

Draft for Public Review

The Market and Octavia Neighborhood Plan



San Francisco Planning Department
As Part of the Better Neighborhoods Program
December 2002

San Francisco Planning Department

BETTER NEIGHBORHOODS
2002



III Implementing the Plan

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This section presents the overall strategy for implementing the plan. It describes the necessary actions and key parties responsible for realizing the plan's vision, as well as providing an overall timeline for the incremental completion of the public and private actions called for in the plan elements.

Ultimately, this plan is a policy document that proposes strategic changes to city policy and practice in a variety of areas. Implementing these proposals will require the active participation of city agencies and the community to make basic changes in how we manage both public and private actions.

Based on this public draft, on-going community discussion, interagency comment, and environmental review will refine the implementation program described in this section.

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. Ultimately, 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 a clear roadmap for both the public and private actions necessary to realize the vision put forward by the plan. Ultimately, this vision will be realized insofar as there are means to carry it out and a public will to see that these means are put to use.

This section provides an implementation program that links the plan's policy framework to actual decision-making regarding new planning controls, development proposals, and public improvements. Once the plan is refined, finalized, adopted by the Planning Commission and approved by the Board of Supervisors, this program will guide public decision-making in regard to improvements to the Market and Octavia neighborhood well into the future. Ultimately, it is these decisions that determine the future character and quality of the neighborhood - the policies of this plan can affect positive change only to the extent that they are carried through in the day-to-day, incremental practices of city building.

This plan is a policy document, not a development proposal. As an implementing document of the city's General Plan, the Market and Octavia Neighborhood Plan goes beyond issues of land use, height, and building design, which are the traditional subject 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 them all. Rather, implementing this plan will be a matter of guiding many small actions taken over a number of years, reforming the controls that regulate new development and the management standards that affect the character and quality of our streets and public spaces.

Ultimately, this plan will be implemented only through the city's commitment to demand that our public agencies respond in earnest to established policy directives, the City Charter's "Transit First" Policy and the city's General Plan. At base, this plan calls for establishing standards for new development and for the use of streets and public spaces that implement these most basic policy directives. Positive change will come to neighborhoods like Market and Octavia once we, as a city, take this step. To this end, it is essential that the Planning Department make

changes that will maximize housing opportunity and limit the negative effects of more cars in the neighborhood. It is also essential that agencies responsible for the city's streets- the San Francisco County Transportation Authority, the Department of Public Works, and the Municipal Transportation Agency / Department of Parking and Traffic-establish new funding priorities and standards for street management that move people as effectively as possible and improve streets as public spaces. These agencies have played an active role in the community planning process to date, and will continue to in refining the implementation program, and then implementing the plan.

As this is the first public review draft in an ongoing community planning process, the implementation program is tentative and subject to considerable change as part of public review. This program will be refined as specific proposals in the plan are also refined, in response to feedback from the community, other city agencies, and elected officials.

The plan for the Market and Octavia neighborhood will be achieved over time and in a number of ways, including the following:

- *Preserving existing identified values*-like landmark structures and development patterns, and the neighborhood's special ways of building-that are embraced by and addressed by the plan. Essentially, these kinds of actions are free of significant direct public cost.
 - *Providing private development clear roadmaps* to make informed business decisions and sound development proposals that advance the goals of the plan. There is no significant direct public cost to these actions.
 - *Guiding private development processes*-and even the public development actions of the city-through the planning and development process so that development projects work to enhance rather than detract from the vision of the plan. Essentially, these kinds of actions are free of significant direct public cost.
 - *Orchestrating routine public actions* like street repair and transit improvements so that these actions work in concert incrementally over time towards the vision of the plan. Essentially, these kinds of actions are free of significant direct public cost beyond those normally associated with these actions.
- *Generating new public initiatives*-like revisions to the Residential Permit Parking Program, sidewalk widenings, or the streetscape and open space improvements of SoMa West-that are specifically targeted to implementing portions of the plan. These kinds of public actions have varying levels of direct public cost.
 - *Capturing imagination and grant funding initiatives* through creative, currently unfunded initiatives like street-tree planting programs, bike boulevards, streetscape improvement projects, or transit improvement projects and the like that interest funders to provide implementers new, currently unimaginable private and public grant funding to implement a portion of the plan. Far from costing the public, these initiatives have the potential to generate new, unimaginable alternative sources of funding for public planning and capital projects.
 - *Public oversight*-from concerned citizens and public interest groups-of the public and private planning and development process, so that it always works for, rather than against, the goals of the plan. Other than the time required of citizens, there is little direct private cost- and essentially no direct public cost-to these types of actions.
 - *Education*. The plan is a vision for new and effective ways of city building and the trade-offs needed to achieve it. This action has no significant direct public or private cost.

Priority Projects and Phasing

A major infrastructure project is soon to be underway in the Market and Octavia area, replacing the elevated Central Freeway structure with the new Octavia Boulevard. In terms of phasing, special attention should be paid to opportunities to link related projects to these where possible, as well as to coordinate the timing for construction of streetscape and transit improvements throughout the area to take advantage of regular maintenance schedules and planned construction projects. Generally speaking, projects that improve pedestrian safety at key locations or make the most cost effective improvements to transit are prioritized.

The following is a preliminary timeline for implementing key actions of the plan.

Priority Actions

1 to 2 years:

- Adoption of zoning and planning code revisions (SF Planning Department)
- Revisions to the Western Addition A-2 Redevelopment Area Plan (SF Redevelopment Agency (SFRA))
- Construction of the Octavia Boulevard, Hayes Green, and ancillary projects (SF Department of Public Works (DPW), Caltrans)
- Issuance of Requests For Proposals (RFPs) and initiation of the disposition process for Central Freeway Parcels (Mayor's Office of Economic Development (MOED) and SFRA)
- Transit Preferential Street (TPS) and streetscape improvements on Market, Mission and Church Streets (SF County Transportation Authority (SFCTA), Municipal Transit Authority (MTA))

Overall Phasing

1 to 5 Years:

- Pedestrian improvements to key intersections along Market Street (DPW, MTA/SF Department of Parking and Traffic (DPT))
- Bike lane improvements on Howard and Market Streets, including freeway touchdown bike path (MTA/DPT, DPW)

- Initial development on Central Freeway parcels (MOED, SFRA, Private Developers)
- Demonstration project for "living street" alley improvements and inclusion into MTA/DPT's Livable Streets program (DPW, MTA/DPT)
- Streetscape improvements on Hayes Street (DPW, MTA/DPT)
- Initial pedestrian and streetscape improvements at key intersections along Fell Oak, Gough and Franklin Streets (DPW, MTA/DPT)
- Reconfiguration of vehicular traffic flows around Octavia Boulevard (MTA/DPT)
- Market / Church Street Transit Improvements (SFCTA, DPW, MTA /DPT)
- On-going street tree planting program (DPW)

5 to 10 Years:

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

10 to 15 Years:

- Completion of pedestrian and streetscape improvements on Fell Oak, Gough and Franklin Streets (DPW, MTA/DPT)
- On-going pedestrian improvements and street-tree planting program (DPW, MTA/DPT)
- BART/Muni entrance improvements (BART, DPW)
- Development of historic streetcar museum on Duboce Avenue right-of-way (DPW, MTA/DPT)

Citywide Transit Improvements

There are a variety of improvements to the transit system discussed in the plan that go well beyond the plan area itself. While beyond the purview of the plan, these improvements are essential to realizing the level of transit service, in terms of frequency, reliability, and dignity, envisioned by the plan, and would have citywide benefits consistent with Muni's Long Range Vision.¹

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

¹ This vision is described fully in "A Vision for Rapid Transit in San Francisco", SFMUNI, July 2002.

SoMa West

The area described in this Plan as SoMa West, bounded generally by 11th, Market, Valencia, Duboce, Division and Howard Streets, is an area that has the potential to undergo dramatic change. Supported by established General Plan policy, this plan supports the area's transformation into a new mixed-use residential neighborhood, well served by transit and in easy walking distance to the downtown. As part of a comprehensive approach to building a new neighborhood here, a conscious decision will have to be made by the city to make the improvements described to the public realm of streets and open spaces described in Element 7 of this plan.

Implementation Program for SoMo West

- Reconfiguration of South Van Ness Avenue from Mission Street to Howard Street (SFCTA, DPW, MTA/DPT)
- Pedestrian improvements at South Van Ness/Mission, Division/Otis, Division/Howard intersections (DPW, MTA/DPT)
- Parcel acquisition for Brady Plaza and extension of Stevenson Alley (Department of Recreation and Parks, DPW)
- Pedestrian and streetscape improvements throughout Brady Block, including 12th and Gough Streets (DPW, MTA/DPT)
- McCoppin "Green Street" improvements, including McCoppin Square open space acquisition and development (Department of Recreation and Parks, DPW, MTA/DPT)
- Related TPS improvements to Mission and Otis Streets (SFCTA, DPW, MTA/DPT)

Zoning and Planning Code Revisions

This plan proposes to rezone property within the plan area, in accordance with the land use and height controls described in Element 1: "Land Use and Urban Form". The intent and basic controls of the proposed zoning as described in this plan will be refined through public review of this draft. ²

Amendments to the planning code and zoning maps will be required to establish new land use and height districts, as well as to implement the urban design guidelines and transportation and housing policies proposed in this plan. Once the plan is refined based on public review, environmental review, and comment, the Planning Department will provide a description of the necessary zoning and planning code changes as part of the plan's presentation to the Planning Commission for adoption, to the Board of Supervisors for approval. Ultimately, specific legislation will be proposed by the Planning Department to implement the proposed changes. The Department anticipates establishing a community process to develop detailed zoning controls.

Key Actions:

- Establishment of new Land Use and Height Districts
- Establishment of new Urban Design Guidelines
- Amendments to Zoning Maps
- Amendments to the Planning Code
- Revisions to SFRA Western Addition A-2 Plan

² A complete description of the purpose and intent of each zoning district can be found in Appendix ii.

Funding for Public Improvements

The proposals for improvements to streets and open spaces described in this plan are extensive and dramatic—they describe a dramatically different future for the plan area, where major public investment supports the broader improvement of the area. These improvements vary widely in their range and scope - some can be implemented incrementally as scheduled street maintenance occurs, and others will require major capitol funding from city, state and federal agencies. Working with other city agencies, these major projects should be prioritized and included in the city's transportation improvements plan, administered by the SF County Transportation Authority.

Grants and other sources of funding should be pursued wherever possible. The Metropolitan Transportation Commission's "Transportation for Livable Communities" Program is one ideal source of funding for many of the pedestrian and open space improvements described in this plan. SF Planning, working with the SFCTA, MTA/DPT and DPW, should select one or two 'pilot' projects to propose for funding through this program. Working collaboratively, these city agencies recently received a grant from Caltrans that will fund a community planning process to refine proposals for transit improvements to Van Ness Avenue, for example.

To supplement public funding sources, the plan proposes some new fees, the proceeds of which should be used to fund the full range of public improvements outlined in this plan, with a special emphasis on improvements that support walking, biking and transit, as well as carsharing and other alternative forms of transportation. The fees proposed include a transportation impact fee for new residential development, a parking impact fee for new private, off-street parking not used for carsharing, and a fee for new curb cuts. These fees would, over time, provide substantial funds to offset the costs of implementing the improvements proposed in the Plan. The studies necessary to implement these fees should be completed as soon as possible and a "Public Space and Transportation Fund" established for the Market and Octavia neighborhood as the repository for proceeds from the fund. Clear criteria for the use of these funds should be established through public discussion as part of the refinement of this plan.

