



# SAN FRANCISCO PLANNING DEPARTMENT

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## Planning Commission Resolution No. 18630

HEARING DATE MAY 24, 2012

*Date:* May 24, 2012  
*Case No.:* **2007.0558EMTZU**  
*Project:* *Transit Center District Plan –  
General Plan Amendments*  
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### ADOPTING A RESOLUTION TO ADOPT AMENDMENTS TO THE SAN FRANCISCO GENERAL PLAN PURSUANT TO THE ADOPTION OF THE TRANSIT CENTER DISTRICT PLAN

WHEREAS, Section 4.105 of the Charter of the City and County of San Francisco mandates that the Planning Commission shall periodically recommend to the Board of Supervisors for approval or rejection of proposed amendments to the General Plan in response to changing physical, social, economic, environmental or legislative conditions.

The Planning Commission, at a duly noticed public hearing on May 3, 2012 and in accordance with Planning Code Section 340(c), initiated the General Plan amendments that are the subject of this Resolution.

In 1985, the City adopted the Downtown Plan into the General Plan to guide growth in the Downtown area. Recognizing the potential for transit-oriented growth in the vicinity of the Transbay Terminal south of Market Street, the Downtown Plan called for concentrating the City's greatest densities and building heights in this area, as well as creating a system to transfer development rights from other parts of the downtown to this area.

Since the adoption of the Downtown Plan several major infrastructure changes have happened or are being undertaken. The Embarcadero Freeway was removed following the 1989 Loma Prieta earthquake, allowing for the renovation of the waterfront and rethinking of the southern side of the downtown. The City and region have embarked on a multi-billion dollar investment in improving and expanding transit infrastructure, further enhancing the transit accessibility of the area, through construction of a new Transbay Transit Center on the site of the former Transbay Terminal and an extension of intra-city rail from the current terminus at 4<sup>th</sup> and King Streets into the Transit Center. This is the single largest investment in public transit in San Francisco since the construction of BART in the early 1970s. In 2005 the City adopted the Transbay Redevelopment Plan to direct funding toward the Transit Center project and direct the redevelopment of underutilized publicly-owned lands, primarily those that formerly housed the Embarcadero Freeway, into a new high-density residential neighborhood.

In 2006, a Mayor's Interagency Working Group published a report calling for the City to investigate further land use studies around the Transit Center as to whether building densities and heights could be increased further in recognition of the transit investment and as to whether such growth could be leveraged to generate substantial new revenues to help fund the full Transit Center project, including the Downtown Rail Extension.

In 2007, the Planning Department initiated a public planning effort called the Transit Center District Plan, focused on the area roughly bounded by Market Street, Embarcadero, Folsom Street, and Hawthorne Street, whose five fundamental goals were to:

- (1) Build on the General Plan's Urban Design Element and Downtown Plan, establishing controls, guidelines and standards to advance existing policies of livability, as well as those that protect the unique quality of place;
- (2) Capitalize on major transit investment with appropriate land use in the downtown core, with an eye toward long-term growth considerations;
- (3) Create a framework for a network of public streets and open spaces that support the transit system, and provides a wide variety of public amenities and a world-class pedestrian experience;
- (4) Generate financial support for the Transit Center project, district infrastructure, and other public improvements; and
- (5) Ensure that the Transit Center District is an example of comprehensive environmental sustainability in all regards.

The Planning Department held numerous public workshops and worked with consultants throughout 2008 and 2009, resulting in the publication of a Draft Transit Center District Plan in November 2009. In April 2012 the Planning Department published a Plan Addendum revising and clarifying aspects of the Draft Plan.

The Transit Center District Plan ("the Plan"), a proposed sub-area plan of the Downtown Plan, supports and builds on the Downtown Plan's vision for the area around the Transbay Transit Center as the heart of the new downtown. The Plan enhances and augments the Downtown Plan's patterns of land use, urban form, public space, circulation, and historic preservation, and makes adjustments to this specific sub-area based on today's understanding of the issues and constraints facing the area, particularly in light of the Transit Center project. The Plan's core recommendations include:

- Increasing allowable density and strategic increases to height limits in the Plan area to increase the transit-oriented growth capacity of the area while recognizing the importance of these buildings with respect to city form and impacts to the immediate and neighboring districts;
- Ensuring that major development sites incorporate commercial space in order to preserve the job growth capacity for the downtown;
- Enhancing the public realm and circulation system to accommodate growth and provide a world-class pedestrian experience, including widening sidewalks, providing dedicated transit lanes, augmenting the bicycle network, adding signalized mid-block crosswalks, and converting certain alleys into pedestrian plazas;

- Identifying and funding opportunities for new public open space and improved access to planned spaces, including at 2<sup>nd</sup>/Howard, Transbay Park, Mission Square and City Park on the roof of the Transit Center, as well as providing additional funding for park improvements in the downtown outside of the Plan area;
- Enlarging the New Montgomery-2<sup>nd</sup> Street Conservation District and updating individual resource ratings based on a newly-adopted survey;
- Identifying opportunities to explore advanced district-level energy and water utility systems to improve environmental performance beyond individual buildings; and
- Adopting a funding program including two new key revenue mechanisms – impact fees and a Mello-Roos Community Facilities District – to ensure that new development contributes substantially toward the implementation of necessary public infrastructure, including the Transit Center/Downtown Extension project.

The San Francisco Planning Department is seeking to adopt and implement the Transit Center District Plan. The core policies and supporting discussion in the Plan have been incorporated into a Sub-Area Plan proposed to be added to the Downtown Plan. The Sub-Area Plan, together with the General Plan, Planning Code, Zoning Map Amendments, and Implementation Document provide a comprehensive set of policies and implementation programming to realize the vision of the Plan. The Implementation Document outlines public improvements, funding mechanisms and interagency coordination the City must pursue to implement the Plan.

Policies envisioned for the Sub-Area Plan are consistent with the existing General Plan. However, a number of amendments to the General Plan are required to further achieve and clarify the vision and goals of the Transit Center District Plan, to reflect its concepts throughout the General Plan, and generally to update the General Plan to changed physical, social and economic conditions in this area. Proposed amendments to the General Plan, including the Sub-Area Plan, are attached hereto as Exhibits III-3 and 4. The City Attorney's Office has reviewed the draft ordinance and approved it as to form.

Staff recommends adoption of the draft resolution approving amendments to the General Plan, which includes adding the Transit Center District Sub-Area Plan to the Downtown Plan, and making related amendments to various elements of the General Plan, including the Downtown Plan, Urban Design Element, Recreation and Open Space Element, Commerce and Industry Element, and Transportation Element.

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

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

*The proposed amendments would have a positive effect on neighborhood serving retail uses. The proposed amendments would support the creation of new office space, hotel uses, housing units in a high-density environment, providing a large market for existing future retail uses and contributing to the success of these businesses. The proposed amendments also would support the enhancement of public space, sidewalks, and amenities on key streets and alleys in the area, encouraging and supporting additional pedestrian traffic to and adjacent to retail businesses. The Plan would prohibit or discourage conflicts with ground-floor retail activities by limiting locations for vehicular access to non-retail streets and alleys and by limiting the extent of office lobbies and non-active uses from dominating ground levels of new buildings.*

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

*The proposed amendments would have a positive effect on the City's housing stock, and on the neighborhood character of the Transit Center District. The Plan would support the creation of over 1,200 new housing units in addition to the 3,000 units planned for Zone 1 of the Transbay Redevelopment Area (which is almost wholly contained within the Plan Area). State law requires that 35% of all new housing units in the Redevelopment Area be affordable. To achieve this high rate of affordability, all market-rate projects are required to provide 15% of their units on-site as affordable and the City will be providing public lands in the area for numerous projects that are 100% affordable. Few if any existing units would be displaced; new development would take place on parcels that currently contain low-scale commercial uses, vacant buildings, or surface parking.*

*The proposed amendments would support the enhancement of area streets and open spaces to support continued growth – commercial, residential, and visitor. Included in these improvements are sidewalk widenings on most streets, over 11 acres of new open space, and enhanced public access points to the planned City Park on the Transit Center.*

*The Plan area is currently characterized as part of the City's high-rise Financial District and by a concentration of many of the City's tallest buildings. The area is currently zoned for the greatest densities and some*

*of the tallest height limits in the City. The Plan would accentuate and enhance this character by defining its central position on the skyline and recognizing the importance of public transit access as a key organizing principle for the City's form. Further, the Plan would enhance the character of the street level experience and historic character by requiring tall buildings to be articulated in a way that relates to the streetwall at a height below 110' above street grade. The Plan would also support the preservation of over 43 historic structures not currently protected by local ordinance and the expansion of the New Montgomery-Second Street Conservation District.*

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

*State law requires that 35% of all new housing units in the Redevelopment Area be affordable. To achieve this high rate of affordability, all market-rate projects within the Redevelopment Area (a subset of the Plan Area) are required to provide 15% of their units on-site as affordable and the City will be providing public lands in the area for numerous projects that are 100% affordable. As a result, over 1,000 affordable units will be created in the Plan area. All projects, including those outside of the Redevelopment Area but within the Plan Area, are subject to the City's existing inclusionary housing provisions. Further, all commercial projects are required to participate in the Jobs-Housing Linkage Program which is projected to generate approximately \$117 million in fee revenue for affordable housing construction in the City. Few if any existing units would be displaced; new development would take place on parcels that currently contain low-scale commercial uses, vacant buildings, or surface parking.*

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

*The proposed amendments would not result in commuter traffic impeding Muni transit service or overburdening the streets or neighborhood parking. The Plan area is the heart of the City's transit network and features a great concentration of surface transit lines operated by MUNI and other regional operators, including Golden Gate Transit and SamTrans. The Plan proposes to protect the operation of transit operations by expanding and enhancing dedicated transit lanes on numerous streets, such as by creating center-running transit lanes on Mission Street in order to avoid congestion in curb lanes. The Plan also would support the expansion of sidewalks and creation of new bicycle*

*facilities to encourage or accommodate commuters and other travelers to walk and bicycle instead of driving. The Plan proposes to dedicate over \$500 million to transportation improvements for transit, pedestrian, and bicycle projects, including over \$400 million toward the Downtown Rail Extension project. To mitigate cumulative effects of congestion from growth on MUNI and Golden Gate Transit bus service around the downtown as identified in the EIR, the Plan will implement a Transit Delay Mitigation Fee as part of the impact fees levied on all new development. The Plan also would limit the amount of new parking that can be created for commercial uses, thereby limiting the amount of growth in auto commuting that can occur into the Plan area.*

*Above all, the proposed amendments would support growth in the most transit-oriented location in the region, thereby accommodating growth in a place where people can take transit in lieu of driving. If this growth is not accommodated here, it will be directed to less transit-intensive areas of the region, which would increase both citywide and regional auto traffic, congestion, and related impacts on safety, public health, and environmental quality.*

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

*The proposed amendments would not adversely affect the industrial or service sectors. There are few remaining industrial and service businesses in the Transit Center District Plan area, as the area has been zoned for and built with high density office, residential and institutional uses since the Downtown Plan was adopted in 1985. The proposed amendments do not make substantial changes to the allowable uses in the district.*

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

*The proposed amendments would not adversely affect preparedness against injury and loss of life in an earthquake and would comply with applicable safety standards. The proposed amendments would result in several new high-rise buildings; these buildings would be subject to the City's Building Code, Fire Code and other applicable safety standards.*

7. That landmarks and historic buildings be preserved.

*The Plan would support the preservation of over 43 historic structures*

*not currently protected by local ordinance by listing them as Category I, III or IV buildings in Article 11 of the Planning Code and by expanding the boundaries of the New Montgomery-Second Street Conservation District, which would be renamed the New Montgomery-Mission-Second Street Conservation District.*

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

*On balance, the proposed Plan would have a positive effect on parks and open space, and would not adversely affect existing open spaces or their access to sunlight and vistas. The Transit Center District is currently deficient in open space; there are no publicly-owned open spaces within the Transit Center District between Third Street and Steuart Street and all existing open space is in the form of small privately-owned publicly accessible open spaces associated with private commercial buildings. To address this deficiency, the proposed Plan includes the creation of or funding for over 11 acres of new public open space in the Plan Area. These spaces include a 5.5-acre park on the roof of the Transit Center (“City Park”), two ½-acre plazas at Mission/Fremont and 2<sup>nd</sup>/Howard streets, a 1.1-acre park (“Transbay Park”) between Main and Beale Streets, pedestrian plazas in the existing right-of-way on Natoma Street and Shaw Alley, and 30’-wide linear parks along the “Living Streets” of Spear, Main, and Beale Streets.*

*Shadow impacts to open spaces outside of the Plan Area from potential new high-rise structures have been analyzed and considered in establishing the proposed height limits and the overall Plan program. While some net new shading will occur from Plan-related buildings on properties under the jurisdiction of the Recreation and Parks Department, such potential shading is generally limited to less than one hour in the early mornings during autumn and winter because the buildings in the Plan Area are located a long distance from the potentially affected parks and shadows would move very swiftly. Additionally, individual building proposals will be refined and sculpted through design review at the time they seek entitlements, likely resulting in less new shading than is reported in the Plan’s Environmental Impact Report. Vistas from parks and open space also was considered in preparation of the Plan and addressed in the environmental impact report in its analysis of aesthetics. Also, as stated above, the Plan would accentuate and enhance this character by defining its central position on the skyline and recognizing the importance of public transit access as a key organizing principle for the City’s form.*

*Through new Open Space Impact Fees and a Mello-Roos Community*

*Facilities District, the Plan would create over \$50 million in net new revenues for public open space. Of this amount, approximately \$10 million is identified in the Funding Program to improve open space in the broader downtown area outside of the Plan Area and citywide. Additionally, the Plan will generate over \$10 million from the existing Downtown Open Space Fee program, which can be used to fund park improvements throughout the greater downtown area.*

The Transit Center District Plan builds on existing General Plan policies. Analysis of applicable General Plan Objectives and Policies has determined that the proposed action is, on balance, consistent with the General Plan as it is proposed to be amended. The proposed actions offer a compelling articulation and implementation of many of the concepts outlined in the General Plan, especially the Housing, Air Quality, Urban Design, Commerce and Industry, Transportation, and Recreation and Open Space Elements, as well as the Downtown Plan. The new Transit Center District Sub-Area Plan to the Downtown Plan as well as related zoning controls formulate these directive policies with specific consideration for the Transit Center District. Below are specific policies and objectives (other than those in the proposed Transit Center District Sub-Area Plan) that support the proposed actions.

NOTE: General Plan Elements are in **CAPITAL BOLDED ITALICS**  
General Plan Objectives are in CAPITAL LETTERS  
General Plan Policies are in Arial standard font  
Staff comments are in *italics*

## **DOWNTOWN PLAN**

*The Downtown Plan, adopted in 1985, emphasized the character of San Francisco's downtown as a compact, walkable, and transit-oriented district, primarily characterized by tall buildings and areas with concentrations of conserved historic buildings. The Downtown Plan seeks to ensure that Downtown San Francisco remains the Bay Area's premier business, shopping and visitor district. A key concern of the Downtown Plan is ensuring that necessary supporting amenities and infrastructure accompany new development and that impacts from new development are mitigated or avoided to the extent feasible. Most importantly, the Downtown plan envisioned the area around the Transbay Terminal (now Transbay Transit Center) as the densest and tallest area of the Downtown and of the City.*

OBJECTIVE 2: MAINTAIN AND IMPROVE SAN FRANCISCO'S POSITION AS A PRIME LOCATION FOR FINANCIAL, ADMINISTRATIVE, CORPORATE, AND PROFESSIONAL ACTIVITY.

POLICY 2.1 Encourage prime downtown office activities to grow as long as undesirable consequences of such growth can be controlled.

POLICY 2.2 Guide location of office development to maintain a compact downtown core and minimize displacement of other uses.

POLICY 3.5 Meet the convenience needs of daytime downtown workers.



OBJECTIVE 4: ENHANCE SAN FRANCISCO'S ROLE AS A TOURIST AND VISITOR CENTER.

POLICY 4.1 Guide the location of new hotels to minimize their adverse impacts on circulation, existing uses, and scale of development.

OBJECTIVE 6: WITHIN ACCEPTABLE LEVELS OF DENSITY, PROVIDE SPACE FOR FUTURE OFFICE, RETAIL, HOTEL, SERVICE AND RELATED USES IN DOWNTOWN SAN FRANCISCO.

POLICY 6.1 Adopt a downtown land use and density plan which establishes subareas of downtown with individualized controls to guide the density and location of permitted land use.

OBJECTIVE 7: EXPAND THE SUPPLY OF HOUSING IN AND ADJACENT TO DOWNTOWN.

OBJECTIVE 9: PROVIDE QUALITY OPEN SPACE IN SUFFICIENT QUANTITY AND VARIETY TO MEET THE NEEDS OF DOWNTOWN WORKERS, RESIDENTS, AND VISITORS.

POLICY 9.1 Require usable indoor and outdoor open space, accessible to the public, as part of new downtown development.

POLICY 9.2 Provide different kinds of open space downtown.

POLICY 9.3 Give priority to development of two categories of highly valued open space; sunlit plazas and parks.

POLICY 9.5 Improve the usefulness of publicly owned rights-of-way as open space.

OBJECTIVE 10: ASSURE THAT OPEN SPACES ARE ACCESSIBLE AND USABLE.

POLICY 10.1 Develop an open space system that gives every person living and working downtown access to a sizable sunlit open space within convenient walking distance.

POLICY 10.2 Encourage the creation of new open spaces that become a part of an interconnected pedestrian network.

POLICY 10.3 Keep open space facilities available to the public.

POLICY 10.4 Provide open space that is clearly visible and easily reached from the street or pedestrian way.

POLICY 11.1 Place and arrange open space to complement and structure the urban form by creating distinct openings in the otherwise dominant streetwall form of downtown.

OBJECTIVE 12: CONSERVE RESOURCES THAT PROVIDE CONTINUITY WITH SAN FRANCISCO'S PAST.

POLICY 12.1 Preserve notable landmarks and areas of historic, architectural, or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

POLICY 12.3 Design new buildings to respect the character of older development nearby.

OBJECTIVE 13: CREATE AN URBAN FORM FOR DOWNTOWN THAT ENHANCES SAN FRANCISCO'S STATURE AS ONE OF THE WORLD'S MOST VISUALLY ATTRACTIVE CITIES.

POLICY 13.1 Relate the height of buildings to important attributes of the city pattern and to the height and character of existing and proposed development.

POLICY 13.2 Foster sculpturing of building form to create less overpowering buildings and more interesting building tops, particularly the tops of towers.

POLICY 13.3 Create visually interesting terminations to building towers.

POLICY 13.4 Maintain separation between buildings to preserve light and air and prevent excessive bulk.

OBJECTIVE 14: CREATE AND MAINTAIN A COMFORTABLE PEDESTRIAN ENVIRONMENT.

POLICY 14.1 Promote building forms that will maximize the sun access to open spaces and other public areas.

OBJECTIVE 15: CREATE A BUILDING FORM THAT IS VISUALLY INTERESTING AND HARMONIZES WITH SURROUNDING BUILDINGS.

POLICY 15.1 Ensure that new facades relate harmoniously with nearby facade patterns.

POLICY 15.2 Assure that new buildings contribute to the visual unity of the city.

OBJECTIVE 16: CREATE AND MAINTAIN ATTRACTIVE, INTERESTING URBAN STREETSCAPES

POLICY 16.2 Provide setbacks above a building base to maintain the continuity of the predominant streetwalls along the street.

POLICY 16.3 Maintain and enhance the traditional downtown street pattern of projecting cornices on smaller buildings and projecting belt courses of taller buildings.

POLICY 16.4 Use designs and materials and include activities at the ground floor to create pedestrian interest.

OBJECTIVE 17: DEVELOP TRANSIT AS THE PRIMARY MODE OF TRAVEL TO AND FROM DOWNTOWN.

POLICY 17.1 Build and maintain rapid transit lines from downtown to all suburban corridors and major centers of activity in San Francisco.

POLICY 17.2 Expand existing non-rail transit service to downtown.

POLICY 17.3 Establish exclusive transit lanes on bridges, freeways and city streets where significant transit service exists.

POLICY 17.4 Coordinate regional and local transportation systems and provide for interline transit transfers.

POLICY 17.5 Provide for commuter bus loading at off-street terminals and at special curbside loading areas at non-congested locations.

POLICY 17.6 Make convenient transfers possible by establishing common or closely located terminals for local and regional transit systems.

OBJECTIVE 18: ENSURE THAT THE NUMBER OF AUTO TRIPS TO AND FROM DOWNTOWN WILL NOT BE DETRIMENTAL TO THE GROWTH OR AMENITY OF DOWNTOWN.

POLICY 18.2 Provide incentives for the use of transit, carpools and vanpools, and reduce the need for new or expanded automobile parking facilities.

POLICY 18.3 Discourage new long-term commuter parking spaces in and around downtown. Limit long-term parking spaces serving downtown to the number that already exists.

POLICY 18.5 Discourage proliferation of surface parking as an interim land use, particularly where sound residential, commercial or industrial buildings would be demolished.

OBJECTIVE 19: PROVIDE FOR SAFE AND CONVENIENT BICYCLE USE AS A MEANS OF TRANSPORTATION.

POLICY 19.1 Include facilities for bicycle users in governmental, commercial, and residential developments.

POLICY 21.2 Discourage access to off-street freight loading and service vehicle facilities from transit preferential streets, or pedestrian-oriented streets and alleys.

POLICY 21.4 Provide limited loading spaces on street to meet the need for peak period or short-term small deliveries and essential services, and strictly enforce their use.

OBJECTIVE 22: IMPLEMENT A DOWNTOWN STREETScape PLAN TO IMPROVE THE DOWNTOWN PEDESTRIAN CIRCULATION SYSTEM, ESPECIALLY WITHIN THE CORE, TO PROVIDE FOR EFFICIENT, COMFORTABLE, AND SAFE MOVEMENT.

POLICY 22.1 Provide sufficient pedestrian movement space.

POLICY 22.5 Improve the ambience of the pedestrian environment.

POLICY 22.6 Future decisions about street space, both in this plan and beyond, should give equal, if not greater, consideration to pedestrian needs.

### **URBAN DESIGN ELEMENT**

*The Urban Design Element's chief concern is ensuring that new development maintains and enhances the key organizing physical aspects of the City. The Element emphasizes that the built environment must be sculpted in a holistic fashion to aid in orientation, provide distinction between districts, enhance the pedestrian experience by providing fine-grain texture and articulation of new buildings, and to reflect the landscape and the supporting systems of the City, such as major transit nodes and lines. The Element also lays out principles and policies to guide the improvements of the public realm. The Transit Center District Plan is crafted with these considerations in mind.*

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

POLICY 1.1 Recognize and protect major views in the city, with particular attention to those of open space and water.

POLICY 1.3 Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.

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

POLICY 1.7 Recognize the natural boundaries of districts, and promote connections between districts.

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

OBJECTIVE 2: CONSERVATION OF RESOURCES WHICH PROVIDE A SENSE OF NATURE, CONTINUITY WITH THE PAST, AND FREEDOM FROM OVERCROWDING.

POLICY 2.4 Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

POLICY 2.7 Recognize and protect outstanding and unique areas that contribute in an extraordinary degree to San Francisco's visual form and character.

POLICY 2.8 Maintain a strong presumption against the giving up of street areas for private ownership or use, or for construction of public buildings.

OBJECTIVE 3: MODERATION OF MAJOR NEW DEVELOPMENT TO COMPLEMENT THE CITY PATTERN, THE RESOURCES TO BE CONSERVED, AND THE NEIGHBORHOOD ENVIRONMENT.

POLICY 3.1 Promote harmony in the visual relationships and transitions between new and older buildings.

POLICY 3.2 Avoid extreme contrasts in color, shape and other characteristics which will cause new buildings to stand out in excess of their public importance.

POLICY 3.3 Promote efforts to achieve high quality of design for buildings to be constructed at prominent locations.

POLICY 3.5 Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.

POLICY 3.6 Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction.

POLICY 3.7 Recognize the special urban design problems posed in development of large properties.

POLICY 3.9 Encourage a continuing awareness of the long-term effects of growth upon the physical form of the city.

POLICY 4.4 Design walkways and parking facilities to minimize danger to pedestrians.

POLICY 4.6 Emphasize the importance of local centers providing commercial and government services.

POLICY 4.8 Provide convenient access to a variety of recreation opportunities.

POLICY 4.11 Make use of street space and other unused public areas for recreation, particularly in dense neighborhoods, such as those close to downtown, where land for traditional open spaces is more difficult to assemble.

POLICY 4.13 Improve pedestrian areas by providing human scale and interest.

### **COMMERCE AND INDUSTRY ELEMENT**

*The Commerce and Industry Element is mostly focused on aspects of the City's economic activities and job base outside of the Downtown, but the elemental land use plans that identify locations for commercial activities in the City identify the Downtown, including the Transit Center District, as one of the few parts of the City for dense concentrations of commercial activity.*

OBJECTIVE 1: MANAGE ECONOMIC GROWTH AND CHANGE TO ENSURE ENHANCEMENT OF THE TOTAL CITY LIVING AND WORKING ENVIRONMENT.

POLICY 1.3 Locate commercial and industrial activities according to a generalized commercial and industrial land use plan.

OBJECTIVE 2: MAINTAIN AND ENHANCE A SOUND AND DIVERSE ECONOMIC BASE AND FISCAL STRUCTURE FOR THE CITY.

POLICY 2.1 Seek to retain existing commercial and industrial activity and to attract new such activity to the city.

POLICY 1.4 Establish commercial and industrial density limits as indicated in the Generalized Commercial and Industrial Density Plan map.

### **RECREATION AND OPEN SPACE ELEMENT**

*The Recreation and Open Space Element identifies the Transit Center District Area as an area deficient in open space. The Transit Center District plan would create or fund the creation of over 11 acres of new open space in the District, as well as provide new funding for improvements to parks in the broader Downtown area and citywide.*

OBJECTIVE 2: DEVELOP AND MAINTAIN A DIVERSIFIED AND BALANCED CITYWIDE SYSTEM OF HIGH QUALITY PUBLIC OPEN SPACE.

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

POLICY 2.3 Preserve sunlight in public open spaces.

POLICY 2.7 Acquire additional open space for public use.

### **HOUSING ELEMENT**

*While the Transit Center District Plan is not fundamentally a housing-focused plan, it will create capacity for over 1,000 new housing units in addition to the 3,000 that will be built on publicly-owned parcels in the Transbay Redevelopment Area, which is wholly contained within the District. The Redevelopment Area is required by State law to have 35% of all new units created be affordable. Additionally, new development in the District will generate over \$100 million in Jobs-Housing Linkage Fees for affordable housing construction.*

OBJECTIVE 1: IDENTIFY AND MAKE AVAILABLE FOR DEVELOPMENT ADEQUATE SITES TO MEET THE CITY'S HOUSING NEEDS, ESPECIALLY PERMANENTLY AFFORDABLE HOUSING.

POLICY 1.2 Focus housing growth and infrastructure-necessary to support growth according to community plans.

POLICY 1.4 Ensure community based planning processes are used to generate changes to land use controls.

POLICY 1.10 Support new housing projects, especially affordable housing, where households can easily rely on public transportation, walking and bicycling for the majority of daily trips.

POLICY 4.6 Encourage an equitable distribution of growth according to infrastructure and site capacity.

OBJECTIVE 12: BALANCE HOUSING GROWTH WITH ADEQUATE INFRASTRUCTURE THAT SERVES THE CITY'S GROWING POPULATION.

POLICY 12.1 Encourage new housing that relies on transit use and environmentally sustainable patterns of movement.

POLICY 13.1 Support "smart" regional growth that locates new housing close to jobs and transit.

POLICY 13.3 Promote sustainable land use patterns that integrate housing with transportation in order to increase transit, pedestrian, and bicycle mode share.

### **TRANSPORTATION ELEMENT**

*The Transportation Element emphasizes the focus on coordinating development with existing or planned public transit services, as well as allocating right-of-way to provide dedicated and attractive infrastructure for transit, pedestrians and bicyclists. Several policies direct the limitation on the supply of parking, particularly in the Downtown area, to limit growth in automobile traffic. The Transportation Element specifically recommends pursuit of the Transit Center and Downtown Rail Extension projects. The*

*Transit Center District Plan implements all of these policies and provides significant funding toward the Transit Center and Downtown Rail Extension projects.*

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

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

OBJECTIVE 2: USE THE TRANSPORTATION SYSTEM AS A MEANS FOR GUIDING DEVELOPMENT AND IMPROVING THE ENVIRONMENT.

POLICY 2.1 Use rapid transit and other transportation improvements in the city and region as the catalyst for desirable development, and coordinate new facilities with public and private development.

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

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

POLICY 4.1 Rapid transit lines from all outlying corridors should lead to stations and terminals that are adjacent or connected to each other in downtown San Francisco.

OBJECTIVE 5: SUPPORT AND ENHANCE THE ROLE OF SAN FRANCISCO AS A MAJOR DESTINATION AND DEPARTURE POINT FOR TRAVELERS MAKING INTERSTATE, NATIONAL AND INTERNATIONAL TRIPS.

POLICY 5.5 Develop high-speed rail that links downtown San Francisco to major interstate and national passenger rail corridors as the principle alternative to interstate air travel, and as the primary means to relieve air traffic congestion.

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

POLICY 11.3 Encourage development that efficiently coordinates land use with transit service, requiring that developers address transit concerns as well as mitigate traffic problems.

OBJECTIVE 12: DEVELOP AND IMPLEMENT PROGRAMS IN THE PUBLIC AND PRIVATE SECTORS, WHICH WILL SUPPORT CONGESTION MANAGEMENT AND AIR QUALITY OBJECTIVES, MAINTAIN MOBILITY AND ENHANCE BUSINESS VITALITY AT MINIMUM COST.

POLICY 14.1 Reduce road congestion on arterials through the implementation of traffic control strategies, such as traffic signal synchronization (consistent with posted speed limits) and turn controls, that improve vehicular flow without impeding movement for pedestrians and bicyclists.

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

*POLICY 14.8* Implement land use controls that will support a sustainable mode split, and encourage development that limits the intensification of automobile use.

POLICY 16.5 Reduce parking demand through limiting the absolute amount of spaces and prioritizing the spaces for short-term and ride-share uses.

POLICY 17.1 Discourage the provision of new long-term parking downtown and near major employment centers.

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

POLICY 20.8 Intensify overall transit service in the "central area."

POLICY 20.13 Create dedicated bus lanes and Bus Rapid Transit (BRT) lanes to expedite bus travel times and improve transit reliability.

OBJECTIVE 21 DEVELOP TRANSIT AS THE PRIMARY MODE OF TRAVEL TO AND FROM DOWNTOWN AND ALL MAJOR ACTIVITY CENTERS WITHIN THE REGION.

POLICY 21.9 Improve pedestrian and bicycle access to transit facilities.

POLICY 23.2 Widen sidewalks where intensive commercial, recreational, or institutional activity is present, sidewalks are congested, where sidewalks are less than adequately wide to provide appropriate pedestrian amenities, or where residential densities are high.

POLICY 24.4 Preserve pedestrian-oriented building frontages.

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

POLICY 26.1 Retain streets and alleys not required for traffic, or portions thereof, for through pedestrian circulation and open space use.

POLICY 27.1 Expand and improve access for bicycles on city streets and develop a well-marked, comprehensive system of bike routes in San Francisco.

POLICY 28.1 Provide secure bicycle parking in new governmental, commercial, and residential developments.

POLICY 30.2 Discourage the proliferation of surface parking as an interim land use, particularly where sound residential, commercial or industrial buildings would be demolished pending other development.

POLICY 30.4 Restrict long term automobile parking at rapid transit stations in the city in favor of development of effective feeder transit service and enhanced access for pedestrians and bicyclists.

OBJECTIVE 32: LIMIT PARKING IN DOWNTOWN TO HELP ENSURE THAT THE NUMBER OF AUTO TRIPS TO AND FROM DOWNTOWN WILL NOT BE DETRIMENTAL TO THE GROWTH OR AMENITY OF DOWNTOWN.

POLICY 32.1 Discourage new long-term commuter parking spaces for single-occupant automobiles in and around downtown. Limit the long-term parking spaces to the number that already exists.

## **AIR QUALITY ELEMENT**

*The Air Quality Element encourages the coordination of high-density, mixed-use development in proximity to public transit in order to reduce automobile usage and thereby improve air quality. The Transit Center District is the foremost example of such coordination of land use and transportation.*

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

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

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

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

Prior to considering relevant amendments to the General Plan, Planning Code, Zoning Maps and other actions related to implementing the Transit Center District Plan, the Planning Commission adopted Motion No. 18628 certifying the Final Environmental Impact Report for the Transit Center District Plan in accordance with the California Environmental Quality Act (CEQA). The Planning Commission also adopted Motion No. 18629 adopting CEQA Findings related to the Transit Center District Plan.

NOW, THEREFORE, BE IT RESOLVED, the Commission adopts and incorporates by reference the CEQA Findings in Commission Motion No. 18629;

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

AND BE IT FURTHER RESOLVED, that the Commission finds the General Plan amendments, on balance, consistent with the General Plan as proposed for amendment and with the eight priority policies of Planning Code Section 101.1;

AND BE IT FURTHER RESOLVED, that the Commission approves the General Plan amendments and the Transit Center District Sub-Area Plan, as reflected in an ordinance approved as to form by the City Attorney attached hereto as Exhibit III-3 and 4, respectively, and incorporated herein by reference and recommends their adoption by the Board of Supervisors.

I hereby certify that the foregoing Resolution was adopted by the Commission at its meeting on May 24, 2012.

Linda D. Avery  
Commission Secretary

AYES: Commissioners Fong, Wu, Antonini, and Borden

NOES: Commissioners Moore and Sugaya

ABSENT: Commissioner Miguel

ADOPTED: May 24, 2012