

Proposed Revisions to

# **The Market and Octavia Neighborhood Plan**

Prepared for the Commission Hearing  
Thursday, September 7<sup>th</sup>, 2006

San Francisco Planning Department  
Part of the Better Neighborhoods Program



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## Executive Summary

Welcome to the Market & Octavia Community Meeting. This document contains revisions to the Draft Market & Octavia Neighborhood Plan, originally published in December 2002. The original draft plan was the product of more than a dozen community meetings, neighborhood organization meetings, public events and workshops involving hundreds of people and many neighborhood associations. Since the publication of the first draft plan, the community process has continued. While the draft plan has been undergoing environmental review, quarterly updates were published, workshops were held, Octavia Boulevard was built, projects both public and private have been proposed and the dialog on the plan continued.

The changes in this document range from the addition of new sections and boundary adjustments to simple clarifications. The major changes in this document include:

- **A new section on historic preservation.** Added to the “Sense of Place” Chapter, this section prioritizes the timely completion of the upcoming historic survey of the plan area, interim protections until the survey, and full integration of the survey results into the plan. The section identifies surveys already completed in the plan area and groupings of important historic resources.
- **Adjustments to the proposed height districts.** The new proposed height districts have decreased height over the BART tube at Van Ness and Market to reflect engineering constraints as defined by BART. Further evaluation of the height districts proposed at the South Van Ness and Mission intersection revealed that some of the properties were too narrow for the proposed towers. In addition, further urban design analysis of the skyline suggested that the towers should be contained to the northwest side of the intersection. Similarly, bulk and spacing of towers have been slightly adjusted to further emphasis slender towers and increase tower separation.
- **Enhanced implementation framework.** The implementation framework has been further developed outlining a funding strategy and a series of implementing actions. This chapter also outlines a monitoring program that will allow public review of the plan’s implementation. For example, the monitoring program will include public review of housing production, parking supply, and transit performance within the plan area. This is a framework for the final implementation program.
- **Revised parking controls.** In light of the outcome of the new parking controls for the downtown district (C-3), the draft plan’s parking controls have been modified. In general, maximum parking caps have been raised while relief from the minimum parking requirement remains.
- **Additional policies.** Additional policies have been added to protect publicly zoned land, community services and existing affordable housing stock.

Together, these proposed revisions and the December 2002 Draft Plan represent the draft plan for the Market & Octavia Informational Presentation at the Planning Commission on September 7th, 2006.

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**General Notes: Adjustment of Plan Boundaries.** The Neighborhood Plan boundaries included an initial study area that was larger than the final proposal to be considered by the Planning Commission. The draft Neighborhood Plan overlapped with other existing Area Plans in the General Plan and other ongoing community



planning efforts. The boundaries to be considered by the commission will exclude the following: four blocks which are currently covered in the Civic Center Area Plan of the General Plan; a few blocks which are currently in the Mid-Market Planning area; a few blocks which are currently in the ongoing Western SoMa Planning Area SUD; a few blocks which are in the ongoing Eastern Neighborhoods Planning Process administered by the Planning Department. In addition, the two blocks south of 16<sup>th</sup> Street have been removed as no changes are proposed for the public school and the Mission Dolores.

**Patricia's Green in Hayes Valley.** Patricia Walkup, a tireless community activist and founder of the Hayes Valley Neighborhood Association passed away in San Francisco on June 6, 2006. After her passing a community-led effort joined with the City to rename the park at the upper end of Octavia Boulevard from Hayes Green to Patricia's Green in Hayes Valley. Patricia and many others worked for a decade on the Central Freeway/Octavia Blvd. Project. Today, the beautiful tree-lined Octavia Boulevard and public green at the upper end, replaces the double-decker freeway that divided the neighborhood -- and is a model for what can be accomplished when ordinary citizens, City and State officials work together.

## Reading this document:

This document contains only text that has been either revised or added. To the greatest extent possible, if a single sentence has been revised, the entire paragraph has been included so that the reader has the necessary context to understand the change.

For each revision or addition, the page number is provided first, followed by the type of change (e.g., text revision, typographical correction, or new text), with the revised or added text below that.

## I. Intro & Overview

### Page 13

**Sidebar/footnote update with 2000 Census information.**

***“Balancing Transportation Choices:*** The Market & 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; the average household in Market & Octavia

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owns ½ as many vehicles as in the city overall.<sup>1</sup> Automobiles have an important role here, but should not dominate to the point of undermining this long-standing fabric or the viability of other travel modes.

## II. Plan Elements

### Land Use and Urban Form

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Replace Zoning District table

#### Proposed New Market & Octavia Zoning Districts

	Van Ness & Market Downtown Transit Residential	Neighborhood Commercial-Transit (NCT-3)	Named NCT Districts (Hayes-Gough, Upper Market)	Residential Transit-Oriented (RTO)
<b>Purpose</b>	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 50-85 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.
<b>Lot Size Limit</b>	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)	C above 5,000 sf.
<b>Non-residential Use Size</b>	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.
<b>Retail Commercial Uses</b>	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 <sup>st</sup> and 2 <sup>nd</sup> floors)	Limited type; P up to 1,200sf on ground floor of corner lots only; NP above or elsewhere.

<sup>1</sup>Based on 1990 Census data, the average vehicle ownership rate for the Market & Octavia plan area was .59 vehicles per household, as compared to 1.06 vehicles per household for the city overall. 2000 Census data indicates that vehicle ownership rates increased to .74 vehicles per household in the Market & Octavia Neighborhood plan area.

In 2000 42% of Market & Octavia households did not own a vehicle. Market & Octavia households are 1.5 times more likely to not own a vehicle than the average San Francisco household."

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	Van Ness & Market Downtown Transit Residential	Neighborhood Commercial-Transit (NCT-3)	Named NCT Districts (Hayes-Gough, Upper Market)	Residential Transit-Oriented (RTO)
<b>Non-Retail Office Uses</b>	P up to 4th floor; (except publicly owned or leased buildings).	No Change from NC-3. (some P 1 <sup>st</sup> and 2 <sup>nd</sup> floors)	No Change from Hayes-Gough and Upper Market (some with C)	Not Permitted
<b>Residential Uses</b>	P; Generally only use allowed above 4 <sup>th</sup> 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.
<b>Cultural/Arts/ Religious/Insti- tutional Uses</b>	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 Mkt (P on 1 <sup>st</sup> floor, C above)	C
<b>Non- Residential Parking</b>	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.
<b>Grocery stores &gt;20,000 sf</b>	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
<b>Residential Off-street Parking</b>	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 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.
<b>Residential Density</b>	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.	No density limit based on lot size; required 40% 2 bedroom units, encourage 10% 3BR. C for unit size exceptions.
<b>Rear Yard Requirement</b>	No Change from C-3.	No Change from NC-3 (Generally 25% at residential floors)	Hayes Gough: no change. (25% at residential levels) Upper Market: Required at 2 <sup>nd</sup> story and above. (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 C=Conditional Use  
NP=Not Permitted

**Page 26**

**New Policy**

**“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.”

**Page 28**

**New Policy**

**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.

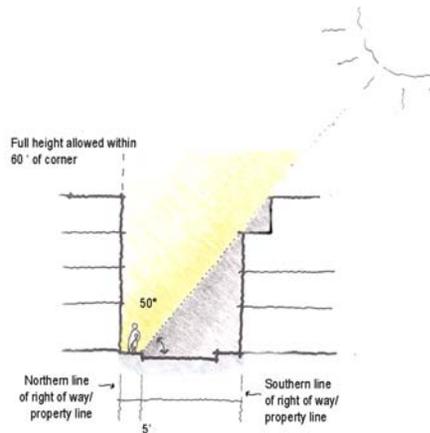
**Page 32**

**Text revisions, replace setback and 30’ height with similar performance based standard**

**Policy 1.2.3**

**“Heights along the alleys are limited 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 provide adequate sunlight to the public right-of-way. For a 35-foot alley, this gives a maximum streetwall height of 35-feet.”

#### Pages 35-36

#### **Text revision increasing tower separation and reducing floor plates of mid-scale towers by 500 sf**

#### **Policy 1.2.8**

“Above the streetwall height (specified as “tower” in the preceding height map):  
Tower separation of 115 feet is required.

Establish maximum floor areas above the podium height as follows:

Up to 240 feet	7,500 sf
241 – 300 feet	8,500 sf
301 – 350 feet	9,000 sf
351- 400 feet	10,000 sf”

#### Page 37

#### **New Policy**

#### **“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’ and higher height districts directly abut smaller scale residential districts of 40’ 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 above the first floor.”

## Housing People

### Page 40

#### **Text revisions, clarify housing numbers based on EIR**

“While it is difficult to anticipate the actual number of units that will be produced, the City typically projects housing production for an area based on the City’s overall housing growth. Historically, the City’s overall housing growth has been projected from Association of Bay Area Government data. Using this data to allocate the growth that can be expected to take place in the Market & Octavia neighborhood over the next 20 years, if we assume *no* changes to existing zoning regulations or planning policies, the number of additional housing units in the neighborhood would be close to 1,500. If the City adopts the proposed changes, this number would increase to slightly less than 6,000. In other words, *current* zoning controls is estimated to result in roughly 15 percent of the area’s physical capacity for new development to be realized over the next 20 years. *By comparison*, the proposed changes to the zoning controls and planning policies is estimated to result in approximately 25 percent of the capacity being developed.

Given the value of existing housing stock in San Francisco and the Plan’s policies and accompanying zoning controls encouraging the preservation of existing housing stock, there are many incentives to focus growth on relatively underdeveloped sites or areas where the proposed heights have been increased dramatically, such as in the Mission and South Van Ness area. Notably, these numbers show that the highest anticipated growth for the neighborhood, 6000 units, can be completely accommodated on sites that are virtually vacant (5% soft).

The full package of policies proposed in this plan take real steps to encourage housing production while maintaining or improving neighborhood character. The plan clarifies the expectations and rules governing new development and defines building form and use controls according to proven, feasible building prototypes.; The program-level Environmental Review has tested these ideas and provided a baseline of analysis for plan conforming initiatives. As the public process continues, it is expected that community consensus on how and where the area should grow will provide a significant incentive to build where building makes most sense.”

### Page 41

#### **Text revision, clarify parcel affordability**

##### **“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 balanced by the development of affordable housing on the remaining freeway parcels so that the Market & Octavia area remains a socially sustainable, mixed-income neighborhood. Housing priced to be affordable at a variety of incomes, along with supportive commercial and neighborhood services, should be established as one criterion for the selection of developers for the Central Freeway parcels. Affordable housing should ideally be distributed among a variety of different housing types and levels of affordability, rather than concentrated in individual projects.

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- Development requests for the Central Freeway parcels should recommend a mixed-use, mixed-income housing program and require housing as a use in the disposition agreements. In total, development on the freeway parcels should contain at least 50 percent affordable housing including affordable family rental opportunities.
- The highest priority should be placed on providing affordable housing units for lower income households as part of a mixed-income housing program.
- Supported projects should provide the greatest possible affordability as part of an overall mixed-income housing program.
- Projects should adhere to the general urban design guidelines described in Element 3, and the specific planning and design guidelines outlined in Element 6.”

### Page 42

#### **New Policy and text at bottom of page**

#### **“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 our current zoning would allow for. Therefore, the new controls should balance the need for a flexible process that allows innovative and dense designs on irregular parcels, while at the same time providing sufficient control so that existing housing stock and family-sized units are preserved. One goal would be to ensure the market does not to produce only projects with small units.

- In the NCT and RTO zones add a ***unit mix requirement*** for any project larger than **4 units** that at least 40% of the units in each project must be 2 bedrooms or larger, with a “goal” (not required) of 10% of the units with 3 bedrooms or larger. Allow projects to produce fewer 2-bedroom units via conditional use. Criteria for granting the conditional use permit should include (1) demonstrated need or institutional mission to serve special populations, or (2) physical constraints of the site or subject building.
- Permit subdivisions only when the existing units are large and/or three-bedrooms and at least one of the resulting units is a large two-bedroom unit. In all other cases, subdivisions will require conditional use and seek to protect units in rent control, affordable, occupied, and historic properties.”

### Page 45

#### **Text change, strengthen criteria for residential demolitions**

#### **“Policy 2.3.1**

Prohibit residential demolitions unless they would result in replacement housing that equals or exceeds in number those units to be demolished. 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

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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, particularly affordable housing.

- Replacement unit affordability should be monitored as part of the larger effort to monitor the affordability of Plan Area housing stock.
- Require at least a 1-for-1 replacement of affordable units throughout the plan area.
- In the event that replacement housing and replacement affordable housing is provided, demolitions would be permitted only through conditional use. The City shall ensure that demolition proposals serve the public interest by giving consideration to each of the following characteristics of both the existing and the proposed dwelling unit(s):
  - (1) the existing unit exceeds affordable thresholds for median income households;
  - (2) the existing units are physically unsound;
  - (3) there is no history of poor maintenance or code violations;
  - (4) the property is not a historic resource;
  - (5) the proposed replacement project results in a net increase in the number of units on-site;
  - (6) the proposed replacement project is of superb architectural and urban design, meets or exceeds all relevant design guidelines;
  - (7) the proposed replacement project preserves rental housing on site from conversion to other forms of occupancy or tenure;
  - (8) the proposed replacement project restores rent control to equivalent number of units;
  - (9) the proposed replacement project features affordability at least equivalent to the existing units;
  - (10) the proposed replacement project represents no net loss in the number of family-sized units;
  - (11) the proposed replacement project serves as supportive housing or serves a special or underserved population; and
  - (12) the proposed replacement project serves a public interest or public use that cannot be met without the proposed demolition.”

### **Page 47**

#### **New Policy**

**“MONITOR HOUSING STOCK FOR CHANGES IN CHARACTER.**

As part of the monitoring system (see the Implementation Chapter of this plan), the housing stock should be monitored for changes to unit size, unit mix, density and general housing character. Regular monitoring reports to the public can help residents become aware of, and direct changes to the benefit of the community at large. The monitoring report should track new development and subdivisions, demolitions and condo-conversions.”

## Building with a Sense of Place

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New Section, Text, Policies, and Maps

### Preservation as a Key Component to a Healthy Neighborhood

Historically significant buildings, districts and other resources are important to San Francisco's quality of life. They contribute to the city's affordable housing stock; to neighborhood identity; and to the overall character and urban design of the city. Pre-automobile era buildings often contribute to the human-scale and pedestrian-orientation of the neighborhood and provide a solid basis for a positive interaction between public and private space. These buildings can be indicators of cultural diversity, and help to make San Francisco attractive to residents, visitors, and new businesses. Important historic resources should be protected to prevent their loss to the city, and to assure that they remain as resources for future generations. While much has been written in this plan's introduction and in the plan's "Streets and Open Spaces" element on the importance of the historical street grid and block pattern, this section will focus on historic architecture.

The Market & Octavia Plan area contains a rich built history. Within the area, several building contexts exist: The eastern edge borders the Civic Center, a National Historic Landmark; the Hayes Valley Historic District, a California Historic District, lies at the center of the plan area; the western side contains the Duboce Triangle Neighborhood, which shares some history with the Alamo Square Historic District just a few blocks to the west. Many individually significant buildings have been documented in the Inner Mission North Survey, as well as pockets of resources such as the Guerrero Street Fire Line National Register Eligible District, the Ramona Street National Register Eligible District, and the Hidalgo Terrace California Register Eligible District. Mission Dolores, the oldest intact building in San Francisco, lies on the southern edge of the plan area.

In order to gain a greater understanding of key historical features, the Planning Department will embark on a historic resources survey within the plan area. Historic resources will be documented when the survey is undertaken. The results of the survey will augment the objectives and policies outlined below, and will likely result in additional policies to be included through Plan amendments. San Francisco has a heritage of building well. As the neighborhood grows, it must not lose key features that define it. New buildings should follow successful residential patterns and relate to their context.

#### **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. It is expected that a substantial number of other historic resources will be documented when an historic

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survey is undertaken, and that these resources would be added to over time as the area's building stock ages.

The following polices address the issues of historic preservation.

### **Policy 3.2.1**

**Prepare an historic survey for the Market & 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 & 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 initiated expeditiously and completed in a timely manner, prioritizing the initial evaluation of areas of particular sensitivity.

### **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 clear 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 X 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.**

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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 & 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 a 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.

**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 polices 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 in the Market & Octavia area.**

Preservation incentives are intended to encourage property 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, balance architectural character with the objectives of providing safe, livable, and affordable housing units.

## Streets & Open Spaces

Page 72

**New Policy**

**Policy 4.1.3**

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

The success of transit-oriented neighborhoods depends on unobstructed 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 at every juncture. DPT should eliminate pedestrian “do not cross” as a solution to high traffic intersections. Prohibitions on pedestrian crosswalks should be removed wherever these bans exist in the plan area.

Page 74

**New Policy**

**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.

## Balancing Transportation

Page 110

Clarification

**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.

- Impact fees have successfully generated funds for transit, childcare, open space, and other community improvements. Similar models should be applied to the full range of new development anticipated in the Market & Octavia area, including residential development.
- Assessment districts can levy additional revenue through metered parking, business improvements, or other facilities.
- Public and private revenue includes existing revenue streams and grant opportunities.

Page 113

New Policy

**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)."

Page 114

**Text revision, update footnote data**

"For the past four decades, San Francisco has required new development to provide off-street parking with the assumption that every household will, inevitably, own a car. Citywide parking requirements have resulted in the proliferation of parking throughout

## PROPOSED REVISIONS TO MARKET & OCTAVIA NEIGHBORHOOD PLAN MAY 2006

the city and a dramatic increase in vehicle ownership rates in the face these parking requirements. Neighborhoods like Market & Octavia, however, have retained remarkably low vehicle ownership rates<sup>2</sup> and ultimately have the most to lose if large amounts of new parking are required. *Places like the Market & Octavia neighborhood work well for people precisely because they support a lifestyle less dependent on cars, and adding parking undermines their ability to support such a lifestyle.*"

### Pg115-116

#### Change policy text, modify maximum parking caps

- Introduce a new planning code control for the Market & Octavia plan area, limiting the total amount of new parking that may be built as part of new residential development as follows:

**In DTR districts:** 0.25 spaces per unit maximum, up to 0.75 spaces per unit and 1 space per unit for 2 bedroom or larger by conditional use.

**In NCT/named NCT districts:** 0.5 spaces per unit maximum, up to 0.75 spaces per unit and 1 space per unit for 2 bedroom or larger by conditional use.

**In RTO districts:** 0.75 spaces per unit maximum, up to 1 space per unit by conditional use.

**In addition in all districts:** Group housing/assisted living--existing parking minimums in Section 151 become maximum parking caps.

- Introduce a new planning code control for the Market & Octavia plan area, limiting the total amount of new parking that may be built as part of new nonresidential development as follows:

**In DTR districts:** Up to 7.5% of total floor area could be used for parking (approximately up to 1 parking space per 4500 sf)

**In NCT districts:** Generally, Section 151 parking minimum requirements become maximum caps, up to 1 space per 500 sf of occupied floor area.

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<sup>2</sup> In the Market and Octavia area, 42% lived without a car, compared to 28.5% citywide. The 2000 Census showed that vehicle availability in the plan area increased since 1990, but is still far below the citywide average: In 1990 .59 vehicles per household (veh/hh), compared to a citywide average of 1.06 veh/hh. In 2000: .77 veh/hh, compared to a citywide average of 1.22 veh/hh. The Market & Octavia Neighborhood continues to have an above-average number of households who live without a car: area households are 1.5 more likely to own zero vehicles than the average San Francisco household.

Hotels and motels up to 50% of Section 151 parking minimum requirements.

Grocery stores larger than 20,000 sf of occupied floor area may seek a conditional use to raise the maximum cap by applying a ratio of 1 space per 250 sf occupied floor area to the increment of building area above this threshold.

- Establish a planning commission policy strongly discouraging parking above what is permitted and the adopting the following criteria that must be met for a CU:
  - Parking must either be placed underground, or, if at or above grade, in no way displace other viable uses of building space,
  - Parking will be provided as a separate cost from the specific uses provided within the building, in a manner that optimizes the potential for shared use of the additional spaces to users both within and outside of the building, and
  - Parking must accommodate carsharing programs, should the location be desirable and feasible for such a use.
- Limit the dimensions of a parking stall to the typical dimensions cited in Planning Code section 154.”
- In all cases, parking shall conform to the performance standards, guidelines and policies of the Market & Octavia plan.

## **Pg 117**

### **Insert Four New Policies**

#### **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 described in Sec.154 of the Planning Code to be exceeded by more than 15 percent.

#### **Policy 5.2.3 Minimize the negative impacts of off-street parking on neighborhood quality.**

Off-street parking, where it is aboveground, 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

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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 aboveground space for parking to minimize frontages devoted to parking and to maximize opportunities for other uses.
- Where aboveground 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 costs to the public of parking in new developments should be recovered and used to fund transit improvements and to increase the quality of streets for pedestrians.

Support alternate modes of transportation and dedicate adequate infrastructure for these services.

- Require new development to dedicate space to carsharing, taxi stands, and other alternative modes of transportation;
- Encourage retail services to provide delivery or shuttle services as needed.

Require off-street residential parking as part of new residential development to:

- Be sold or rented separately from dwelling units and commercial spaces in perpetuity;
- Serve only those on-site uses for which it is accessory, or be leased to off-site users as residential parking, and under no circumstances be sold, rented or otherwise made available as commuter parking;
- If provided at a ratio of one space per unit in larger projects, include dedicated parking spaces and facilities for an organized carsharing program on-site if feasible. This facility should be accessible to area residents and businesses participating in the program, as well as building occupants.
- Consider an impact fee for new off-street parking granted to residential uses. The proceeds from this fee should go into an alternative transportation funds that may include annual Muni transit passes for residents.

### **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. 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, new development should be encouraged to provide the amount of loading space they feel is necessary to operate their building, and arrangements made to provide on-street space for loading to take place on move-in day.

- Retire existing minimum residential loading requirements in the planning code
- For residential buildings with more than 100 dwelling units, permit no more than one off-street loading space for every 200 dwelling units.”

**Page 118**

**Text revision**

**Policy 5.2.5**

**Strongly discourage 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 Parking Authority’s future citywide revenues below those obtained in fiscal year 1999. Establish a clear policy discouraging new parking structures in the Market & 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 feasibility and Transportation Demand Management (TDM) study should be done. This study should catalog and rank TDM solutions to capacity and supply questions. All feasible parking demand management strategies should be implemented before approving additional parking facilities. The study should consider at a minimum the following:

- 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 TDM 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 in discrete places where the new facilities would be less 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.”

**Page 119**

**Text clarification of RPP process**

**Policy 5.4.1**

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One of the most significant obstacles to new development in San Francisco is the fear of scarcer on-street parking. 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. The parking challenge would be better addressed if the number of parking permits issued was based on the availability of parking spaces, and if fees for on-street permits were increased 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;:-
- Increase the price of new RPPs based on prevailing market rates for parking, allowing for only a short waiting list, if any. Revenue in excess of the administrative fee should 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 local 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 1) exceeds a pre-determined benchmark, 2) upon residents request, or 3) to prevent a spillover effect into adjacent areas.”

### Page 121

#### Text revision

#### Policy 5.4.3

- Do not allow new curb cuts in the Market & Octavia area where they would result in the removal of on-street parking and create fewer than two fully enclosed off-street spaces.
- Raise DPW's new curb cut fee, 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.

**Page 122**

**Add a second bullet**

**Policy 5.4.4**

- Pursue parking benefits districts, in coordination with MTA and the SFCTA

**Page 124**

**Updated paragraph under Policy 5.4.7**

At the end of 2005, the non-profit, City CarShare, had over 4000 active members and 90 cars at 45 locations in San Francisco, Oakland and Berkeley. A recent UC Berkeley study showed that each day, City CarShare saves 13,000 miles of vehicle travel on Bay area roads, 720 gallons of gasoline, and 20,000 pounds of carbon dioxide emissions. The same study showed that approximately 60% of City CarShare members who own cars when they join the service, end up selling them. Approximately two-thirds of all members said they have forgone the purchase of a car because of their membership in City CarShare.<sup>3</sup> Since then, City CarShare has doubled the size of its membership. In addition, two for-profit carshare providers recently entered the San Francisco market, adding vehicles and locations for carsharing.

**Page 124**

**New Policy and text**

**Monitor parking supply in reports published every five-years.**

The Market & 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.

**Page 131**

**Revise bullet under Policy 5.5.2**

- Require a minimum amount of bicycle parking on-site for new development.

**Page 132**

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<sup>3</sup> Info taken from Carshare 2004 & 2005 press release.

**Text revision**

**Policy 5.6.1**

**Reevaluate eliminating one-way streets in the plan area.**

If the study deems appropriate, reorganize east-west traffic in Hayes Valley to reduce pedestrian conflicts and eliminate confusing Z-shaped jogs of one-way traffic. While in the near-term, the westbound traffic will continue to use Hayes Street en route to Fell Street, seek to apply the plan's larger goal of improving 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.

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. Octavia Boulevard makes it unnecessary for one-way Oak Street traffic to be routed east of Van Ness Avenue via Franklin Street, or westbound Fell Street traffic to come from the east via Hayes Street and Gough Street. If the study deems appropriate, a new traffic pattern - see diagram - may retain the Hayes Street route to Fell for westbound traffic, thus maintaining Hayes Street's regional traffic function East of Franklin Street, while maintaining the plan's vision for Hayes west of Franklin. This reorganization will greatly simplify traffic patterns, 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.

## **Infill Development on Key sites**

**\*GENERAL NOTE:** Revise all freeway parcel guidelines to conform to the new parking and height controls.

### **Page 134**

**NEW OBJECTIVE: place before current 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 Building with a Sense of Place Chapter 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. This chapter presents key strategies for their successful integration into the fabric of the area. New buildings, if well designed, can significantly add to San Francisco's architectural dialog, even in historic districts.

### **Page 155**

Amend Policy 6.1.2, change "redevelop" to "redesign"

**Encourage the redesign of the Church and Market Street supermarket 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.**

### **Page 155**

**Amend the caption under the photograph to read:**

At the foot of the Castro, the Market Street supermarket site could support housing and a variety of other services, as well as a grocery store that would contribute more to the character and the vitality of the area.

### **Pages 155-157**

**Amend text to "The Market Street Safeway Site" to "The Market Street Supermarket Site" and as follows:**

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 a 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

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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 perform much better in support of 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 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.

### Page 157

#### New section, updating UC Berkeley decision to close extension campus

#### iii. The UC Berkeley Laguna Street Campus

##### NEW POLICY

**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.**

**5.8 acres in size, the reuse of 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.**

## **A New Neighborhood in SoMa West**

**No substantial changes to this chapter.** See Land Use Chapter for height adjustments and Epilogue for boundary adjustments.

### **III. Implementing the Plan**

**Pages 179-184**

**Text revision**

#### **Implementation Approach**

This plan for the Market and Octavia neighborhood establishes a policy framework for ensuring that changes to the built environment, whether public or private, aid in repairing the fabric of the neighborhood and enhance its qualities as an urban place. The plan is a set of objectives and policies that represent a shared vision for the future of the area. As such, it sets out guidelines for both the public and private actions necessary to realize the vision put forward by the plan. The vision will be realized through the adoption of an area plan which offers a set of policies to guide public and private decision-making in the area and adoption of new zoning districts; amendments to the Planning Code which control development activity in the plan area; and implementation of public benefits programming which will produce community improvements, such as new open space, pedestrian amenities, and community facilities. The Planning Department shall monitor plan implementation to insure that it expresses the community vision for the Market and Octavia Plan Area.

#### **Implementation through the Area Plan**

Once the Area Plan is adopted by the Planning Commission and approved by the Board of Supervisors, the policies will guide public decision-making in regard to development proposals, community improvements, city agencies' strategic planning, and related policies and programming. These public decisions craft the future character and quality of the neighborhood - the policies of this plan affect positive change as they are carried through in the day-to-day, incremental practices of city building.

#### **Implementation through the Planning Code**

Additions and amendments to the Planning Code implement controls regarding land use, urban form, building envelope, dwelling unit mix, housing density, off-street parking, open space requirements, demolition controls, and dwelling unit mergers. Implementing language for the Market and Octavia Community Improvements Fund and the monitoring program are also housed in the Planning Code.

#### **Implementation through the Community Improvements Program**

The community improvements program is a roadmap of the resources and procedures related to community improvements outlined in the plan. This chapter details the public benefits programming by first prioritizing specific community improvements and identifying implementing agencies, second identifying resources for community improvements, with a detailed discussion on the Market and Octavia Community Improvement Fund, and lastly discussing the overall procedures for implementation of improvements.

#### **Community Improvements Programming**

The Market and Octavia Plan is a policy document, not a development proposal. The Plan goes beyond issues of land use, height, and building design, which are the traditional subjects of zoning and the Planning Code, to address the related issues of transportation and the design of the public realm. It does not suppose that the

recommended improvements will become reality at once, or that adequate funding is in place to implement all the improvements simultaneously. Rather, implementing community improvements will be a matter of guiding many small actions taken over a number of years, correlating community improvements to new development, and careful management of the character and quality of our streets and public spaces.

**Community Improvements Needs Assessment**

Community improvements include a full range of amenities and services, which are essential infrastructure for a healthy vibrant community. The exact 'needs' for the Market and Octavia Plan area were determined through a consideration of professional standards, community input, and implementing city agency (see below for specific agencies) input. Professional standards often offered an exact 'need' that served as a benchmark, or point of reference for further consideration. Often these standards were not directly relevant to the Plan Area as they were crafted for a more global application including suburban communities. In those instances the standards provide a meaningful lens for consideration of the Market and Octavia community needs. Ultimately input from community members and implementing agencies solidified the plan's conception of community needs for infrastructure. See the Market and Octavia Community Improvements Program Document for a discussion of the community needs assessment.

**Priority Projects and Phasing**

The preceding chapters detail planned community improvements, particularly the sections discussing civic streets, open space, pedestrian improvements, street trees, alleyway improvements, specific intersection improvements, transit improvements, the bike network, vehicular circulation, and SoMa West. Generally, projects that improve pedestrian safety at key locations or make the most cost effective improvements to transit are the highest priority. Special emphasis should be placed on improvements that support efficient forms of transportation, such as transit, walking, biking, and car sharing. Some projects were reviewed for CEQA impacts as part of the planning process. Many of the projects require further review.

This section presents the community's priorities for the Market & Octavia plan area. This priority list should generally inform implementing agencies decisions about prioritization. However, attention should be paid to opportunities for linking community improvements to other development projects and larger City efforts, in order to capture efficiencies through coordination. Also, projects that have undergone environmental review in concert with the Market and Octavia Plan should be prioritized.

**Priority Actions**

1 to 2 years:

- Disposition process for Central Freeway Parcels (Mayor's Office of Economic and Workforce Development (MOEWD) and SFRA)
- Completion of Central Freeway ancillary projects (SF Department of Public Works (DPW), Caltrans, San Francisco Transit Authority (SFCTA))
- Transit Preferential Street (TPS) and streetscape improvements on Market, Mission and Church Streets, (SFCTA and the Municipal Transit Authority (MTA))
- Completion of Historic Preservation Survey (Planning Department)

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- Study and implementation of on-street parking management tools, such a residential permit reform, parking benefits districts, and parking and curb cut impact fees (Planning Department, SFCTA, MTA, Parking Authority)
- Complete initial monitoring report (Planning Department)
- Establish a Market and Octavia Citizens Advisory Committee (Mayor's Office)

### Overall Phasing

#### 1 to 5 Years:

- Pedestrian improvements to key intersections along Market Street (DPW, MTA)
- Reconfiguration of South Van Ness Avenue from Mission Street to Howard Street (SFCTA, DPW, MTA)
- Initial development on Central Freeway parcels (MOEWD, SFRA, Private Developers)
- Pedestrian improvements at South Van Ness/Mission, Division/ Otis, Division/Howard intersections (DPW, MTA)
- Parcel acquisition for Brady Plaza and extension of Stevenson Alley (Department of Recreation and Parks, DPW)
- Market / Church Street Transit Improvements (SFCTA, DPW, MTA)
- Demonstration project for "living street" alley improvements and inclusion into MTA's Livable Streets program (DPW, MTA)
- Streetscape improvements on Hayes Street (DPW, MTA)
- Pedestrian and streetscape improvements throughout Brady Block, including 12th and Gough Streets (DPW, MTA)
- McCoppin "Green Street" improvements, including McCoppin Square open space acquisition and development (Department of Recreation and Parks, DPW, MTA)
- Related Transit Preferential Streets improvements to Mission and Otis Streets (SFCTA, DPW, MTA)
- Initial pedestrian and streetscape improvements at key intersections along Fell, Oak, Gough and Franklin Streets (DPW, MTA)
- Reconfiguration of vehicular traffic flows around Octavia Boulevard (MTA)
- On-going street tree planting program (DPW)

#### 5 to 10 Years:

- On-going development on Central Freeway parcels (MOEWD, SFRA, Private Developers)
- Infill street tree plantings on Market Street (DPW)
- Page Street "Bicycle Boulevard" Improvements (DPW, MTA)
- Bus Rapid Transit improvements to Van Ness Avenue from Mission to Lombard Streets, including streetscaping (SFCTA, DPW, MTA)
- Specific Improvements to Muni's Haight Street 71-line (SFCTA, MTA)

#### 10 to 15 Years:

- Completion of pedestrian and streetscape improvements on Fell, Oak, Gough and Franklin Streets (DPW, MTA)
- On-going pedestrian improvements and street-tree planting program (DPW, MTA)
- BART/Muni entrance improvements (BART, DPW)

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- Development of historic streetcar museum on Duboce Avenue right-of-way (MTA/DPT and SF Historical Society)

### Citywide Transit Improvements

There are a variety of improvements to the transit system discussed in the plan that extend beyond the plan boundaries. While beyond the purview of the plan, these improvements are essential to realizing the level of transit service envisioned by the plan and therefore the objectives of the plan. The proposed transit improvements articulate citywide transit policy objectives<sup>4</sup> and are consistent with Muni's Long Range Vision.<sup>5</sup>

### Implementation Program for Citywide Transit Improvements

- Video enforcement of transit-only lanes
- Muni Metro ATCS improvements
- Additional express service from the Sunset and the Richmond to downtown
- Signal preemptions for all Muni lines with LRV service
- Usability features such as translink, go-bus, and bus bulbs.

### Estimated Capital Costs

The Market & Octavia Neighborhood Plan calls for roughly \$250 million dollars in capital improvements, programming, and further study. See the Market and Octavia Community Improvements Program Document for projected capital costs by project. Beyond these estimated costs, results of additional studies may recommend improvements that require additional funding. Some major projects were excluded from the capital cost estimate due to size of the project, for example the moving F-line transit stops and alterations to the Central Freeway. Full implementation of this 20-year plan will include expenses beyond the capital cost estimate.

### Funding for Public Improvements

Proposed public improvements in the plan area respond to both existing and future needs, and in some cases programming raises the citywide standards for community facilities. Project funding should be provided through a balance of public, private, and community funding strategies. The primary funding strategies from these sectors are described below.

The scope of projects dictates that the funding strategy includes a multitude of sources. The Planning Department estimates, when all potential revenue sources are tapped, that revenue projections are roughly in balance with projected capital expenditures. Revenue projections allot time for development of new funding mechanisms and associate burden with benefit to insure that contributions relate to a fair-share assessment.

### Public Funding

The scope of public investment opportunities range from the incremental implementation of proposed improvements as scheduled maintenance occurs, to major capital projects requiring funding from city, state, or federal sources. City agencies must respond in earnest to established policy directives; it is essential that implementing agencies responsible for community improvements - the San Francisco County Transportation

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<sup>4</sup> Transit First, Transportation Element of the General Plan, etc.

<sup>5</sup> This vision is described fully in "A Vision for Rapid Transit in San Francisco", SF MUNI, July 2002.

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Authority, the Department of Public Works, the Municipal Transportation Agency, the Department of Parks and Recreation, and the Planning Department – integrate the community vision into their strategic planning.

- The Planning Department should work with other implementing agencies to complete proposed improvements through a multitude of venues, including interdepartmental cooperation, General Plan referrals, and attention to opportunity for coordination with development proposals and city projects.
- Implementing agencies, including the DPW, MTA, SFCTA, and BART should incorporate Market and Octavia community improvements into their strategic planning, especially the City's transportation improvements plan, 5-year utility plan, planned curb ramps for ADA purposes, and the streetscape master plan.
- The Planning Department and other implementing agencies should seek grants, such as MTC's "Transportation for Livable Communities" Program. The Planning Department should work with implementing agencies on one or two 'pilot' projects for grant funding.
- The Planning Department, the Board of Supervisors, and other city agencies should prioritize and expedite processing of projects that implement proposed improvements, especially in instances where timesaving could result in cost savings.
- The City should give high priority to projects in the Market & Octavia plan area in recognition of the neighborhoods contribution to helping the city meet its fair share housing goals.
- The City should earmark revenue generated from projects in the Market and Octavia Plan area through the Transit Impact Fee, Child Care, and Downtown Park Fee to relevant community improvements outlined in the Market and Octavia plan.
- A Citizens Advisory Committee will make annual recommendations to decision makers.

### Private Funding

To supplement public funding sources, the plan proposes some new fees, the proceeds of which should be used to fund the priority projects that will absorb infrastructure demands of new residents and employees. Private funding for community improvements could be leveraged through development impact fees, sale of development credits, and additional impact fees.

#### Development Impact Fee

Development fees are a standard tool to recapture a portion of the public investment in infrastructure that is realized as profit by landowners. A number of factors contribute to the value of land including the development potential, surrounding infrastructure and neighborhood context. Rather than burdening taxpayers with an infrastructure investment that realizes profit for landowners, the Planning Department proposes a Market and Octavia Community Impact Fee, to help finance new infrastructure in the community.

Impact fee payments will be limited to infrastructure improvements that have a nexus with new development – specifically the proportion of services and improvements that will service new residents or workers.

Van Ness and Market Neighborhood Infrastructure Program

This program allows project sponsors to pursue density bonuses beyond the maximum 9:1 Floor Area Ratio (FAR) available through the transfer of development rights program (TDR) with supports retention of historic properties. Approval for a density bonus by the Planning Commission would be contingent on provision of, or contribution to community infrastructure programming that would mitigate the impacts of additional density in the plan area.

Additional Impact Fees

Future impact fees levied on curb cuts or increased off-street parking densities could fund mitigation measures that improve the pedestrian realm or transit service, respectively. Further study regarding nexus would be necessary to implement these fees.

**Community Funding**

Many improvements suggested for the plan area will not be funded directly by planned public or private projects. While major proposed improvements in the plan area will be priority projects for implementing agencies, some projects cannot reasonably be prioritized over projects in other neighborhoods that establish a baseline of service. For instance, the Market & Octavia Neighborhood Plan calls for the 'greening' of many residential alleyways to improve the quality of much needed open space.

Opportunities for community revenue vary greatly by scope of project and the level of resources necessary to complete the improvement. One example of a small-scale project and low-resource commitment is tree planting, which requires one-day for tree installation and then occasional maintenance. The Department of Public Works, as well as non-profit groups, such as the Friends of the Urban Forest, provides information, financial resources, and support for community led projects.

More involved community commitments include Community Benefits Districts (CBD) or Business Improvements Districts (BID). These models offer a structure for the community to identify specific projects and agree to tax itself accordingly. Community boards often manage the programming.

Other community funding resources include:

- Parking Benefits Districts
- Private grants and fundraising efforts
- Community based non-profits

The Planning Department, in coordination with other city agencies such as the Department of Park and Recreation, Department of the Environment, Mayor's Office of Community Development, and the Mayor's Office of Economic and Work Force Development, should play a proactive role in providing the community resources necessary to explore and implement community funding strategies.

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**New Section**

**Plan Monitoring and Review**

The Market & Octavia Neighborhood Plan outlines plan goals that cumulatively frame the community's vision for management of growth and development. The plan introduces innovative policies and land use controls to achieve these goals. Successful fruition of the goals requires a coordinated implementation of land use controls, key policies, and community improvements.

In order to track implementation, the Planning Department will monitor key 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 plan policies, or heighten prioritization of plan area improvements.

Monitoring reports are a standard tool used to keep the public informed and to help ensure a plan's success. They are also important tools to use in fine-tuning controls and policies that are new and innovative, as is the case in this plan. The Downtown Plan of 1985 implemented a model monitoring system, which includes both an annual and 5-year monitoring cycles. Annual monitoring efforts for the Market & Octavia area will be coordinated with these efforts, but include a focus on policies and indicators relevant to the Market & Octavia Area Plan. The Market & Octavia Time Series Monitoring Report will be published within 30 months of plan adoption and then on five-year cycles after that date.

**Key Indicators**

**Market and Octavia Annual Report**

- Housing stock indicators, existing and new development
  - o Benchmark: Existing housing supply (2006) and citywide housing trends – unit size, affordability.
- Commercial activity, employment - neighborhood serving business standards
  - o Benchmark: Necessary services are available.
- Transportation services and parking supply,
  - o Benchmark: Necessary services are available and reliable.

**Market & Octavia Time Series Report**

- Parking supply, public, private, and on-street management.
  - o Benchmark: Maintain existing ratio of private parking supply, approximately 0.5 spaces per unit, in residential areas.
  - o Benchmark: Explore and/or implement parking management strategies in coordination with new development.
  - o Benchmark: Residents are able to make most, if not all, trips within the city by transit, biking or walking, with a reasonable service level.
- Planning Code performance, variances, conditional use applications

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- o Benchmark: Development projects are less likely to require variances from the code and conditional uses than projects citywide.
- Proposed improvements and funding management
  - o Benchmark: Public expenditure in the plan area relative to Plan Area goals.
  - o Benchmark: Public improvements are informed by plan area priority projects.
  - o Benchmark: Re-evaluate priority rating of neighborhood improvements, as needed.
- Historic preservation
  - o Benchmark: Complete Historic Preservation Survey by Winter 2007.
  - o Benchmark: Pursue opportunities for establishing historic districts when appropriate.
  - o Benchmark: Preservation of identified historic resources in the plan area.

The Planning Department will further develop detailed policy benchmarks based on community concerns, essential infrastructure needs, and data availability. As the community grows, unforeseen concerns or successes may surface and the monitoring program should be dynamic and adjust to these circumstances.

The Market & Octavia Plan is a pilot planning effort. Data on the successes will be a useful contribution to the body of planning knowledge and to other municipalities aiming to achieve transit-oriented communities that strengthen the community fabric.

The City must commit adequate funding and staff time for this sustained monitoring program.



## IV. Appendices

No changes.

Revised Maps Summary

Section	Page-Map Title	Update
<b>II. Land Use &amp; Urban Form Chapter</b>	Pg23- <b>Proposed Land Use Districts</b>	<b>The following additional parcels will retain or be newly zoned “public”:</b> -0792029, 0833003,0833015, 37025, 0837067, 0841010,3504029, 3505031, 3505031A, 3505034, 3505035, 3512009, 3512010, 3513007, 3513008, 3513081, 3513082 and the yet to be numbered parcel for Patricia's Green in Hayes Valley.
	Pg30- <b>Proposed Height Districts</b>	<b>Various updates to height districts including:</b> -Removed towers on the South side of the Mission and South Van Ness intersection. -Added 5’ height increase for retail headroom in 40’ & 50’ NCT districts - Setback one tower height from the southwest corner of Market & Van Ness to accommodate BART restriction. - Minor adjustments were also made to retain the existing heights on the publicly owned parcels at 55 Laguna and 330 Grove Streets.
<b>III. A Sense of Place Chapter</b>	Pg59- <b>1979 and “Here Today” Historic Surveys in Plan Area</b>	These maps added in Feb 2004 revisions.
	Pg59- <b>Historic Register Buildings in Plan Area</b>	
	Pg-59- <b>Landmark Buildings in Plan Area</b>  Pg 59- <b>Historic Districts in Vicinity</b>	
	New Section: <b>Historic Preservation Map</b>	

## V. Epilogue

### Transforming the Neighborhood Plan into Official City Policy

The draft Market & Octavia Neighborhood Plan as described in this document represents a full six year's worth of community planning and environmental review. The process involved dozens of community meetings, neighborhood organization meetings, public events and workshops where neighbors, merchants, agency decision-makers and planners came together to produce this document. This draft plan has been refined by the community dialog and the associated environmental review. Now, as the plan moves through the adoption process, further refinement will happen. Some of the ideas in the neighborhood plan will be added to the Planning Code, some ideas will be adopted into the City's General Plan and some ideas will remain in the neighborhood plan and referenced in the General Plan. All of these products of the neighborhood plan will be published into one package for discussion at a public hearing before the Planning Commission. Final adoption of the package will be heard before the Board of Supervisors.

The document that gets incorporated into the General Plan will be called the "Market & Octavia Area Plan". The primary differences between what will be proposed for the Area Plan and this Neighborhood Plan include the following:

- **Adjustment of Plan Boundaries.** The current draft Neighborhood Plan overlaps with other existing Area Plans in the General Plan and other ongoing community planning efforts. The Area Plan as it is now proposed excludes the following: four blocks which are currently covered in the Civic Center Area Plan of the General Plan; a few blocks which are currently in the Mid-Market Plan; a few blocks which are currently in the ongoing Western SoMa Planning Area SUD; a few blocks which are in the ongoing Eastern Neighborhoods Planning Process administered by the Planning Department. In addition, the two blocks south of 16<sup>th</sup> Street have been removed as no changes are proposed for the public school and the Mission Dolores.
- **Removal of items to be governed by the Planning Code.** Some prescriptions of this neighborhood plan will be implemented with new text proposed for the Planning Code. To avoid duplication, language that is proposed for additions to the Planning Code is proposed to be excluded from the Area Plan.
- **Removal of the Freeway Parcels Guidelines.** The very site-specific guidelines for the Central Freeway Parcels are proposed to remain in the Neighborhood Plan but incorporated by reference into the new Area Plan.
- **Achieve the goals for the "DTR" district through a combination of applying the C-3-G zoning controls and a Special Use District overlay.** The Draft Plan proposed to rezone a portion of the western C-3-G (Downtown General Commercial) and a few lots zoned CM (Heavy Commercial) into the Van Ness & Market Downtown Residential (DTR). The initial proposal did not consider the complexities or downsides of removing the proposed DTR lots from the C-3 district. There are two primary issues to contemplate: (1) Upsetting or undermining the preservation Transfer of Development Rights (TDR) program in

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the C-3. TDRs are generally bought and sold within the same C-3 district. Lots within the C-3 district in the plan boundaries are all C-3-G, and this same district extends over the Mid-Market area, where there are many historic buildings. The draft plan's C-3-G lots contains few potential preservation lots, but potentially several large development sites needing TDRs. (2) Losing existing impact fees and other requirements levied on development in the C-3. There are existing fees or requirements for non-residential uses for public open space, downtown park fund, public art, housing, child care, and transportation brokerage also known as "transportation demand management" (TDM). Rezoning these lots to "DTR" and removing the lots from the C-3 district would lose connection to these fees.

The draft plan did not consider using floor-area-ratios (FAR) controls to regulate development. Maintaining the current C-3-G with its FAR program (base FAR with need to purchase TDR above the base) lends itself naturally to create an implementing mechanism for generating funding for public improvements in the plan area, and in the DTR area specifically.

During the Mid-Market planning process, the concern over the potential undermining of the market for preservation TDRs was raised. It had been proposed that other alternative development credits could be offered without undermining the market for historic preservation TDRs, and acknowledged that the market for TDRs fluctuates over time.

For these reasons, the proposed Area Plan maintains the C-3-G designations in the Market & Octavia Plan Area, and rezones to C-3-G the few the parcels not currently zoned as such that are designated as "DTR" in the draft plan. The Area Plan proposes creating a "Market and Van Ness Residential Special Use District" to overlay on top of the Plan's proposed DTR parcels. This special use district would contain any additional special controls dictated in the Plan that would differentiate it from C-3-G. The following are proposed controls for the MVNR SUD:

- Institute new tower bulk and other design controls as called for by the Plan.
- Provide 2-to-1 minimum residential to commercial use ratio.
- Remove the maximum 9:1 FAR limit for lots, allowing unlimited FAR per lot.

In addition, new zoning for the Area Plan will create Market & Octavia Public Infrastructure Credits for purchase of additional FAR above base 9:1 FAR. Credit payments would go into a fund for public improvements in the area identified and required in the Market & Octavia Area Plan.