhood, and encourages establishing a high-density residential neighborhood in SoMa West, near Van Ness, Market, and Mission Streets.

The Market and Octavia Area Plan establishes policies to balance transportation choices in the neighborhood, which is located at a crossroads between residential neighborhoods and the City's downtown commercial district. Transportation policies call for reducing dependence on private automotive vehicle use and improving infrastructure to encourage increased use of transit, bicycle, and walking to reach destinations and meet daily needs. It includes policy changes that would relieve neighborhoods of parking minimum requirements; off-street parking would instead be controlled through maximum caps based on use size and type to ensure some continued increment of car-free housing, similar to historic and existing patterns.

The Plan establishes policies calling for the improvements to the public realm to foster increased pedestrian use and enjoyment of public streets by establishing a set of standards for "living streets," as well as encouraging wider sidewalks and increased street tree plantings. Such improvements to streets and alleys would improve open space opportunities for existing and new residents. The Plan calls for providing additional open space in the form of new neighborhood-oriented parks. The proposed new neighborhood parks and improvements to public rights-of-way in the area will help ensure that restorative space is within an easy walk from housing and improve livability.

More specific policies and objectives are crafted for key sites with high development potential such as the central freeway parcels and SoMa West. While the plan does not direct specific programming for these sites, it offers policy guidance reflective of the community visioning process.

The following is a summary of the proposed amendments to the existing General Plan Elements and Area Plans:

Commerce and Industry Element: The amendments to the Commerce and Industry Element recognize a new classification of neighborhood commercial development, specifically Neighborhood Commercial Transit Districts.

Transportation Element: The amendments to the Transportation Element switch emphasis from auto-oriented streets and development to a more balanced use of streets supporting development. The amendments seek to return streets to multi-use spaces and ensure safe passage for all modes, but especially pedestrians. Similarly, the plan no longer requires parking with housing or other uses but instead calls for a parking maximum cap. Further amendments create a new designation for living streets as a part of the street classification system, and describe “pedestrian enclaves”. The amendments also specify new visioning for key streets, such as the Central Freeway, called out in the Transportation Element.

Recreation and Open Space Element: The amendments to the Recreation and Open Space Element reference the new Market and Octavia Area Plan and newly built open spaces and areas proposed for future open space improvements.

Civic Center Area Plan: The amendments to the Civic Center Area Plan acknowledge changes to the character of the adjacent neighborhoods in the Market and Octavia Plan. They are limited to the Plan’s focus on transit-oriented planning, the redevelopment of Octavia Boulevard, and the protection of neighborhood character.

Downtown Area Plan: The amendments to the Downtown Area Plan acknowledge the changes to the character of adjacent neighborhoods in the Market and Octavia Plan. They are limited to the Plan’s focus on transit oriented planning. The Plan area boundaries are acknowledged on the map.

South of Market Plan: The amendments to the South of Market Area Plan acknowledge the neighboring Market and Octavia Plan Area on one map.

Land Use Index: The amendments to the Land Use Index are necessary to update maps from the other General Plan elements and area plans that would be amended as part of this proposal.

EXHIBIT M-1A GENERAL PLAN AMENDMENT

Case Report Addendum
Hearing on 2/8/2007

Action Proposed for 2/15/2007

Case No **2003.0347EMTUZ**

Adopt proposed amendments to the General Plan, include adding a new area plan, the Market and Octavia Area Plan, and making related amendments to the Commerce and Industry, Housing, Recreation and Open Space, and Transportation Elements, the Civic Center Area Plan, Downtown Area Plan, South of Market Area Plan, and the Land Use Index to implement the Market and Octavia Neighborhood Plan

Planners: AnMarie Rodgers, Plan Manager 558-6395, Kearstin Dischinger, Stephen Shotland, and Aksel Olsen

Date: January 10, 2007

Reviewed

By: John Billovits, 558-6390

Applicant: San Francisco Planning Department

Addendum/Errata Summary

Note: List contains changes made since initiation package of September 28th 2006.

Minimal changes were committed to the Area Plan.

Figure 3. Zoning District Table

- Change of lot size controls for RTO per §§121.5-6

Policy 6.1.2, The Market Street Safeway Site

- Language has been added to clarify that redevelopment of the site is voluntary
- Policy 6.1.2 has been changed to 6.2.2

Policy 6.2.2

- Policy 6.2.2 has been changed to 6.2.3

Policy 5.2.8

- Adjust policy where it refers to "TDM". Change language to allow for more flexibility in terms of study proposed.

General Plan Maps

- Map 1
 - Updated zoning district map
- Map 3
 - Updated height district map.
 - Based on concerns raised by the historic preservation community concerning preservation of potential historic resources, staff has revised the height district map to retain the heights on Market Street west of Church Street. The height district will remain at 50' on Market Street west of Church Street (with a possible extension to 55' to encourage a more appropriate height for retail space or other active use at the street level) instead of the Plan's proposed 65' height district. Although the Department believes that a 65' height district is both reasonable and appropriate, the increase to 65' is withdrawn at this time and will be reevaluated with information gleaned from the Survey once it's endorsed.
- Map 4
 - Increased scrutiny areas removed and placed on a separate, new Map 4a, while reference language to Map 4 and Map 4a after Objective 3.2 and Policy 3.2.3 has been updated.

Through a number of meetings with the historic preservation community, staff has discussed the ongoing historic survey and its incorporation into the Plan. A

number of actions are called for with **Exhibits U-1 to U-4** addressing the interim period between the Plan's adoption and the completion of the survey.

EXHIBIT M-3.2 AMENDMENTS TO THE GENERAL PLAN

Section 3: The Commerce and Industry Element of the San Francisco General

Plan is hereby amended to read as follows:

POLICY 6.6 Adopt specific zoning districts, which conform to a generalized neighborhood commercial land use and density plan.

The application of other policies under this "neighborhood commercial" objective results in land use distribution patterns shown on the Generalized Neighborhood Commercial Land Use and Density Plan as shown on the accompanying map. Neighborhood Commercial zoning districts should conform to the map, although minor variations consistent with the policies may be appropriate. The Generalized Neighborhood Commercial Land Use and Density Plan provides for the following categories of neighborhood commercial districts:

Neighborhood Commercial Clusters

These districts provide a limited range of convenience retail goods and services to residents in the immediate neighborhood typically during daytime hours. In general, these districts should be limited to no more than one or two blocks of continuous retail frontage. Some districts may extend for several blocks with small stores, sometimes interspersed among housing. Generally, commercial uses should be limited to the ground floor and the upper stories should be residential. These districts are intended to be located in neighborhoods which do not have the need for or capacity to handle larger-scale commercial activities.

Small-Scale Neighborhood Commercial Districts

These districts provide convenience goods and services to the local neighborhood as well as limited comparison shopping to a wider market area. The size of these districts may vary from one to three blocks to several blocks in length. Commercial building intensity should be limited to the first two stories with residential development occasionally interspersed. Upper stories should be reserved for residential use. These districts are typically linear and should be located along collector and arterial streets which have transit routes.

Moderate-Scale Neighborhood Commercial Districts

These districts provide a wide range of comparison and specialty goods and services to a population greater than the immediate neighborhood, additionally providing convenience goods and services to local residents. These districts can be quite large in size and scale and may include up to four stories of commercial development, although most districts

have less. They may include residential units on the upper stories. Due to the moderately-large scale and levels of activity, these districts should be located along heavily-trafficked thoroughfares which also serve as major transit routes.

Neighborhood Commercial Shopping Centers

These districts provide retail goods and services for car-oriented shoppers. Typically, the district contains mostly one-story and a few two-story buildings with a substantial amount of off-street parking. Except for the largest NC-S districts, goods and services can range from groceries to a full range of merchandise. Residential uses are permitted but are uncommon. Because these districts provide an alternative building format with more parking opportunities than the traditional liner shopping districts, they should be located where their design is compatible with existing neighborhood scale and where they compatibly supplement other traditional commercial districts in serving new or low-density areas.

Individual Neighborhood Commercial Districts

These districts generally are small- or moderate-scale commercial districts undergoing rapid economic change, or potentially subject to intense development pressure. In most districts, separate zoning controls specific to each district's particular needs and characteristics are needed to deal with the economic growth and land use changes which each area is experiencing. In some districts, eating and drinking uses have proliferated, displacing other types of retail goods and services needed by the neighborhood. Financial institutions, such as banks and savings and loan associations, have multiplied in certain districts, displacing other types of businesses, tending to concentrate and create nodes of congestion, and sometimes detracting from the visual and design character of the district. In many individual districts, special controls are necessary to protect existing housing from conversion to commercial use and encourage the development of new housing. Certain other districts in mature, low-density residential areas may require special controls to protect the existing scale and character of development and to prevent undue congestion.

Neighborhood Commercial Transit Districts

These districts serve high volumes of transit, pedestrian, and bicycle traffic, and therefore are oriented towards the pedestrian realm. These districts generally restrict automobile oriented services. They can be large or small in scale, but always accommodate ample housing. To maintain the mixed-use character of the district, most commercial uses are permitted on the ground floor and lower levels and housing is strongly encouraged at upper levels. The focus of service and retail uses are neighborhood serving, however transit districts generally offer comparison shopping for surrounding neighborhoods and may also offer niche or specialty shops and services. Individual districts often have specific zoning controls and design principles which detail specific preferences that acknowledge the existing context.

GUIDELINES FOR SPECIFIC USES, Auto-Oriented Facilities

Most uses have the potential to be auto-oriented, depending on the extent to which patrons, employees, and other visitors arrive by automobile. In general, however, the uses which tend to be the most auto-oriented are those which:

- Serve automobiles directly, such as gas or service stations, auto repair garages, or automobile washes;
- Serve customers while in their cars, such as drive-through windows for banking, food service or film processing;
- Provide convenience goods and services such as fast food restaurants or take-out food, convenience grocery stores, financial services (with ~~or without automated drive-up teller services machines), or post offices~~;
- Sell bulky items or items purchased in volume such as furniture or appliance stores, supermarkets, and large discount stores; and
- Operate at times or for purposes ~~for which in such a manner that most customers view alternate modes of transportation as impractical inconvenient, such as dinner restaurants, 24-hour stores, evening entertainment uses, and hospitals.~~

Any use exhibiting some or all of these characteristics should be carefully evaluated for its potential impact on the transportation systems serving it (See Policy 9 for guidelines on parking demand analysis). Uses which are expected to generate significant adverse impacts on the transportation systems serving them should not be permitted.

Non-thoroughfare transit-preferential streets, collector, local and recreational streets which are located in residential areas, as designated in the Transportation Element of the Master Plan, are not considered appropriate for auto-oriented facilities. Certain major and secondary thoroughfares are appropriate for auto-oriented or drive-up facilities.

Such uses which exhibit these characteristics should not be located in areas where large numbers of children are present, in order to avoid pedestrian-vehicular conflicts. Typically, the use should not be within 500-foot walking distance of an elementary or secondary school.

Section 4. The Recreation and Open Space Element of the San Francisco

General Plan is hereby amended to read as follows:

Objective 4: Provide Opportunities For Recreation And The Enjoyment Of Open Space In Every San Francisco Neighborhood.

Every neighborhood should be served by adequate public open space and recreation facilities. Neighborhood parks and recreation facilities are essential; many people are unable to use citywide facilities if they are not located nearby. This is especially important for the very young and for the elderly whose mobility is limited.

High land costs and a shortage of vacant sites restrict opportunities to provide new open space in many neighborhoods. For this reason, it is important that the city maximize use of existing facilities. Making the best use of parks and recreation areas can help offset the limited opportunities to create new ones and can bring the most immediate improvement in services to San Francisco neighborhoods.

This section has general policies for neighborhood open space and recreation. More detailed plans for neighborhood open spaces are included in Special Area Plans which have, or will be adopted as part of the General Plan. The general policies in this Element are applied in the preparation of the Special Area Plans, and more specific in this Element are applied in the preparation of the Special Area Plans, and more specific recreation and open space proposals are developed. The more specific proposals may be found in the following plans: Western Shoreline, Central Waterfront, Northeastern Waterfront, Chinatown, The Downtown, Rincon Hill, Market Octavia, and South Bayshore.

Section 5: The Transportation Element of the San Francisco General Plan is

herby amended to read as follows:

Policy 14.8

Implement land use controls that will support a sustainable mode split, and encourage development that limits the intensification of automobile use.

Land use controls that will lead to a sustainable mode split, and reduced congestion could include:

- Establishing parking caps for residential and commercial uses
- Encouraging increased bicycle use by providing bicycle parking and related facilities, including showers and lockers at employment centers
- Requiring secure bicycle parking in new multifamily housing developments

**TABLE 1: CLASSIFICATION OF ELEMENTS IN VEHICLE
CIRCULATION PLAN**

Freeways

Limited access, very high capacity facilities; primary function is to carry intercity traffic; they may, as a result of route location, also serve the secondary function of providing for travel between distant sections in the city.

Major Arterials

Cross-town thoroughfares whose primary function is to link districts within the city and to distribute traffic from and to the freeways; these are routes generally of citywide significance; of varying capacity depending on the travel demand for the specific direction and adjacent land uses.

Transit Conflict Streets

Streets with a primary transit function which are not classified as major arterials but experience significant conflicts with automobile traffic.

Secondary Arterials

Primarily intra-district routes of varying capacity serving as collectors for the major thoroughfares; in some cases supplemental to the major arterial system.

Recreational Street

A special category of street whose major function is to provide for slow pleasure drives and cyclist and pedestrian use; more highly valued for recreational use than for traffic movement. The order of priority for these streets should be to accommodate: 1) pedestrians, hiking trails or wilderness routes, as appropriate; 2) cyclists; 3) equestrians; 4) automobile scenic driving. This should be slow and consistent with the topography and nature of the area. There should be adequate parking outside of natural areas.

Collector Streets

Relatively low-capacity streets serving local distribution functions primarily in large, low-density areas, connecting to major and secondary arterials. To be identified in area plans.

Local Streets

All other streets intended for access to abutting residential and other land uses, rather than for through traffic; generally of lowest capacity.

Living Streets

“Living streets” can include streets, alleys and other public rights-of-way. They serve as both an open space resource for residents and visitors as well as a thoroughfare for local traffic. Physical improvements to living streets should include traffic calming measures and consistent tree plantings to create a residential oriented open space amenity that co-exists with limited vehicular traffic. Living streets primarily serve pedestrians and bicyclists, but should also accommodate local automobile traffic and parking. On living streets, pedestrians take precedent over automobile traffic; programming may include pedestrian enclaves (see discussion following Policy 25.3).

Congestion Management (CMP) Network

The network of freeways, state highways and major arterials established in accordance with state Congestion Management legislation. Transit Conflict Streets are included in this network as well.

Metropolitan Transportation System (MTS) Streets, Highways and Freight Network

A regional network for San Francisco of freeways, major and secondary arterials, transit conflict and recreational streets meeting nine criteria developed by the Metropolitan Transportation Commission as part of the Regional Transportation Plan. The criteria identify facilities that provide relief to congested corridors, improve connectivity, accommodate travel demand and serve a regional transportation function. Due to the specific nature of the criteria, the MTS street and highway network is generally consistent with, but not identical to, the CMP network.

Relationship Between Function and Physical Design

No rigid design standards can be established on the basis of the functional categories established above, although higher capacities will generally be associated with freeways and major arterials. Capacities must be determined on the basis of the level of traffic demand, the space available for traffic and the nature of the surrounding environment.

TABLE 2: DESIGN GUIDELINES FOR STREETS

Major and Secondary Arterials

Where residential uses abut on major and secondary arterials, they should be screened visually and physically wherever possible.

A consistent pattern of trees at regular intervals should be used to identify major streets.

Medians should be landscaped with attention given not to diminish the safety and sightlines of traffic, especially at intersections.

Extensive buffers should be used to separate busy arterials from active pedestrian areas.

Sufficient space should be provided in the right-of-way to allow safe bicycle movement on all city streets.

The brightness (apparent illumination) of street lighting should be greater than on residential streets and the color or hue different from that on residential streets.

Destination information should be concentrated on major streets with signs used to route traffic on the major streets system.

Local Residential Streets

Excessive traffic speeds and volumes should be restricted and discouraged by **every means possible**.

Where possible, vehicular access directly to and from local streets should be from other than major arterials, e.g., via a secondary arterial or collector street.

When alternate access is possible, residences should not access to major arterials.

Local streets, other than collectors, should be primarily for access to residences and to serve for emergency vehicles; pedestrian-dominant streets with the maximum feasible amount of street space devoted to environmental amenities desired and needed by the residents.

Residential streets should be well-lighted without being excessively bright.

Sufficient space should be provided in the right-of-way to allow safe bicycle movement on all city streets.

Intersections

All intersections should accommodate safe pedestrian crossings.

Accommodations may include bulb-outs to shorten the distance that pedestrians must cross; pedestrian refugees in the middle of major arterials such as Market Street, for pedestrians to rest safely if they do not cross within one light cycle; and preferential or on-demand signaling for intersections with low pedestrian volumes. Every street intersection should accommodate pedestrian crossings safely; intersections that sacrifice pedestrians crossing opportunities to better accommodate automobile traffic should be re-designed.

Street width, traffic controls, destination and route information and illumination should be maximized at the intersection of two major arterials.

Two intersecting residential streets should have minimal roadway width, wide sidewalks and no change in illumination from that on the streets themselves.

Intersections of residential streets and major arterials that are not transit corridors should be minimized; where they must intersect, cross and left-turn movements should be limited by curb alignments or medians.

TABLE 3: GUIDE TO THE VEHICLE CIRCULATION PLAN

NOTE: This section refers to the **Vehicle Circulation Plan** map. Except where indicated no increase in the vehicular capacity of any thoroughfare is intended.

Bernal Heights Boulevard

This boulevard should function as a recreational street, with emphasis on pedestrian and bicycle use and with minimal auto capacity.

Central Freeway

Alternatives to retrofitting the portion north of Mission Street should address and resolve the urban design, street livability (especially Oak, Fell and Laguna) and environmental problems created by the existing viaduct.

Areas directly beneath the Central Freeway should be activated to minimize the division between neighborhoods. and barriers for

pedestrians. Activation of these spaces could be achieved through the development of commercial facilities, recreation spaces or other pedestrian traffic generating uses.

A comprehensive study of benefits and impacts of removal of the Central Freeway south of Market Street should be conducted. This study should include analysis of the impacts and benefits on surrounding neighborhood livability, local and regional transportation, especially Muni and regional transit services, and economic impacts.

Cross-Over Drive

There should be no connection with John F. Kennedy Drive. The Drive should be redesigned to minimize its intrusion in the Park, with a capacity similar to Park-Presidio Boulevard, and should be carefully aligned to avoid tree removal.

Doyle Drive

This road should be improved for greater safety and minimal conflict with the recreational and scenic values of the Presidio; design capacity should be no greater than three lanes in each direction.

The Embarcadero

The roadway between Mission Bay and North Point Streets is being reconstructed as an attractive landscaped roadway having at least two moving lanes in each direction, an exclusive transit right-of-way, bicycle lanes and separated access and loading areas at piers in maritime use.

Frederick Street

If Kezar Drive is reconfigured, this street would no longer be required for truck traffic and should be changed to a local street function.

Geary Boulevard

To the extent possible most east-west travel in the Western Addition and Inner Richmond should be channeled onto this street to divert traffic from nearby residential streets. Employing TSM measures at key intersections and improved left-turn connections are desirable.

Gough Street

This street should not be widened or made unidirectional north of Pine Street. *Transportation improvements on this street should be conscious*

of increased transit and pedestrian activity where the Hayes Gough Neighborhood Commercial Transit district crosses Gough Street.

Great Highway

The design capacity of this road should be reduced substantially to correspond with its recreational function; emphasis to be on slow pleasure traffic, bicycles and safe pedestrian crossings.

Guerrero Street

Although Guerrero, Valencia and South Van Ness serve as major and secondary arterials at the present, the improvement of transit service should be accompanied by steps to reduce through traffic and make these streets more compatible with residential uses.

Harney Way

Proposed to serve Candlestick Park, Hunter's Point and new freight, commercial and recreational development. Refer to South Bayshore and Hunter's Point Naval Shipyard Conversion Plan.

John F. Kennedy Drive

Through, non-park automobile traffic on this recreational drive should be eliminated.

Kezar Drive

This road should be reconfigured to restore the corner of the park to full recreational use; design capacity no greater than that of the Fell and Oak couple.

Market Street

This street should be no more than four through traffic lanes between Octavia and Castro Streets. Market Street should be honored and protected as San Francisco's visual and functional spine. The City should engage in a comprehensive redesign of Market Street from the Embarcadero to Castro Street. Improvements to Market Street should emphasize its importance for pedestrians, cyclists, and transit.

Nineteenth Avenue

This heavily trafficked street should be landscaped as a parkway with the same capacity. Simultaneous measures should be taken to maintain the low levels of through traffic on parallel streets.

OShaughnessy Boulevard

Functionally, this route must provide for crosstown movements; in design, it should remain a scenic-recreational drive, not intended for heavy traffic.

Pine Street-Bush Street

As transit service in the corridor is improved, priority should be given to calming traffic and landscaping along these residential streets west of Van Ness Avenue.

Valencia Street

This street should act as a neighborhood collector street as well as a principal bicycle arterial.

POLICY 20.2

Reduce, relocate or prohibit automobile facility features on transit preferential streets, such as driveways and loading docks, to avoid traffic conflicts and automobile congestion.

Limiting curbcuts allows traffic, specifically transit vehicles, to proceed more efficiently. New curb cuts for access to private property should be avoided when possible. In some instances, curb cuts are restricted.

See Map 9 of the Market Octavia Plan Area

Policy 20.13

Create dedicated bus lanes and Bus Rapid Transit (BRT) lanes to expedite bus travel times and improve transit reliability.

On some transit oriented and transit important streets dedicated bus lanes and Bus Rapid Transit lanes should be installed to expedite transit travel times and improve transit reliability. Analysis consistent with the City's Transit First Policy should determine the most appropriate routes for dedicated lanes.

Policy 20.14

Engage new technologies that will emphasize and improve transit services on transit preferential streets.

Reliability and efficiency of service impact a users' decision to select transit over alternative modes of transportation. Modern technologies such as transit preferential signaling and transit tracking and notifications such as Next Bus, can increase transit reliability, efficiency and use. The City should install technologies with these objectives on transit preferential streets.

POLICY 24.5

Where consistent with transportation needs, transform streets and alleys into neighborhood-serving open spaces or “living streets”, especially in neighborhoods deficient in open space.

San Francisco should make improvements to streets and alleys and widen sidewalks to enhance their role in the City’s open space network. In many neighborhoods currently underserved by open space there is little opportunity to create significant new parks due to a lack of available land. In high-density areas the streets afford the greatest opportunity for new public parks and plazas. Public open space gives a neighborhood its identity, a visual focus, and a center for activity. Residents and visitors would have an opportunity to experience some of the benefits of open space if streets, alleys and sidewalks were modified. Sidewalks can be widened and landscaped to accommodate open space needs and establish or strengthen neighborhood identity. The Market and Octavia Area Plan provides a number of “living street” proposals which should be studied further.

POLICY 25.1, TABLE 5: Pedestrian Classification System

There are ~~three~~ four types of pedestrian streets: Exclusive Pedestrian, Living Street, Pedestrian-oriented Vehicular, Vehicular Thoroughfare that are manifested in a variety of conditions as outlined below.

Exclusive Pedestrian Street:

Street on which vehicles are not permitted (except for transit vehicles and bicycles).

Living Street:

A street or alley designed to enhance its role in the City’s open space network and to provide a visual focus for neighborhood activity and use.

Pedestrian-oriented Vehicular Street:

Street with vehicular traffic that has significant pedestrian importance. Design treatments and measures to ensure that pedestrians movement remains a primary function should be employed.

Vehicular Street:

A Major Arterial or freeway as identified in the Master Plan. While pedestrian traffic must be accommodated on every street except a freeway, a balance between vehicle and pedestrian movement must be maintained.

POLICY 25.3

Develop design guidelines for pedestrian improvements in Neighborhood Commercial Districts, Residential Districts, Transit-Oriented Districts, and other pedestrian-oriented areas as indicated by the pedestrian street classification plan.

The design guidelines ensure identifiable, pedestrian-oriented treatments for important pedestrian streets and set minimum standards for the placement of pedestrian streetscape elements.

Pedestrian Enclaves

The City can also improve portions of public rights-of-way to improve neighborhood character and provide open space improvements on portions of streets by establishing “pedestrian enclaves.” Pedestrian enclaves are defined by location rather than size; enclaves can utilize portions of the street and can establish broad corner bulb-outs. They should provide either restful space for pedestrians to enjoy a moment of reflection or active space such as open air weights or a dog obstacle course. In all cases, the design of the space should be mindful of adjacent activities and uses. In most cases enclaves should include benches, landscaping, and should improve the streetscape environment. A vista, garden, or streetscape view should be included to provide the user with a springboard for reflection. Examples of pedestrian enclaves include bulb outs on Noe Street north of Market Street, Octavia Square at the base of Octavia and Market, and could include programming on some major transit plazas. Pedestrian enclaves serve a very localized population.

POLICY 25.4, TABLE 6: Pedestrian Network Streets And Design Guidelines

Citywide Pedestrian Network Street

Definition:

An inter-neighborhood connection with citywide significance" includes both exclusive pedestrian and pedestrian- oriented vehicular streets, e.g. Market, California, Van Ness, 24th.

- On a large scale, the Citywide Pedestrian Network connects much of the northern part of the city.
- Includes the Bay, Ridge, and Coast trails (part of a regional system).
- Includes stairways and other exclusive pedestrian walkways.
- Used by commuters, tourists, general public, and recreaters.

- Enhances walking as a primary means of commuting. Connects major institutions with transit facilities.

Design Goals.

- Visible marker/connection throughout to tie network together.
- Pedestrian movement is a priority and should not be compromised.
- Minimize conflicts with other modes.
- Priority street for pedestrian improvements (safety, access, aesthetics, and circulation)
- Pedestrian scale and orientation for street improvements and building frontages.
- Use non-obtrusive signage or markers along regional trails (Bay, Ridge and Coast) to alert pedestrians to changes in trail direction, and integrate and make consistent with symbols, markers and signage used throughout the regional system.

Neighborhood Network Street (intra-neighborhood connection)

Definition A neighborhood commercial, residential, or transit street that serves pedestrians from the general vicinity. Some Neighborhood Network Streets may be part of the citywide network, but they are generally oriented towards neighborhood serving uses. Types include exclusive pedestrian and pedestrian-oriented vehicular streets, and living streets.

Section 6: The Civic Center Area Plan of the San Francisco General Plan is

herby amended to read as follows:

POLICY 1.1 Emphasize key public buildings, particularly City Hall, through visually prominent siting.

The symbolic importance of key public buildings should continue to be emphasized by maintaining them in highly visible settings. New development in or adjacent to the Civic Center should preserve the visibility and dominance of City Hall. Street views should be clear of distracting features and obstructions such as overhead utility lines, overhead pedestrian crosswalks, or buildings over a street right-of-way. In the past, views to City Hall were obstructed by the Central Freeway. Where an ~~existing~~-obstruction exists, such as the Central Freeway in Hayes Valley once did, it should be removed if possible, and if not, its presence should be minimized by landscaping and/or by other appropriate screening.

Major civic plazas and open spaces can also emphasize the symbolic significance of buildings. Major open spaces such as the Civic Center Plaza and Fulton Mall should be retained and designed to facilitate ceremonial and civic events appropriate to the Civic Center.

OBJECTIVE 3:

Provide Convenient Access To And Circulation Within The Civic Center, And Support Facilities And Services.

Successful functioning of the Civic Center as a major daytime and nighttime activity center requires convenient access to and circulation within the area. The Civic Center is linked to the city and the region by local bus and train lines, the Bay Area Rapid Transit system (BART), and bicycle lanes. Increasing residential development in neighboring areas such as Mid-Market and Market Octavia, greatly increases the number of trips to the Civic Center on foot, bicycle, or transit. Regular trips, such as those made daily by employees, and long term trips, those made for more than 6 hours during daytime peak periods, should be made without an automobile. Long-term parking is incongruous with the needs of an area rich in transit, bicycle, and pedestrian options, especially given land constraints. Parking in the Civic Center should be short term parking; if additional parking is developed it should not consume additional land area, but be limited to additions to existing short term parking facilities. Long term parking, particularly by employees, is a wasteful use of limited space. Access should be primarily by public transit for employee trips to the Civic Center, while public parking should be provided for short term visitors to the Center.

Daily requirements of Civic Center employees, government officials and visitors should be accommodated by conveniently located support services and facilities.

POLICY 3.2

Locate parking facilities beyond the western periphery of the Civic Center core, with direct vehicular access to major thoroughfares. Allow an increase in short term parking supply when it builds on existing supply and does not consume additional land.

Major vehicular activity should be diverted from the Civic Center core so that the formal and pedestrian character of the core is not disrupted by the speed and noise of heavy traffic. Parking facilities should be located at the western periphery of the core and related directly to major thoroughfares, managed efficiently to improve safety and accessibility. Limit increases in parking supply to existing facilities or where least disruptive to the neighborhood character.

- Sufficient high-turnover spaces for short-term shopping and errand running trips should be made available through the provision of time-limited, metered parking, and pricing policies that discourage all-day parking and support turnover.
- Sufficient parking should be maintained for the major arts and educational institutions in the area, but these spaces should be priced at rates comparable to those in the Downtown, and these prices should be made visible to individual users. Access and personal safety improvements should be made to the Civic Center Garage to serve patrons of area cultural institutions.
- Improve personal security for evening parkers through significant urban design changes and security personnel.
- Adjust pricing structures, including the elimination of the early-bird rate.
- Implement real-time information regarding parking availability in parking garages.
- Introduce evening valet parking at the Civic Center parking garage.
- Provide a parking shuttle to and from the Civic Center Garage for events at cultural institutions in the area.

New off-street parking, if built within the core, should not be a predominant use. Rather, it should be auxiliary to another major use and for the most part should be constructed below grade.

Parking areas and car pools for governmental cars should be located within the Civic Center area to provide for the efficient utilization of these vehicles by governmental employees for official business.

Section 7: The Downtown Area Plan of the San Francisco General Plan is hereby amended to read as follows:

POLICY 18.4

Locate any new long-term parking structures in areas peripheral to downtown only if these areas are not “transit-oriented” neighborhoods. Any new peripheral parking structures should: be concentrated to make transit service efficient and convenient; be connected to transit shuttle service to downtown; provide preferred space and rates for van and car pool vehicles.

New parking should not be developed in adjacent transit-oriented neighborhoods, especially if they are well served by transit or will adversely effect the neighborhood character.



MARKET & OCTAVIA

AN AREA PLAN OF THE GENERAL PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DRAFT

SAN FRANCISCO PLANNING DEPARTMENT

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I. SUMMARY OF OBJECTIVES

1. LAND USE AND URBAN FORM

OBJECTIVE 1.1

CREATE A LAND USE PLAN THAT EMBRACES THE MARKET AND OCTAVIA NEIGHBORHOOD'S POTENTIAL AS A MIXED-USE URBAN NEIGHBORHOOD.

OBJECTIVE 1.2

ENCOURAGE URBAN FORM THAT REINFORCES THE PLAN AREA'S UNIQUE PLACE IN THE CITY'S LARGER URBAN FORM AND STRENGTHENS ITS PHYSICAL FABRIC AND CHARACTER.

2. HOUSING

OBJECTIVE 2.1

REQUIRE DEVELOPMENT OF MIXED-USE RESIDENTIAL INFILL ON THE FORMER FREEWAY PARCELS.

OBJECTIVE 2.2 ENCOURAGE CONSTRUCTION OF RESIDENTIAL INFILL THROUGHOUT THE PLAN AREA.

OBJECTIVE 2.3

PRESERVE AND ENHANCE EXISTING SOUND HOUSING STOCK.

OBJECTIVE 2.4

PROVIDE INCREASED HOUSING OPPORTUNITIES AFFORDABLE TO HOUSEHOLDS AT VARYING INCOME LEVELS.

3. BUILDING WITH A SENSE OF PLACE

OBJECTIVE 3.1

ENCOURAGE NEW BUILDINGS THAT CONTRIBUTE TO THE BEAUTY OF THE BUILT ENVIRONMENT AND THE QUALITY OF STREETS AS PUBLIC SPACE.

OBJECTIVE 3.2

PROMOTE THE PRESERVATION OF NOTABLE HISTORIC LANDMARKS, INDIVIDUAL HISTORIC BUILDINGS, AND FEATURES THAT HELP TO PROVIDE CONTINUITY WITH THE PAST.

4. STREETS AND OPEN SPACES

OBJECTIVE 4.1

PROVIDE SAFE AND COMFORTABLE PUBLIC RIGHTS-OF-WAY FOR PEDESTRIAN USE AND IMPROVE THE PUBLIC LIFE OF THE NEIGHBORHOOD.

OBJECTIVE 4.2

ACCOMMODATE REGIONAL THROUGH TRAFFIC ON SURFACE STREETS THAT ALSO SERVE LOCAL NEEDS, THEREBY REPAIRING AREAS DISRUPTED BY LARGE INFRASTRUCTURE PROJECTS OF THE PAST.

OBJECTIVE 4.3

REINFORCE THE SIGNIFICANCE OF THE MARKET STREET STREETScape AND CELEBRATE

ITS PROMINENCE AS SAN FRANCISCO'S SYMBOLIC "MAIN STREET."

5. BALANCING TRANSPORTATION CHOICES

OBJECTIVE 5.1

IMPROVE PUBLIC TRANSIT TO MAKE IT MORE RELIABLE, ATTRACTIVE, CONVENIENT, AND RESPONSIVE TO INCREASING DEMAND.

OBJECTIVE 5.2

DEVELOP AND IMPLEMENT PARKING POLICIES FOR AREAS WELL SERVED BY PUBLIC TRANSIT THAT ENCOURAGE TRAVEL BY PUBLIC TRANSIT AND ALTERNATIVE TRANSPORTATION MODES AND REDUCE TRAFFIC CONGESTION.

OBJECTIVE 5.3

ELIMINATE OR REDUCE THE NEGATIVE IMPACT OF PARKING ON THE PHYSICAL CHARACTER AND QUALITY OF THE NEIGHBORHOOD.

OBJECTIVE 5.4

MANAGE EXISTING PARKING RESOURCES TO MAXIMIZE SERVICE AND ACCESSIBILITY TO ALL.

OBJECTIVE 5.5

ESTABLISH A BICYCLE NETWORK THAT PROVIDES A SAFE AND ATTRACTIVE ALTERNATIVE TO

DRIVING FOR BOTH LOCAL AND CITYWIDE TRAVEL NEEDS.

OBJECTIVE 5.6

IMPROVE VEHICULAR CIRCULATION THROUGH THE AREA.

**6. INFILL DEVELOPMENT
ON KEY SITES**

OBJECTIVE 6.1

ENSURE THAT NEW DEVELOPMENT IS INNOVATIVE AND YET CAREFULLY INTEGRATED INTO THE FABRIC OF THE AREA.

OBJECTIVE 6.2

ENCOURAGE NEW DEVELOPMENT ON THE CENTRAL FREEWAY PARCELS AND THE MARKET STREET SUPERMARKET SITE TO HEAL THE PHYSICAL FABRIC OF THE NEIGHBORHOOD AND IMPROVE NEIGHBORHOOD CHARACTER.

**7. A NEW NEIGHBORHOOD IN
SOMA WEST**

OBJECTIVE 7.1

CREATE A VIBRANT NEW MIXED-USE NEIGHBORHOOD IN SOMA WEST.

OBJECTIVE 7.2

ESTABLISH A FUNCTIONAL, ATTRACTIVE AND WELL-INTEGRATED SYSTEM OF PUBLIC STREETS AND OPEN SPACES IN THE SOMA WEST AREA TO IMPROVE THE PUBLIC REALM.

MARKET & OCTAVIA

II. INTRODUCTION

The Market and Octavia Area Plan (The Plan) grew out of the Market and Octavia Neighborhood Plan (Neighborhood Plan) that in turn was the first plan to emerge from the Better Neighborhoods Program. This Area Plan is a summary of the topics covered in the neighborhood plan. The neighborhood plan was also adopted by the Planning Commission and should be referred to for further details and illustrations.

As one of three neighborhoods in the Better Neighborhoods Program, the Market and Octavia neighborhood offers a distinct set of opportunities for change sensitive to existing patterns, given its unique place in the city and the region. At the center of the city, it sits at a remarkable confluence of city and regional transportation. It is accessible from the entire Bay Area by BART and the regional freeway system. More than a dozen transit lines cross the Market and Octavia neighborhood, including all of the city's core streetcar lines, which enter the downtown here. It is just west of the Civic Center, where City Hall and state and federal office buildings, Herbst Theatre, and other governmental and cultural institutions attract a wide range of people both day and night.

The Market and Octavia neighborhood sits at the junction of three of the city's grid systems. The north of

Market, south of Market, and Mission grids meet at Market Street, creating a distinct pattern of irregular blocks and intersections, and bringing traffic from these grids to Market Street. The surrounding topography of the Western Addition, Nob Hill, Cathedral Hill, and Twin Peaks flattens out in this area, creating a geography that makes the Market and Octavia neighborhood a natural point of entry to the downtown from the rest of the city. As a result of its central location, it has long been both a crossroads—a place that people pass through—as well as a distinctive part of the city in its own right.

The Market and Octavia neighborhood is a truly urban place, with a diversity of character and quality in its various parts. Local residents will tell you that the area is an “in-between” place—a place that supports a variety of lifestyles, ages, and incomes. Its varied but close-knit pattern of streets and alleys, along with relatively gentle topography, make it very walkable and bikeable. It has excellent access to city and regional public transit and offers a good variety of commercial streets that provide access to daily needs. It has a rich pattern of land uses that integrates a diversity of housing types, commercial activities, institutions, and open spaces within a close-knit physical fabric.

The Market and Octavia neighborhood's strengths as

an urban place, an exciting “in-between” place, are fragile. Its role as a crossroads poses enormous challenges. Over the past 100 years, the imposition of large infrastructure and redevelopment projects have deeply scarred the area’s physical fabric. Whole city blocks were assembled for large redevelopment projects in the 1960’s and 1970’s. Large flows of automobile traffic are channeled through to the Central Freeway via major arteries such as Fell/Oak, Gough/Franklin, and Van Ness Avenue.

Street management practices meant to expedite these traffic flows have degraded the quality of its public spaces and conflicts between cars and pedestrians have made streets hostile to public life. Because large flows of automobile traffic and core transit lines converge here, there are competing needs for a limited amount of street space. Transit vehicles are often stuck in traffic, impacting transit service and reliability citywide and adding to traffic congestion. Parking requirements have led to buildings in recent years with long, dead, and undifferentiated facades that diminish the quality of the streets.

At the same time, there are tremendous opportunities for positive change in the Market and Octavia neighborhood—opportunities to build on its strengths as an urban place and to create a better future.

The Market and Octavia neighborhood is undergoing dramatic renewal since the Central Freeway was removed north of Market Street. With the passage of Proposition E in 1998, construction of a graceful and functional surface boulevard has replaced the structure and has freed-up over 7 acres of land for infill development that will help repair the divisions created by the Central Freeway. As part of this effort, there is an opportunity to rationalize regional traffic flows and minimize their negative effects on the quality of life of the area, as well as to plan for the reuse of several other large sites.

The Market and Octavia neighborhood can grow supported by its access to public transit. In addition to repairing its physical fabric, new development can take advantage of the area’s rich transit access to provide new housing and public amenities, and reduce new traffic and parking problems associated with too many cars in the area. Because the Market and Octavia neighborhood’s location supports a lifestyle that doesn’t have to rely on automobiles, space devoted to moving and storing them can be dramatically reduced—allowing more housing

and services to be provided more efficiently and affordably. Market and Octavia can capture the benefits of new development while minimizing the negative effects of more automobiles.

If planned well, new development will strengthen and enhance the Market and Octavia neighborhood. With the removal of the Central Freeway and construction of the new Octavia Boulevard, there is a strong desire here to repair damage done in past decades and realize its full potential as a vibrant urban place. There is potential for new mixed-use development, including a significant amount of new housing. With the added vitality that new housing and other uses will bring, the area’s established character as an urban place can be strengthened and enhanced.

The Market and Octavia neighborhood is at a critical juncture. Over the last 40 years, an imbalance in how we plan for the interrelated needs of housing, transportation, and land use has undermined our ability to provide housing and services efficiently, to provide streets that are the setting for public life, and to build on transit, bicycling, and walking as safe and convenient means of getting around our city. Nowhere is this imbalance clearer than here, where an elevated freeway, land assembly projects, and other well-meaning interventions have degraded the overall quality of the place.

As we look forward, there is much that can be done. The Plan aims, above all, to restore San Francisco’s long-standing practice of building good urban places—providing housing that responds to human needs, offering people choice in how they get around, and building “whole” neighborhoods that provide a full range of services and amenities close to where people live and work. To succeed, The Plan need only learn from the established urban structure that has enabled the Market and Octavia neighborhood, like other urban places, to work so well for people over time.

If the Market and Octavia neighborhood’s tradition of public activism on these issues is any indication, this Area Plan will succeed by building on these strengths: enriching its critical mass of people and activities, enhancing the area’s close-knit physical pattern, and investing in a transportation program that restores balance between travel modes. The Plan addresses these issues holistically, as success with any one aspect depends on addressing the overall dynamic between them. To diminish any one aspect of The Plan is to diminish the opportunity presented by the whole.

The Plan Framework Figures 1 and 2

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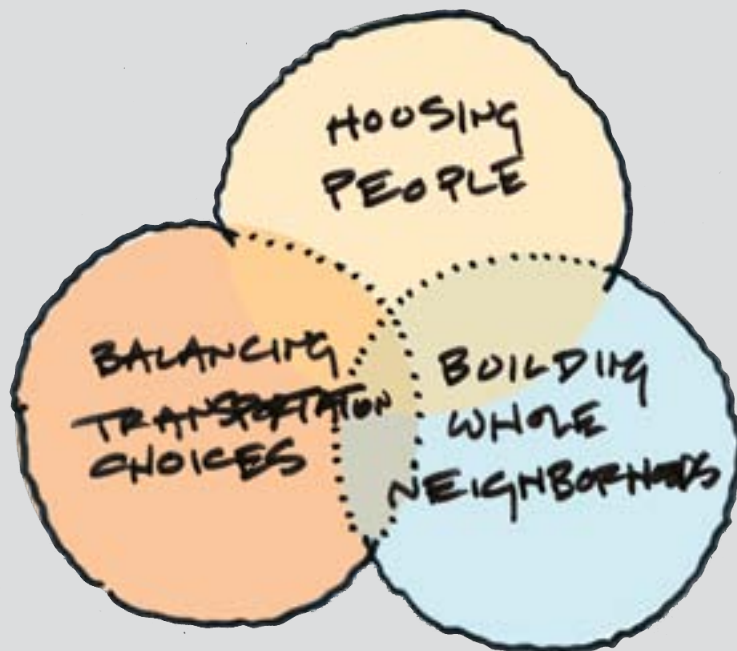
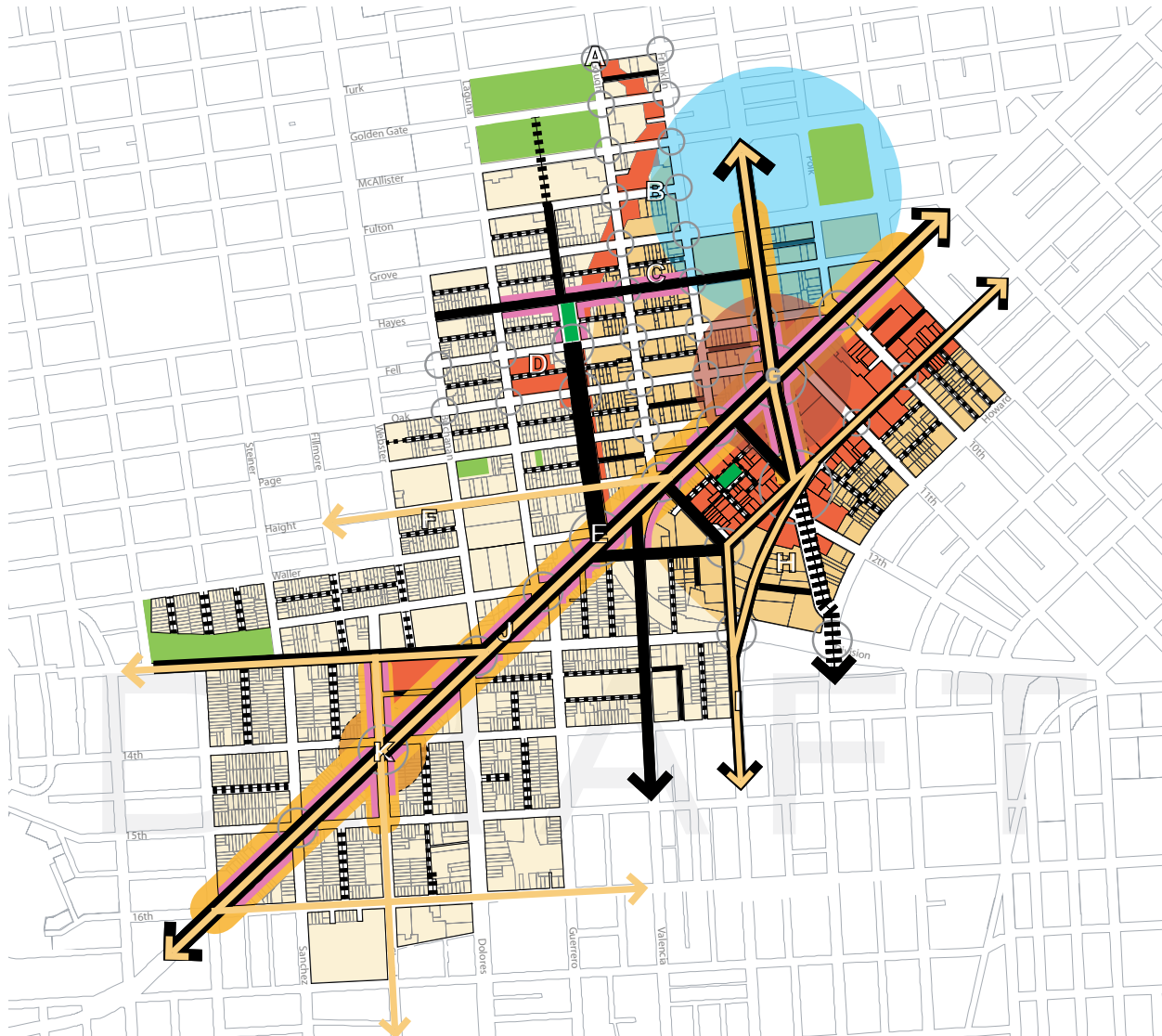


Figure 1. PLAN FRAMEWORK: CONCEPT



- A Improve pedestrian safety on major traffic streets
- B Enhance the existing cluster of cultural and institutional uses in the Civic Center area
- C Improve the quality, vitality and accessibility of the area's neighborhood commercial streets
- D Support new mixed use residential development on the former freeway parcels
- E Create a network of civic streets and open spaces, with new parks, street improvements and extensive tree planting
- F Support residential infill within the fine-grained physical pattern of existing residential neighborhoods
- G Encourage high density housing and supporting uses close to the transit services on Van Ness and Market Streets
- H Create a new mixed-use residential neighborhood in the SoMa West area
- I Encourage more housing and intensified commercial activities along the area's core transit streets
- J Strengthen the role of Market Street as the city's cultural heart and most important transit street
- K Improve the intersection of Church and Market Streets as a major transit hub

Figure 2. PLAN FRAMEWORK: MAP

1. LAND USE AND URBAN FORM

Strengthening the Market and Octavia area requires a comprehensive approach to planning for all aspects of what makes the place work well for people. Housing alone does not make a place, although new housing, and the people it brings, will add life to the area. Providing adequate and appropriate space for a range of land uses that contribute to the function, convenience, and vitality of the place are encouraged as part of an integrated land use and urban design vision for the area.

Land Use

To reinforce and improve on the existing land use pattern, this plan establishes the following principles:

- *Require infill development to enhance the area's established land use pattern and character.* While the area's physical fabric is well established, there are 'holes,' both large and small, where infill development can dramatically repair the fabric and provide new housing opportunities and neighborhood services. This kind of development should be actively encouraged and integrated into the prevailing pattern of uses, taking cues from existing development in the area.
- *Concentrate new uses where access to transit and services best enables people to be less reliant on automobiles.* New development will be most successful where it minimizes the negative effects of additional automobiles, by building on the area's superior accessibility on foot and by transit. To this end, the most intense new development should be linked directly to existing and proposed transit services, and concentrated where the area's mix of uses supports a lifestyle less dependent on cars.

Significant change is envisioned for the "SoMa West" area, which lies between Market Street, South Van Ness Avenue, Mission Street and the Central Freeway. For more than three decades the city's General Plan has proposed that this area become a mixed-use residential neighborhood adjacent to the downtown. This element of the plan carries this policy forward by encouraging relatively high-density mixed-use residential development in the SoMa West area. Element 7, "A New Neighborhood in SoMa West," proposes an bold program of capital improvement to create a public realm of streets and open spaces appropriate for the evolution of the

public life of the area, and to serve as the catalyst for the development of a new mixed-use residential neighborhood.

Urban Form

The urban form and height proposals in this plan are based on the existing built form of the area and its surroundings, as follows:

- *Market and Octavia's urban form should accentuate the city's natural topography and emphasizes transit and important activity centers.* The urban form of the Market and Octavia neighborhood is marked by the transition from small-scaled residential areas to the west, with the defining topography of Cathedral and Mint Hills, to the dramatic built form of the downtown that steps up around Civic Center, east of Franklin Street. New development should not change this form dramatically. Rather, it should reinforce it by concentrating height and bulk where core transit services converge and accentuating the natural landscape with individual buildings sidestepping up hills.
- *Buildings with a fine-grained character enhance the established physical fabric of the place and the value of streets as public spaces.* The established pattern of development in the Market and Octavia neighborhood is one of individual buildings on small lots. There is much to be learned from this pattern; generally speaking, it shows us that when it comes to creating human-scaled places, smaller is better. Many individual shops with narrow frontages are preferably to one large storefront. The rhythm of individual stoops and bay windows creates visual interest along the street, as opposed to blank walls. New buildings should respond to this established pattern, especially where they interact with the public space of the street.

OBJECTIVE 1.1

CREATE A LAND USE PLAN THAT EMBRACES THE MARKET AND OCTAVIA NEIGHBORHOOD'S POTENTIAL AS A MIXED-USE URBAN NEIGHBORHOOD.

The new land use and special use districts, along with revisions to several existing districts, implement this

concept. These land use districts provide a flexible framework that encourages new housing and neighborhood services that build on and enhance the area's urban character. Several planning controls are introduced, including carefully prescribed building envelopes and the elimination of housing density limits, as well as the replacement of parking requirements with parking maximums, based on accessibility to transit.

- The *Van Ness and Market Downtown Residential Special Use District* (VNMDR-SUD) will encourage the development of a transit-oriented, high-density, mixed-use neighborhood around the intersection of Van Ness Avenue and Market Street, adjacent to downtown. This district will still have the area's most intensive commercial uses, including offices, but balances those with a new residential presence. Residential towers will be permitted along the Market / Mission Street corridor, provided they meet urban design standards. Residential towers, if built, would be clustered around the intersection of Market Street and Van Ness Avenue, with heights ranging from 160 – 400 feet.
- A *Transit-Oriented Neighborhood Commercial District* (NCT) will encourage transit-oriented, mixed-use development of a moderate scale to a height of 85 feet concentrated near transit services in SoMa West, areas immediately adjacent to the downtown and along the Market Street corridor. Retail use is actively encouraged on the ground floor with housing above to enliven commercial streets. Along Market Street and in SoMa West, a limited amount of office will be permitted. Complementing a rich mix of retail and services with a dense residential populations in these districts, walking and transit will be the primary means of transportation and car-free housing will be common and encouraged.

In named NCT and NC-1 (T) districts, revised parking requirements and housing density controls will encourage housing above ground-floor retail uses. These districts otherwise remain unchanged. They include current Neighborhood Commercial Districts (Hayes-Gough, portions of the Upper Market, Valencia) and several parcels currently zoned NC-1.

- A *Transit-Oriented Residential District* (RTO) will encourage moderate-density, multi-family, residential infill, in scale with existing development. The high availability of transit service, proximity of retail and services within walking distance, and

limitation on permitted parking will encourage construction of housing without accessory parking. Small-scale retail activities serving the immediate area will be permitted at intersections.

See Map 1. Land Use Districts and Figure 3. Zoning District Table

POLICY 1.1.1

Repair the damage caused by the Central Freeway by encouraging mixed-use infill on the former freeway lands.

With the removal of the Central Freeway and construction of Octavia Boulevard, approximately 7 acres of land has been made available for new development. Appropriate use and careful design of development on the former freeway lands will repair the urban fabric of Hayes Valley and adjacent areas. New development should conform with the neighborhood's existing urban scale and character, and should maintain a strong connection to streets and public spaces.

POLICY 1.1.2

Concentrate more intense uses and activities in those areas best served by transit and most accessible on foot.

In keeping with the plan's goal of prioritizing the safe and effective movement of people, the most intense uses and activities are focused where transit and walking are most convenient and attractive—along the Market Street / Mission Street corridor and at the intersection of Market Street and Van Ness Avenue. Concentrating transit-oriented uses in these locations will reduce automobile traffic on city streets and support the expansion of transit service in the area's core urban center.

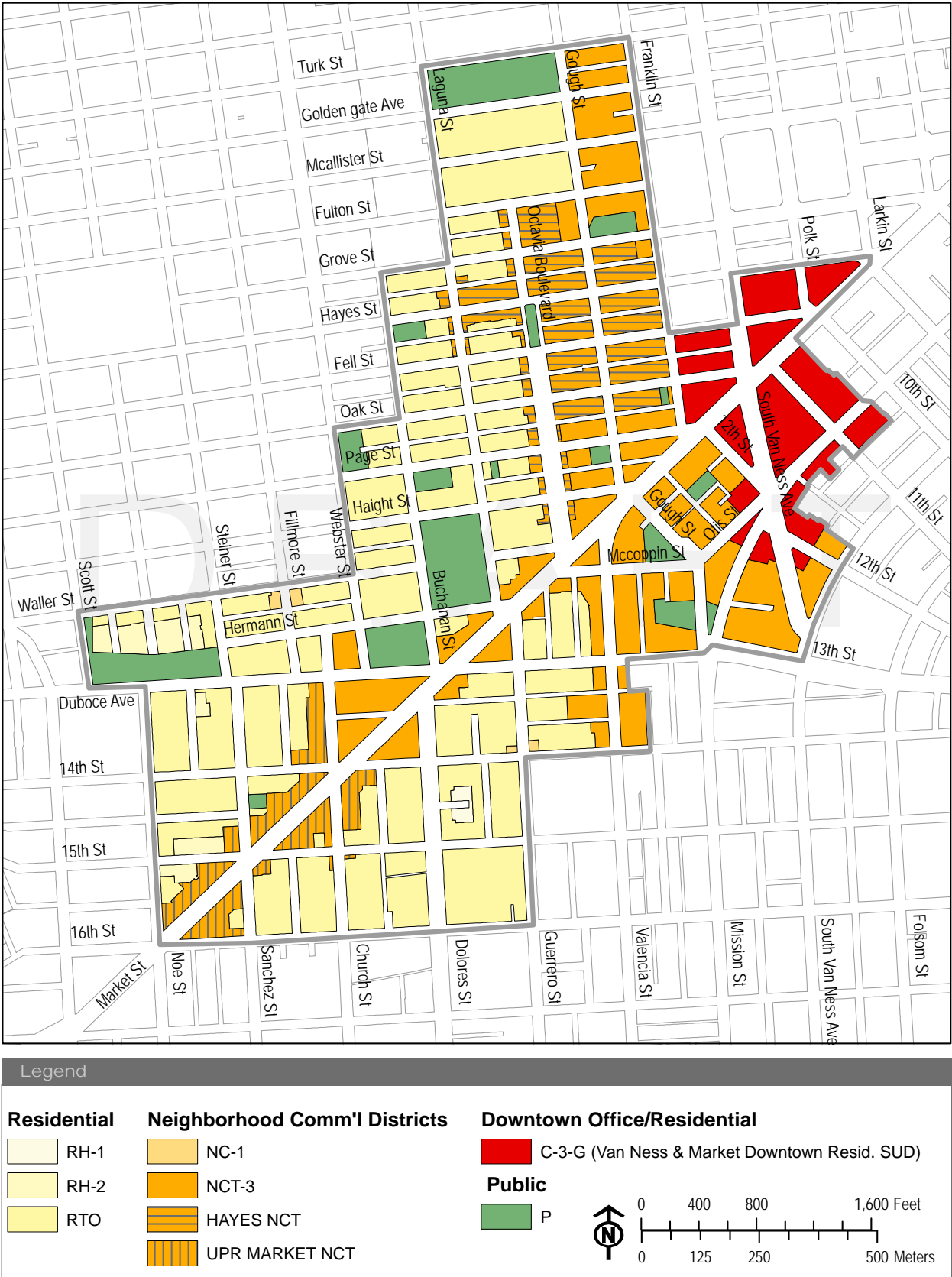
POLICY 1.1.3

Encourage housing and retail infill to support the vitality of the Hayes-Gough, Upper Market, and Valencia Neighborhood Commercial Districts.

There are significant opportunities for new mixed-use infill along neighborhood commercial streets in the plan area. In conjunction with proposals to encourage flexible housing types and to reduce parking requirements, new development along commercial streets should cre-

LAND USE DISTRICTS

Map 1



	Van Ness & Market Downtown Transit Residential	Neighborhood Commercial Transit (NCT 3)	Named NCT Districts (Hayes Gough, Upper Market)	Residential Transit Oriented (RTO)
Purpose	Encourage transit-oriented high-density mixed-use adjacent to the downtown core. Mixed retail, office and housing in a 85 or 120 foot building base, with some residential towers allowed above the base at heights from 160 to 400 feet. Base zoning is C-3-G. Controls of C 3-G apply except where noted below.	Encourage mixed-use development of moderate scale concentrated near intensive transit services. Mixed retail, limited office and housing in buildings up to 5085 feet. Controls generally same as for NC-3 except where noted below.	Encourage mixed-use development in keeping with the established character of the area's Neighborhood Commercial districts. Only key controls are revised for housing and parking flexibility. No change to existing controls except where noted below.	Encourage residential infill in keeping with the scale of existing, moderately scaled residential areas. Limited small retail permitted only on corner lots. Controls generally same as for existing RH-3, RM-1, and RM-2 districts with density and parking flexibility.
Lot Size Limit	No Change from C-3 . N/ A	No Change from NC-3. (C above 10,000 sf)	No Change from Hayes-Gough and Upper Market (C above 10,000 sf)	Merge limit 5,000 sf; C above. C for development on existing lots> 10,000 sf
Non-residential Use Size	No Change from C-3 . N/ A	No Change from NC-3. (C above 6,000 sf)	No Change from Hayes-Gough and Upper Market (C above 3,000 sf)	P up to max 1,200 sf on corner lots only; C otherwise for institutional uses.
Retail Commercial Uses	P up to 4th floor; (except publicly owned or leased buildings).	No Change from NC-3. (P all floors)	No Change from Hayes-Gough and Upper Market (P 1 st and 2 nd floors)	Limited type; P up to 1,200 sf on ground floor of corner lots only; NP above or elsewhere.
Non-Retail Office Uses	P up to 4th floor; (except publicly owned or leased buildings).	No Change from NC-3. (some P 1 st and 2 nd floors)	No Change from Hayes-Gough and Upper Market (some with C)	Not Permitted
Residential Uses	P; Generally only use allowed above 4 th floor. Required at 2:1 ratio with non-residential.	No Change from NC-3. (P on all floors)	No Change from Hayes-Gough and Upper Market (P on all floors)	P; Generally only use permitted.
Cultural/Arts/ Religious/ Institutional Uses	P up to 4th floor; (except publicly owned or leased buildings).	No Change from NC-3. (P on all floors)	No Change from Hayes-Gough and Upper Market (P on 1 st floor, C above)	C
Non-Residential Parking	No minimum required. Up to 7.5% of floor area for parking (approx 1 space per 4,500 gross sf).	No minimum required. Generally, Sec. 151 minimum requirements become maximum caps, up to 1 space per 500 sf of occupied floor area.	No minimum required. Generally, Section 151 minimum requirements become maximum caps, up to 1 space per 500 sf of occupied floor area.	Not Permitted for small corner stores; some associated with conditional institutional uses possible.
Grocery stores >20,000 sf	No Change from C-3 .	May seek conditional use to raise maximum cap by 1 space per 250 sf occupied floor area for portion of use above 20,000 sf.	May seek conditional use to raise maximum cap by 1 space per 250 sf occupied floor area for portion of use above 20,000 sf.	N/A
Residential Off-street Parking	No minimum req; P up to 0.25 spaces per unit; C up to max 0.75 spaces per unit and 1 space for 2 bedroom unit max. Same as C-3.	No minimum req; P up to 0.5 spaces per unit; C up to max 0.75 spaces per unit and 1 space for 2 bedroom unit max	No minimum req; P up to 0.5 spaces per unit; C up to max 0.75 spaces : 1 space) per unit and 1 space for 2 bedroom unit max	No minimum req; P up to 0.75 spaces per unit; conditional use could permit up to 1 space per unit max.
Residential Density	No density limit based on lot size; 2:1 minimum residential to non-residential use ratio (except publicly owned or leased buildings)	No density limit based on lot size; required 40% 2 bedroom units, encourage 10% 3 BR. C for unit size exceptions.	No density limit based on lot size; required 40% 2 bedroom units, encourage 10% 3 BR. C for unit size exceptions.	1 unit per 600 sf lot area; C for higher density. Affordable units not subject to cap. Required 40% 2 bedroom units, encourage 10% 3BR. C for unit size exceptions.
Rear Yard Requirement	No Change from C-3.	No Change from NC3 (Generally 25% at residential floors)	Hayes Gough: no change. (25% at residential levels) Upper Market: Required at all levels. (25%)	No change from existing R district controls. (Generally 45% of lot depth averaged to within 25% consistent with neighbors at all levels)

P = Permitted
NP = Not Permitted
C = Conditional Use

Figure 3. ZONING DISTRICT TABLE

ate new retail uses and services oriented to the street, with as much housing as possible on upper floors. New uses should maintain the overall pedestrian orientation of these streets.

POLICY 1.1.4

As SoMa West evolves into a high-density mixed-use neighborhood, encourage the concurrent development of neighborhood-serving uses to support an increasing residential population.

There is a demonstrated need for neighborhood-serving uses in the SoMa West area. As its residential population increases, adequate space for retail activities and other services are encouraged as part of the overall mix of uses in the area. While some amount of office uses will be permitted, it will not be allowed to dominate the ground floor in areas where significant new housing is proposed.

POLICY 1.1.5

Reinforce the importance of Market Street as the city's cultural and ceremonial spine.

Market Street has historically been the city's most important street. New uses along Market Street should respond to this role and reinforce its value as a civic space. Ground-floor activities should be public in nature, contributing to the life of the street. High-density residential uses are encouraged above the ground floor as a valuable means of activating the street and providing a 24-hour presence. A limited amount of office use is permitted in the Civic Center area as part of the overall mix of activities along Market Street.

POLICY 1.1.6

Preserve and enhance the role of cultural and educational institutions in the plan area.

Major cultural institutions such as City Hall, the Opera House, Herbst Theatre, and the SFLGBT Community Center are vital assets adjacent to the neighborhood and will retain their role as major regional destinations.

POLICY 1.1.7

Encourage the creation of space dedicated to community services on Market Street within the Upper Market NCT.

In recent years, Upper Market Street has housed commercial space to important community-serving organizations offering aid for homeless, disadvantaged and/or those with special health needs. In part, this has been made possible due to the relatively low commercial rents. With the removal of the Central Freeway north of Market Street, the neighborhood may become increasingly expensive for some community service providers. These existing services should be fostered and new community-serving uses should be encouraged in larger, new development. There is much the Planning Department can do, primarily through the permitting process where land use issues are reviewed, to support proposals for new facilities and resist changes that may damage existing ones. These valuable community services should be kept within a convenient walking distance.

New development can significantly contribute to the neighborhood by including community serving uses in their proposals. Modern service delivery models link services to housing, and accordingly, many funding sources require on-site community service space. Proposals for a change of land use or other change would be encouraged to retain community services or facilities unless: (i) a suitable replacement service or facility is available within a convenient distance; or (ii) the use of the site/building for community service/facility purposes cannot be continued or be made viable in the longer term.

POLICY 1.1.8

Reinforce continuous retail activities on Market, Church, and Hayes Streets, as well as on Van Ness Avenue.

On the frontages indicated above, maximize neighborhood-serving retail activities on the ground floor for new development and substantial alterations, providing retail uses for at least 75 percent of the frontage on the ground floor.

See Map 2 Frontages Where Retail is Required

FRONTAGES WHERE GROUND FLOOR RETAIL IS REQUIRED

Map 2



POLICY 1.1.9**Allow small-scale neighborhood-serving retail and other community-serving uses at intersections in residential districts.**

In the RTO district, allow retail uses up to 1,200 square feet. Limit the hours of operation for these uses to 7 AM to 10 PM.

POLICY 1.1.10**Recognize the importance of public land and preserve it for future uses.**

As a considerable amount of publicly zoned land will be converted from a freeway to housing, it will increase the demands on the remaining public lands in the plan area. Publicly zoned land is crucial to the functioning of a healthy city and neighborhood. Publicly zoned lands provide opportunities for crucial facilities such as schools, firehouses, libraries, recreation centers, open space, city institutions and public utilities. Over time, acquiring public land has only become more difficult and more costly. When public land that is zoned “open space” becomes surplus to one specific public use, the General Plan states that it should be reexamined to determine what other uses would best serve public needs. The Open Space Element of the General Plan states that public land both designated as “surplus” and “open space” should first be considered for open space. If not appropriate for open space, other public uses should be considered before the release of public parcels to private development.

OBJECTIVE 1.2**ENCOURAGE URBAN FORM THAT REINFORCES THE PLAN AREA’S UNIQUE PLACE IN THE CITY’S LARGER URBAN FORM AND STRENGTHENS ITS PHYSICAL FABRIC AND CHARACTER.**

The plan’s urban form and height proposal is based on enhancing the existing variety of scale and character throughout the plan area. The plan adjusts heights in various locations to achieve urban design goals and

to maximize efficient building forms for housing, given building code, fire, and other safety requirements. The heights ensure that new development contributes positively to the urban form of the neighborhood and allows flexibility in the overall design and architecture of individual buildings.

The height map on the following page implements the following policies:

POLICY 1.2.1**Relate the prevailing height of buildings to street widths throughout the plan area.**

It is the height and mass of individual buildings that define the public space of streets. Building heights have historically been strongly related to the width of streets in the Market and Octavia neighborhood and elsewhere in the city. Where building heights are related to the width of the facing streets, they enclose the street and define it as a comfortable, human-scaled space with ample light and air.

The permitted heights should strengthen the relationship between the height of buildings and the width of streets, as shown in Map 3 Height Districts

POLICY 1.2.2**Maximize housing opportunities and encourage high-quality commercial spaces on the ground floor.**

Proposed heights in neighborhood commercial districts are adjusted to maximize housing potential within specific construction types. Where ground floor commercial is most desirable, existing 40- and 50-foot height districts are adjusted to permit an additional five feet of height provided that it is used to create more generous ceiling heights on the ground floor.

It is also common in the Market and Octavia neighborhood, as with the rest of San Francisco, to provide housing above ground floor commercial spaces along neighborhood commercial streets. This not only provides much-needed housing close to services and, in most cases, transit, but also provides a residential presence to these streets, increasing their vitality and the sense of safety for all users

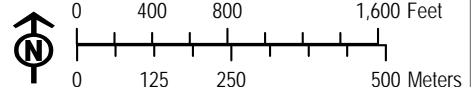
HEIGHT DISTRICTS

Map 3



Legend

40'	65'	120'	320' Tower/120' Podium
40'/50'	80'	200' Tower/120' Podium	400' Tower/120' Podium
50'; 55'	85'	250' Tower/85' Podium	Open Space



POLICY 1.2.3

Limit heights along the alleys in order to provide ample sunlight and air in accordance with the plan principles that relate building heights to street widths.

- In order to maximize light in alleys given their narrow scale, heights in alleys are generally limited to 40 feet, however:
- Heights in alleys are lowered on the southern side of east/west residential alleys to preserve a 50 degree sun angle from the north sidewalk to the building corner in order to provide adequate sunlight to the public right-of-way. For a 35-foot wide alley, this gives a maximum streetwall height of 35-feet.

POLICY 1.2.4

Encourage buildings of the same height along each side of major streets.

Streets work well as public spaces when they are clearly defined by buildings of a similar height on both sides of the street.

POLICY 1.2.5

Mark the intersection of Van Ness Avenue and Market Street as a visual landmark.

The City's height controls reinforce clusters of taller buildings on tops of some hills, in the downtown core, and along Market Street in the downtown. Heights increase at the Van Ness Avenue and Market Street intersection and taper down to surrounding low-rise areas.

POLICY 1.2.6

Mark the block of Market Street from Buchanan Street to Church Street as a gateway to the Castro.

The block of Market Street from Buchanan Street to Church Street marks the entrance to the Castro. At Buchanan Street, heights and form respond to Mint Hill and preserve views to the Mint from Dolores Street. At Church Street, building forms should accent this point, with architectural treatments that express the

significance of the intersection. The height map allows for buildings up to 85-feet in height at the intersection of Church and Market Streets. Special architectural features should be used at the corners of new buildings to express the visual importance of this intersection.

POLICY 1.2.7

Encourage new mixed-use infill on Market Street with a scale and stature appropriate for the varying conditions along its length.

Market Street is a uniquely monumental street, with buildings along its length that have a distinctive scale and stature, especially east of its intersection with Van Ness Avenue. West of Van Ness Avenue, new buildings should have a height and scale that strengthens the street's role as a monumental public space. A podium height limit of 120-feet along Market Street is established east of Van Ness Avenue, consistent with its width. Buildings heights step down to 85 – 65-feet along Market Street west of Van Ness Avenue, providing a transition to surrounding areas.

POLICY 1.2.8

Encourage the development of slender residential towers above the base height in the SoMa West area along South Van Ness Avenue between Market and Mission Streets, and along the Market Street corridor.

Where residential towers are permitted above the width of the street ("street wall height"), establish zoning controls to ensure that tower forms allow adequate light and air to reach dwelling units and minimize shadow to streets and open spaces. To avoid a bulky appearance on the skyline, a tower's floor plate will be regulated; floor plate size will be limited in proportion to tower height.

POLICY 1.2.9

Discourage land assembly where there is a pattern of individual buildings on small lots.

A close-knit pattern of individual buildings on small lots is what has made the Market and Octavia neighborhood successful as an urban place over time and is one of its chief assets. The neighborhood is built on a traditional

fabric of lots that are small, narrow and deep, which provides for an enriching block face, diversity of buildings, and stimulating pedestrian experience. The small scale of development should be retained.

POLICY 1.2.10

Preserve midblock open spaces in residential districts.

Residential districts in the plan area have a well-established pattern of interior-block open spaces that contribute to the livability of the neighborhood. Along some of the area's primary streets, 65-foot and higher height districts directly abut smaller scale residential districts of 40-foot or lower height districts. Care must be taken to sculpt new development so that light and air are preserved to midblock spaces. Upper Market NCT lots that abut residential midblock open spaces will be required to provide rear-yards at all levels.

2. HOUSING

Housing is an essential human need. No single issue is of more importance than how we provide shelter for ourselves. Housing is in chronically short supply in San Francisco, particularly for those with low and moderate incomes. The Market and Octavia neighborhood presents a unique opportunity, because new housing can build upon and even enhance its vitality and sense of place. This plan encourages housing as a beneficial form of infill development—new buildings at traditional scales and densities, reflecting the fine-grained fabric of the place.

In many respects, this plan does not diverge from established and continually evolving citywide policies and programs of housing affordability. It does not establish new inclusionary standards, new funding mechanisms, nor create its own solutions to homelessness in the city. On these matters, which cannot be affected on an area-by-area basis, The Plan defers to larger citywide solutions.

Existing sound housing stock is a precious resource and should be preserved and supported. No demolitions, removals, nor wholesale clearings as in redevelopment projects of old are proposed. Dwelling unit mergers are strongly discouraged.

The fundamental principles are:

- *Provide ample and diverse housing opportunities to add to the vitality of the place.* Maximize housing opportunities to serve a variety of people. The Plan does so by looking to the prevailing built form of the area and carefully prescribing controls for building envelopes to emulate that form. Controls that limit building area by restricting housing are eliminated in favor of well-defined height and bulk controls and urban design guidelines, encouraging building types more in keeping with the area's established development pattern, and allowing greater flexibility in the type and configuration of new housing.
- *Housing can be built more efficiently, affordably, and more consistent with neighborhood character if parking is not required.* Because public transit, walking, and bicycling are convenient and attractive ways to get around in the Plan area, residents here often live with fewer cars, or without a car at all. The fact that they need to own, store, and maintain fewer cars not only enables residents to live more affordably, but will also allow new housing to capitalize on the area's accessibility by other transportation modes. This will ensure that new housing adds life to the area without adding new cars to its streets, be more affordable both to developers and residents, and minimize the negative impacts of parking facilities on neighborhood streets.

The traditional housing stock in the Market and Octavia neighborhood supports a variety of living arrangements—individual homes, flats, apartments—some owned but mostly rented, including various forms of group housing and assisted living. While the living spaces in older buildings typically have a strong relationship to the street, expressed through stoops and bay windows, newer housing often has a weaker relationship to the street, largely because of the space consumed by blank walls and garage doors that parking presents to the neighborhood.

Creating housing for a diverse population includes housing people who are elderly or who have disabilities. Such people are confronted with multiple challenges in daily living. All housing types, including new affordable housing, new infill housing, and enhancements to existing housing should be mindful of these challenges and ease the burden where possible. It remains pivotal that the housing stock be as diverse as the city's population.

OBJECTIVE 2.1**REQUIRE DEVELOPMENT OF MIXED-USE RESIDENTIAL INFILL ON THE FORMER FREEWAY PARCELS.**

The removal of the Central Freeway and construction of Octavia Boulevard has created 22 publicly owned parcels, on about 7 acres of land. In keeping with the city's existing policy of using surplus publicly owned land to house San Francisco residents, approximately one-half of these parcels have been earmarked for affordable housing, including a substantial amount of senior housing. In keeping with the mixed-use character of the neighborhood, commercial uses are encouraged on the ground floor of new development on the freeway parcels; commercial uses are required on parcels fronting Hayes Street and portions of Octavia Boulevard.

POLICY 2.1.1**Develop the Central Freeway parcels with mixed-use, mixed-income (especially low income) housing.**

The increase in property values due to the public investments in Octavia Boulevard should be coupled with the development of affordable housing on the remaining freeway parcels so that the Market & Octavia area remains a socially sustainable, mixed-income neighborhood. Affordable housing should ideally be distributed among a variety of different housing types and levels of affordability, rather than concentrated in individual projects.

OBJECTIVE 2.2**ENCOURAGE CONSTRUCTION OF RESIDENTIAL INFILL THROUGHOUT THE PLAN AREA.**

There are numerous opportunities for small-scale infill housing to be constructed throughout the plan area. Every effort should be made to make it attractive and viable to build housing. New units can be added to existing residential uses, and new housing can be built on small lots—providing essential housing within the area's established urban fabric. The plan encourages more housing to be built close to transit and services,

provided that it meets the urban design and transportation objectives outlined elsewhere in this plan.

POLICY 2.2.1**Eliminate housing density maximums close to transit and services.**

While appropriate in less developed areas, density maximums unnecessarily constrain the housing potential of infill development in relatively dense, established urban neighborhoods like the Market and Octavia area. Carefully-prescribed controls for building height, bulk, light and air, open space, and overall design can successfully control a building's physical characteristics while allowing the maximum amount of housing opportunity within it. Flexibility and creativity leads to new potential consistent with the traditional fine-grained character of the area.

POLICY 2.2.2**Ensure a mix of unit sizes is built in new development and is maintained in existing housing stock.**

Greater unit density does not necessarily correlate to housing for more people. For new construction, the new policies are meant to allow flexibility to accommodate a variety of housing and household types, such as student, extended family, or artist housing, as well as development on small and irregular lots. For instance, the Octavia Boulevard parcels are narrow and irregular, and economically and architecturally reasonable projects will likely require more units and flexibility than earlier zoning would allow. Therefore, these controls balance the need for a flexible process that allows innovative and dense designs on irregular parcels, while also providing sufficient control so that existing housing stock and family-sized units are preserved. One goal of The Plan is to ensure the market does not produce only projects with small units. A unit mix requirement will apply to any project larger than 4 units. Subdivisions will be permitted only when the resulting units retain some larger units.

POLICY 2.2.3**Eliminate residential parking requirements and introduce a maximum parking cap.**

Minimum parking requirements are one of the most significant barriers to the creation of new housing, especially affordable housing, and transit-oriented development in the plan area. Providing parking as currently required reduces the total number of units that can be accommodated on a given site and increases the cost of individual units to residents.

The amount of off-street automobile parking provided can be tailored to achieve larger community goals such as mobility, convenience, and economic development. To meet the larger goals of this plan, the parking policies for the Market and Octavia area have been developed to support the plan's highest priorities for good place making:

- Maximize the provision of housing.
- Maximize the affordability of that housing consistent with creating a healthy, mixed income neighborhood.
- Minimize the disruptive effect of traffic, particularly peak-period commute traffic.
- Build on the neighborhood's accessibility by transit, bicycle, and on foot.
- Support the creation and retention of small retailers and other commercial businesses, especially locally serving retail.

POLICY 2.2.4

Encourage new housing above ground-floor commercial uses in new development and in expansion of existing commercial buildings.

Several stories of housing above ground-floor commercial uses is typical on neighborhood commercial streets throughout San Francisco. This pattern links housing directly to the services on the street, provides a variety of housing types (typically more studio and one-bedroom units) and encourages a 24-hour presence of people living, shopping, and working on the street.

POLICY 2.2.5

Encourage additional units in existing buildings.

New housing can be provided incrementally without significant changes to the physical form of the area by adding accessory units to existing buildings. Because these units are typically smaller and directly attached to existing units, they are an ideal way to provide housing for seniors, students, and people with low-income or special needs. Additions to existing buildings and conversions of ground floor spaces that create new housing units are allowed and encouraged. Encourage the addition of units to existing residential buildings throughout the area. Encourage the conversion of garage spaces to housing units and the restoration of on-street parking spaces. Where such a conversion would remove off-street parking, require the removal of the curb cut and the planting of at least one new street tree.

POLICY 2.2.6

Where possible, simplify zoning and planning controls to expedite the production of housing.

Planning code policies and project review procedures can sometimes create uncertainty and ultimately raise the costs of new housing. For projects that respond to the goals and meet the standards of this plan, the permitting process should be simple and easy to administer. With clear zoning controls and urban design guidelines in place, discretionary actions requiring a Planning Commission hearing will be avoided where possible. Consistency with the policy and intent of this plan should be the primary factor in deliberations.

POLICY 2.2.7

Without rendering new projects infeasible, increase affordable housing or other requirements on market rate residential and commercial development projects to provide additional affordable housing.

Increase affordable housing or other requirements on market rate residential and commercial development projects to provide additional affordable housing, where the Market and Octavia Plan's zoning controls have significantly increased a site's permitted development potential, if additional requirements would not jeopardize the financial feasibility of a proposed market rate housing or commercial development.

OBJECTIVE 2.3**PRESERVE AND ENHANCE EXISTING SOUND HOUSING STOCK.**

The Market and Octavia neighborhood has approximately 10,500 housing units today, providing homes to more than 23,000 people. In contrast to new housing, existing housing tends to be more affordable. The area's existing housing stock should be preserved as much as possible.

POLICY 2.3.1

Prohibit residential demolitions unless they would result in sufficient replacement of existing housing units. Even when replacement housing is provided, demolitions should further be restricted to ensure affordable housing and historic resources are maintained.

The City's *General Plan* discourages residential demolitions, except where it would result in replacement housing equal to or exceeding that which is to be demolished. This policy will be applied in the Market & Octavia area in such a way that new housing would at least offset the loss of existing units, and the City's affordable housing, and historic resources would be protected. The plan maintains a strong prejudice against the demolition of sound housing, particularly affordable housing.

Even when replacement housing is provided, demolitions would be permitted only through conditional use in the event the project serves the public interest by giving consideration to each of the following: (1) affordability, (2) soundness, (3) maintenance history, (4) historic resource assessment, (5) number of units, (6) superb architectural and urban design, (7) rental housing opportunities, (8) number of family-sized units, (9) supportive housing or serves a special or underserved population, and (10) a public interest or public use that cannot be met without the proposed demolition.

POLICY 2.3.2**Discourage dwelling-unit mergers.**

Dwelling-unit mergers reduce the number of housing units available in an area. If widespread, over time, dwelling unit mergers can drastically reduce the avail-

able housing opportunities, especially for single- and low-income households. This plan maintains a strong prejudice against dwelling unit mergers with the goal of maintaining the neighborhood housing stock and an appropriately balanced distribution of unit sizes.

OBJECTIVE 2.4**PROVIDE INCREASED HOUSING OPPORTUNITIES AFFORDABLE TO HOUSEHOLDS AT VARYING INCOME LEVELS.**

In addition to preserving and increasing the supply of housing in the area, there is much that can be done to make housing more affordable and to reduce unnecessary costs associated with producing it. By building on the area's existing strengths as an accessible, mixed-use neighborhood, housing costs associated with car ownership can be reduced, making housing substantially more affordable.

POLICY 2.4.1**Disaggregate the cost of parking from the cost of housing.**

In much of the housing built under current parking requirements, the cost of parking is "bundled" into the cost of owning or renting a home, requiring households to pay for parking whether or not they need it. As part of an overall effort to increase housing affordability in the area, costs for parking should be separated from the cost of housing and, if provided, offered optionally. To support this, encourage parking provided in new residential developments to be made publicly available for lease. Encourage private developers to partner with carsharing programs in locating carshare parking in new buildings. Encourage shared use of private and public parking facilities to meet residential needs, including surplus parking available in the Opera Plaza and Civic Center Garages.

POLICY 2.4.2**Encourage lending institutions to expand the existing "location efficient mortgage (LEM) program" and allow residents to leverage the plan area's advantages as a walkable, transit-accessible neighborhood.**

As part of the burgeoning LEM program, these savings

can enable residents to qualify for a larger mortgage for a home. Develop programs to highlight Market and Octavia as a “location-efficient” neighborhood as part of the LEM program.

POLICY 2.4.3

Encourage innovative programs to increase housing rental and ownership opportunities and housing affordability.

The city should encourage the development of a community land trust in the area, and support the exploration of other innovative approaches to reducing housing costs for homeowners and renters.

POLICY 2.4.4

Housing stock is monitored for changes in character.

As part of the monitoring system, the housing stock shall be monitored for changes to unit size, type of unit mix, density and general housing character. The types of housing opportunities are closely linked to the people who will be able to live in that neighborhood. Over time, the neighborhood is sure to change in some respects. Regular monitoring reports to the public can help provide opportunity for residents to become aware of change and direct changes to the benefit of the community at large. The monitoring report shall track new development, subdivisions, demolitions and condo-conversions, especially for effects to affordable housing and historic buildings.

3. BUILDING WITH A SENSE OF PLACE

Buildings define the public realm in addition to providing space for a myriad of private activities. They provide the setting for people to meet and interact informally and shape the neighborhood’s range of social experiences and offerings. Building height, setback, and spacing define the streets, sidewalks, plazas, and open space that comprise the community’s public realm. Buildings shape views and affect the amount of sunlight that reaches the street. The uses of buildings and their relationships to one another affect the variety, activity, and liveliness of a place. Buildings with a mix of uses,

human scale, and interesting design contribute to attractive and inviting neighborhoods, and are vital to the creation of lively and friendly streets and public spaces. In the best cases, the defining qualities of buildings along the street create a kind of “urban room” where the public life of the neighborhood can thrive.

OBJECTIVE 3.1

ENCOURAGE NEW BUILDINGS THAT CONTRIBUTE TO THE BEAUTY OF THE BUILT ENVIRONMENT AND THE QUALITY OF STREETS AS PUBLIC SPACE.

For all new buildings and major additions, ensure that fundamentals of good urban design are followed, while allowing for freedom of architectural expression. A variety of architectural styles (e.g. Victorian, Edwardian, Modern) can perform equally well. Proposed buildings should relate well to the street and to other buildings, regardless of style. In its architectural design and siting, new construction should reflect and improve on the scale, character, and pedestrian friendliness of the street and the neighborhood. Design should be consistent with the accompanying design guidelines; the guidelines do not address architectural style. The intent is to encourage buildings with a human scale that contribute to the establishment of inviting and visually interesting public places, consistent with the area’s traditional pattern of development.

Policy 3.1.1

Ensure that new development adheres to principles of good urban design.

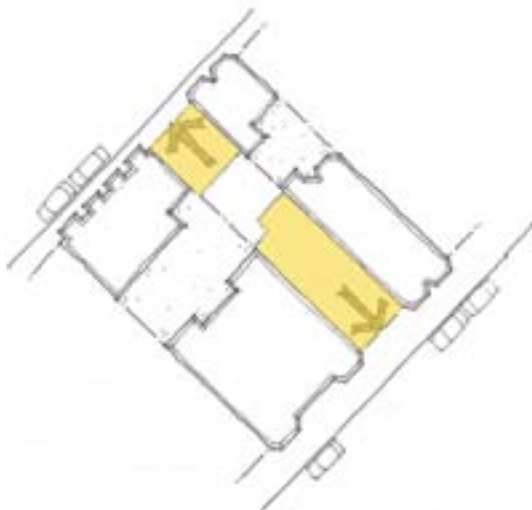
New development will take place over time. Modest structures will fill in small gaps in the urban fabric, some owners will upgrade building facades, and large underutilized land areas, such as the former Central Freeway parcels, will see dramatic revitalization in the years ahead.

The following Fundamental Design Principles apply to all new development in the Market and Octavia area. They are intended to supplement existing design guidelines, Fundamental Principles in the *General Plan* and the Planning Department’s *Residential Design Guidelines*. They address the following areas: (1) Building Massing and Articulation; (2) Tower Design Elements; (3) Ground Floor Treatment, further distinguished by street typology, including (a) Neighborhood Commercial Streets, (b) Special Streets - Market Street, and (c) Alleys; and (4) Open Space.

FUNDAMENTAL DESIGN PRINCIPLES FOR BUILDING MASSING AND ARTICULATION

The way we experience a building is determined largely by its massing and articulation. Buildings in most San Francisco neighborhoods are no more than five stories tall, built on narrow lots, and have bay windows or other kinds of projections. This gives them a distinct rhythm and verticality, and breaks down the scale to that of the human activity taking place inside and around them. This further relates buildings to the human activities in the street.

1. *Most new buildings should be built to all property lines facing public rights-of-way.* In the Market and Octavia neighborhood, buildings commonly front directly onto the public realm - - streets and alleys - - and are set back only to accommodate elements.

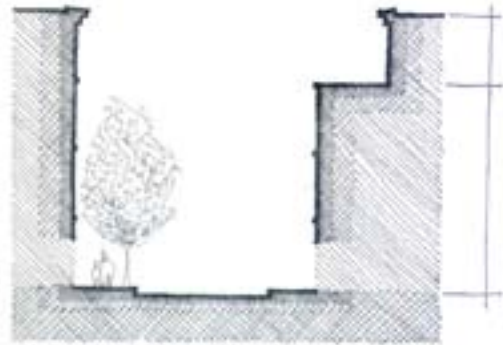


Construct infill development to property lines

2. *Taller buildings should include a clearly defined base, middle, and top.* The middle of buildings should be clearly distinguished from the base and articulated with windows, projections, porches, and/or balconies. The roof, cornice, or parapet area should be well integrated with the building's overall composition, visually distinctive, and include elements that create skyline interest. Roof forms should be drawn from the best examples in the area. Above five stories, top floor(s) should be incorporated into an appropriately scaled expression of the building's top.



3. *Use of setbacks to reduce mass.* Upper-floor setbacks or other architectural techniques that reduce the overall massing should be considered where a building would exceed a height equal to the width of the facing street, or differ by one or more stories, from the prevailing height of adjacent buildings.

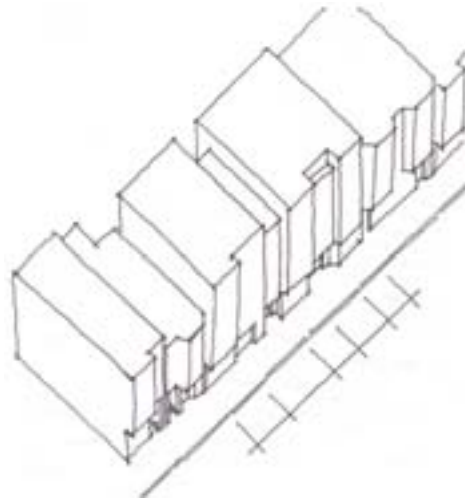


4. *Building façades should include three-dimensional detailing; these may include bay windows, cornices, belt courses, window moldings, and reveals to create shadows and add interest.* In most cases, a minimum window reveal of two inches should be incorporated and sliding windows or applied mullions should not be incorporated on windows facing the street or the public realm (streets, alleys and other publicly-accessible spaces). Windows and cornices are especially important elements contributing to the creation of a comfortable

“urban room” and pedestrian environment. Upper floors may include smaller, vertically proportioned windows punched into walls, projections such as bay windows, or small balconies. Windows should typically be vertical to reflect traditional arrangements found throughout San Francisco. Other façade elements that contribute to visual interest may include awnings, canopies, projections, trellises, and detailed parapets.



5. *Building façades that face the public realm should be articulated with a strong rhythm of regular vertical elements.* There is a well-established pattern of individual buildings on 25- to 50-foot wide lots in the residential and neighborhood commercial areas of the Market and Octavia neighborhood. While buildings occupy larger frontages along the Market and Mission Street corridor, they are typically broken up with a regular rhythm of projections, changes in massing, wall planes, and rooflines.



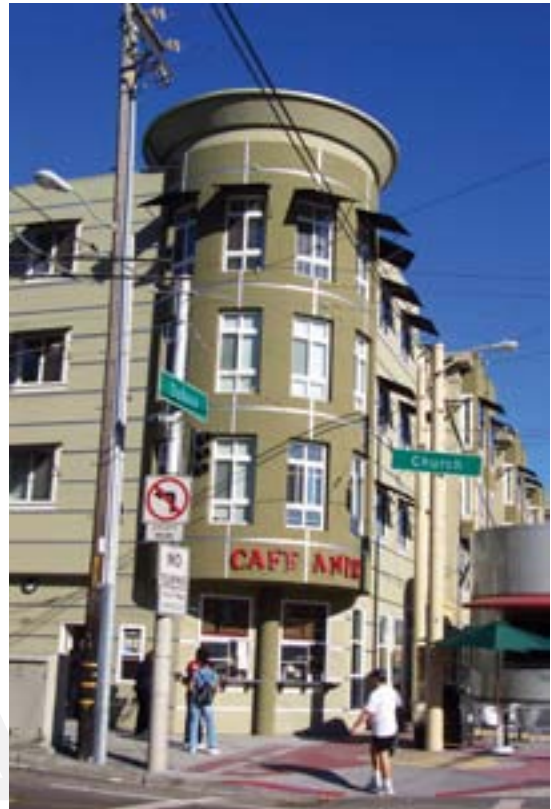
Individual buildings in the area are typically on 25 – 50 foot wide lots

6. *The façades of new buildings should extend this pattern.* New buildings should occupy narrow frontages and express a vertical orientation in their use of projections, windows, and other detailing. This is ideally achieved through individual buildings on narrow frontages. On wider lots, at the least, vertical elements should break down the visual scale of larger buildings and create a rhythm that visually minimizes overall massing, consistent with historic development patterns.



Although constructed on a large lot, this building façade replicates the traditional 25-50 foot-wide lot pattern through changes to the plane, color and roof line.

7. *Buildings on sloping sites should follow the slope to reinforce and accentuate the city's natural topography and maintain a strong relationship to the street. One of the qualities most revered in San Francisco is streets and buildings that rise and fall in concert with topography. New buildings or additions should follow the slope of the street to accent and celebrate the natural topography and provide a vertical rhythm to the street. Where buildings fail to step up slopes, they adversely "flatten" the city's natural topography.*
8. *For buildings on slopes, the ground floor and building entries should step-up in proportion to the slope between façade segments.*



Corner Tall tower / bay element establishes a visual landmark at an important street intersection

9. *Special building elements and architectural features such as towers and special entries should be used strategically at street intersections and near important public spaces. Throughout the Market and Octavia neighborhood, buildings with these elements contribute to a building's distinction as a landmark, help to define a gateway, draw attention to an important activity, or help define public gathering places and intersections.*
10. *High-quality building materials should be used on all visible façades and should include stone, masonry, ceramic tile, wood (as opposed to composite, fiber-cement based synthetic wood materials), precast concrete, and high-grade traditional "hard coat" stucco (as opposed to "synthetic stucco" that uses foam). Rich architectural detailing on individual buildings significantly contributes to the public realm. Detailing is encouraged to provide interest and create variation in wall planes; materials and level of detail should be drawn from the best examples in the area. Base and cornice materials should be balanced in material and color.*

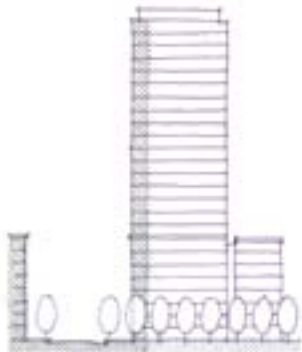
FUNDAMENTAL DESIGN PRINCIPLES FOR TOWERS

Towers may be permitted above a base height of 85 - 120-feet in selected locations in the Van Ness and Market Downtown Residential Special Use District (VNMDR-SUD). Special urban design considerations are required for towers because of their potential visual impacts on the city skyline and on the quality and comfort of the street.

1. *Horizontal articulation at the street wall height should be employed.* Like all buildings, towers need to create an appropriate enclosure of the street. Some form of horizontal articulation is essential to mark the street wall height and frame the portion of the building's façade that marks the pedestrian zone.



2. *A change in vertical plane should differentiate a tower element from the rest of the building.* A change in vertical plane differentiates the mass of the tower from that of adjacent buildings, focusing this massing on its base and setting it apart as a distinct building.



3. *Provide pedestrian comfort from wind.* There are significant winds in the Van Ness Avenue and the Market / Mission street corridor. Towers such as the Fox Plaza Tower channel winds down to the street level, resulting in unpleasant and potentially dangerous conditions for pedestrians. Redirected wind flows from new towers should not exceed 7 M.P.H. on Market Street and 11 M.P.H. on all other streets. Horizontal articulation, screens and other wind mitigation measures should be integrated into the overall massing, design and articulation of the building.
4. *Towers should be light in color.* For the most part, buildings in San Francisco are light in tone. The overall effect is that of a white city spread over the hills. To maintain continuity with this existing pattern, dark or disharmonious colors or building materials should be avoided. Highly reflective materials, particularly mirrored or reflective glass, should be avoided.

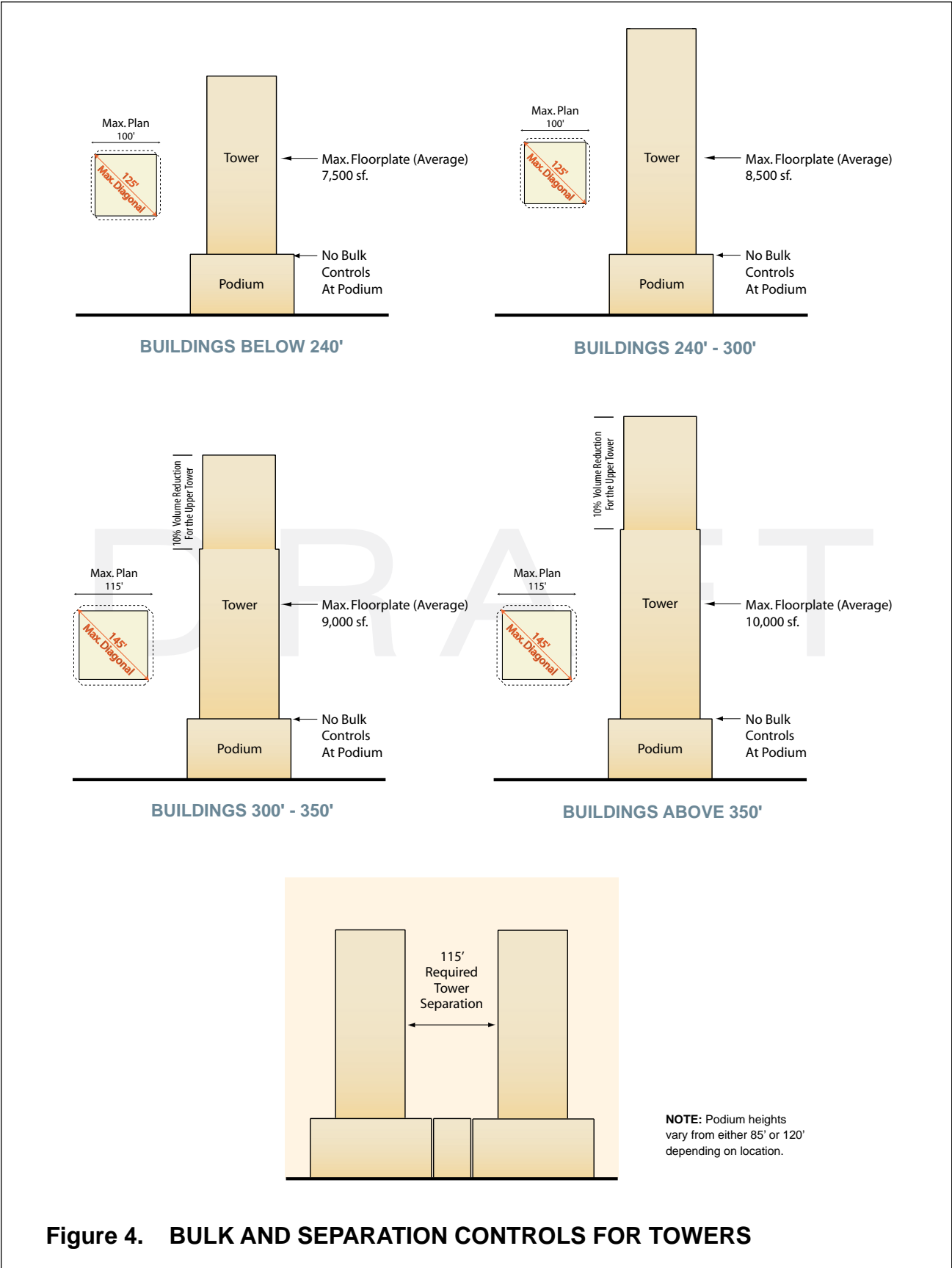


Figure 4. BULK AND SEPARATION CONTROLS FOR TOWERS

FUNDAMENTAL DESIGN PRINCIPLES FOR THE GROUND FLOOR

The design and use of a building's ground floor has a direct influence on the pedestrian experience. Ground floor uses in the area are devoted to retail, service, and public uses in mixed-use buildings and to residential units and lobbies in apartment buildings. These uses provide an active and visually interesting edge to the public life of the street, which is especially important on neighborhood commercial streets. Parking, which has become a common street-facing use in more recent buildings, dilutes the visual interest and vitality of the street. This plan maintains a strong presumption against permitting surface-level parking as a street-facing use; rather, it encourages retail, residential, and other active uses facing the street.

1. *Surface parking should not be permitted between the street-facing property line and the fronts of buildings in most instances.* The use of setbacks for parking detracts greatly from the sidewalk character and pedestrian comfort. Parking should not be permitted at the front of buildings, except on parcels with 25 feet or less of frontage, where it is in a garage that is integrated into the structure of the building.

The buildings in the two images below both have a density of 100 units to the acre. The building in the first image, built before parking requirements, provides one parking space for every four units. The building in the second image provides one parking space for every unit. It is four stories taller than the first building. On the street level, it offers little except views of the parked cars within.



2. *No more than 30 percent of the width of the ground floor may be devoted to garage entries or blank walls. This shall in no case require garage entries be less than 10 feet wide. Where curb cuts are expressly prohibited by this plan, garage entries are not permitted. No façade may feature garage entries that together total more than 20 feet in width.* The building area immediately facing the street should support residential or commercial uses, have a human scale, and contribute active uses to the street. Large garage entries are extremely detrimental to a street's design character and pedestrian safety. Vehicular traffic crossing the sidewalk should be limited to the absolute minimum necessary to facilitate access to parcels. At least 70 percent of the width of the ground floor facing streets must be devoted to windows, entrances to dwelling units, store windows and entrances, landscaping or planters, and other architectural features that provide visual relief and interest.



Excessively wide garage doors create a visually "dead" sidewalk.

3. *Parking should be located at the rear of the site and setback from street frontages wherever possible.*
4. *Eight-foot-wide garage entries are preferred over wider entries.*
5. *Building entries and shop fronts should add to the character of the street by being clearly identifiable and inviting. Blank walls (absent windows, entries, or ornamentation) should be avoided. Display windows with unobstructed views into interior spaces and building entrances should line major streets. Service functions such as trash, utility, or fire rooms, should not be placed at the street front where possible.*
6. *Primary building entries may be set back from the street-facing property line, though no more than 5 feet from the street-facing façade; and if set back, should be no wider than 15 feet at the property line per individual entry. A recessed entryway provides transition space between the public sidewalk and the private interior of the building, and is common in this neighborhood for both commercial and residential uses.*



7. *New buildings should adhere to the existing Planning Code limitations on signage. The character, size, and quality of signage projecting from buildings play an important role in the visual appeal and attractiveness of a street.*

8. *Building projections and recesses, along with variations in materials and color and other architectural design features, should be used to emphasize pedestrian entries and de-emphasize garage doors and parking.*



9. *First-floor residential units are encouraged to be at least 3 feet above sidewalk level such that the windowsills of these units are above pedestrian eye level in order to maintain the units' privacy. Successful ground floor residential units are often set slightly above the street grade, such that ground-floor living spaces look down on the street. Transitions between private space and the public space of the street, using stoops and other means, are encouraged.*



Stairs elevate first floor residential units above pedestrian eye level and provide a transition between public and private space

- 10.** *Residential units on the first to third floors should generally be directly and independently accessible from the sidewalk, rather than from common lobbies.* Individual entries to residential units help to provide rhythm to a building façade, contribute activity, interest, and “eyes” on the street, and enhance the sense of connectedness between residential units and the public life of the street. Direct residential entries from the street are appropriate in most buildings where they do not conflict with ground floor retail uses.



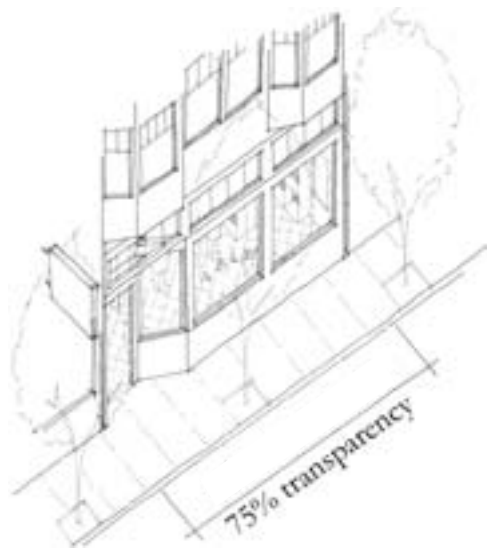
Flats have independent access to the street.

FUNDAMENTAL DESIGN PRINCIPLES FOR STREETS

Neighborhood Commercial Streets

Like most parts of San Francisco, neighborhood commercial streets in the Market and Octavia neighborhood provide a center for the life of the area. These streets are typically lined with individual retail storefronts that provide visual interest and have a scale that feels especially lively and organic. While not all new development on these streets need be mixed-use in character, it should contain active ground-floor uses and provide a façade that adds visual interest and a human scale to the street.

1. *Where present, retail frontages should occupy no less than 75 percent of a building frontage at the ground floor.* The interior of the retail space should be visible at pedestrian eye level to help activate the street. Retail spaces in the neighborhood typically provide ample transparency to the street. Businesses often use retail frontages to display goods and provide views to the interior. Dark or mirrored glass is not permitted. Solar consideration should be treated architecturally, through the use of recesses, eyebrows, or awnings.



2. *Ground floor retail use should be directly accessible from the street at the grade of the sidewalk onto which it fronts.* Storefronts located above or below grade often feel removed from the life of

the street and are notoriously difficult to make successful. Steps up or down should be avoided. On sloping sites, taller retail spaces at the low end of the site are preferable to sinking a portion of the retail floor below sidewalk grade.



3. *Ground-floor retail spaces should have at a minimum a 12-foot, ideally 15 feet, clear ceiling height.* The most successful retail spaces in the Market and Octavia neighborhood and the city have uncramped ground-floor spaces with high ceilings. They often have clerestory windows.



4. *Horizontal architectural design articulation should be incorporated between the ground floor and second story levels. A minimum 6-inch projection is suggested.* The human scale of the sidewalk

is of paramount importance on neighborhood commercial streets. Architectural detailing, such as a belt course or cornice, at the ground floor ceiling height helps to frame the pedestrian space of the sidewalk.

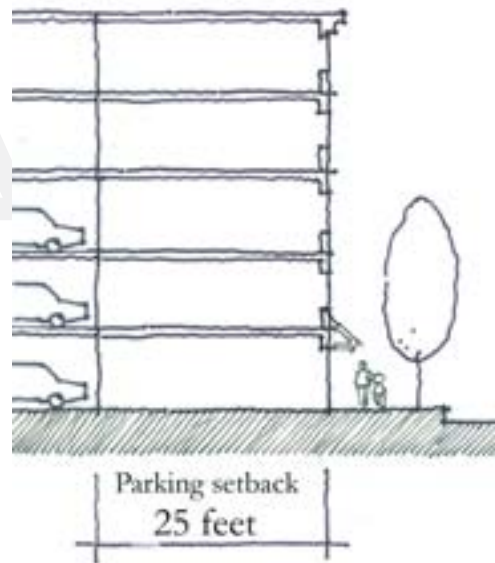


5. *If provided, off-street parking should be accessed via side streets or alleys where that is possible.*



This mixed-use project retains contiguous retail along Gough Street by providing garage access on Hickory Alley.

6. *Curb cuts should not be permitted on Market, Church, and Hayes Streets nor Van Ness Avenue where retail is explicitly encouraged. Commercial streets thrive where continuous storefronts are maintained and there is an active pedestrian environment uninterrupted by cross-traffic accessing off-street parking or dead spaces created by garage doors. Access to off-street parking should be discouraged on those frontages designated for retail use, as described in Policy 1.1.8. In retail areas, curb cuts reduce pedestrian safety, and discourage public use and enjoyment.*
7. *If provided, off-street parking located at or above grade must be setback at least 25 feet from the street-facing property line, including parking above the ground floor.*



Special Streets - Market Street

Market Street is San Francisco's premiere civic street—it is the focal point for the city's commercial, ceremonial, and cultural life. Market Street is the backbone of the city and regional transit systems and is also the City's busiest pedestrian and cycling street. Given its special role, buildings along Market Street, and the uses they support, should contribute to its vitality and life as a civic space. New buildings should have a human scale and character appropriate for a street of its scale and prominence.



Market Street is no longer bisected by the Central Freeway and is the dominant street in the Plan Area.

Beyond the requirements for neighborhood commercial streets, described above:

1. *Ground floor retail spaces should have at minimum a 15-foot clear ceiling height.* Retail spaces along Market Street are grand, open, and inviting. Reflecting the scale of existing retail spaces on Market Street. New buildings should provide 15-foot ceiling heights on the ground floor. In this way, new construction will allow ample light and air to penetrate the ground floor. In combination with providing adequate fenestration, this would increase transparency of the building façade.



Alleys

Alleys are typically quieter, support primarily service and small residential uses, and have a more intimate scale than streets. They provide an important way of moving about for pedestrians and cyclists and offer relief from busy streets. Alleys vary widely in their use and character—some are lined with commercial loading docks and others with residential stoops and front doors. The plan area has an exceptional network of alleys. New buildings on alleys should respond to the unique conditions of alleys, reinforcing their intimate scale and character.

1. *On alleys, parking and garage doors may occupy no more than 40 percent of a parcel's total alley frontage, up to a total of 20 feet maximum, at ground level. In no case shall garage entries be restricted to less than 10 feet wide.* Parking and garage doors, while necessary uses on alleys, should not dominate. Residential units, entries, loading docks, and other more active uses are preferable. Where parking and garage doors are permitted as an alley-facing use, they should be limited in their overall frontage, recessed, and otherwise screened from view.

2. *Residential uses on the ground floor are encouraged on alleys.* Residential uses on the ground floor are common on alleys in the plan area and bring active living space to street level.



3. *Consider making improvements to non-residential alleys that foster the creation of dynamic, mixed-use places.*

Non-residential alleys support new and existing commercial and institutional uses.

Encourage coordinated approaches to the design of these alleys so as to protect the intimate scale of alleys and yet create public spaces that contribute to and support the varied uses. Consider the following improvements, where appropriate:

- Enliven the ground floor space with active uses where possible. Accommodate loading spaces in ways that add to the living character of the alley.
- Non-residential alleys can benefit from “living street” improvements that provide public open space improvements that enhance the non-residential uses.
- Encourage a visually coherent environment in the alley by using similar or complementary design details throughout.
- Create flexible exterior spaces that can accommodate the growth and evolution of a variety of uses.
- Non-residential alleys may provide for a number of different and often conflicting uses. Reduce the conflict by providing an uncluttered environment. Consider placing furnishings such as trash cans in a recessed area.



Institutional (School) Use at Hickory Alley and Gough Street

FUNDAMENTAL DESIGN PRINCIPLES FOR OPEN SPACE

Residential buildings in San Francisco provide on-site open space for the use of the residents in a variety of forms. Different from parks, plazas, and other public spaces, private open spaces should be secure and should be easily accessed from the residential units. They are a valuable play space for children, a setting for backyard gatherings, and an extension of interior living areas. Creative design and siting of interior open spaces is encouraged in new buildings. Safe and comfortable interior open spaces compliment the area's larger network of civic streets and open spaces.

1. *In most instances, three- and four-bedroom units should be located within three stories of common open space, and accessible via stairs.* For these spaces to be useful as children's play spaces, they should have close proximity to the residential unit to facilitate parental/adult supervision. Generally speaking, open spaces that are more than three stories from a living space and require the use of an elevator for access are less likely to be actively used by families.
2. *Street furniture and other public improvements should be provided in the vicinity of the project.* In addition to private interior open space, the street provides a valuable public open space that residents and businesses use daily. Private open spaces should be strongly connected to the street. Tree-plantings, street furniture, and other enhancements should be provided to strengthen the street's value as an open space.



3. *Encourage rooftop gardens as a form of common open space.* Rooftop gardens are often overlooked as a means of providing common open space. These spaces typically have excellent sunlight access, are accessible to tenants/property owners and offer good views.



The rooftop terrace provides valuable open space to building residents.

OBJECTIVE 3.2

PROMOTE THE PRESERVATION OF NOTABLE HISTORIC LANDMARKS, INDIVIDUAL HISTORIC BUILDINGS, AND FEATURES THAT HELP TO PROVIDE CONTINUITY WITH THE PAST.

There are currently a number of known historically significant resources in the plan area. Locally designated landmarks are specified in Article 10 of the Planning Code. Resources are also listed in the California Register of Historical Resources, the National Register of Historic Places, and in certified historic resource surveys. Map 4 shows these known resources. It is expected that a substantial number of other historic resources would be documented if an historic survey were undertaken, and that these resources would be added to over time as the area's building stock ages.

POLICY 3.2.1

Prepare an historic survey for the Market and Octavia Plan Area in a timely manner.

While much is currently known about the neighborhood and a number of surveys have been completed, there is still a need for a comprehensive historic survey for the Market and Octavia Plan Area. The City should conduct such an historic survey to identify all historic resources including potential landmarks and historic districts within the area and to determine whether historic resources are eligible for designation at the local, state, and/or federal level. The survey should be completed in a timely manner. Survey findings should be incorporated into the General Plan.

POLICY 3.2.2

Until the survey is completed, a high degree of scrutiny should be applied to any project proposals in the plan area.

While portions of the plan area have been recently surveyed, most of it will soon be surveyed under a new effort expected to be completed in Fall 2007. In the meantime, information from older surveys and a variety of sources is available identifying known resources throughout the plan area. Development proposals in the unsurveyed areas seeking approval before completion of the survey should be subject to a high degree of scrutiny as to their

potential impact on historic resources, those known and those under investigation. The City should err on the side of caution where there is a question as to resource importance and potential impacts. In some cases this may require waiting for results of the comprehensive survey before proceeding and/or requiring specific additional research and information be prepared.

POLICY 3.2.3

Particularly sensitive areas identified in this plan should be treated as potential historic districts while the comprehensive survey is underway.

Some portions of the plan area contain clusters of rated historic buildings indicating a relatively high potential as an historic district. In others, implementation of the plan may increase development pressure on existing building stock where there are suspected cultural resources and some possibility of a district that has not yet been assessed. In order to assure potential historic districts are not eroded in the interim, the subareas identified in Map 4a Interim Scrutiny Areas should be effectively treated as potential historic districts until surveying is completed and results are incorporated into city policy.

POLICY 3.2.4

Once an historic survey of the neighborhood is complete, review the policies of this plan and revise and refine them as necessary.

It is expected that this survey will identify properties and areas for further, more intensive study. As new information comes to light about the area's resources, and as newer buildings age, the survey should be reviewed regularly to ensure accuracy. New survey findings should be integrated into city policy and given full consideration in planning decisions in the area. Following completion of historic surveys of the plan area, relevant policies should be reviewed and revised as necessary, and new ones added if needed, to identify and protect resources consistent with the plan and General Plan.

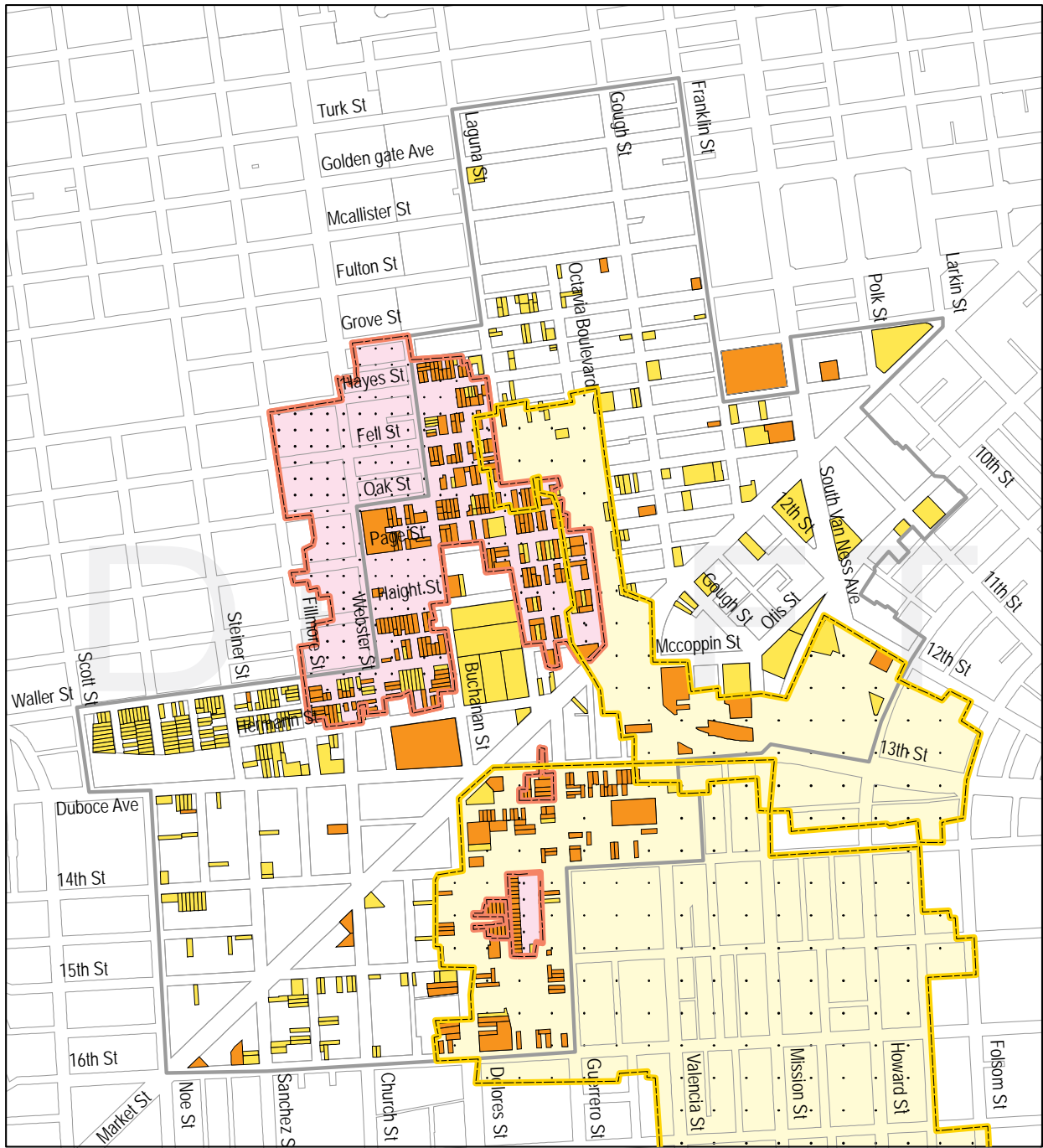
POLICY 3.2.5

Preserve landmark and other buildings of historic value as invaluable neighborhood assets.

Important historic properties cannot be replaced if they are destroyed. Many resources within the Market &

HISTORIC RESOURCES

Map 4



Legend

Individual Structures	Individual Survey Districts
Known Resources**	Hayes Valley Historic District: Guerrero; Hidalgo; Ramona Potential Districts
In 1976 Architectural Survey	Central Freeway & Inner Mission North Survey

**Structures with a California Resource Code of 1; 1S; 2; 3; 3B; 3CB; 3CD; 3CS; 3D; 3S; 5; 5D1; 5D3; 5N; 5S2; 5S3, or a San Francisco Official Landmark.

Octavia area are of architectural merit or provide important contextual links to the history of the area. Where possible these resources should be preserved in place and not degraded in quality.

POLICY 3.2.6

Encourage rehabilitation and adaptive reuse of historic buildings and resources.

Whenever possible, historic resources should be conserved, rehabilitated or adaptively used. Over time, many buildings outlive the functions for which they were originally designed, and they become vacant or underused. Adaptive use proposals can result in new functions for historic buildings. Significant, character-defining architectural features and elements should be retained and incorporated into the new use, where feasible.

POLICY 3.2.7

The addition of garages to historic buildings should be strongly discouraged.

Garage doors disrupt the original architecture and diminish the quality of the sidewalk and street. Where garages have been added to historically significant buildings, seek to return the buildings to the original character. Policies throughout this plan regulate the installation of off-street parking. Those policies should be rigorously applied to historically significant buildings.

POLICY 3.2.8

Protect and preserve groupings of cultural resources that have integrity, convey a period of significance, and are given recognition as groupings through the creation of historic or conservation districts.

Designated historic districts or conservation districts have significant cultural, social, economic, or political history, as well as significant architectural attributes, and were developed during a distinct period of time.

When viewed as an ensemble, these features contribute greatly to the character of a neighborhood and to the overall quality, form, and pattern of San Francisco. Historic districts can provide a cohesive vision back in time, allowing the City's current residents to experience a larger context of the urban fabric, which has witnessed generations.

Policy 3.2.9

Preserve resources in identified historic districts.

The Hayes Valley California Register Historic District, generally bounded by Fillmore, Hermann, Octavia and Grove Streets, has a wealth of Victorian and Edwardian architecture that was spared from the 1906 earthquake and fire and as such represent a significant period in the City's history. While smaller in area, the Guerrero Street Fire Line National Register Eligible District, the Ramona Street National Register Eligible District, and the Hidalgo Terrace California Register Eligible District in the Inner Mission North Survey Area also represent significant district resources. These resources and any other potential districts identified through future survey efforts should be preserved, maintained and enhanced through rigorous review of any proposed changes within their boundaries.

POLICY 3.2.10

Support future preservation efforts, including the designation of historic landmarks and districts, should they exist, throughout the plan area.

A 1995/96 historic resources survey identified an historic district in the Hayes Valley area and the Inner Mission North Survey of 2004 identified three smaller eligible districts in the north Mission area. It is anticipated that more historic districts will be identified in the upcoming comprehensive plan area survey. Although these identified resources will be protected through normal planning and environmental review procedures, official designation should also be pursued. This would serve to more widely and publicly recognize important historic resources in the plan area.

INTERIM SCRUTINY AREAS

Map 4a



Legend

Market-Octavia Area Plan Boundary

"Increased Scrutiny" Areas

Note: Map shows areas that are subject to interim scrutiny with respect to permit review. Map and procedures are valid until the Historic Survey is incorporated into the Plan and potential districts identified.

0

400

800

1,600 Feet

0

125

250

500 Meters

35

POLICY 3.2.11

Ensure that changes in the built environment respect the historic character and cultural heritage of the area, and that resource sustainability is supported.

Historic resources are focal points of urban context and design, and contribute greatly to San Francisco's diverse neighborhoods and districts, scale, and city pattern. Alterations, additions to, and replacement of older buildings are processes by which a city grows and changes. Some changes can enhance the essential architectural and historical features of a building. Others, however, are not appropriate. Alterations and additions to a landmark or contributory building in an historic district should be compatible with the building's original design qualities.

Rehabilitation and adaptive use is encouraged. For designated resources, the nationally recognized Secretary of the Interior's Standards for the Treatment of Historic Properties should be applied. For non-designated cultural resources, surveys and evaluations should be conducted to avoid inappropriate alterations or demolition.

POLICY 3.2.12

Encourage new building design that respects the character of nearby older development.

New buildings adjacent to or with the potential to visually impact historic contexts or structures should be designed to complement the character and scale of their environs. The new and old can stand next to one another with pleasing effects, but only if there is a successful transition in scale, building form and proportion, detail, and materials. Other policies of this plan not specifically focused on preservation—reestablishment and respect for the historic city fabric of streets, ways of building, height and bulk controls and the like—are also vital actions to respect and enhance the area's historic qualities.

POLICY 3.2.13

Promote preservation incentives that encourage reusing older buildings.

Preservation incentives are intended to encourage prop-

erty owners to repair, restore, or rehabilitate historic resources in lieu of demolition. San Francisco offers local preservation incentive programs, and other incentives are offered through federal and state agencies. These include federal tax credits for rehabilitation of qualified historical resources, property tax abatement programs (the Mills Act), alternative building codes, and tax reductions for preservation easements. Preservation incentives can result in tangible benefits to property owners.

POLICY 3.2.14

Apply the "Secretary of the Interior's Standards for the Treatment of Historic Properties" for all projects that affect individually designated buildings at the local, state, or national level.

The Secretary of the Interior's Standards assist in the long-term preservation of historic resources through the protection of historical materials and features. Nationally, they are intended to promote responsible preservation practices that help to protect against the loss of irreplaceable cultural resources.

POLICY 3.2.15

Apply the Secretary of the Interior's Standards for the Treatment of Historic Properties for infill construction in Historic Districts and Conservation Districts (designated at the local, state, or national level) to assure compatibility with the character of districts.

These standards should be applied in decisions involving infill construction within conservation or historic districts. These districts generally represent the cultural, social, economic or political history of an area, and the physical attributes of a distinct historical period. Infill construction in historic districts should be compatible with the existing setting and built environment.

POLICY 3.2.16

Preserve the cultural and socio-economic diversity of the plan area through preservation of historic resources.

Valuing the historic character of neighborhoods can preserve diversity in that older building stock, regardless of

its current condition, is usually of a quality, scale, and design that appeals to a variety of people. Older buildings that remain affordable can be an opportunity for low-income households to live in neighborhoods that would otherwise be too expensive.

POLICY 3.2.17

To maintain the City's supply of affordable housing, historic rehabilitation projects may need to accommodate other considerations in determining the level of restoration.

Where rehabilitation requirements threaten the affordability of housing, other accommodations may need to be emphasized such as: exterior rehabilitation which emphasizes the preservation and stabilization of the streetscape of a district or community or recognizing funding constraints, to balance architectural character with the objectives of providing safe, livable, and affordable housing units.

4. STREETS AND OPEN SPACES

The System of Public Streets and Alleys

In San Francisco as a whole and in the Market and Octavia neighborhood, streets are the public realm. We travel along public ways, to get from place to place, and to gain access to where we live, work, and shop. Public services—police, fire, deliveries of all sorts—depend on them. We locate our municipal hardware and utilities—water, sewage and electric lines, cables, and more—on them, above them, and mostly under them. But the public way system is much more than a utilitarian system of connections. It is where people walk, where they meet each other, where they socialize, where they take in the views, where they see what merchants have to offer, where they get to know, first hand, their city, their neighborhood, and their fellow citizens. Streets, then, connect us socially and functionally, and can be categorized as safe or dangerous, places to behold or to stay away from. It is from this dual nature of streets as places of function (utility, transportation) and places of socializing and leisure that one of the main dilemmas of planning arises—how do we allocate this most

scarce public resource characterized by both functional requirements and aesthetic sensibilities.

The Market and Octavia neighborhood is within walking distance of Downtown, adjacent to Civic Center, the home of San Francisco's most important main street, located where three of the oldest of the grids come together. It is reasonably level (for San Francisco), which makes it great for walking and biking. Given its central location, it is one of those urban areas that most San Franciscans are compelled to pass through in order to reach their destination. Whether by streetcar, bus, trolley, rapid transit, auto, bicycle, or on foot, many of the City's movement systems pass through the area. They do it on the neighborhood's system of public ways. The challenge in Market and Octavia is no different than for planning in general: How do we accommodate the legitimate travel needs of the people using the many modes of movement through the area, while at the same time respecting and achieving the neighborhood's legitimate desires for and expectations of safe, moderate-paced, attractive streets on which to move, socialize, walk, and lead an urban, face-to-face lifestyle, at least the equal to any in San Francisco.

A first step to meeting that challenge is to restore a balance between the movement needs of competing travel modes, and to ensure that there is a balanced mix of travel modes with special attention to pedestrians and street life.

The plan recognizes that 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. Much research rejects this logic and shows that people's transportation choices are dynamic and respond to capacity, relative cost, time, convenience, and other factors. Crucially, we learn that movement of people is more than just movement of cars. This plan prioritizes the safe and effective movement of people. What follows are specific proposals for a myriad of improvements to streets.

See Map 5. System of Civic Streets and Open Space

Principle: *Streets that support and invite multiple uses, including safe and ample space for pedestrians, bicycles, and public transit, are a more conducive setting for the public life of an urban neighborhood than streets designed primarily to move vehicles.*

SYSTEM OF STREETS AND OPEN SPACES

Map 5



The past 20 years have seen advances in ways to improve the livability of streets, be they major traffic carriers or local public ways. Closely planted street trees, pedestrian-scaled lights, well marked crosswalks, widened sidewalks at corners, and creative parking arrangements are but a few of the methods used with success to achieve the kind of neighborhood that residents say they want. They are all addressed in the objectives and policies that follow.

Parks, Plazas and Open Spaces

Provision of public open space is necessary to sustain a vital urban neighborhood, especially one where new housing is to be added to an already dense urban fabric. This is especially so given the reality that there are few public parks or plazas in the Market and Octavia neighborhood. To be sure, there are public spaces nearby: Jefferson Square between Gough Street and Laguna Street, at Turk Street; Civic Center Plaza (with its children's play areas) east of Polk Street; Dolores Park some blocks south of Market Street; Duboce Park, west of Steiner Street; and Koshland Park, which perhaps comes closest to what one thinks of as a local park, up on the hill, at Buchanan Street and Page Street. But all of these spaces are either "nearby," close but not a part of, or are city-oriented rather than neighborhood-oriented. There is no central public square, park, or plaza that marks and helps give identity to this neighborhood.

At the same time that the neighborhood lacks community-focused open space, it is also largely built out, without significant or appropriate undeveloped land, except for that laid bare by the demolition of the Central Freeway. Most of this property is earmarked for much-needed housing.

In the Market and Octavia neighborhood, the streets afford the greatest opportunity to create new public parks and plazas. That is why streets are included in the discussion of public open spaces. This plan takes advantage of opportunities within public rights-of-way. Most noteworthy, Octavia Boulevard itself is conceived in part as a linear open space, as with all great boulevards, that will draw walkers, sitters, and cyclists. In addition, modest but gracious public open spaces are designated within former street rights-of-way that are availed through major infrastructure changes, along with a series of smaller open spaces, for the most part occurring within widened sidewalks areas. As well, housing development along the former freeway lands will create open spaces within private developments,

contributing to the neighborhood as a whole.

Principle: *A successful open space system is carefully woven into the overall fabric of a neighborhood's public streets, taking advantage of opportunities, large and small, to create spaces both formal and informal.*

While almost all of the Market and Octavia neighborhood is built out, there are a few opportunities to integrate new neighborhood open spaces into its existing physical fabric. There are several significant sites for potential new open spaces. Widened sidewalk areas, when provided with benches that encourage lingering and trees that provide shade, can be effective small public spaces. This plan includes proposals for both kinds of open space.

- A new public park, Patricia's Green in Hayes Valley, has been created at the northern end of the new Octavia Boulevard, using the street right-of-way provided as the boulevard transitions to local traffic.
- A widened sidewalk in the commercial section of Hayes Street should be studied as a linear open space for strolling under trees and for lingering, linked to the pedestrian promenade along Octavia Boulevard.
- Street intersections along Market Street—at Dolores Street and at the freeway "touchdown," for example—provide the opportunity to create small public plazas, and this plan proposes to take advantage of them. Likewise, traffic-calming initiatives on local streets provide opportunities for corner plazas, similar to those in the Duboce Triangle area to the west.
- An intimate public square can be created in the new SoMa West neighborhood, along Brady Street, on land associated with a small BART utility structure and adjacent surface parking lot. This is an area of small streets that calls out for new, modestly-scaled housing that can be part of a mixed-use neighborhood. A new public square can serve as a focal point for this area.
- There is an opportunity for a new open space in the McCoppin Street right-of-way, where the street no longer carries significant traffic flows and can be reclaimed as neighborhood open space. The triangular parcel immediately south of the McCoppin Street right-of-way, currently serving as a truck-rental office, could be part of a larger open space at this location, should it become available.

Areawide Improvements

Local streets like Laguna, Hermann, Octavia north of Hayes, Buchanan, and others should be reconfigured and enhanced where necessary to encourage walking and slow traffic movement. They are envisioned as gathering places that enhance neighborhood identity as well as public streets. The neighborhood's alleys are major assets to be protected and, in places, enhanced.

OBJECTIVE 4.1

PROVIDE SAFE AND COMFORTABLE PUBLIC RIGHTS-OF-WAY FOR PEDESTRIAN USE AND IMPROVE THE PUBLIC LIFE OF THE NEIGHBORHOOD.

POLICY 4.1.1

Widen sidewalks and shorten pedestrian crossings with corner plazas and boldly marked crosswalks where possible without affecting traffic lanes. Where such improvements may reduce lanes, the improvements should first be studied.

On streets throughout the plan area, there is a limited amount of space on the street to serve a variety of competing users. Many streets have more vehicular capacity than is needed to carry peak vehicle loads. In accordance with the city's Transit-First Policy, street rights-of-way should be allocated to make safe and attractive places for people and to prioritize reliable and effective transit service—even if it means reducing the street's car-carrying capacity. Where there is excessive vehicular capacity, traffic lanes should be reclaimed as civic space for widened sidewalks, plazas, and the like.

Though it may not be possible to widen sidewalks along major traffic streets such as Market, Franklin, Gough, Oak, and Fell Streets, it is both possible and desirable to widen sidewalks by providing widened 'sidewalk bulbs' at corners. In addition, boldly marked crosswalks alert drivers that they are entering intersections where pedestrians are likely to be crossing. Sidewalk widening and improved pedestrian crossings should be implemented throughout the plan area as the most important means of improving pedestrian safety and comfort on the street.

See Map 6. Priority Intersections for Pedestrian Improvements

POLICY 4.1.2

Enhance the pedestrian environment by planting trees along sidewalks, closely planted between pedestrians and vehicles.

Closely spaced and sizeable trees parallel and close to curbs, progressing along the streets to intersections, create a visual and psychological barrier between sidewalks and vehicular traffic, like a tall but transparent picket fence. More than any other single element, healthy street trees can do more to humanize a street, even a major traffic street. On many streets within the Market and Octavia neighborhood, successful environments can be created through consistent tree infill. For example, this can take place on Otis, Mission, Franklin, and Gough Streets north of Market Street. On other streets, such as Gough Street south of Market, Fell, and Oak Streets, and Duboce Avenue, it will require a major new tree planting program.

Consistent tree plantings make an important contribution to neighborhood identity. Different tree species can be used on different streets, or even different blocks of the same street, thereby achieving diversity on a broader basis. Rather than removing existing trees from any given street, the dominant tree species—or preferred tree species—on each block should be identified and future tree planting should be of that tree type.

See Map 7 Priorities for Street Tree Plantings

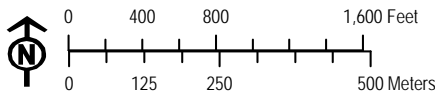
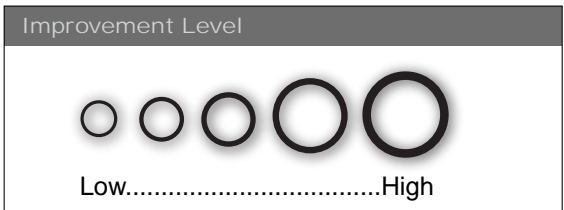
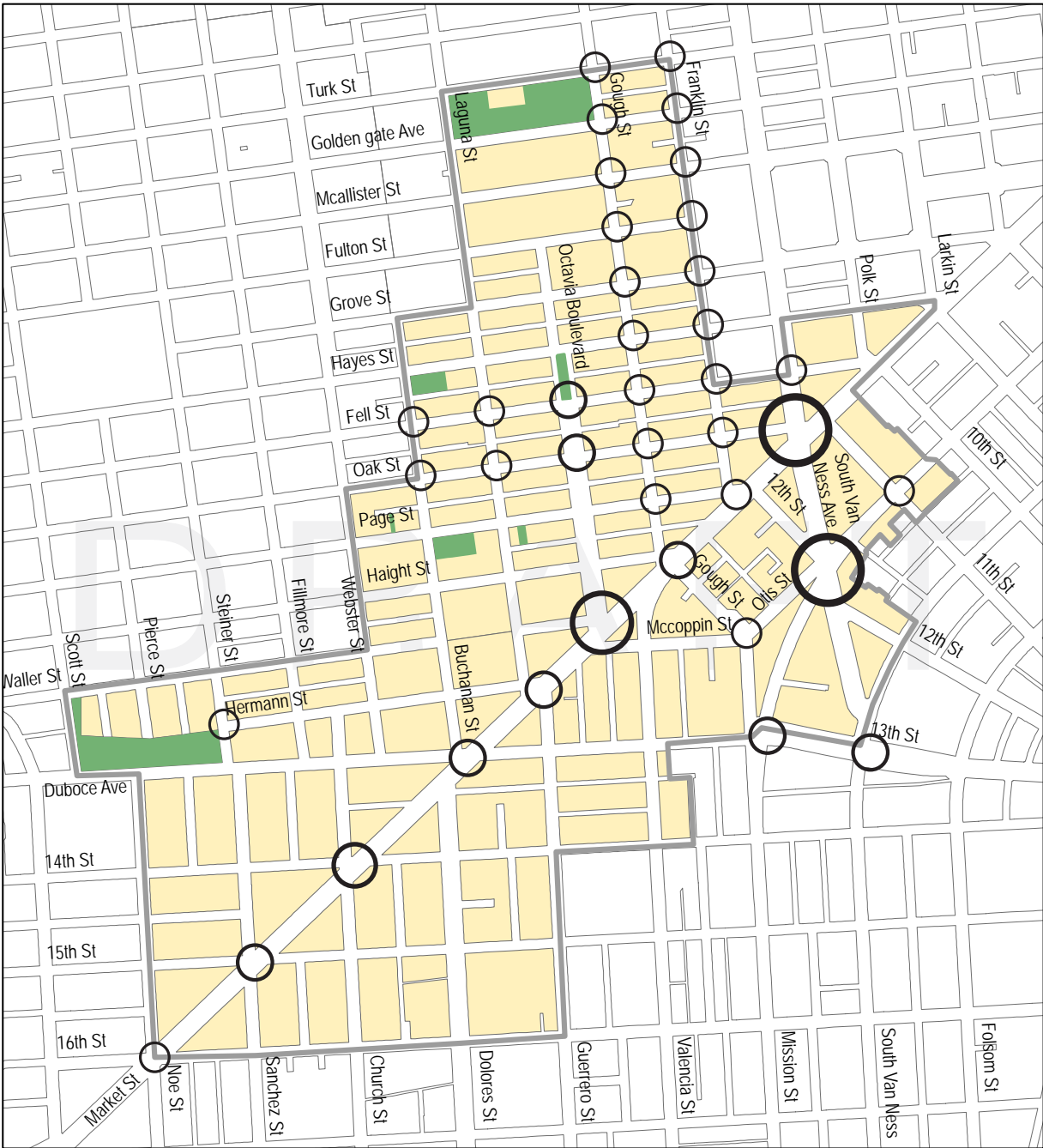
POLICY 4.1.3

Establish and maintain a seamless pedestrian right-of-way throughout the plan area.

Transit-oriented neighborhoods and pedestrian-friendly environments depend on good pedestrian access and ease of movement. Some intersections in the plan area do not permit pedestrian crossings, for example Fell and Gough, Hayes and Gough, and Gough and Otis. The signal cycles at these intersections should be adjusted to accommodate pedestrians. The City should also eliminate pedestrian "do not cross" signs as the sole means to resolve problems at high-traffic intersections where it may be done safely. Prohibitions on pedestrian crossings should be removed wherever these bans exist throughout the plan area.

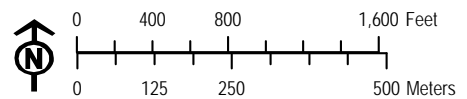
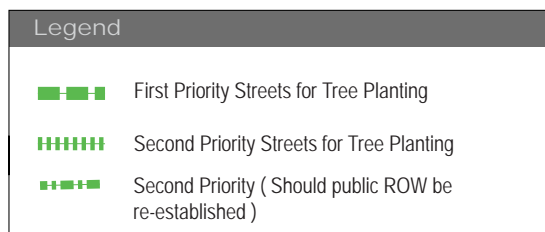
PRIORITY INTERSECTIONS FOR PEDESTRIAN IMPROVEMENTS

Map 6



PRIORITY STREETS FOR TREE PLANTINGS

Map 7



POLICY 4.1.4**Encourage the inclusion of public art projects and programs in the design of streets and public spaces.**

Public art plays an essential role in the civic life of our city. In urban places like the Market and Octavia neighborhood, where streets, parks, and plazas are where civic life unfolds, public art takes on a broad range of meanings that enriches the overall quality of public space. Funding and space for public art should be integrated into all proposals for the physical improvement of streets and open spaces.

POLICY 4.1.5**Prohibit the vacation of public rights-of-way, especially alleys; where new development creates the opportunity, extend the area's alley network.**

There are many existing alleys within the plan area, many of which are concentrated in Hayes Valley and in the larger blocks in the South of Market areas. In addition to being the location of considerable neighborhood housing, most of the alleys, by reason of their intimate scale, the diversity of buildings along them, in some cases their trees, and certainly their contrast with surrounding streets, are delightful, valuable urbane places. These alleys are an invaluable part of the neighborhood's system of public ways and, like any public resource, should be protected against proposals to privatize them.

POLICY 4.1.6**Pursue the extension of alleys where it would enhance the existing network.**

A number of alleys which were previously through streets have been truncated and are now dead-end alleys. As part of the effort to extend pedestrian connections, the City should purchase of the easternmost portion of Plum Alley that is in private ownership and further study the extension of Stevenson Alley from Gough Street to McCoppin Street as part of any proposal for demolition and new construction on Assessor's Block 3504/030.

POLICY 4.1.7**Introduce traffic-calming measures on residential****alleys and consider making improvements to alleys with a residential character to create shared, multi-purpose public space for the use of residents.**

Parking should be concentrated along the curbside with the fewest curb cuts (driveway breaks). New pedestrian-scaled lighting can be added. Street trees should be planted (if residents desire trees). Seek to reach agreement on a single tree species by street (or at minimum, per block) in order to have a unified planting pattern. Because alleys carry relatively little traffic, they can be designed to provide more public space for local residents—as a living street with corner plazas to calm traffic, seating and play areas for children, with space for community gardens and the like—where people and cars share space. By calming traffic and creating more space for public use, the street can become a common front yard for public use and enjoyment.

Working closely all City agencies should develop design prototypes for more extensive improvements to residential alleys. The City should establish a process for local residents to propose living-street improvements and participate actively in the design for their alley.

- Develop prototypes for residential alley improvements, to be used as part of the “Livable Streets” traffic-calming initiative.
- Develop a process whereby local residents can propose living-street improvements and participate in the design and implementation of improvements to their alley.

See Map 8. Alleys for “Living Street” Improvements, Figure 5. A Living Street, and Figure 6 Linden Alley: Before and After

POLICY 4.1.8**Consider making improvements to non-residential alleys that foster the creation of a dynamic, mixed-use place.**

Certain alleys support non-residential uses. Coordinated approaches to the design of these alleys should protect the intimate scale of these alleys and yet create public space that contributes to and supports the varied uses along them.

- Enliven the ground floor space with active uses where possible. Loading spaces can be accommodated in ways that add to the character of the alley.

- Non-residential alleys can benefit from “living street” improvements that provide public open spaces that enhance the commercial uses.
- Encourage coordination throughout the alley by using similar or complementary details throughout.
- Create spaces that allow for the growth and evolution of uses.
- Non-residential alleys may provide for a number of different and often conflicting uses. Reduce the conflict of uses by providing an uncluttered environment. Consider placing furnishings such as trash cans in a recessed area.

Octavia Boulevard and Hayes Valley

OBJECTIVE 4.2

ACCOMMODATE REGIONAL THROUGH TRAFFIC ON SURFACE STREETS THAT ALSO SERVE LOCAL NEEDS, THEREBY REPAIRING AREAS DISRUPTED BY LARGE INFRASTRUCTURE PROJECTS OF THE PAST.

POLICY 4.2.1

Create new public open spaces around the freeway touchdown, including a plaza on Market Street and a plaza in the McCoppin Street right-of-way, west of Valencia Street.

Bringing the elevated freeway down to street surface at Market Street provides the opportunity to create two new small public open spaces: a plaza along Market Street west of the freeway touchdown, and a plaza or other form of small open space within the last block of McCoppin Street, as it comes to its terminus west of Valencia Street. The plaza on Market Street enhances the pedestrian experience of the street, and facilitates safer pedestrian crossings. Because of its prominent location at the end of the freeway and beginning of Octavia Boulevard, it has been designed to signal the end of the freeway and an entry to the city. The plaza should include seating, trees and other pedestrian amenities. The leftover space on McCoppin Street is an appropriate place to provide a community-serving open space, integrated into the overall “green street” treatments proposed for McCoppin Street east of Valencia Street, as well as the proposed bike path on the east side of the



Figure 5. A LIVING STREET



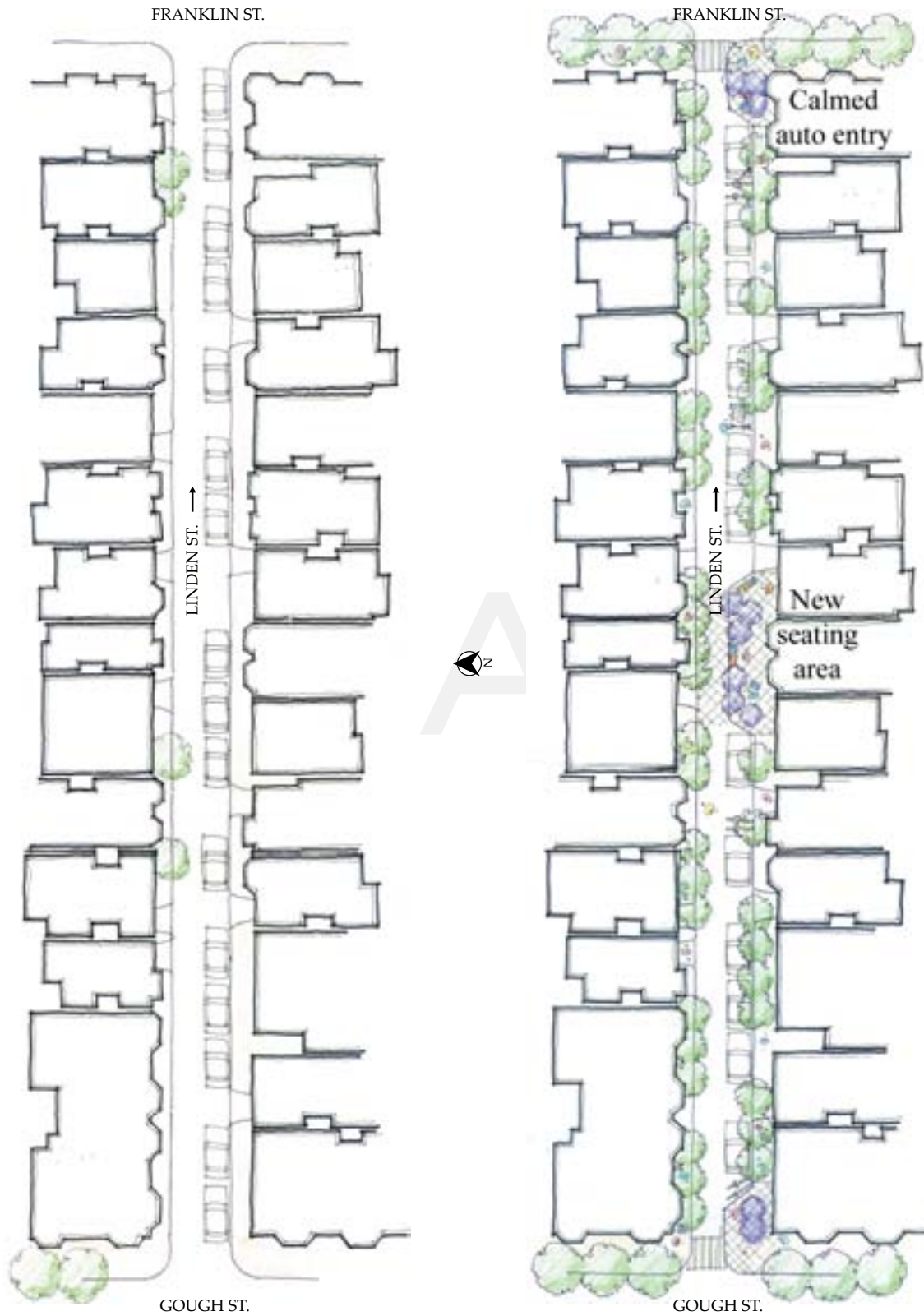


Figure 6. LINDEN ALLEY: BEFORE AND AFTER “LIVING STREETS” IMPROVEMENTS

touchdown. The triangular parcel immediately south of the McCoppin Street right-of-way could be incorporated with it to provide a larger open space at this location.

- The Planning Department should work with DPW, MTA, the Recreation and Park Department, and Caltrans to facilitate a public design process for a new plaza in the McCoppin Street right-of-way, and to explore possibilities for the adjacent Assessor's Block 3502/113 west of Valencia Street. (See the larger diagram of the new SoMa West Street System, Figure 12)

POLICY 4.2.2

Improve the pedestrian character of Hayes Street, between Franklin and Laguna Streets, by creating an unobstructed, linear pedestrian thoroughfare linking commercial activities along Hayes Street to the new Octavia Boulevard.

Hayes Street is a special commercial street within the neighborhood. It is at once locally-focused, with small cafes and restaurants, and oriented citywide, with numerous galleries and close proximity to cultural institutions in the Civic Center. It is often alive with pedestrian activity. Between Franklin and Laguna Streets, where traffic rerouting policies allow converting the street back to two-way traffic, the roadway is wider than it needs to be for vehicular traffic. In this area, the City should undertake a future study which would consider factors such as widening the sidewalk on the north side of the street, planting new trees, and installing new pedestrian-scaled light fixtures and benches to create a much needed public open space. Café seating should be allowed to spill out onto widened sidewalks. The sidewalk widening should not adversely affect turning movements for Muni buses.

See Figure 7. Hayes at Gough Intersections: Existing and Proposed

POLICY 4.2.3

Re-introduce a public right-of-way along the former line of Octavia Street, between Fulton Street and Golden Gate Avenue for use by pedestrians and bicycles.

Damage done to the San Francisco grid by land-assembly projects of the 1960's and 1970's can be partially repaired through the reestablishment of Octavia Street

as a public right-of-way from Fulton Street to Golden Gate Avenue, providing improved pedestrian access to existing housing developments, helping to knit them back into the areas south of Fulton Street, and providing a "green connection" between the new Octavia Boulevard, Jefferson Park and Hayward Playground. Bicycle movement in a north-south direction would also be improved by this policy.

POLICY 4.2.4

Study further dismantling of the Central Freeway, similar to removal of the freeway ramps between Market and Hayes Streets.

In the long-term, the City should evaluate removing the Central Freeway west of Bryant Street, and to rebuilding Division Street as an extension of Octavia Boulevard. The success of Octavia Boulevard should be analyzed periodically in conjunction with a study of further dismantling of the Central Freeway.

Just as the north-of-Market Street Central Freeway ramps bisected the Market and Octavia neighborhood, the new Central Freeway ramp does the same thing to the south. The area under the freeway is dark and dank and Division Street and its surrounds are unpleasant at best. While pulling the Central Freeway back to Market Street allows the repair of Hayes Valley with minimal negative impacts to cross-town automobile traffic, it does nothing to address the damage done to the Mission District or SoMa West. As important, it disgorges a large volume of high-speed automobile traffic onto Market Street, the most constrained street in the plan area. Market Street is the city's signature street, its most important civic street and the most important for transit, bicycles, and pedestrians. The considerable damage the freeway touchdown has done to the city's most important street is obvious, and the City should purposefully work to repair this damage.

South of Market Street, the Mission Street and South Van Ness Avenue freeway ramps are poorly placed, requiring motorists to make left turns through highly congested intersections to get to and from the Van Ness/Franklin/Gough corridor. These turning movements add delay in already constrained locations, particularly at the Mission/Otis/Duboce/13th intersection.

To take better advantage of the SoMa and Mission street grids – and particularly the extra capacity on Brannan, 11th, 12th and northeast Mission Streets, the City should study removing the elevated Central Freeway to the

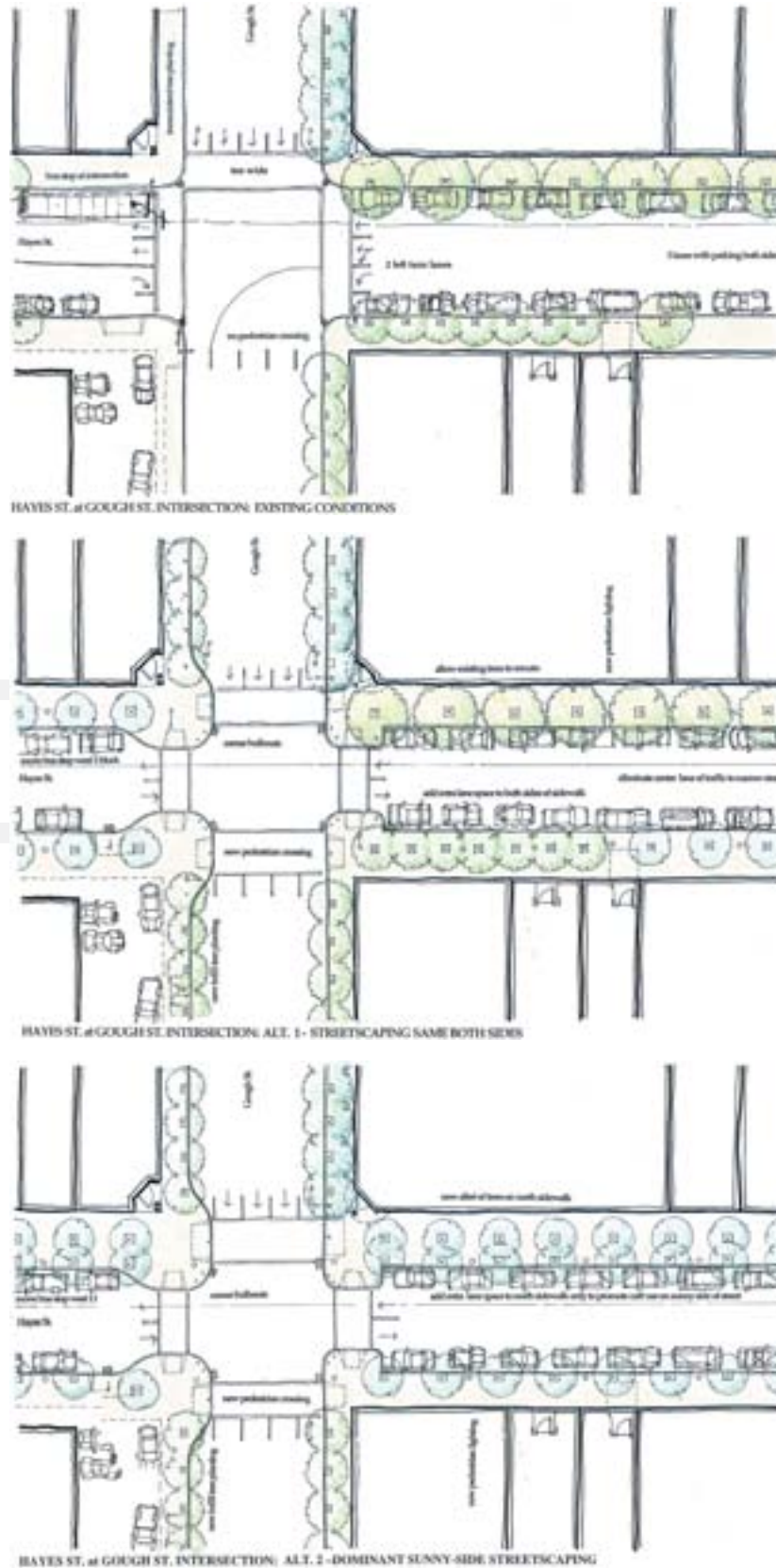


Figure 7. HAYES AT GOUGH INTERSECTIONS: EXISTING AND PROPOSED

fullest extent feasible, and rebuilding Division Street as a surface-level extension of Octavia Boulevard.

Market Street

Market Street, the City’s “Grand Diagonal,” will continue to be honored and protected as San Francisco’s visual and functional spine. Market Street has been reconfigured twice in major ways since a 1967 bond issue was approved by San Franciscans to improve it from the Central Freeway to the Ferry Building. This plan confines itself to a series of enhancements to make the street more pleasant to walk along, cross, and cycle upon in the plan area. Improvements to the overall street configuration should be made as part of a comprehensive redesign of the street, from The Embarcadero to Castro Street. Ultimately, the damage done to Market Street and the neighborhood by the poorly conceived freeway touchdown should be addressed and repaired.

OBJECTIVE 4.3

REINFORCE THE SIGNIFICANCE OF THE MARKET STREET STREETScape AND CELEBRATE ITS PROMINENCE AS SAN FRANCISCO’S SYMBOLIC “MAIN STREET.”

POLICY 4.3.1

Recognize the importance of the entire Market Street corridor in any improvements to Market Street proposed for the plan area.

Market Street is unquestionably the City’s most memorable street. It is our primary ceremonial space, the heart of our downtown, and our most important transportation corridor. There are more demands placed on Market Street than any other street in the City: it accommodates streetcars, buses, trolleys, automobiles and pedestrians who use it as a major route to destinations and as a strolling street.

POLICY 4.3.2

Improve the visual appearance and integrity of Market Street within the plan area through more consistent tree planting, better tree maintenance, decluttering sidewalks, and installing new pedestrian amenities.

While an appropriate redesign of the whole of Market Street is outside of the scope of this plan, significant improvements of moderate cost are possible and desirable to enhance the street within the neighborhood. The magnificent palm trees that march down the center of the street are spotty and noncontiguous in their spacing, and their impact is lost where they are experienced: on the street. There are many opportunities to infill these trees with new ones. Similarly, there are many opportunities for additional trees along the street, at times in double rows. Both existing and new trees should receive the highest level of on-going care. Sidewalks along the street are cluttered with a disarray of newspaper boxes, signs, refuse cans, and utility boxes, which could be clustered more attractively. Benches and pedestrian-scaled lighting fixtures should be provided on the street, particularly at corner plazas.

POLICY 4.3.3

Mark the intersections of Market Street with Van Ness Avenue, Octavia Boulevard, and Dolores Street with streetscape elements that celebrate their particular significance.

The designs for these principal intersections should include streetscape elements—such as special light fixtures, gateways, and public art pieces—that emphasize and celebrate the special significance of each intersection.

Market Street and Van Ness Avenue

The Van Ness Avenue intersection will be provided with pedestrian-oriented additions on the north side and major improvements on the south, associated with the introduction of the Van Ness Avenue Transitway, described in this plan. The intersection should be designed with prominent streetscape elements that signify the crossing of two important streets. This will break up the width of the street into three separate sections, thereby humanizing it and providing pedestrian refuges for people crossing Van Ness Avenue. Widened sidewalks can do the same at the corners, as can extended streetcar platforms on Market Street.

Market Street and Octavia Boulevard

The freeway touchdown added a new public plaza on its south side, west of the freeway touchdown, and wide sidewalk corners and medians on its north side. These

spaces should be provided with prominent gateway elements that signify a major entry into the city. A statue, obelisk, light cannon, or other piece of public art should be considered for installation at the center of this intersection. Ultimately, the damage done to Market Street and the neighborhood by the poorly conceived freeway touchdown should be addressed and repaired, and these new public plazas given the civic role they ought to have.

Market and Dolores Streets

Dolores Street has special historic significance to the people of San Francisco and is one of the most visually memorable streets in the city, because of its palm tree lined central median. The intersection of Dolores Street and Market Street should be celebrated by extending the median to Market Street and creating a small paved plaza in front of the statue for people to meet, talk, and sit, and by announcing the presence of this significant city street, taking us to the location of Mission Dolores.

See Figure 8. Market Street at Dolores Street: Existing and Proposed

POLICY 4.3.4

Enhance the transit hub at Market and Church Street.

Church Street, from Market Street to Duboce Avenue, is one of the city's most important transit centers. It is also a center of neighborhood activity, with large volumes of pedestrian and bicycle traffic around the clock. Despite its prominence, the area lacks all but the most basic pedestrian amenities. Relatively simple improvements would dramatically enhance pedestrian and transit rider comfort in the area, making transit a more attractive travel option.

The City should conduct a redesign study of Church Street, north of Market Street. The study should examine re-designing the street as a pedestrian-oriented transit boulevard (e.g., a transit conflict street) or other options that maximize pedestrian and transit connections. The city should also investigate the opportunity to install an enhanced streetcar-loading platform on Duboce Avenue, west of Church Street. The study should strive to ensure safe, convenient and comfortable pedestrian connections to transit facilities and to accommodate bicycle traffic on Duboce Avenue.

Church Street, south of Market Street, features wide sidewalks. Special light fixtures should be installed at this intersection, and the streetcar platform shelters could receive a special "Market Street" design.

See Figure 9. Market Street at Church Street: Existing and Proposed

Policy 4.3.5

Reclaim excess right-of-way around the Muni portal on Duboce Avenue, west of Market Street, to create a focal point museum that celebrates the reconstruction of historic streetcars.

East of Church Street, beyond the Muni Portal and beneath the Mint, Duboce Avenue is presently not much more than a utility yard (albeit one where colorful old streetcars are kept) and the site of an important, well-used bike path passing through. This site can be transformed into a museum that celebrates San Francisco's streetcar history. An overhead shed-like structure would provide space for a working museum, while at the same time retaining a public path along its southern edge for bicycles and walkers. The new structure would provide a much friendlier edge to this public right-of-way than currently exists.

See Figure 10. Page Street at Buchanan Street: Existing and Proposed

POLICY 4.3.6

Improve BART and Muni entrances and exits to give them a sense of identity and make them less intrusive on sidewalk space.

The very wide BART and Muni entrances and the sidewalks behind them are presently somewhat moribund and hard to recognize. The city should investigate opportunities to create more visible BART/Muni entrances on Market Street with modest vertical elements to better announce the entries. These areas should also provide small open spaces with sitting areas, integrated news-vending boxes, pedestrian lighting, and information and sales kiosks.

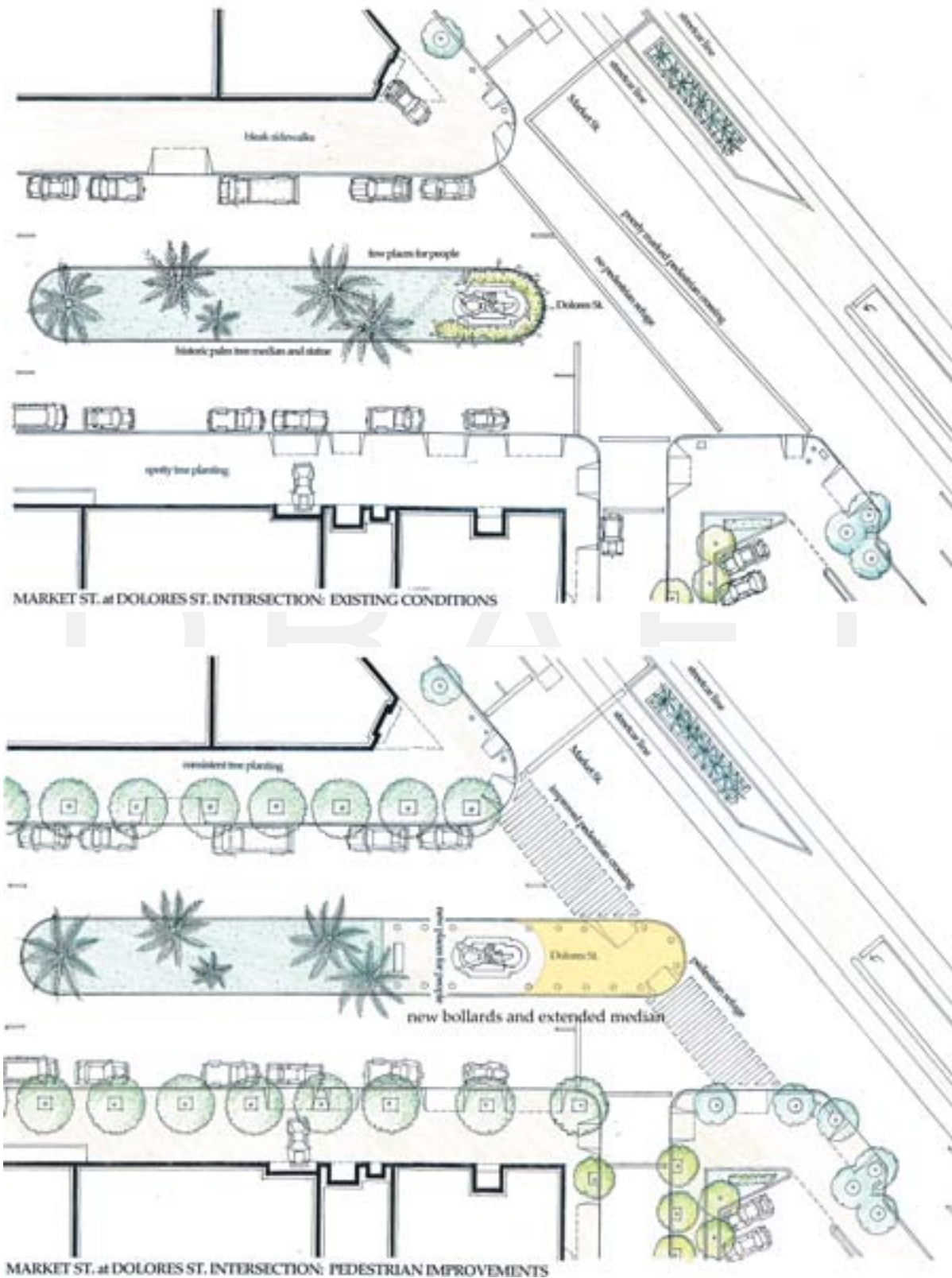


Figure 8. MARKET STREET AT DOLORES STREET: EXISTING AND PROPOSED



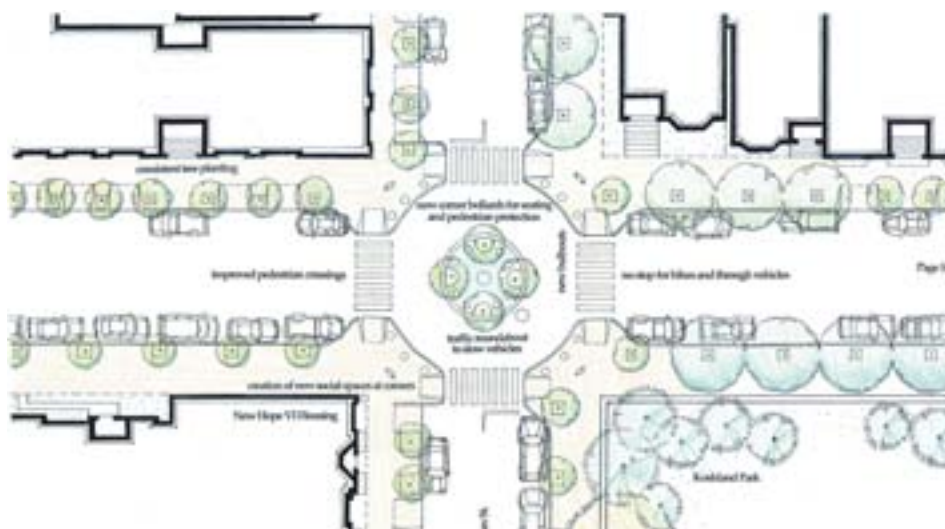
Figure 9. MARKET STREET AT CHURCH STREET: EXISTING AND PROPOSED



Page Street and Buchanan Street:
Existing Conditions



Page Street and Buchanan Street:
with center traffic
island and improved
pedestrian crossings



Page Street and Buchanan Street:
with center traffic
island, corner
plazas, and improved
pedestrian crossings

Figure 10. PAGE STREET AT BUCHANAN STREET: EXISTING AND PROPOSED

5. BALANCING TRANSPORTATION CHOICES

Historically, the Market and Octavia neighborhood has been an imminently walkable place with good access to public transit. Its dense fabric of streets and alleys, relatively gentle topography, and role as the gateway to downtown from neighborhoods to the west have made it an essential crossroads, supporting the development of strong residential districts interspersed by active commercial streets with good transit service.

Since the 1950's, these qualities have become increasingly fragile. With the proliferation of private cars in San Francisco and the region, the Market and Octavia neighborhood's role as a crossroads has led to the imposition of a major regional freeway and the channeling of large flows of auto traffic on Fell, Oak, Gough and Franklin Streets. Because space in the area's dense physical fabric is limited, increasing auto ownership has meant more space dedicated to the movement and storage of automobiles.

This has resulted in less space for housing and more space devoted to parking—resulting in dead ground-floor spaces, overly-trafficked streets, and less room for safe sidewalks, bicycles and transit. Minimum parking requirements for new development, adapted from suburban jurisdictions and introduced in San Francisco in 1957, resulted in more space used for parking in the neighborhood, where driving has the most negative impact, and other ways of getting around are attractive and viable.

Today, the Market and Octavia neighborhood is at a critical juncture. Over the last 40 years, this imbalance has created increased conflicts between cars and people, undermining the ability to provide housing and services efficiently, degrading the value of streets as the setting for public life, and crippling the potential of transit, bicycling, and walking to provide safe and convenient means of getting around. Ultimately, we can provide adequate, affordable housing and vital, healthy neighborhoods only as we restore a balance between the transportation choices available to people. How we allocate space on city streets and how much parking we provide become basic matters of geometry, not ideology: where travel demand is greatest, the allocation of street space must prioritize transit and other modes that move people more efficiently, even if it means reducing space for private autos. While autos will continue to have a place, keeping our streets running means giving priority to ways of getting around that make more efficient use

of increasingly limited street space, and limiting the traffic-generating effects of parking where it is most harmful. At base, what this means is going back to a model of city building that strengthens neighborhoods like Market and Octavia, in keeping with its best traditions as an urban place.

To this end, this plan proposes policies to strengthen the area's accessibility by foot, bicycle, and transit, and to prioritize these modes as the long-term vision for how the area will grow. The plan discourages new parking facilities, recognizing that they generate traffic, consume space that could be devoted to housing, and have a negative effect overall on the neighborhood.

Principle: *Prioritize the efficient movement of people and goods and minimize the negative effects of cars on neighborhood streets.*

Responding to the "Transit-First" Policy means fundamentally changing the way we classify and plan for streets. This plan aims to make this change in the Market and Octavia neighborhood. In keeping with the "Transit-First" Policy, this plan aims to improve the reliability, frequency, and overall dignity of transit, bicycle, and pedestrian service and amenities in the area while managing the parking supply to provide efficient and equitable access to a variety of users.

Principle: *Better management of existing resources is more effective in improving service than simply increasing capacity.*

The easiest way to improve transit speed and reliability, for example, is to move existing transit vehicles faster by getting them out of traffic. A perceived lack of customer parking can be remedied by metering on-street spaces for short-term use. Management can effectively influence people's choice of travel mode, as the region has demonstrated with tolls on the Golden Gate and Bay Bridges that support regional transit service. Management can also be used to balance parking supply and demand, as the city has shown with short-term pricing at the 5th and Mission Garage and other city garages, which discourage all-day commuter parking and encourage short-term customer parking.

Making Public Transit Work

Transit riders, like all travelers, are rational decision makers. They are transportation consumers, and they are looking at what is the best value for their needs. Any given traveler will not select a travel mode if it

is more time consuming, less convenient, less reliable, and equally costly. The primary factors that influence mode choice are:

- time and cost,
- convenience, reliability and flexibility, and
- availability of information.

To this end, the plan prioritizes the frequent and reliable operation of transit on the city's core transit streets. The plan also calls for improving the function and design of essential transit facilities and nodes. As more people come to the neighborhood, we have to give them good reasons to come without a car.

OBJECTIVE 5.1

IMPROVE PUBLIC TRANSIT TO MAKE IT MORE RELIABLE, ATTRACTIVE, CONVENIENT, AND RESPONSIVE TO INCREASING DEMAND.

For transit to meet the needs of San Francisco's population, it must offer travel times and reliability that compete well against the private automobile. Unfortunately, congestion has a disproportionate impact on transit relative to cars, given transit's fixed routes and passenger boarding needs. Moreover, traffic-light systems that are timed to benefit autos often force transit vehicles to "bunch" together, decreasing reliability for passengers. These problems can be overcome by providing transit-preferential treatments, from traffic signal prioritization to creating dedicated transit rights of way, where buses and streetcars are removed from the traffic around them. If the goal of the transportation system is to maximize the movement of people, street improvements that give transit a clear priority over private vehicles are essential. In some cases this may require reallocating street space from automobiles to transit.

See Map 9. Proposed Transit Improvements

POLICY 5.1.1

Implement transit improvements on streets designated as "Transit Preferential Streets" in this plan.

Market Street

At the confluence of San Francisco's three main grids, a significant share of all Muni lines converge on Market Street. At Market Street at Van Ness Avenue, five lines come together and run on average every two minutes in each direction, not counting subway service. Closer to downtown, thirteen Muni lines are scheduled every 40 seconds in each direction. With so many lines in one place, seemingly insignificant delays can quickly compound through the system. For example, a continuous one-minute delay for all Muni vehicles on Market Street at O'Farrell Street results in a cumulative 2,300-minute daily delay, significantly reducing reliability system-wide. That is equal to 38 hours of service. Over the course of a year, the extra cost to the city would exceed \$1 million. Market Street's importance to the success of the whole transportation system cannot be overstated.

In addition to urban design improvements to make Market Street more friendly to pedestrians, it is critically important that the operations of Market Street be improved to eliminate Muni delays. Two important ways of achieving this are by refining signal timing and creating enforceable transit-only lanes.

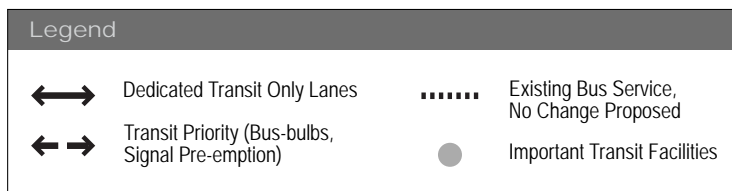
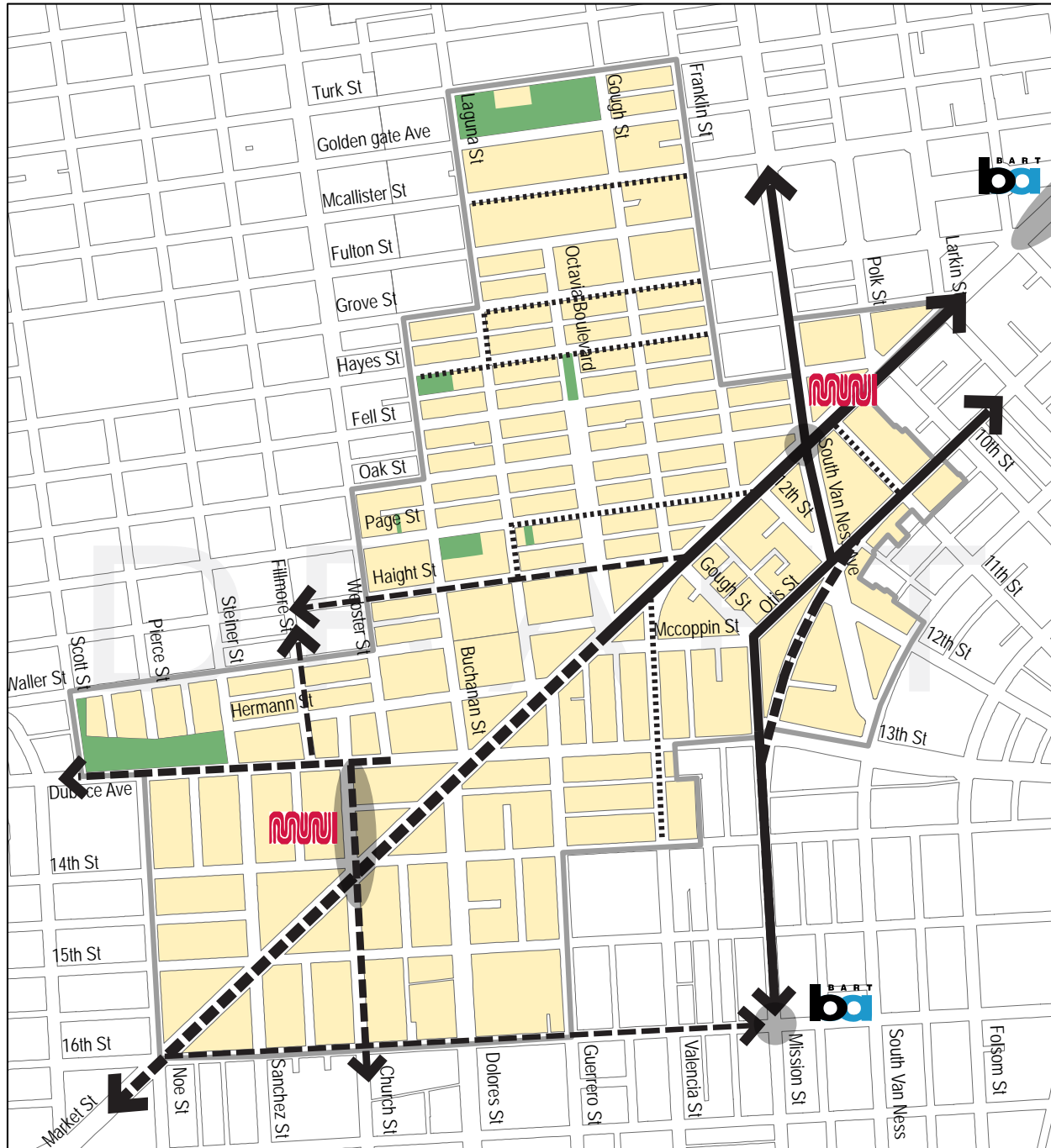
In order for signal timing to work without creating unnecessary red time for the cross streets, it is critical that other vehicles not impede Muni's progress. Currently, so many cars use Market Street in the downtown that it may take several light cycles for the buses and streetcars to move to the next block - delays occasionally in excess of 10 minutes. The existing "bus only" lanes are not clearly marked, are generally not enforced, and are thus ignored by motorists.

The City should consider the following means to improve transit speed and reliability:

- Changes to traffic signal timing.
- Transit lane delineation.
- Increased enforcement of existing rules against driving in the transit only lanes or raising fines and post them prominently.
- Designation of other routes for private automobiles.

PROPOSED TRANSIT IMPROVEMENTS

Map 9



Van Ness Avenue

Along with Market, Mission, Geary and Stockton Streets, Van Ness Avenue is one of the most critical links in the City and regional transit system. Besides the core Muni lines that run the length of it, it is also served by seven Golden Gate Transit lines, connecting San Francisco to points throughout Marin and Sonoma counties. It is also U.S. 101, a state highway and major auto route. As a result, it experiences severe peak period congestion, which in turn creates equally severe reliability problems and travel time impacts for the transit routes that serve it.

Van Ness should be thought of as part of the core Muni Metro system. While it is not a candidate for light rail at this time because of its lack of connectivity to the rest of the system, the high number of buses in this transit corridor suggest that it would be better developed with “bus rapid transit” (BRT): an at-grade, rubber-tire version of a subway line. Such systems have been highly successful all over the world. In North America, Ottawa has a network of high-quality buses that operate as subways, Los Angeles has implemented Phase 1 of such a program on the Wilshire/Whittier corridor, and AC Transit has recently decided to implement such a system on the Telegraph/Broadway/International Boulevard corridor in Berkeley and Oakland.

San Francisco is now in the process of investigating the feasibility of bus rapid transit on Van Ness Avenue. The illustration at right shows a possible solution, however the specifics of the project are yet to be determined and would require further study.

See Figure 11. South Van Ness Avenue from Market to Howard Streets

Mission Street

Another corridor of critical citywide importance, Mission Street serves the southeast corner of the plan area and connects to the Downtown, Mission District, the Excelsior, and Daly City. As a vital commercial street over its entire length, the operations of Mission Street are complicated by the need for extensive loading and customer parking. Transit functioning could be improved by a detailed study of Mission Street. A traffic study could provide analysis and suggest refinements to these ideas.

The study should encourage transit preferential treatments on designated TPS streets in the area.

Haight Street

Though secondary to critical streets such as Mission and Market Streets and Van Ness Avenue, Haight Street is a designated primary transit street with four lines serving it. Transit on Haight Street is delayed by congestion in the commercial sections and by stop signs placed along its entire length. Muni should study reducing these delays by removing stop signs and replacing them with preempted traffic signals if appropriate. In addition, MTA should consider reducing through-traffic on Haight Street and enforcing laws against double parking more strictly.

As with the 21-Hayes and the 5-Fulton buses, an additional transit-only signal phase should be considered where Haight Street meets Market Street. This would allow the eastbound Haight Street buses to avoid de-touring at Laguna Street to Page Street.

Church Street

Like Haight Street, most of the length of Church Street is designated as a primary transit street, and transit suffers significant delays along portions of it due to congestion, stop signs, and signal timing, particularly at the Market Street intersection. Several improvements should be explored along Church Street - particularly the four-lane segment between Duboce and 16th Streets -- in order to make transit function better.

The Light Rail Network

Delays throughout the Metro light rail system affect the performance of the Muni Metro in the study area. Unlike most other cities in the world, San Francisco has most of its streetcars run in mixed flow with other traffic. Unlike buses, streetcars cannot turn to avoid backups, left-turning vehicles, or double-parked vehicles. This results in increased travel times and a reduced reliability.

The most cost-effective method to increase person capacity in the Muni Metro is to improve travel time on all light rail vehicles throughout the system. If the vehicles move more quickly, they can be turned around more quickly, increasing frequency at no additional cost. With increased frequency, more people can be served.

Future studies should consider ways to increase efficiency of the Muni Metro outside of this plan area, in coordination with the Transit Effectiveness Project



Street improvements proposed for South Van Ness Avenue, from Market to Mission Streets



Street improvements proposed for South Van Ness Avenue, from Mission to Howard Streets

Figure 11. SOUTH VAN NESS AVENUE FROM MARKET TO HOWARD STREETS

(TEP), currently being developed by MTA and the Controller's Office.

The performance of the subway itself may be able to be improved further with newer versions of the Advanced Train Control System (ATCS) installed in 2000. Additional capacity could also be created by adding more, or longer, Castro Shuttle 'S' trains, which were recently made permanent.

POLICY 5.1.2

Restrict curb cuts on transit-preferential streets.

To maintain transit running time, it is critical to limit the number of turning movements made by autos on transit-priority streets. Left turns into off-street parking areas, in particular, have a significant negative effect on transit. Therefore, the city should not allow new curb cuts on transit preferential streets. If off-street parking is necessary for a development project on a transit preferential street, access should be from the side street, back alley, or other adjacent street where possible.

See Map 10 Frontages Where Curb Cuts Are Not Permitted

POLICY 5.1.3

Establish a Market Octavia neighborhood improvement fund to subsidize transit, pedestrian, bicycle, and other priority improvements in the area.

Every effort should be made to maximize housing opportunities where there is fast and reliable transit, convenient access to neighborhood shops and services, and safe and attractive streets and open spaces designed for pedestrians and bicyclists. Adequate funding for the plan's improvements is essential to this effort. The Planning Department should explore a range of revenue generating tools including impact fees, public funds and grants, assessment districts, and other private funding sources.

POLICY 5.1.4

Support innovative transit solutions that improve service, reliability, and overall quality of the transit rider's experience.

In addition to improvements to individual MUNI lines, system-wide improvements could improve transit service and should be considered. Improvements that increase transit running speeds, real-time passenger information systems, "proof-of-payment" policies that expedite ticketing and boarding, and other innovations should be explored and applied in the plan area.

Ideas for future study to improve transit service include but are not limited to the following:

- dedicated bus lanes, including the possibility of bus rapid transit, on Van Ness Avenue. (MTA, Muni, Caltrans).
- transit preferential treatments, such as stop sign removal and signal preemption/prioritization, on bus route streets. (MTA, Muni)
- enforceable transit-only lanes on transit preferential streets. (MTA)
- transit preferential treatments outside the neighborhood along corridors outside the Plan Area to improve frequency and capacity within it. (MTA)
- new transit services outside the neighborhood that will reduce the need to drive from the west side of the city into downtown. (MTA)
- establishment of a transit impact development fee (TIDF) to assist in funding the proposed transit improvements. The Planning Department shall be the implementing agency for this fee.
- prohibition of new curb cuts on traffic-preferential streets and reduction or elimination of existing curb cuts where opportunities arise. The Planning Department shall be the implementing agency for this fee.
- establishment of an impact fee for residential development that funds a range of transit, pedestrian, and bicycle improvements, and extend impact fees on commercial fees from the downtown to include the Market and Octavia neighborhood. Proceeds should go to an "Alternative Transportation Improvements Fund" for the Market and Octavia area. Funds should be used exclusively to implement the transit, pedestrian, and bicycle improvements outlined in this plan. The Planning Department shall be the implementing agency for this fee.

FRONTAGES WHERE CURB CUTS ARE NOT PERMITTED

Map 10



POLICY 5.1.5**Monitor transit service in the plan area as part of the one and five year monitoring reports.**

Reliable information is a centerpiece of improvements to any system, including transit.

As part of the Market & Octavia monitoring process, the City should therefore acquire useful service performance statistics to measure changes in transit provision, and support the documentation of the need for additional transit capacity, reliability and connectivity. This effort should be coordinated with the development of the Downtown

Plan Monitoring Report, as well as the Commerce and Industry reports, which also rely on Muni performance data. Over time, these reports can track changes in transit demand and service through an ongoing analysis of the following indicators:

- level of crowding (load factors, pass-ups): access to available services;
- peak period ridership: patronage along specific lines;
- scheduled headway adherence: confidence in design headways;
- on-time performance by mode: reliability of different transit modes;
- provision of information to passengers: ability to disseminate relevant real-time
- transit information (e.g., delays).

Managing Parking

No great city is known for its abundant parking supply. The Market and Octavia neighborhood's compact and walkable character has enabled it to work well for people for more than a century.

Every choice to give up scarce space in the neighborhood for parking comes at a cost - it dilutes the critical mass of housing and services that makes the place work well for people, and encourages more driving on streets that are reaching capacity and bogging down transit.

While new development has often meant more cars on crowded neighborhood streets, this Plan requires new development to build on the area's accessibility by foot, bicycle, and transit, and to discourage driving. To this end, the objectives and policies that follow limit parking in new development and call for the more effective management of existing parking resources. These objectives and policies, working together with the land use, housing, and public improvements proposed elsewhere in the plan, are the key to realizing Market and Octavia neighborhood's potential as an urban place.

OBJECTIVE 5.2**DEVELOP AND IMPLEMENT PARKING POLICIES FOR AREAS WELL SERVED BY PUBLIC TRANSIT THAT ENCOURAGE TRAVEL BY PUBLIC TRANSIT AND ALTERNATIVE TRANSPORTATION MODES AND REDUCE TRAFFIC CONGESTION.**

San Francisco's Downtown Area Plan successfully implemented parking management strategies that discouraged auto dependence by limiting parking development, enabling the development of 14 million square feet of commercial space to be built and thrive on public transit and very little parking. Market and Octavia parking management strategies allow some neighborhood residents to choose a "car-free" or "car-reduced" lifestyle. In a center-city neighborhood such lifestyles reduce expensive transportation costs and encourage healthy modes of transportation such as walking and bicycling. Because the Market and Octavia neighborhood is one of the city's best transit-served areas, it naturally supports transit-oriented living. In keeping with the "Transit First" Policy (City Charter, Section 16.102), every effort should be made to manage parking supply and pricing to encourage the use of public transportation and alternative ways of moving about.

POLICY 5.2.1**Eliminate minimum off-street parking requirements and establish parking caps for residential and commercial parking.**

Eliminating parking requirements will support the creation of housing and increase the affordability of housing, as well as encourage new space for small-scale commercial uses and services, in keeping with the scale of existing commercial streets. Parking maximums

should allow varying amounts of parking depending on a site's proximity to transit and services and the overall intensity of use expected in the future.

POLICY 5.2.2

Encourage the efficient use of space designated for parking.

Often, space used for parking represents a lost opportunity to provide space for housing and commercial uses. Where it is provided, space dedicated to parking should be used as efficiently as possible, thereby minimizing this lost opportunity. Through the use of tandem parking, valet services, and new parking technologies, the amount of space needed to park a car can be reduced dramatically. Every effort should be made to encourage efficient use of space.

- Encourage innovative means of increasing the efficiency of space devoted to parking (parking lifts, valet parking, etc.).
- Do not require individual parking and loading spaces to be independently accessible. Expand the planning code definition of a parking space to include tandem spaces, spaces in parking lifts, and valet parking spaces.
- Do not permit the minimum dimensions for a parking space to be exceeded by more than 15 percent.

POLICY 5.2.3

Minimize the negative impacts of parking on neighborhood quality.

Off-street parking, where it is above ground, detracts from the character and quality of neighborhood streets. Parking garages typically bring with them large expanses of blank walls with nothing of interest to the passerby, creating dead spaces that are almost always avoided and contribute little to the life of the neighborhood. By ensuring that parking is located below grade, or at the least lined with more active uses and activities, the negative effects of parking on the neighborhood can be kept to a minimum.

- In districts with large lots and where more intensive residential development is possible, limit the use of above-ground space for parking to minimize large frontages devoted to parking and to maximize

opportunities for housing and community-serving uses.

- Where above-ground parking is permitted, require it to be setback from building facades that face public rights-of-way.

POLICY 5.2.4

Support the choice to live without a car.

More than 40 percent of the households in the Market & Octavia neighborhood live without a car. The area's access to transit, to local shopping, and to the downtown make it an ideal place to live with less dependency on the private automobile. In addition to retiring the minimum parking requirement, every effort should be made to support this possibility by ensuring that housing without parking is available in the neighborhood, and that supportive services such as carsharing and taxis are readily available. The City should investigate the full costs to the public of parking in new developments; and should consider recovering these costs and using the proceeds to fund transit improvements and to increase the quality of streets for pedestrians.

POLICY 5.2.5

Retire minimum off-street loading requirements for residential uses and establish maximums based on the existing minimums.

The city currently requires most new residential development to provide one off-street loading space for every 100,000 sf. of development. While space for loading is important, this requirement is geared toward meeting the building's one-time needs on "move-in day" and results in more loading spaces than are needed for its day-to-day operation. It also is geared to street designs where every use is given its own space, when flexible management of uses might work as well or better while at the same time creating better street designs. Large areas of the ground floor that could otherwise be used for housing, retail and other community-serving uses are thus given over permanently to loading spaces that are rarely, if ever, used. Rather than prescribe a requirement that responds to a one-time need or lack of street management, new development should provide the amount of loading space necessary to operate the building, and arrangements made to provide on-street space for loading to take place on move-in days.

POLICY 5.2.6**Make parking cost transparent to users.**

The cost of parking is often aggregated in other costs, especially in rents for residential and commercial property. This forces people to lease parking, with no consideration of need or the availability of alternatives to driving. This could be avoided if, for all types of development, city policy was to require parking costs to be made visible and disaggregated from residential or commercial rents. Employer subsidies for employee parking should be limited as much as possible, and equal subsidies offered to employees who do not drive to work.

POLICY 5.2.7**Establish parking pricing in city-owned facilities that supports short-term use.**

Parking policy is one of the City's key traffic management tools under the city's control.

The City should adopt a general pricing structure that benefits short-term users similar to that used for the city's garage at Fifth and Mission Streets and most other city-owned garages. Make this type of pricing structure mandatory for city-owned parking facilities in the plan area.

POLICY 5.2.8**Strongly discourage construction of new public parking facilities.**

In accordance with Section 8A.113 of the City Charter (1999), new parking facilities cannot be constructed if the garages will reduce the future citywide Parking Authority revenues below those obtained in fiscal year 1999-2000. Cheaper parking, or an oversupply of parking, would shift demand away from public transit, reducing ridership on Muni and regional transit providers.

Establish a clear Planning Commission policy discouraging new parking structures in the Market and Octavia Neighborhood Plan area. While new parking facilities are discouraged, there may be certain circumstances in which these facilities would be allowed as a last resort

by a Conditional Use Permit. When considering additional public parking facilities, a full Transportation Demand Management (TDM) or other study should be done. This study should catalog and rank solutions to capacity and supply questions. Before approving additional parking facilities, the study should insure that the implementation of modern solutions will resolve identified transportation demand management problems. The study should consider at a minimum the following issues:

- Section 8A.113 of the City Charter states new parking facilities can only be constructed if associated costs will not decrease the revenue dedicated to the Municipal Railway below that generated for fiscal year 1999-2000. Given this requirement, local demand would have to support prevailing downtown parking fees.
- Employers, educational institutions, and cultural institutions should encourage alternative modes of transportation by providing discounted transit passes or discounted admission for use of alternative transit.
- The Parking Authority should charge market prices for parking facilities.
- Full utilization of existing parking supply includes: valet parking in garages, shared parking with neighboring facilities, both public and private, shuttles from other nearby parking facilities such as Polk Street.
- Should a study indicate that an increased parking supply is imperative to meet daily trip demand, new or expanded facilities could be allowed with a Conditional Use permit at locations where the new facilities would be least disruptive to the surrounding neighborhood. An expansion to the Performing Arts Garage, as an existing facility, may be an example of a "less disruptive" expansion of parking capacity, if other conditions are met.

OBJECTIVE 5.3**ELIMINATE OR REDUCE THE NEGATIVE IMPACT OF PARKING ON THE PHYSICAL CHARACTER AND QUALITY OF THE NEIGHBORHOOD.**

POLICY 5.3.1

Encourage the fronts of buildings to be lined with active uses and, where parking is provided, require that it be setback and screened from the street.

Throughout the plan area every effort should be made to maintain an active street front. Off-street parking and the dead spaces created by garage doors discourage use of the adjacent street and are uncomfortable to pedestrians.

OBJECTIVE 5.4

MANAGE EXISTING PARKING RESOURCES TO MAXIMIZE SERVICE AND ACCESSIBILITY TO ALL.

Existing parking resources should be optimized before considering any substantial increase in parking supply. Increasing supply is just one way, arguably the most costly and time-consuming, to increase the availability of parking. More effective pricing, more efficient management of supply, and better information can all result in dramatically improved parking availability in an area without adding a single parking space.

POLICY 5.4.1

Consider revisions to the Residential Parking Permit (RPP) program that make more efficient use of the on-street parking supply.

Many San Franciscans live in older neighborhoods where parking for existing residences and businesses is scarce and they rely on a limited amount of on-street parking. While requiring off-street parking spaces gives the appearance of a solution in the short-term, over time it only exacerbates the problem, which would be more directly addressed by limiting the issuance of parking permits based on the availability of parking spaces, and through increasing fees for on-street permits to more closely reflect their true market value.

The MTA and other relevant policy bodies should consider the following revisions to the

Residential Parking Permit (RPP) program for the Market & Octavia neighborhood:

- Grandfather existing residents with one RPP per household at the current rate, indexed annually, for as long as they live at their current address.
- Restrict the issuance of RPPs to new residents based on available on-street parking supply.
- Price new RPPs at market rate, allowing for only a short waiting list, if any. Revenue in excess of the administrative fee could go into the alternative transportation fund, described in Policy 5.2.1
- Extend the hours of RPP zones beyond the current 9 AM to 6 PM, if residents desire.
- Allow RPP residents to sell excess daytime parking capacity to businesses, but do not permit the sale or purchase of daytime capacity for commuter parking. Revenue generated should be used for neighborhood improvements, especially alternative transportation related improvements such as pedestrian improvements, bicycle parking, or transit facility enhancements.
- Consider automatically establishing or extending an RPP zone when on-street parking occupancy exceeds a pre-determined benchmark, upon residents request, or to prevent spillover effect.

POLICY 5.4.2

Prioritize access to available publicly-owned parking (on- and off-street) based on user needs.

Access to public parking should be allocated based on need and should maximize accessibility to the most appropriate users. There is a clear, demonstrated need, for instance, for dedicated parking space for those with physical disabilities, for required deliveries, and for short-term users. A commuter parking space, by contrast, encourages peak-period driving trips, which negatively impact the street system when it is the most congested, and which could be most easily accommodated by transit.

The following priorities should be used to allocate on-street and public garage spaces, in this order:

- 1) Adequate parking space should be reserved at all times for the handicapped and the disabled.

- 2) Sufficient high-turnover spaces for short-term shopping and errand-running trips should be made available at all times through the provision of time-limited, metered parking, and pricing policies that discourage all-day parking and support turnover.
- 3) Sufficient parking should be maintained for the major arts and educational institutions in the area, but these spaces should be priced at rates comparable to those in the Downtown, and these prices should be made visible to individual users. Access and personal safety improvements should be made to the Civic Center Garage to serve patrons of area cultural institutions.
- 4) Residential parking should generally be provided along the curb, and curbside parking should be managed by limiting the number of curbside parking permits and allocating these permits by market pricing.
- 5) Commuter parking should generally be discouraged and should only be provided to the extent that other goals are met. In any case, all commuter parking spaces should be priced according to the prevailing downtown rates, and these prices should be made visible to users.

POLICY 5.4.3

Permit off-street parking only where loss of on-street parking is adequately offset, and pursue recovering the full costs of new curb cuts to the city.

While the provision of new off-street parking may relieve some limited, private demand for on-street parking in the short term, the curb cuts required to access it usually require removing on-street parking spaces. The giving over of public parking for private parking should be carefully considered in every instance and permitted only where the new off-street parking spaces offsets the loss of public on-street parking.

A fee should be considered for all curb cuts. The curb cut fee should be sufficient to account for the long-term value of the street area no longer available for public use. The supporting fee study should consider delays to street traffic (auto, transit, bicycles), safety and aesthetic impacts on the pedestrian realm, loss of on-street publicly accessible parking, and program administration (costs and structure). This fee should be re-evaluated every five years, to capture increased costs and impacts. In general, new curb cuts should not be allowed where

they would result in the removal of on-street parking and create fewer than two fully enclosed off-street spaces.

POLICY 5.4.4

Consider recovering the full costs of new parking to the neighborhood and using the proceeds to improve transit.

In keeping with the goal of moving more people through the overall transportation system, the costs of encouraging other users to shift to alternatives to driving should be borne by new parking facilities built in the plan area.

- Consider establishing an impact fee for new residential and commercial off-street parking. Use the fund proceeds to improve transit access and pedestrian safety as part of the alternative transportation fund.
- Consider pursuing parking benefits districts, in coordination with the Municipal Transportation Agency (MTA) and the San Francisco County Transportation Authority (SFCTA).

POLICY 5.4.5

Improve the safety and accessibility of city-owned parking structures.

An extensive analysis of parking supply, demand, and management was undertaken in spring 2001 to help develop the parking program for the Market and Octavia area. The study identified 1,040 off-street surface parking spaces in the initial study area, including 537 spaces on the parcels formerly covered by the Central Freeway. One of the primary findings of the study is that there is excess capacity in the Civic Center Garage during the evening - even when the Opera, Ballet and Symphony have simultaneous performances - and that the needs of the performing arts institutions can be accommodated even with the removal of parking and development of new housing on the Central Freeway parcels. There is also excess capacity in the Performing Arts Garage during the daytime, which could be better managed to address the parking needs of the neighborhood, shoppers, arts providers and commuters.

- Improve personal security for evening parkers at the Civic Center Garage through significant urban design changes at Civic Center Plaza, and with

security personnel stationed there during evening events.

- In keeping with the city's downtown parking policies, eliminate discounts offered at the Civic Center Garage.
- Adjust pricing structures at the Civic Center and Performing Arts Garages in line with those at the 5th/Mission Garage, including the elimination of the early-bird rate offered at the Performing Arts Garage.
- Optimize use of the City vehicle fleet more efficiently to decrease space needed for City vehicles and increase space available for public use.
- Offset parking demand by implementing bicycle, pedestrian, and transit improvements recommended elsewhere in this plan.
- Encourage the provision of parking cash-outs for all employees in the plan area, in lieu of parking subsidies.
- Relocate and reduce reserved on-street parking around City Hall.
- Implement real-time information regarding parking availability in area parking garages.
- Introduce evening valet parking at the Civic Center Garage as appropriate.
- Provide a parking shuttle to and from the Civic Center Garage and perhaps the 5th and Mission Streets Garage for events at cultural institutions in the area.
- These actions should be considered before the City allows new parking in the area.

POLICY 5.4.6

Require permitting for surface parking as a temporary use.

Throughout the city, surface parking lots are routinely used as a temporary land use while waiting for real estate conditions to change. Surface parking should be permitted as a temporary use only and an annual fee should be established for it. New approvals for parking

as a temporary use should have strict time limits associated with them.

- Require review of temporary use permits for surface parking. Permits should be for no more than two years.

Policy 5.4.7

Support innovative mechanisms for local residents and businesses to share automobiles.

Carsharing programs enable local residents to use a car for everyday needs without the need to own or maintain their own car. In recent years, carsharing programs have been introduced with tremendous success in San Francisco as well as several other cities, providing people with the freedom and mobility of a car when they need one, without the everyday burdens of owning a car in the city. As carsharing reduces the need for individual car ownership, it can be an effective tool in reducing the total number of cars in the area and freeing up on-street parking spaces.

Facilities for carshare programs should be encouraged in convenient, visible locations in the plan area for the use of local residents and businesses.

- The City should exempt parking spaces dedicated to carsharing programs from parking maximums and parking impact fees throughout the area.
- Where housing will be developed on publicly owned land, the City should: require the provision of car-sharing; identify on-street parking spaces with high-visibility for use by an organized car-sharing program; work with MTA to arrange for these spaces to be dedicated on an annual basis, with carshare assuming responsibilities for facility set-up and maintenance as well as regular street sweeping at these locations.
- The City should provide general guidelines for the location, signage and marketing of off-street carsharing facilities to project sponsors who wish to include carsharing in their development.

POLICY 5.4.8

Monitor parking supply in Time Series Monitoring reports.

The Market and Octavia Plan represents a new approach to parking management. As such, it is dependent on coupling parking maximum controls with City initiated on-street parking management strategies and private parking management strategies. Therefore, a publicly vetted parking supply report should be structured around the following policy goals:

- Residential parking ratios average .5 spaces per unit across projects to roughly mirror the existing neighborhood character;
- Commercial uses generally do not request conditional uses for parking increases;
- City agencies implement on-street parking management strategies, such as:
 - Residential Parking Permit Reform
 - Parking Benefits Districts
 - Pricing of on-street parking permits at a rate closer to market value
- Off-street parking management strategies are tested and encouraged, including shared parking, valet parking and shuttle service for events.

Improving the Area's Bicycle Network

Bicycling requires nothing more than the most simple equipment, no licenses, or special training. People have been bicycling for centuries. Human settlements developed compact, urban forms in order to facilitate fast and easy access to daily needs on foot. Like walking, biking harnesses our own muscle power to allow us to travel larger distances within this same compact urban form. Only relatively recently have motorized transportation technologies been developed, encouraging people to move around far more quickly, cover far greater distances, and in turn encouraging cities to spread out.

The close knit urban fabric of the Market and Octavia neighborhood, along with its central location and relatively level topography, is well suited to bicycling, and bicycling offers a simple, inexpensive, and space-efficient means of getting from place to place. As part of a comprehensive approach to transportation, this plan promotes bicycling as a safe, equitable, and convenient form of transportation that increases the neighborhood's livability, enhances public life, and improves public and environmental health.

To this end, the plan calls for creating a network of safe and convenient bike lanes, bike routes, and calmed traffic streets. It proposes several new bike facilities that would connect established bike lanes into a more complete bike system. The plan also proposes improvements to several extremely dangerous conflict points between bicycles and vehicular traffic.

See Map 11 Bicycle Network

OBJECTIVE 5.5

ESTABLISH A BICYCLE NETWORK THAT PROVIDES A SAFE AND ATTRACTIVE ALTERNATIVE TO DRIVING FOR BOTH LOCAL AND CITYWIDE TRAVEL NEEDS.

POLICY 5.5.1

Improve bicycle connections, accessibility, safety, and convenience throughout the neighborhood, concentrating on streets most safely and easily traveled by bicyclists.

In addition to being a major crossroads for transit and automobile traffic, the Market and Octavia neighborhood includes several of the most important and well-used bicycle routes in the city. All streets in the study area should be designed to be safe for bicycles, the following corridors merit special attention:

Market Street

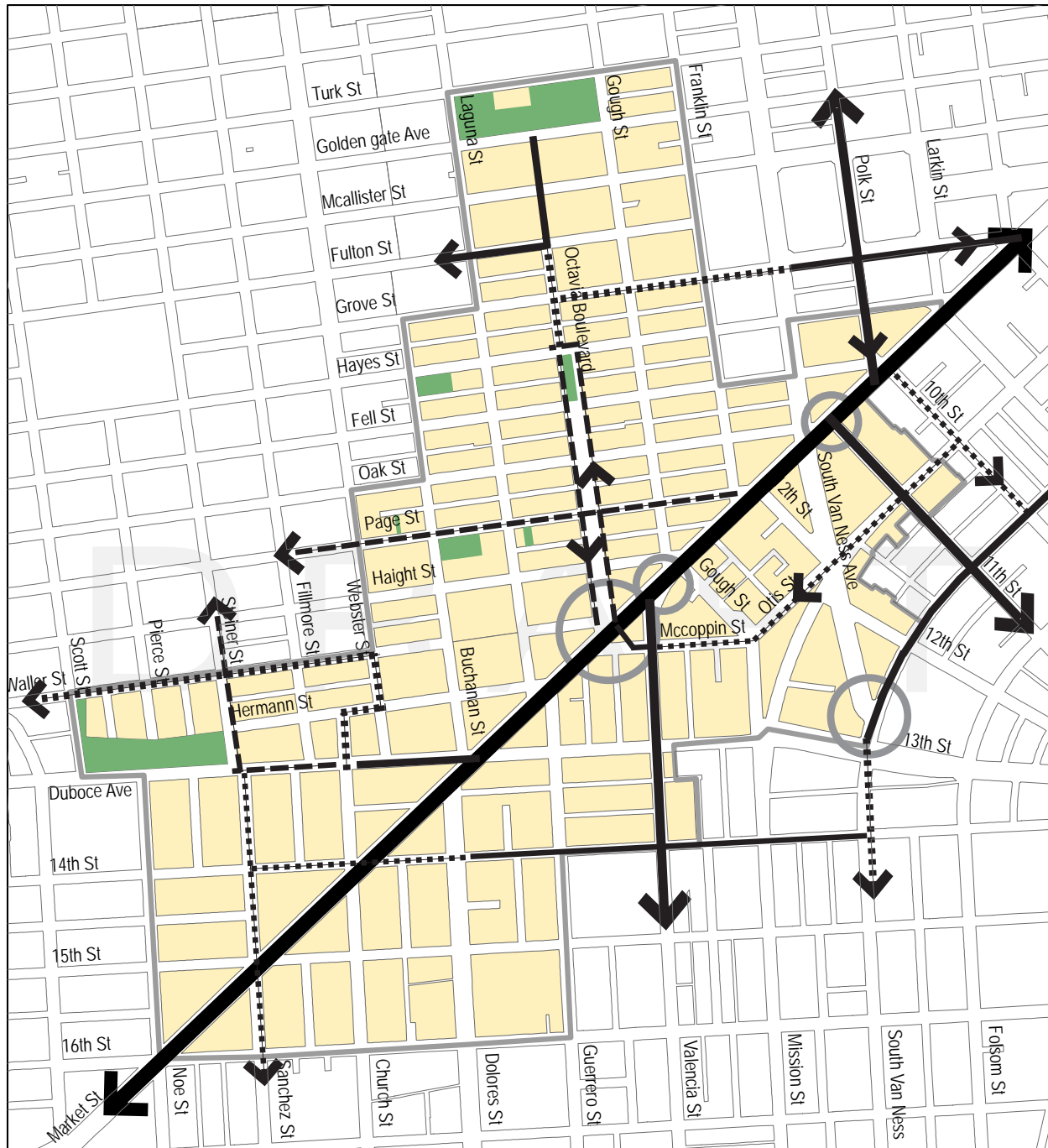
Bicycle lanes have been striped on Market Street from Castro Street to Octavia Boulevard, but they are discontinuous at several key intersections where bicycles are forced to merge with through traffic. Studies should determine if additional space can be created for bicycles by trimming back corner bulbouts, or if in some places, removal of one or two on-street parking spaces should be done.

In locations where right-turn lanes are provided and sidewalks are 15 feet or less, it is acceptable to have bicyclists travel straight from the right-turn lane rather than providing a separate bike lane on the near side of the intersection.

On Market Street east of Octavia Boulevard, bicycle lanes were recently approved between Octavia Boulevard and Van Ness Avenue. Further studies should explore extending the lanes as far east as 8th Street,

BICYCLE NETWORK

Map 11



where Market Street narrows and the sidewalks widen to accommodate the larger subway portals. Detailed planning work should be undertaken to arrive at a better design for the entire length of Market Street. While removing some on-street parking may be appropriate to better accommodate pedestrians, transit and bicycles, additional loading and disabled parking bays may be needed to serve businesses on these blocks.

Valencia Street and the Freeway Touchdown

Valencia Street's bike lanes, including the bike path connection to Octavia Boulevard, should be retained, linking both north- and south-bound bicycle traffic. The new bike path should be well-lighted. A protected bicycle left-turn lane to this bike path should be created in the Valencia Street median.

Page Street

The entirety of Page Street has been designated a "Bicycle Priority Street," and opportunities to treat this street as a bicycle boulevard should be studied. Bicycle boulevards with traffic calming devices should be considered. Some possibilities are illustrated at right.

Duboce Avenue

The existing Duboce Avenue bikeway should be maintained, but design improvements should be made to ensure that this important corridor does not become a magnet for antisocial activities. Set between the blank walls of the Mint and Safeway, there are currently no "eyes on the street" here to keep the bikeway safe at all hours, and street lighting is not what it should be. In addition, frequent buildup of trash (particularly broken glass and debris) pose hazards for bicycle tires. New pedestrian-scaled light fixtures should be installed, and, in order to allow street sweepers to clean Duboce Avenue on a regular schedule, existing barriers should be replaced with hand-operated, lock-down bollards or automated pneumatic bollards. The proposals elsewhere in this plan pertaining to improvements to the Duboce Avenue yard now used for the rehabilitation of trolleys would do much to activate this section of the street.

Howard Street

Traffic analysis should be preformed in the South Van Ness Avenue area. Among other issues, bicycle lanes and connections within the bicycle network should be studied on Howard Street at least as far as 11th Street.

South Van Ness Avenue

As part of the proposed extension of the Howard Street bike lanes, significant safety improvements to the intersection of South Van Ness Avenue and Division Street should be studied as part of the overall proposal to reconfigure South Van Ness Avenue as a surface boulevard. Innovative bicycle technologies such as colored bike lanes and cue jumps should be developed, analyzed, and applied where possible to maximize bicyclists' visibility and minimize conflicts with large volumes of traffic.

POLICY 5.5.2

Provide secure and convenient bicycle parking throughout the area.

Providing secure bicycle parking is important to make cycling an attractive alternative to driving. In urban areas like San Francisco, secure and convenient bicycle parking, placed in appropriate locations, is an essential amenity for everyday cyclists. Such bicycle parking reduces theft and provides a needed sense of security.

- Building on MTA's bicycle parking program, ensure that adequate bicycle parking is provided in centers of activity such as Hayes Street, Market Street, and the new Octavia Boulevard.
- Require a minimum amount of bicycle parking on-site for all new development.

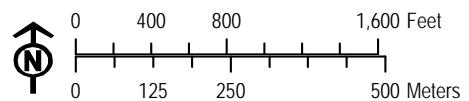
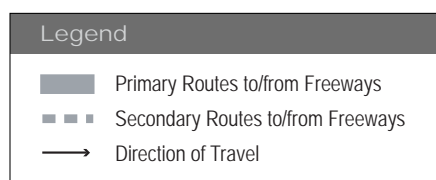
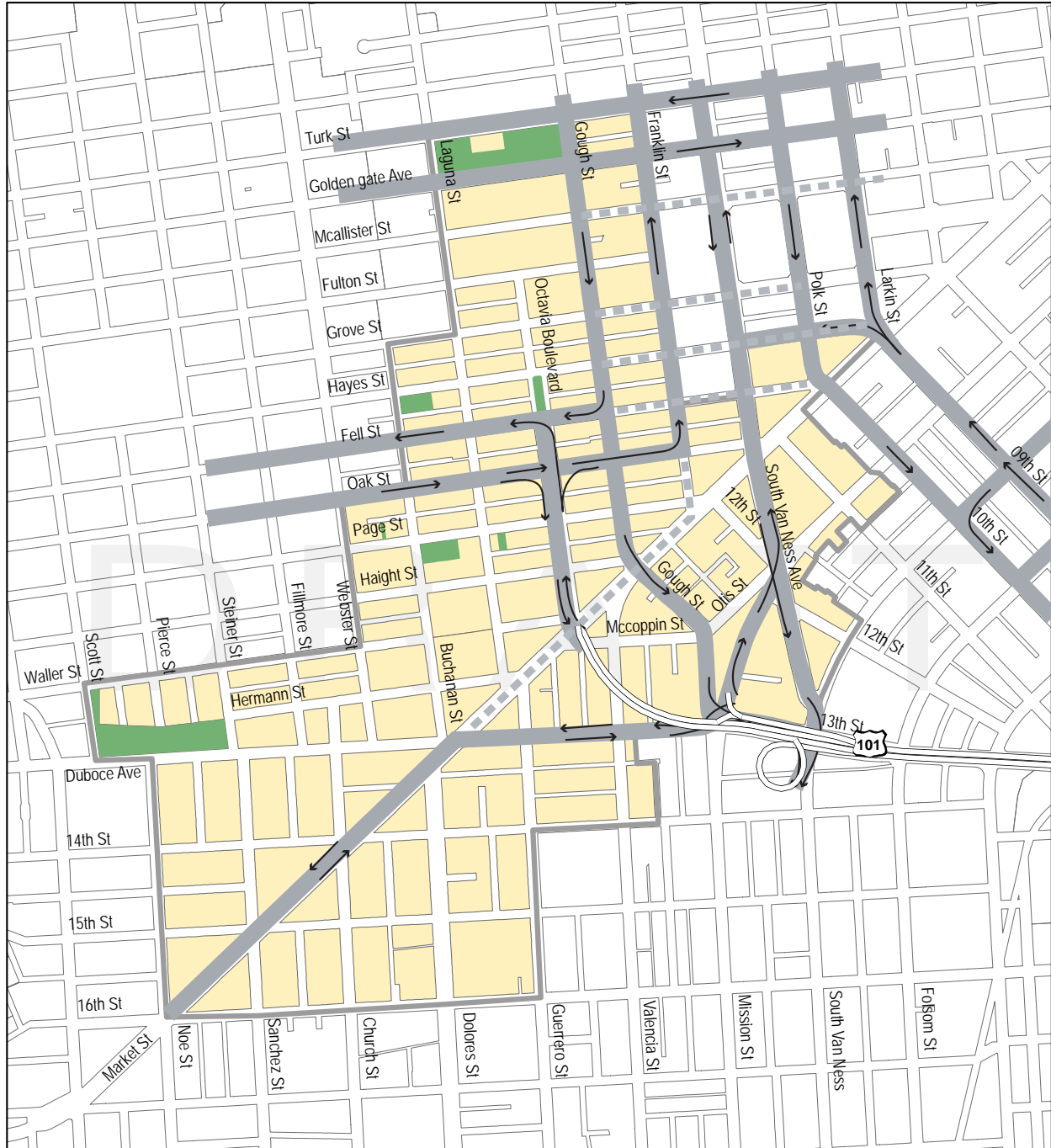
POLICY 5.5.3

Support and expand opportunities for bicycle commuting throughout the city and the region.

In cities where bicycling is promoted and where a complete network of bikeways is provided, such as Davis and Palo Alto, bicycling has been shown to have a measurable effect on reducing congestion. From a citywide and regional perspective, every effort should be made to support peoples' commute by bicycle. The largest obstacle to bicycle commuting, aside from unsafe streets, is the difficulty in taking bicycles on regional transit and the lack of secure bicycle parking at transit facilities. To support bicycle commuting, bicycles need to be permitted on all city and regional transit operators at peak commute times and secure bicycle parking needs to be provided at regional transit stations.

MAJOR ROUTES FOR VEHICULAR CIRCULATION

Map 12



- Encourage SamTrans, Golden Gate Transit, and other regional bus transit operators to provide bicycle racks on their buses.
- Study the feasibility of allowing bicycles on light rail vehicles, and of providing racks on all other Muni vehicles.
- Encourage BART to study the possibilities of allowing bicycles at peak periods, including a “bike car” on peak-period trains and programs to encourage the use of folding bicycles. Develop the means to allow bicyclists to use the BART system without conflicting with other riders (e.g. dedicated locations for bicycle storage on trains, or dedicated “bike cars”).
- Encourage provision of secure, convenient, and supervised bicycle storage facilities at regional transit stations.

Improving Vehicular Circulation

OBJECTIVE 5.6

IMPROVE VEHICULAR CIRCULATION THROUGH THE AREA.

With the completion of Octavia Boulevard, there are important opportunities to improve vehicular circulation through the plan area. One project would eliminate the “jog” of one-way traffic on Fell and Oak Streets, thereby minimizing the negative effects of these major regional traffic flows on the plan area.

See Map 12 Major Routes for Vehicular Circulation

POLICY 5.6.1

Re-evaluate the larger street network in Hayes Valley.

Often, one-way streets encourage fast-moving traffic, disrupt neighborhood commercial activities, and negatively affect the livability of adjacent uses and the neighborhood as a whole. The one-way streets in the Plan Area are part of the larger network and changes within the Plan Area would impact the street network beyond the Plan Area. Now that Octavia Boulevard

is built, it may be possible to reorganize and simplify existing traffic patterns. During the planning process, neighbors sought such reorganization in order to make street crossings for pedestrians safer, and return Hayes Street to a two-way local street, which is best suited to its commercial nature and role as the heart of Hayes Valley. In future studies, the City should weigh the total range of impacts of the current vehicular traffic configuration versus changes that may impact other City goals including

- reducing pedestrian conflicts and increasing pedestrian oriented facilities;
- eliminating confusing Z-shaped jogs of one-way vehicular traffic;
- maintaining transit service levels and associated travel times;
- ensuring that bicycles can be used as a primary means of transportation in the area;
- creating opportunities to increase street trees and plantings; and
- encouraging a public realm that supports the commercial and residential uses along the street.

While in the near-term westbound traffic may continue to use Hayes Street en route to Fell Street and points west, the City should seek to apply the larger goal of restoring the character of Hayes Street as a neighborhood commercial street west of Franklin, while maintaining its role as a regional traffic street between Franklin and Market Streets. Future studies should look at resolving larger traffic patterns and optimizing traffic and neighborhood character within the Plan Area.

6. INFILL DEVELOPMENT ON KEY SITES

Historically, the elevated Central Freeway ran through the center of the Market and Octavia area. Since the freeway structure was damaged in the Loma Prieta Earthquake, much interest and attention has been paid to the future of the freeway structure, resulting in the demolition of its northern portion shortly after the earthquake, demolition of the upper deck, and voter approval

of Proposition E in 1998. This proposition called for the creation of a surface boulevard along Octavia Street, replacing the remaining portion of the elevated freeway north of Market Street. Now built, Octavia Boulevard provides a gracious and beautiful resolution to the large volumes of regional traffic that move through the area. The focal point of the boulevard lies at its end, between Fell and Hayes Street and is called ‘Patricia’s Green in Hayes Valley.’ It is a simple public open space or “green” that relates to the Hayes Street commercial area and to the surrounding residential community.

The Market Street Safeway and the University of California at Berkeley Extension sites are other important opportunity sites, where new housing and groundfloor commercial activities could strengthen the area. These sites span a variety of contexts, from the monumental scale of Market Street to the fine-grain of residential alleys in Hayes Valley. If designed well, new development on both the Central Freeway parcels and the Market Street Safeway could greatly enhance the vitality and character of the Market and Octavia neighborhood.

OBJECTIVE 6.1

ENSURE THAT NEW DEVELOPMENT IS INNOVATIVE AND YET CAREFULLY INTEGRATED INTO THE FABRIC OF THE AREA.

There are several large opportunity sites throughout the plan area, each of which poses a unique set of challenges. In keeping with the new Market and Octavia design guidelines and the existing Residential Design Guidelines, special care needs to be taken with large sites to address the specific physical conditions and challenges posed by these sites and present key strategies for their successful integration into the fabric of the area and the temporal context of the day. New buildings, if well designed, can significantly add to San Francisco’s architectural dialog, even in historic districts. To such end, the neighbors partnered with the Mayor’s Office and others to sponsor an international design competition which generated creative housing ideas for the sites formerly occupied by the freeway.

OBJECTIVE 6.2

ENCOURAGE NEW DEVELOPMENT ON THE CENTRAL FREEWAY PARCELS AND THE MARKET STREET SAFEWAY SITE TO HEAL

THE PHYSICAL FABRIC OF THE NEIGHBORHOOD AND IMPROVE NEIGHBORHOOD CHARACTER.

At the center of this plan, the new Octavia Boulevard is the catalyst for a larger program of neighborhood repair and improvement. With the removal of the Central Freeway, approximately 7 acres of vacant land has been transferred to the city. Housing, particularly much-needed affordable housing, is the clear priority for these parcels. The Market Street Safeway site is another important opportunity site, where new housing above revitalized ground-floor commercial activities could strengthen the area.

These sites span a variety of contexts, from the monumental scale of Market Street to the fine-grain of residential alleys in Hayes Valley. If designed well, new development on both the Central Freeway parcels and the Market Street Safeway site could greatly enhance the vitality and character of the Market and Octavia neighborhood.

The Central Freeway Parcels

POLICY 6.2.1

Provide guidelines for new development that respond to the opportunities presented by the Central Freeway parcels.

The background document for this Area Plan titled “The Market and Octavia Neighborhood Plan” contains specific guidelines for each parcel that address the specific physical conditions and challenges posed by the Central Freeway parcels. They reiterate core ideas from these guidelines, as well as add new ideas as needed to respond to the particular challenges of these sites. The basic land use and height controls, along with recommended uses, are consistent with this Area Plan. This background document shall guide development of these parcels during both the initial development and into the future.

The Market Street Safeway Site

POLICY 6.2.2

Encourage the redesign of the Church and Market Street Safeway site with a mix of housing and commercial uses, supportive of Church Street's importance as one of the city's most well-served and important transit centers and integrated into the urban character of the area.

Block 3536, bounded by Market, Church and Duboce Streets, is a large opportunity site in a prominent location. It has been occupied for several decades by a supermarket. The triangular block is surrounded by a mix of large and small residential buildings, as well as small-scaled retail shops along Church Street and Market Street to the west. The structure housing the current supermarket is located at the rear of the site, with a large surface parking lot facing onto Market Street. Several small retail storefronts line the eastern side of the structure, fronting on the parking lot. This siting of the supermarket creates an 800-foot opening in the streetwall along Market Street and diminishes its quality as a distinct public space. While a supermarket-type of use is appropriate here, the configuration and low level of development is not appropriate to the level of transit service provided to this site and the area by the city nor to the level of importance and prominence of this key intersection. Given its size, location, and layout, the site presents an opportunity for a mixed-use housing and retail development that in the future could better support the urban character of the area.

The site has been the subject of much discussion as part of the community planning process. The potential for this site to create a stronger presence along Market and Church Streets is a clear goal of the community, as is better integrating it with the scale and character of the area. The potential for a new mixed-use development that incorporates a fully functional supermarket while improving the area cannot be overlooked; it is an excellent opportunity to strengthen Market Street and focus activity around the transit connections here. The supermarket is an important amenity to the area; any proposal for reuse of the site should feature it as an essential part of the site and maintain its viability. Future proposals for significant redesign or redevelopment of the site should also balance the operation of a supermarket with following goals:

- Build to the street wall along Market and Church Streets, at a height appropriate for a street of its scale.

- In keeping with the development pattern of the area, integrate the supermarket into a mixed-use program for the site, including a significant amount of housing on upper floors.
- Ensure adequate transportation choices for the continued use as a supermarket: encourage the use of delivery vans, transit, taxis, and transportation alternatives where possible and supply an appropriate amount of parking necessary for supermarkets.
- Respond sensitively to the view corridors of Buena Vista Park, the United States Mint, and the Saint Francis Lutheran Church.

Any large redesign of the site should occur in the context of a community planning process that involves both the community and other stakeholders, including the property owners and supermarket operators. Since the redesign of the current supermarket site will involve a voluntary proposal from the property owners, input from both the City and the neighbors, a future community planning process should produce a site-specific plan that follows the general principals established in the Market & Octavia Neighborhood Plan. The various objectives, policies, and other provisions of this Plan shall only apply to future proposals for significant redesign of the site.

The UC Berkeley Extension Laguna Street Campus

POLICY 6.2.3

Any future reuse of the UC Berkeley Laguna Campus should balance the need to reintegrate the site with the neighborhood and to provide housing, especially affordable housing, with the provision for public uses such as education, community facilities, and open space.

At 5.8 acres in size, this site is the largest property under single ownership in the plan area. The site is surrounded by a mix of small-scale, 2- and 3-story walk-ups and a scattering of larger apartment buildings, with significant retail and cultural uses to the south along Market Street. Any new development on the site should be carefully organized around a comprehensive master plan that responds to the unique challenges of such a large site surrounded by a relatively fine-grained urban fabric within a cluster of historic buildings.

7. A NEW NEIGHBORHOOD IN SOMA WEST

Immediately south of Market Street between 11th Street and Valencia Street lies an area that relatively few San Franciscans know well. It is where the South of Market Street grid bumps awkwardly into and connects with the Mission grid. The area is currently characterized with an overhead freeway structure and a dank Division Street beneath, with freeway entrance and exit ramps, and with a wide variety of uses, considerable housing, and a handful of new residential developments.

There are tremendous opportunities for positive change in this area - what has come to be called "SoMa West". The city's General Plan envisions this area's transformation into a vibrant new mixed-use residential neighborhood, providing much-needed housing, a full range of new services and vibrant streets and public spaces. This plan carries forward this vision and articulates it further, proposing new zoning that encourages substantial new mixed-use housing development, as well as a dramatic program for recreating the public realm of streets and open spaces to serve a new residential population. This is the one part of the Market and Octavia area where creating a new, truly high-density mixed-use neighborhood can be achieved and would bring tremendous benefit to the city as a whole.

Realizing this vision will be no small task. Creating a neighborhood here will take more than changing the zoning. A great deal of vehicular traffic, much of it freeway-bound, pushes through the area's busy streets: South Van Ness, Mission, Duboce, and Division. As public spaces, these streets suffer from large unwelcoming areas of asphalt, awkward pedestrian islands, and high accident rates. Most are "no man's lands" without the most basic comforts for pedestrians. There are major, problematic intersections, for cars and pedestrians alike, including intersections at Market Street and Gough Street, and at South Van Ness Avenue and Mission Street. While injuries have steadily declined during the past decade following investments in safety from Department of Parking and Traffic, there is room for improvement. Of the more busy intersections in the area, the Gough and Market Street intersection has the dubious distinction of being among the three highest intersections in terms of injury according to MTA's 2004 Collision Report. While the South Van Ness Avenue and Mission Street intersection proves less treacherous, it is nonetheless characterized by an unappealing pedestrian environment due to its scale, the many possible direc-

tions of traffic, and the confusing geometry owing to the nature of the underlying street grids.

New residential developments in the area attest to what this area could become. Major transit investments, planned for Van Ness Avenue and the Market / Mission Street corridors, add to the area's potential for a dramatic new future. Ultimately, it can happen only if the city takes an active role in undertaking the improvements proposed here. It will be a large project, with the needed public realm improvements costing roughly \$20 - 30 million in all. If the investment were made, it would set the stage for the creation of more than 2,000 new housing units as part of a new mixed-use neighborhood in an area that otherwise shows little promise or hope of realizing its position at the center of the city. More than in any other part of San Francisco, it is up to the city to seize the opportunity here, to encourage housing, and to invest in its streets and public spaces-thereby setting the stage for a real neighborhood to emerge in SoMa West.

OBJECTIVE 7.1

CREATE A VIBRANT NEW MIXED-USE NEIGHBORHOOD IN SOMA WEST.

While a small scattering of new housing is being built in SoMa West, the area has a tremendous untapped potential for substantial new residential development, supported by a full range of neighborhood-serving shops and services. To realize this potential, the area's existing zoning, which encourages large-scale commercial uses, will be changed to encourage a gradual transition to high-density residential uses with retail, services, and a limited amount of office uses on lower floors. Every effort should be made to encourage mixed-use housing development as part of a gradual conversion of the area with high-density residential uses above retail and commercial activities. Because the coarser, large-scale physical fabric of the area supports tall buildings in selected areas, residential towers should be encouraged as one part of the overall urban form vision for the plan area.

POLICY 7.1.1

Maintain a strong preference for housing as a desired use.

SoMa West is unlike the smaller-scale residential areas of the rest of the plan area. Buildings here typically



Figure 12. A NEW STREET SYSTEM FOR SOMA NEIGHBORHOOD

house commercial uses, are typically taller and more bulky, and sit on larger parcels. Where there are opportunities for new development, housing is a priority above all other uses to create a stronger residential presence in the area. To this end, the overall land use plan takes advantage of the unique scale of the SoMa West area to accommodate higher-density housing where there are opportunity sites close to transit and services. Retail and other uses that support new housing are encouraged on the ground floor as part of new development.

POLICY 7.1.2

Encourage residential towers on selected sites.

In limited areas, slender residential towers should be permitted to extend above the streetwall height. Housing should be the only permitted use in these towers. Carefully control the tower form and bulk so they are not overly imposing on the skyline and do not produce excessive wind or shadows on public spaces.

- Make housing a required use for all building area above the streetwall height.
- Adopt special controls for residential towers to ensure a slender profile on the skyline, as described in Element 3 of this plan.

OBJECTIVE 7.2

ESTABLISH A FUNCTIONAL, ATTRACTIVE AND WELL-INTEGRATED SYSTEM OF PUBLIC STREETS AND OPEN SPACES IN THE SOMA WEST AREA TO IMPROVE THE PUBLIC REALM.

A great deal of vehicular traffic, much of it freeway bound from areas north of Market Street and from the west, pushes through SoMa West: South Van Ness Avenue and Mission, Duboce, and Division Streets. SoMa West is also lacking in public open space; what spaces do exist are negatively affected by traffic that makes them noisy and less than desirable. Public transit moves through this area, as do increasing numbers of cyclists. Most of its streets are not comfortable for pedestrians; many are dangerous. There are major, problematic intersections. Some of the worst are at Market Street / Van Ness Avenue, and at South Van Ness Avenue / Mission Street, Mission Street / Otis / Division Streets, and South Van Ness Avenue / Division Street.

As the residential population of the area expands, every opportunity should be taken to improve pedestrian safety and calm traffic through the area. New neighborhood open spaces should be provided through the creation of new parks and plazas, as well as through reclaiming street spaces to widen sidewalks and improve spaces dedicated to pedestrian use. The following policies describe specific strategies to make these improvements.

See Map 12. Major Routes for Vehicular Circulation and Figure 12. A New Street System for SoMa Neighborhood.

POLICY 7.2.1

Study a redesign of South Van Ness Avenue from Mission Street to Division Street as a surface boulevard serving regional as well as local traffic.

Currently a no-man's land of wide expanses of asphalt and rather frantic traffic, South Van Ness Avenue, a state highway, could be a gracious, tree-lined boulevard with wonderful views to the south, comfortable for autos, buses, pedestrians, and cyclists alike. Moreover, it can and should be a street, like Van Ness Avenue north of Market Street, that new uses, particularly housing, seek out rather than shun.

- Study creating a dedicated transitway (bus rapid transit) on Van Ness Avenue. The transitway should include landscaping and pedestrian amenities, as described in this plan.
- From Mission Street to Howard Street and Division Street, South Van Ness Avenue carries considerable vehicular traffic to the freeway. South Van Ness Avenue should be studied with the goal of supporting all the functions of a great street, moving traffic, facilitating transit and creating a pleasant and safe environment for bicycles and pedestrians.

POLICY 7.2.2

Embark on a study to redesign Mission and Otis Streets from South Van Ness Avenue to Duboce Avenue.

These two streets act as a one-way couplet making the transition from downtown to the Mission District and carrying freeway-bound traffic from Gough Street via Otis Street. Mission district buses use this pair as well.

Otis Street, particularly, is rather unpleasant for pedestrians. A redesign of these streets should be studied to see if it would make the streets comfortable and efficient for buses, autos, pedestrians, and bicyclists. The scale of these streets can become more intimate and inviting for all users. As part of the study ideas for widening sidewalks and installing other new transit preferential improvements should be considered. While other ideas should be studied, the following ideas were discussed (but not yet studied) during the community planning process.

- The Otis Street right-of-way is wide enough to separate local-serving traffic from through traffic between Van Ness Avenue and Gough Street via a tree-planted median. A bus-only lane gives public transit the priority it needs. Between Gough and Duboce Avenues, the freeway-bound traffic can be separated from the buses and the Mission district traffic, again by a planted median that will give the street a more human scale.
- Mission Street traffic, in this area, can be accommodated on fewer lanes, allowing for enhanced sidewalks consistent with the new residential development along it. A separate bus lane and a long and comfortable boarding platform at the Duboce / Division intersection will serve transit riders. This street can have parking lanes on both sides for most of its length. Where the Central Freeway off-ramp meets Mission Street, remove the unrestricted right turn onto Mission Street.

POLICY 7.2.3

Redesign Gough Street between Otis and Market Streets with widened sidewalks and a community gathering space or garden at the northeastern side of the Gough, Otis and McCoppin Streets intersection.

Presently a wide street with no compelling attractions except for traffic, the wide right-of-way has space for three southbound moving lanes, a tree-lined median, and a northbound lane, with parking to provide a pedestrian realm that borders the small scaled “Brady Block” to the east.

POLICY 7.2.4

Redesign McCoppin Street as a linear green street with a new open space west of Valencia Street.

With the new freeway touchdown, traffic accessing the freeway, McCoppin Street no longer has the need to be used as a cut-through. As a result, the street carries only a fraction of the traffic that it did before. There is the opportunity to reconfigure McCoppin Street from Otis to Valencia Streets as a linear green street, with a substantial portion of the vehicular right-of-way reclaimed as open space on the north side (the sunny side) of the street, and a calmed right-of-way for local traffic. The portion of McCoppin Street west of Valencia Street is no longer needed for vehicular traffic, providing the opportunity to convert it to a small open space. The space, approximately 80 feet by 100 feet, should be converted into a small plaza or other form of community space for the use of local residents.

POLICY 7.2.5

Make pedestrian improvements within the block bounded by Market, Twelfth, Otis, and Gough Streets and redesign Twelfth Street between Market and Mission Streets, creating a new park and street spaces for public use, and new housing opportunities.

The block bounded by Market, Gough, Otis and 12th Streets, known as the “Brady Block” is a unique place; its interior is divided and made publicly-accessible by four alleys bisecting it in different directions. At its core, the block shows the signs of many years of neglect; surface parking lots and a large ventilation shaft for the BART system create a large swath of indefensible space.

The block has tremendous potential despite its present conditions. It is an intimate space of small buildings fronting on narrow alleys. It isn’t hard to envision a small neighborhood here-on the scale of South Park: small residential infill and existing buildings framing a new public park at the core of the block’s network of alleys. The addition of new housing and the development of a small-scaled living area with a narrow but connected street pattern can make this an enviable mini-neighborhood. Existing uses can stay, but new uses can, by public and private cooperation, create a residential mixed-use enclave.

A small new open space can be developed in the center of the Brady Block, taking advantage of a small (approximately 80-foot-square BART-owned parcel that provides access to its tunnel below), and through purchase of an adjacent 100 foot by 80 foot parcel, currently surface parking. By creating a small open space here and connecting the existing alley network,

the city would have created a magnificent centerpiece for this intimate mini-neighborhood. The park will be surrounded by several housing opportunity sites and would be accessed via a network of mid-block alleys designed as “living street” spaces. The BART vent shaft rather than a hindrance could be the site of a central wind-driven kinetic sculpture.

In addition to the land use, height and bulk controls outlined in Element 1, the following actions are necessary to realize this change for the Brady Block, in order of importance:

- An agreement will be necessary with BART to allow the reuse of the land where its ventilation shafts come to the surface as a public park.
- Parcels 3505031 and 3505031A, which are currently used as surface parking lots, will have to be purchased and dedicated to the Recreation and Parks Department as public open space.
- Parcel 3505029, which is currently vacant, will have to be purchased and dedicated to DPW as a public right-of-way connecting Stevenson Alley with Colton and Colusa Alleys.
- Approximately 4,000 sf. of parcel 3505035, which is currently a surface parking lot, will have to be purchased and dedicated to DPW as a public right-of-way connecting the two disconnected halves of Stevenson Alley.

POLICY 7.2.6

Embark on a study to redesign 12th Street between Market and Mission to recapture space for pedestrian use.

Twelfth Street, like McCoppin Street, has more space devoted to autos and parking than is necessary. During the community planning process the following idea was discussed but not yet studied: Twelfth Street could be reconfigured to provide only one travel lane in each direction, plus parking lanes, and concentrating a widened pedestrian realm on one side of the street for pedestrians, providing space for public seating, recreation and gardens, can turn it into positive, useful spaces for those who live and work along it.

POLICY 7.2.7

Embark on a study to reconfigure major intersections to make them safer for vehicles and pedestrians alike, to facilitate traffic movement, and to take advantage of opportunities to create public spaces.

South Van Ness Avenue and Mission/Otis Streets

Six streets come together at this intersection. There is a vast paved area that is without relief and is daunting for pedestrians, transit riders, and drivers alike.

During the community planning process the following idea was discussed but not yet studied: the 12th Street intersection could be reconfigured with South Van Ness Avenue to create space for a new, corner plaza. Reorganizing vehicular travel lanes and the creation of the transitway north of the intersection could permit much wider sidewalks at all the corners, as well as refuges for pedestrians crossing the street. In all, this could be a much safer, less daunting intersection than is the case currently.

Division Street at Mission Street and at South Van Ness Avenue

Large volumes of freeway-bound traffic move through these two intersections to access the freeway on-ramp. Pedestrian crossings are daunting, if not impossible, and cyclists find these intersections particularly difficult, mostly because of the freeway-bound traffic. The area's small traffic islands, weaving traffic lanes, and discontinuous sidewalks leave pedestrians and bicyclists lost in a sea of traffic.

During the community planning process the following idea was discussed but not yet studied: The city could establish new lane configurations to make the transition from Mission Street and South Van Ness Avenue to the freeway ramp more direct, and minimize conflicts with pedestrians. Pedestrian spaces could be expanded and auto turning movements regularized. In addition, the city could extend the sidewalk along South Van Ness Avenue south of Division Street. This could provide better pedestrian connections and separate freeway from local traffic, possibly creating an easy and safer transition for cyclists traveling south.

Implementing the Plan

Crucial to the Plan, the implementation elements are more thoroughly described in the background document, “The Market & Octavia Neighborhood Plan”. A brief summary of those items is provided here.

Implementation: Improvement Fees and Monitoring

Key to the plan’s success are a number of pedestrian, transit, traffic-calming, open space and other public improvements. A comprehensive program of new public infrastructure is necessary to provide these improvements to the area’s growing population. The Neighborhood Plan outlines priority projects and timeline and links costs to revenue. New fees, the Market and Octavia Community Improvements Fund and Community Infrastructure Impact Fee will create the necessary financial mechanism to fund these improvements in proportion to the need generate by new development.

In order to track implementation, the Planning Department will monitor vital indicators. The plan’s performance will be gauged relative to benchmarks called out below. If monitoring surveys indicate an imbalance in growth and relevant infrastructure and support, the Planning Department may recommend policy changes to balance development with infrastructure. Appropriate responses may include temporary or permanent alterations to Market & Octavia Neighborhood Plan policies, or heightened prioritization of plan area improvements.

A F T

SAN FRANCISCO
PLANNING COMMISSION
RESOLUTION NO. 17408

WHEREAS, Section 4.105 of the Charter of the City and County of San Francisco mandates that the Planning Department shall periodically recommend to the Board of Supervisors for approval or rejection proposed amendments to the General Plan.

The San Francisco Planning Department is seeking to implement the Market and Octavia Neighborhood Plan ("Neighborhood Plan"), which encourages diverse and affordable housing, choices for movement, safe streets, and a cohesive neighborhood fabric.

Starting in 2000, the Planning Department initiated a public planning process, the Better Neighborhoods Program, which developed a series of policies and proposals including those for land use, height, bulk, building design, density, transportation, and parking in the Market and Octavia area as described in "*The Market and Octavia Neighborhood Plan: Draft for Public Review*," which was published by the Planning Department in December 2002. Subsequent revisions are recorded in the "*Market and Octavia Plan Revisions*" published in the summer of 2006, all preceding revisions are captured in this final document. The Draft Plan together with the Plan Revisions provide a comprehensive set of policies and implementation programming to realize the vision for the Market and Octavia plan area, including an overall land use and height plan, specific urban design standards for building setbacks, ground floor uses, tower bulk and spacing, and a framework to guide the implementation of street and transportation improvements, as well as for open space amenities.

Overall, policies envisioned for the Market and Octavia neighborhood would be consistent with the General Plan. However, a number of amendments to the General Plan, attached in an Ordinance hereto as **Exhibit M-3-B**, including the addition of a Market and Octavia Area Plan ("The Plan"), and revisions to other Elements, Area Plans and the Land Use Index of the General Plan, are required to achieve the neighborhood vision described in the Market and Octavia Neighborhood Plan. The City Attorney's Office has reviewed the draft ordinance and approved it as to form.

On September 28, 2006, pursuant to Planning Code Section 340(c), the Planning Commission approved Res. No. 17312, a Resolution of intention to initiate amendments to the General Plan. Subsequent to adopting Res. No. 17312, the Planning

Commission authorized the Department to provide appropriate notice for a series of public hearings on the proposed amendment. The Commission held a series of public hearings to consider the proposed amendment and to receive public comment, including hearings on October 26, Nov. 2, 2006, Nov. 9, 2006, Dec. 7, 2006, January 11, 2007, Feb. 8, 2007, Feb. 15, 2007, and March 22, 2007. At this hearing, the Commission adopted a Motion of Intent to certify the Environmental Impact Report, and to adopt CEQA findings, changes to the Planning Code, General Plan, Zoning Map, and to establish Interim Procedures.

During the course of the public hearings, staff incorporated a number of changes to the draft General Plan amendment, based on testimony from property owners, residents, members of the public, and Planning Commission comments, as contained in a draft ordinance approved as to form by the City Attorney contained in Exhibit M-3-B, as though fully set forth herein.

The Western SoMa Citizens Planning Task Force, in its continuing planning for western South of Market, would like to provide recommendations for controls outside their area and may propose further refinements to the planning recommendations for the Market Octavia Plan area on those Market Octavia Plan area portions of Assessor's Blocks 3510, 3511 and a triangular portion of Block 3514 east of South Van Ness Avenue.

Following the adoption of the Market & Octavia Plan, the Western SoMa Citizens Planning Task Force may thereafter seek to revise the boundaries of the Western SoMA area to include the area described above as part of the Western SoMa Planning Area. The Western SoMA Citizens Planning Task Force may then further consider planning and zoning recommendations regarding but not limited to heights and density, housing affordability and business displacement policies in the general area south of Market Street and east of Division, Otis, Gough and Franklin Streets that are currently part of the Market & Octavia Plan.

Staff recommends adoption of the draft resolution adopting an amendment to the General Plan. The amendment would add a new area plan, the Market and Octavia Area Plan to the General Plan, and make related amendments to the Commerce and Industry, Housing, Recreation and Open Space, and Transportation Elements, the Civic Center Area Plan, Downtown Area Plan, South of Market Area Plan, and the Land Use Index to implement the Market and Octavia Neighborhood Plan.

The Plan will encourage the development of new housing, and neighborhood services, open space and sustainable transportation in the Market and Octavia neighborhood generally including the intersections of Market and Church Streets, Market Street and Van Ness Avenue, and the new Octavia Boulevard and parcels within walking distance of these areas. The Plan will ensure that new development regenerates the neighborhood fabric where the Central Freeway once stood and

transforms the SoMa West area into a full-service neighborhood. The Plan supports the General Plan's vision of building where growth can be accommodated by transit and services, encouraging public transit use over travel by private automobile, and expanding housing opportunities adjacent to the downtown area. The Plan lays the policy foundation for additional changes that are detailed in the Neighborhood Plan, amendments to the General Plan Amendments, Planning Code, Zoning Map and other implementation measures. The Neighborhood Plan consists of the following key components:

- Revised Planning Code and Zoning controls that seek to protect much of the existing character of the neighborhood and ensure a mix of housing opportunities including mid-rise and high-rise residential development at the Market and Van Ness intersection, with clear standards for ground floor uses, parking and loading, building height and bulk that together will ensure a safe and attractive neighborhood environment;
- Interim procedures to review development proposals to protect and preserve potentially historic resources prior to completion of an historic resources survey of the plan area. When completed, the survey findings will be incorporated into the Plan to protect identified historic resources and eligible historic districts. In addition, the height district will remain at 50' on Market Street west of Church Street (with a possible extension to 55' to encourage a more appropriate height for retail space or other active use at the street level) instead of the Plan's proposed 65' height district. Although the Department believes that a 65' height district is both reasonable and appropriate, the increase to 65' is withdrawn at this time and will be reevaluated with information gleaned from the Survey once it's endorsed.
- A detailed plan for public improvements, including neighborhood parks, streetscape improvements, pedestrian amenities, and community services, such as child care, library services, and recreational facilities;
- A detailed implementation program that leverages funding for public improvements from new private development, existing funding streams, and innovative community strategies.

The Plan's policies and implementation measures encourage production of inherently diverse and new housing less expensive to build. The Plan establishes a comprehensive framework for the production of quality housing, the retention of existing housing, and provision of a variety of housing types, especially low-income housing. The Plan set the framework for the Central Freeway Parcels to both fund Octavia Boulevard and to provide 50% of the new Central Freeway Parcel housing as affordable housing. The Plan policies also generate some non-traditional units by reducing the costs of building housing through new parking policies and by allowing in-law and other added units that are inherently more affordable.

There are also many opportunities for new infill housing that can strengthen the neighborhood--such as the vacant Central Freeway parcels--and enhance its role as a walkable, transit-oriented neighborhood that supports urban living. Housing opportunities are also furthered by the Plan's policies and implementation measures to ease constraints on housing generated by the existing parking requirement. The constraint on housing, as it currently exists, is two-fold: First, providing off-street parking adds significantly to the cost of a new unit, and second, the addition of an extra unit to an existing structure is often infeasible due to the current inflexible code requirement to provide off-street parking with any new unit. Therefore, the Plan's parking policies further goals of reducing the cost of building housing. The Plan seeks to retain existing housing by codifying the Commission's current demolition policies.

Still the need for additional permanently affordable housing is great. There is an opportunity to provide for the public good of affordable housing where it is more feasible for projects to provide additional affordable housing due to rezoning resulting from the Plan.

The Planning Commission will consider certification of the Market and Octavia Neighborhood Plan Environmental Impact Report and adoption of CEQA Findings on or after February 15, 2007, prior to considering relevant amendments to the General Plan, Planning Code and the Zoning Map. It will also consider adopting California Environmental Quality Act Findings at that hearing.

Planning Code Section 101.1(b) establishes eight priority policies and is the basis by which differences between competing policies in the General Plan are resolved. The project is consistent with the eight priority policies, in that:

1. That existing neighborhood serving retail uses be preserved and enhanced and future opportunities for resident employment in or ownership of such businesses enhanced.

The Plan will have a positive effect on neighborhood serving retail uses. The Market and Octavia Plan supports existing and new commerce by encouraging ground floor retail in commercial areas and other improvements to the pedestrian realm. New development enabled by the Market and Octavia Plan will enhance the neighborhood commercial districts along Market Street, Octavia Boulevard, Hayes Street, Gough Street, and Inner Valencia Street, providing potential employment and ownership opportunities for San Francisco residents. The proposed amendments will support the creation of new housing units, providing a market for increased retail uses along these corridors and allow expansion of the customer base for neighborhood serving businesses beyond the constraints of automobile congestion and parking.

2. That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods.

The Plan protects and enhances the existing neighborhood character by applying appropriate height and bulk limits, protecting landmark and other historic buildings, reinforcing neighborhood commercial districts, preserving and enhancing cultural and educational institutions, marking major intersections as visual landmarks, discouraging land assembly, and detailing fundamental design principles.

The proposed height and bulk controls emphasize consistency with current development patterns. Additionally the controls were designed with a focus on protecting sunlight access for streets and alleyways.

Neighborhood-serving retail will be concentrated along Hayes, Gough, Market, Valencia, Church, and Castro streets, and Van Ness Avenue accordant with existing patterns.

3. That the City's supply of affordable housing be preserved and enhanced.

The proposed amendments will have a positive effect on the City's housing stock, and the Market & Octavia Neighborhood's share of housing. They will enable the creation of new housing units in the Market & Octavia Neighborhood, positively effecting the City's housing supply. Projects within the plan area will be subject to inclusionary housing requirements; fifteen to twenty percent of units would be permanently affordable. Additional mechanisms to ensure permanent housing affordability include preservation of existing housing stock, unbundling parking from housing, and flexibility in density controls. The redevelopment of the 22 Central Freeway parcels will result in the net increase of about 800 to 900 housing units in the Project Area by 2025. Approximately 50% of these units will be available at below market rates. The plan requires that any demolished units be replaced by an equal or greater number of units.

4. That commuter traffic not impede MUNI transit service or overburden our streets or neighborhood parking.

The Plan would not result in commuter traffic impeding Muni transit service or overburdening the streets or neighborhood parking. Currently numerous bus lines and Muni trains run through Market and Octavia Neighborhood; including those along Market Street, Haight Street, Fillmore Street, Church Street, Mission Street, Valencia Street, Van Ness Avenue, and Eleventh Street. To mitigate potential impacts to these Muni lines, the Plan encourages

the City to study the creation of Bus Rapid Transit lanes, transit lanes, transit preemption/prioritization signaling, and other transit improvements.

The Plan would support an increase in the residential population of the area, which would increase trips originating and/or terminating in the neighborhood. The high concentration of new residential development, easy access to jobs, service and transit, and pedestrian improvements indicate that new Market and Octavia neighborhood residents would make a greater share of trips without the use of the private automobile, reducing the impacts created by additional residents. In these ways, the Plan would not overburden streets and neighborhood parking.

The Market and Octavia Plan policies support a transportation strategy that builds on the existing transit and pedestrian infrastructure when appropriate. Existing neighborhood parking is protected by policies that shift demand, manage existing and future supply, and encourage higher utilization through innovative transit such as car sharing.

5. That a diverse economic base be maintained by protecting our industrial and service sectors from displacement due to commercial office development, and that future opportunities for resident employment and ownership in these sectors be enhanced.

The Plan would not adversely affect the industrial or service sectors. The existing industrial and service businesses in the plan area are currently in the SoMa West neighborhood. These businesses would not be displaced by commercial office development. Due to its proximity to the downtown, the Plan envisions transforming this area into a vibrant new mixed-use residential neighborhood, providing much needed housing, a full range of new services and vibrant streets and public spaces. A portion of the original Market and Octavia study area included a portion of the Mission District that included repair and service sector uses, these blocks, south of Division Street, have been removed from the Market and Octavia Area Plan. Other than in the SoMa West area, the Plan does not make major changes to the allowable uses in the plan area.

6. That the City achieves the greatest possible preparedness to protect against injury and loss of life in an earthquake.

The Plan would not adversely affect preparedness against injury and loss of life in an earthquake and would comply with applicable safety standards. New residential buildings would be subject to the City's Building Code, Fire Code and other applicable safety standards.

7. That landmarks and historic buildings be preserved.

The proposed amendments would not have a negative effect on the preservation of landmarks and historic buildings. The Market and Octavia Area Plan calls for the protection of existing landmarks and historic buildings. An historic survey of the plan area will ensure that no potential historic resources are impacted by the Plan. The Plan strengthens protection for historic resources and potential historic districts.

Prior to completion of the historic resources survey, the Plan establishes interim procedures to review development proposals to protect potential historic resources. When completed, findings of the historic resources survey will be incorporated into the plan to protect identified historic resources.

8. That our parks and open space and their access to sunlight and vistas be protected from development.

The Plan would have a positive effect on parks and open space, and would not adversely affect existing open spaces or their access to sunlight and vistas. The Plan includes a series of open space improvements: the development of Hayes Green, McCoppin Park near the freeway touchdown, a neighborhood park on Brady Street, and the conversion of sidewalks, some narrow streets and alleys to open space amenities. The Market and Octavia Plan details concepts and strategies for “living streets,” and identifies numerous opportunities for these types of improvements within the plan area.

Individual buildings reviewed according to procedures described in Planning Code Section 295 are evaluated to identify the impacts of projects and buildings. Project permits can’t be approved if the impacts are found to be significant.

The Market and Octavia planning process built on existing General Plan policies. Analysis of applicable General Plan Objectives and Policies has determined that the proposed action is, on balance, consistent with the General Plan as it is proposed to be amended. The proposed actions offer a compelling articulation and implementation of many of the concepts outlined in the General Plan, especially the Air Quality, Urban Design, Transportation Element, Commerce and Industry, Recreation and Open Space, and Arts Elements. New Area Plan policies and zoning controls articulate these directive policies with specific consideration for the neighborhood conditions of the Market and Octavia Plan Area. Below are specific policies and objectives that support the proposed actions.

NOTE: General Plan Elements are in *CAPITAL ITALICS*
General Plan Objectives are in *CAPITAL LETTERS*
General Plan Policies are in Arial standard font
Key Policies and Objectives are **Bolded**

AIR QUALITY ELEMENT

OBJECTIVE 2: REDUCE MOBILE SOURCES OF AIR POLLUTION THROUGH IMPLEMENTATION OF THE TRANSPORTATION ELEMENT OF THE GENERAL PLAN

- reducing congestion on roadways;
- giving priority to public transit, as mandated by the "Transit First" policy;
- encouraging the use of modes of travel other than single occupant vehicles such as transit, carpooling, walking, and bicycling;
- managing the supply of parking in the downtown area.
- promoting coordination between land use and transportation to improve air quality; and

OBJECTIVE 3: DECREASE THE AIR QUALITY IMPACTS OF DEVELOPMENT BY COORDINATION OF LAND USE AND TRANSPORTATION DECISIONS.

POLICY 3.1 Take advantage of the high density development in San Francisco to improve the transit infrastructure and also encourage high density and compact development where an extensive transportation infrastructure exists.

POLICY 3.2 Encourage mixed land use development near transit lines and provide retail and other types of service oriented uses within walking distance to minimize automobile dependent development.

POLICY 3.3 Continue existing city policies that require housing development in conjunction with office development and expand this requirement to other types of commercial developments.

POLICY 3.4 Continue past efforts and existing policies to promote new residential development in and close to the downtown area and other centers of employment, to reduce the number of auto commute trips to the city and to improve the housing/job balance within the city.

POLICY 3.5 Continue existing growth management policies in the city and give consideration to the overall air quality impacts of new development including its impact on the local and regional transportation system in the permit review process. Ensure that growth will not outpace improvements to transit or the circulation system.

POLICY 3.6 Link land use decision making policies to the availability of transit and consider the impacts of these policies on the local and regional transportation system.

POLICY 3.9 Encourage and require planting of trees in conjunction with new development to enhance pedestrian environment and select species of trees that optimize achievement of air quality goals.

URBAN DESIGN ELEMENT

OBJECTIVE 1: EMPHASIS OF THE CHARACTERISTIC PATTERN WHICH GIVES TO THE CITY AND ITS NEIGHBORHOODS AN IMAGE, A SENSE OF PURPOSE, AND A MEANS OF ORIENTATION.

POLICY 1.6 Make centers of activity more prominent through design of street features and by other means.

POLICY 1.8 Increase the visibility of major destination areas and other points for orientation.

POLICY 2.6 Respect the character of older development nearby in the design of new buildings.

OBJECTIVE 4: IMPROVEMENT OF THE NEIGHBORHOOD ENVIRONMENT TO INCREASE PERSONAL SAFETY, COMFORT, PRIDE AND OPPORTUNITY.

POLICY 4.11 Make use of street space and other unused public areas for recreation.

TRANSPORTATION ELEMENT

POLICY 1.1 Involve citizens in planning and developing transportation facilities and services, and in further defining objectives and policies as they relate to district plans and specific projects.

POLICY 1.2 Ensure the safety and comfort of pedestrians throughout the city.

POLICY 1.3 Give priority to public transit and other alternatives to the private automobile as the means of meeting San Francisco's transportation needs, particularly those of commuters.

POLICY 1.6 Ensure choices among modes of travel and accommodate each mode when and where it is most appropriate.

OBJECTIVE 3: MAINTAIN AND ENHANCE SAN FRANCISCO'S POSITION AS A REGIONAL DESTINATION WITHOUT INDUCING A GREATER VOLUME OF THROUGH AUTOMOBILE TRAFFIC.

POLICY 3.1 The existing vehicular capacity of the bridges, highways, and freeways entering the city should not be increased and, for single-occupant vehicles, should be reduced where possible.

OBJECTIVE 4: MAINTAIN AND ENHANCE SAN FRANCISCO'S POSITION AS THE HUB OF A REGIONAL, CITY-CENTERED TRANSIT SYSTEM.

POLICY 7.1 Reserve a majority of the off-street parking spaces at the periphery of downtown for short term parking.

OBJECTIVE 11: ESTABLISH PUBLIC TRANSIT AS THE PRIMARY MODE OF TRANSPORTATION IN SAN FRANCISCO AND AS A MEANS THROUGH WHICH TO GUIDE FUTURE DEVELOPMENT AND IMPROVE REGIONAL MOBILITY AND AIR QUALITY.

OBJECTIVE 14: DEVELOP AND IMPLEMENT A PLAN FOR OPERATIONAL CHANGES AND LAND USE POLICIES THAT WILL MAINTAIN MOBILITY AND SAFETY DESPITE A RISE IN TRAVEL DEMAND THAT COULD OTHERWISE RESULT IN SYSTEM CAPACITY DEFICIENCIES.

POLICY 14.1 Reduce road congestion on arterials through the implementation of traffic control strategies, such as signal-light synchronization and turn controls, that improve vehicular flow without impeding movement for pedestrians and bicyclists.

POLICY 14.2 Ensure that traffic signals are timed and phased to emphasize transit, pedestrian, and bicycle traffic as part of a balanced multi-modal transportation system.

POLICY 14.3 Improve transit operation by implementing strategies that facilitate and prioritize transit vehicle movement and loading.

POLICY 14.4 Reduce congestion by encouraging alternatives to the single occupant auto through the reservation of right-of-way and enhancement of other facilities dedicated to multiple modes of transportation.

POLICY 14.7 Encourage the use of transit and other alternatives modes of travel to the private automobile through the positioning of building entrances and the convenient location of support facilities that prioritizes access from these modes.

OBJECTIVE 15: ENCOURAGE ALTERNATIVES TO THE AUTOMOBILE AND REDUCED TRAFFIC LEVELS ON RESIDENTIAL STREETS THAT SUFFER FROM EXCESSIVE TRAFFIC THROUGH THE MANAGEMENT OF TRANSPORTATION SYSTEMS AND FACILITIES.

POLICY 15.1 Discourage excessive automobile traffic on residential streets by incorporating traffic-calming treatments.

Such treatments may include signalization and signage changes that favor other modes of transportation, widened sidewalks, landscape strips, bicycle lanes or transit stops, bicycle-and-transit friendly speed bumps, or reduced traffic speeds.

POLICY 15.2 Consider partial closure of certain residential streets to automobile traffic where the nature and level of automobile traffic impairs livability and safety, provided that there is an abundance of alternative routes such that the closure will not create undue congestion on parallel streets.

POLICY 18.2 Design streets for a level of traffic that serves, but will not cause a detrimental impact on adjacent land uses.

POLICY 20.2 Reduce, relocate or prohibit automobile facility features on transit preferential streets, such as driveways and loading docks, to avoid traffic conflicts and automobile congestion.

OBJECTIVE 23: IMPROVE THE CITY'S PEDESTRIAN CIRCULATION SYSTEM TO PROVIDE FOR EFFICIENT, PLEASANT, AND SAFE MOVEMENT.

OBJECTIVE 24: IMPROVE THE AMBIENCE OF THE PEDESTRIAN ENVIRONMENT.

OBJECTIVE 26: CONSIDER THE SIDEWALK AREA AS AN IMPORTANT ELEMENT IN THE CITYWIDE OPEN SPACE SYSTEM.

OBJECTIVE 27: ENSURE THAT BICYCLES CAN BE USED SAFELY AND CONVENIENTLY AS A PRIMARY MEANS OF TRANSPORTATION AS WELL AS FOR RECREATIONAL PURPOSES.

OBJECTIVE 30: ENSURE THAT THE PROVISION OF NEW OR ENLARGED PARKING FACILITIES DOES NOT ADVERSELY AFFECT THE LIVABILITY AND DESIRABILITY OF THE CITY AND ITS VARIOUS NEIGHBORHOODS.

COMMERCE AND INDUSTRY ELEMENT

POLICY 1.1 Encourage development which provides substantial net benefits and minimizes undesirable consequences. Discourage development which has substantial undesirable consequences that cannot be mitigated.

OBJECTIVE 6: MAINTAIN AND STRENGTHEN VIABLE NEIGHBORHOOD COMMERCIAL AREAS EASILY ACCESSIBLE TO CITY RESIDENTS.

POLICY 6.1 Ensure and encourage the retention and provision of neighborhood-serving goods and services in the city's neighborhood commercial districts, while recognizing and encouraging diversity among the districts.

POLICY 6.2 Promote economically vital neighborhood commercial districts which foster small business enterprises and entrepreneurship and which are responsive to economic and technological innovation in the marketplace and society.

POLICY 6.3 Preserve and promote the mixed commercial-residential character in neighborhood commercial districts. Strike a balance between the preservation of existing affordable housing and needed expansion of commercial activity.

POLICY 6.6 Adopt specific zoning districts which conform to a generalized neighborhood commercial land use and density plan.

POLICY 6.7 Promote high quality urban design on commercial streets.

POLICY 7.1 Promote San Francisco, particularly the civic center, as a location for local, regional, state and federal governmental functions.

RECREATION AND OPEN SPACE ELEMENT

POLICY 2.1 Provide an adequate total quantity and equitable distribution of public open spaces throughout the City.

POLICY 2.7 Acquire adequate open space for public use.

POLICY 2.9 Maintain and expand the urban forest.

POLICY 2.12 Expand community garden opportunities throughout the City.

POLICY 4.6 Assure the provision of adequate public open space to serve new residential development.

POLICY 4.7 Provide open space to serve neighborhood commercial districts.

ARTS ELEMENT

POLICY 1.1 Encourage development which provides substantial net benefits and minimizes undesirable consequences. Discourage development which has substantial undesirable consequences that cannot be mitigated.

Prior to considering the relevant amendments to the General Plan, Planning Code and Zoning Map, on April 5th 2007, the Planning Commission adopted Motion No. 17406. In that action, the Commission certified the Market and Octavia Neighborhood Plan Environmental Impact Report. The Planning Commission also adopted Motion No. 17407, adopting California Environmental Quality Act Findings related to the Market and Octavia Plan project.

NOW THEREFORE BE IT RESOLVED, That pursuant to Planning Code Section 340(d), the Planning Commission finds from the facts presented that the public necessity, convenience and general welfare require the proposed amendment to the General Plan;

AND BE IT FURTHER RESOLVED, That the Planning Commission adopts a Resolution approving an amendment to the General Plan, as contained in a draft ordinance approved as to form by the City Attorney and contained in Exhibit M-3a, as though fully set forth herein.

AND BE IT FURTHER RESOLVED, that an additional affordability requirement should be levied on parcels in the Plan Area where rezoning has increased the feasibility for a greater contribution toward affordable housing. An economic sensitivity

analysis is underway to determine the appropriate level of the extra inclusionary requirement. This new requirement, as described above, is integral to the Plan, including General Plan, Planning Code and Zoning Controls. The Planning Commission intends that its adoption of the Plan and its accompanying documents be effective only after a new affordable housing requirement as described herein is also adopted by the Commission, enacted by the Board of Supervisors, and becomes effective.

AND BE IT FURTHER RESOLVED, the Planning Commission directs Staff to prepare a specific program for additional affordable housing requirement in areas where increased financial feasibility permits it. This program shall be presented to the Commission for action within three months of the date of this Resolution.

I hereby certify that the foregoing Resolution was ADOPTED by the City Planning Commission on April 5, 2007.

Linda Avery
Commission Secretary

AYES: Alexander, Antonini, Sue Lee, William Lee and Sugaya

NOES: Moore and Olague

ABSENT: none

ACTION: Adoption of General Plan Amendments

[Approving General Plan Amendments Related to Market & Octavia Area Plan.]

Ordinance amending the San Francisco General Plan by adding a new area plan entitled the Market & Octavia Area Plan, and approving General Plan amendments to implement the Market and Octavia Neighborhood Plan by amending the Commerce and Industry, Housing, Recreation and Open Space and Transportation Elements, the Civic Center Area Plan, Downtown Area Plan, South of Market Area Plan, and the Land Use Index; providing the ordinance shall not be effective until the effective date of an additional affordable housing program for the Market and Octavia area plan to be adopted by the Board of Supervisors; making environmental findings and findings that the proposed amendments are consistent with the General Plan and the eight priority policies of the Planning Code Section 101.1.

Note: Additions are single-underline italics Times New Roman;
deletions are ~~strikethrough italics Times New Roman~~.
Board amendment additions are double underlined.
Board amendment deletions are ~~strikethrough normal~~.

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

Section 1. Findings.

A. Section 4.105 of the Charter of the City and County of San Francisco provides that the Planning Commission shall periodically recommend to the Board of Supervisors, for approval or rejection, proposed amendments to the General Plan.

B. On _____, the Board of Supervisors received from the Planning Department the proposed General Plan amendments including the addition of a new area Plan, the Market and Octavia Area Plan, and related General Plan amendments to the Commerce and Industry, Housing, Recreation and Open Space and Transportation Elements, the Civic Center Area Plan, Downtown Area Plan, South of Market Area Plan, and the Land

1 Use Index which was adopted by the Planning Commission on April 5, 2007 (the "Market and
2 Octavia Area Plan Amendment").

3 C. Section 4.105 of the City Charter further provides that if the Board of
4 Supervisors fails to Act within 90 days of receipt of the proposed Market and Octavia Area
5 Plan Amendment, then the proposed amendment shall be deemed approved.

6 D. San Francisco Planning Code Section 340 provides that an amendment to the
7 General Plan may be initiated by a resolution of intention by the Planning Commission, which
8 refers to, and incorporates by reference, the proposed General Plan amendment. Section
9 340 further provides that Planning Commission shall adopt the proposed General Plan
10 amendment after a public hearing if it finds from the facts presented that the public necessity,
11 convenience and general welfare require the proposed amendment or any part thereof. If
12 adopted by the Commission in whole or in part, the proposed amendment shall be presented
13 to the Board of Supervisors, which may approve or reject the amendment by a majority vote.

14 E. On September 28, 2006, the Planning Commission initiated amendments to the
15 General Plan, the Market and Octavia Area Plan Amendment, at a duly noticed public
16 hearing.

17 F. On April 5, 2007, at a duly noticed public meeting, the Planning Commission
18 certified the Final EIR for the proposed Market and Octavia Neighborhood Plan (the "Project")
19 by Motion No. 17406 finding the Final EIR reflected the independent judgment and analysis of
20 the City and County of San Francisco, is adequate, accurate and objective, contains no
21 significant revisions to the Draft EIR, and the content of the report and the procedures through
22 which the Final EIR was prepared, publicized and reviewed comply with the provisions of the
23 California Environmental Quality Act ("CEQA") (California Public Resources Code Section
24 21000 et seq.), the CEQA Guidelines (14 Cal. Code Regs. Section 15000 et seq.) and
25

1 Chapter 31 of the San Francisco Administrative Code. A copy of the Final EIR is on file with
2 the Clerk of the Board in File No. _____.

3 G. The Project evaluated in the Final EIR includes amendments to the General
4 Plan, Planning Code and Zoning Map related to the Project proposed by the Planning
5 Department. The Market and Octavia Area Plan Amendment is an action proposed by the
6 Planning Department that is within the scope of the Project evaluated in the Final EIR.

7 H. At the same hearing during which the Planning Commission certified the Final
8 EIR, the Planning Commission adopted CEQA Findings with respect to the approval of the
9 proposed Market and Octavia Area Plan Amendment in Motion 17407 and adopted the
10 Market and Octavia Area Plan Amendment in Resolution 17408, finding that the public
11 necessity, convenience and general welfare required the proposed amendments. The letter
12 from the Planning Department transmitting the proposed Market and Octavia Area Plan
13 Amendment to the Board of Supervisors, the Final EIR and supplemental material described
14 above, the CEQA Findings adopted by the Planning Commission with respect to the approval
15 of the Market and Octavia Area Plan Amendment, including a mitigation monitoring and
16 reporting program and a statement of overriding considerations, the Market and Octavia Area
17 Plan Amendment and the Resolution approving the Market and Octavia Area Plan
18 Amendment are on file with the Clerk of the Board in File
19 No. _____. These and any and all other documents referenced
20 in this Ordinance have been made available to, and have been reviewed by, the Board of
21 Supervisors, and may be found in either the files of the City Planning Department, as the
22 custodian of records, at 1660 Mission Street in San Francisco, or in File No.

23 _____ with the Clerk of the Board of Supervisors at 1 Dr. Carlton
24 B. Goodlett Place, San Francisco and incorporated herein by reference.

1 I. The Board of Supervisors has reviewed and considered the Final EIR and the
2 environmental documents on file referred to herein. The Board of Supervisors has reviewed
3 and considered the CEQA Findings adopted by the Planning Commission in support of the
4 approval of the Market and Octavia Area Plan Amendment, including the mitigation monitoring
5 and reporting program and the statement of overriding considerations, and hereby adopts as
6 its own and incorporates the CEQA Findings contained in Planning Commission Motion 17201
7 by reference as though such findings were fully set forth in this Ordinance.

8 J. The Board of Supervisors endorses the implementation of the mitigation
9 measures identified in the Planning Commission's CEQA Findings for implementation by other
10 City Departments and recommends for adoption those mitigation measures that are
11 enforceable by agencies other than City agencies, all as set forth in the CEQA Findings,
12 including the mitigation monitoring and reporting program contained in the referenced CEQA
13 Findings.

14 K. The Board of Supervisors finds that no substantial changes have occurred in the
15 Project proposed for approval under this Ordinance that will require revisions in the Final EIR
16 due to the involvement of new significant environmental effects or a substantial increase in the
17 severity of previously identified significant effects, no substantial changes have occurred with
18 respect to the circumstances under which the Project proposed for approval under the
19 Ordinance are undertaken which will require major revisions to the Final EIR due to the
20 involvement of new environmental effects or a substantial increase in the severity of effects
21 identified in the Final EIR and no new information of substantial importance to the Project as
22 proposed for approval in the Ordinance has become available which indicates that (1) the
23 Project will have significant effects not discussed in the Final EIR, (2) significant
24 environmental effects will be substantially more severe, (3) mitigation measure or alternatives
25

1 found not feasible which would reduce one or more significant effects have become feasible
2 or (4) mitigation measures or alternatives which are considerably different from those in the
3 Final EIR would substantially reduce one or more significant effects on the environment.

4 M. The Board of Supervisors finds, pursuant to Planning Code Section 340, that the
5 Market and Octavia Area Plan Amendment set forth in the documents on file with the Clerk of
6 the Board in File No. _____ will serve the public necessity, convenience
7 and general welfare for the reasons set forth in Planning Commission Resolution No. 17408
8 and incorporates those reasons herein by reference.

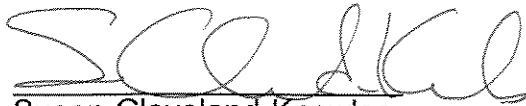
9 N. The Board of Supervisors finds that the Market and Octavia Area Plan
10 Amendment as set forth in the documents on file with the Clerk of the Board in File No.
11 _____, are in conformity with the General Plan, as it is amended by this
12 Ordinance, and the eight priority policies of Planning Code Section 101.1 for the reasons set
13 forth in Planning Commission Resolution No. _____. The Board hereby adopts the
14 findings set forth in Planning Commission Resolution No. _____ and incorporates those
15 findings herein by reference.

16 Section 2: Effective Date. As discussed in more detail in Section 4 of the Planning Code Text
17 Amendments to implement the Market and Octavia Area Plan, on file in Board of Supervisors
18 File No. _____, the approval under this Ordinance shall take effect upon the effective
19 date of the additional affordable housing requirement program that the Board enacts
20 consistent with the requirements of Section 4 of the above-referenced ordinance.

21 Section 3. The Board of Supervisors hereby approves the proposed Market and Octavia Area
22 Plan Amendment, an amendment to the General Plan as recommended to the Board of
23 Supervisors by the Planning Commission on _____, and referred to above.

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

3
4 By:



5 Susan Cleveland-Knowles
6 Deputy City Attorney
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