

# Initiate General Plan Amendments - - Case Report

## **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

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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 26<sup>th</sup>, 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. –

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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.

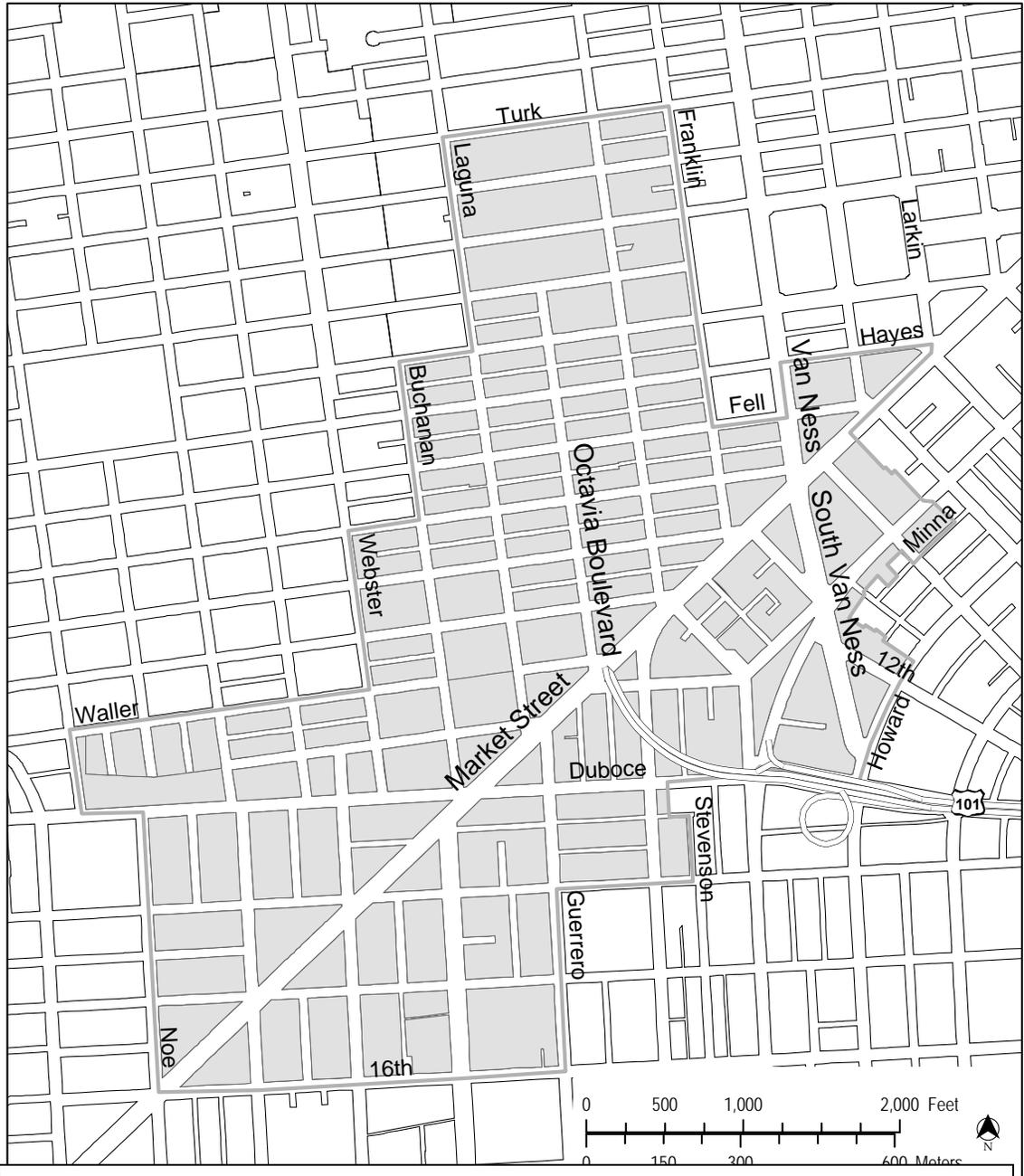
### **Area Location:**

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:**

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



**Figure 1. The Market and Octavia Area Plan Boundaries**

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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.

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### **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*

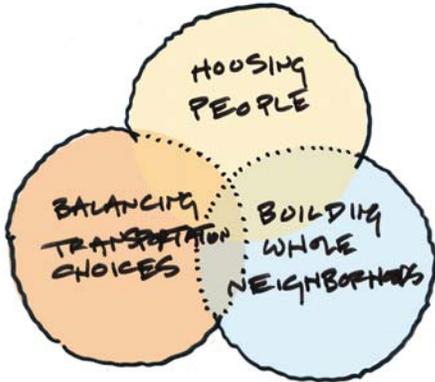
Much of the existing neighborhood fabric in the Market and Octavia Neighborhood was built in a transit-oriented manner, i.e. a walkable, “people-scaled” neighborhood. The neighborhood has had a healthy mix of neighborhood services within walking distance of housing, a substantial investment in transit 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

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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

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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

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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.

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***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.

# Initiate General Plan Amendments – Resolution Exhibit M-2

Planning Commission

Case No. 2003.0347EMTZ  
Resolution of Intention to Initiate  
Amendments to the General Plan  
Pursuant to Implementing the Market  
and Octavia Neighborhood Plan  
Resolution No. GP RES NO

## Exhibit M-2 Proposed General Plan Amendments - Resolution SAN FRANCISCO

### PLANNING COMMISSION

### RESOLUTION NO. GP RES NO

**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**, 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

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Neighborhood Plan. The City Attorney's Office has reviewed the draft ordinance and approved it as to form.

Staff recommends adoption of the draft Resolution of Intention to initiate proposed amendments to the General 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.

The Plan will encourage the development of new housing, 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;
- 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.

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The Planning Commission will consider certification of the Market and Octavia Neighborhood Plan Environmental Impact Report on or after 9/28/2006 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.*

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*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 Plan will have a positive effect on the City's housing stock, and the Market and Octavia Neighborhood's share of housing. They will enable the creation of new housing units in the Market and Octavia Neighborhood, positively effecting the City's housing supply. In projects with over ten units, twelve to seventeen percent of these units would be permanently affordable pursuant to the City's existing inclusionary housing requirement. 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 a Bus Rapid Transit lanes, transit*

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*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.*

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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 Plan 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. A complete historic survey of the plan area will ensure that no historic resources are in contest with the Plan. The plan strengthens protection for historic resources and potential historic districts.*

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

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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 Polices 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.

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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.**

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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 its 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 SNA 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.

## Initiate General Plan Amendments – Resolution Exhibit M-2

### Planning Commission

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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.

# Initiate General Plan Amendments – Resolution Exhibit M-2

## Planning Commission

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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.

**Initiate General Plan Amendments – Resolution      Exhibit M-2**

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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.

**NOW, THEREFORE BE IT RESOLVED**, That pursuant to Planning Code Section 340, the Planning Commission adopts a Resolution of Intention to initiate amendments to the General Plan of the City and County of San Francisco, in order to implement the proposed Market and Octavia Neighborhood Plan.

**AND BE IT FURTHER RESOLVED**, That pursuant to Planning Code Section 306.3, the Planning Commission authorizes the Department to provide appropriate notice for a public hearing to consider the above referenced General Plan amendment in a draft ordinance approved as to form by the City Attorney contained in **Exhibit M-3**, as though fully set forth herein, to be considered at a publicly noticed hearing on or after 9/28/2006 .

I hereby certify that the foregoing Resolution was ADOPTED by the City Planning Commission on           , 2006.

**Linda Avery**  
Commission Secretary