DESIGN PRINCIPLE 1: BUILD ALONG THE EMBARCADERO WATERFRONT

San Francisco's historic pattern of a moderately scaled, dense city fronting directly on The Embarcadero should remain as a fundamental and familiar waterfront characteristic.

One of San Francisco's memorable physical features is the manner in which the City meets The Embarcadero. The Urban Design Element of the City's General Plan reinforces the need to maintain this historic pattern of moderately scaled buildings brought immediately to the edge of the Embarcadero. The plan recognizes that a consistent building edge is fundamental to the street's character and essential to defining the uniqueness of the City's waterfront. San Francisco's pattern of a moderately scaled, dense city fronting directly on The Embarcadero should remain as a fundamental and familiar waterfront characteristic to which future development strives over time.

A close working relationship between the city and the water's edge is replicated in most comparably-scaled great waterfront cities, including Chicago, Barcelona, Hamburg and Stockholm. In Hamburg, for example, the city is in the process of a major urban expansion along former piers and shipping canals with six- to seven-story buildings fronting most of the water's edge, linked by a gracious public promenade and punctuated by periodic open space. Similarly, Stockholm's waterfront at both the historic center and in its contemporary expansions is defined by stately seven-story buildings either across the street or immediately adjacent to a public promenade at the water's edge.

Vancouver has pursued a different model of urban waterfront development in a response to a unique circumstance: government ownership of very large parcels. Improvements to these large open spaces that now grace Vancouver's waterfront were financed by permitting tall, very high density housing immediately adjacent. Plus, the level of density planned ensured that the parks, community centers and other new public amenities would be well-used.

Chicago's waterfront also offers a lesson or two. First, the waterfront, both Lake and River, adjacent to the downtown and the Near North Side, is defined by very tall office and residential towers, built in many places to the water's edge. While the scale of buildings differs widely, the Chicago pattern illustrates the role buildings can play in defining sections of the Northeast Embarcadero. Second, the 319 acre Grant Park, facing the waterfront and lined on the west side by 13 blocks of one of the country's most architecturally impressive building profiles, combines a promenade and bucolic park landscape with active playfields to create a great urban setting that contrasts with the constraints and intent of the San Francisco waterfront. But the Chicago waterfront does show that open space, streets and buildings--compactly and densely arranged--significantly enhance people's experience of great cities.

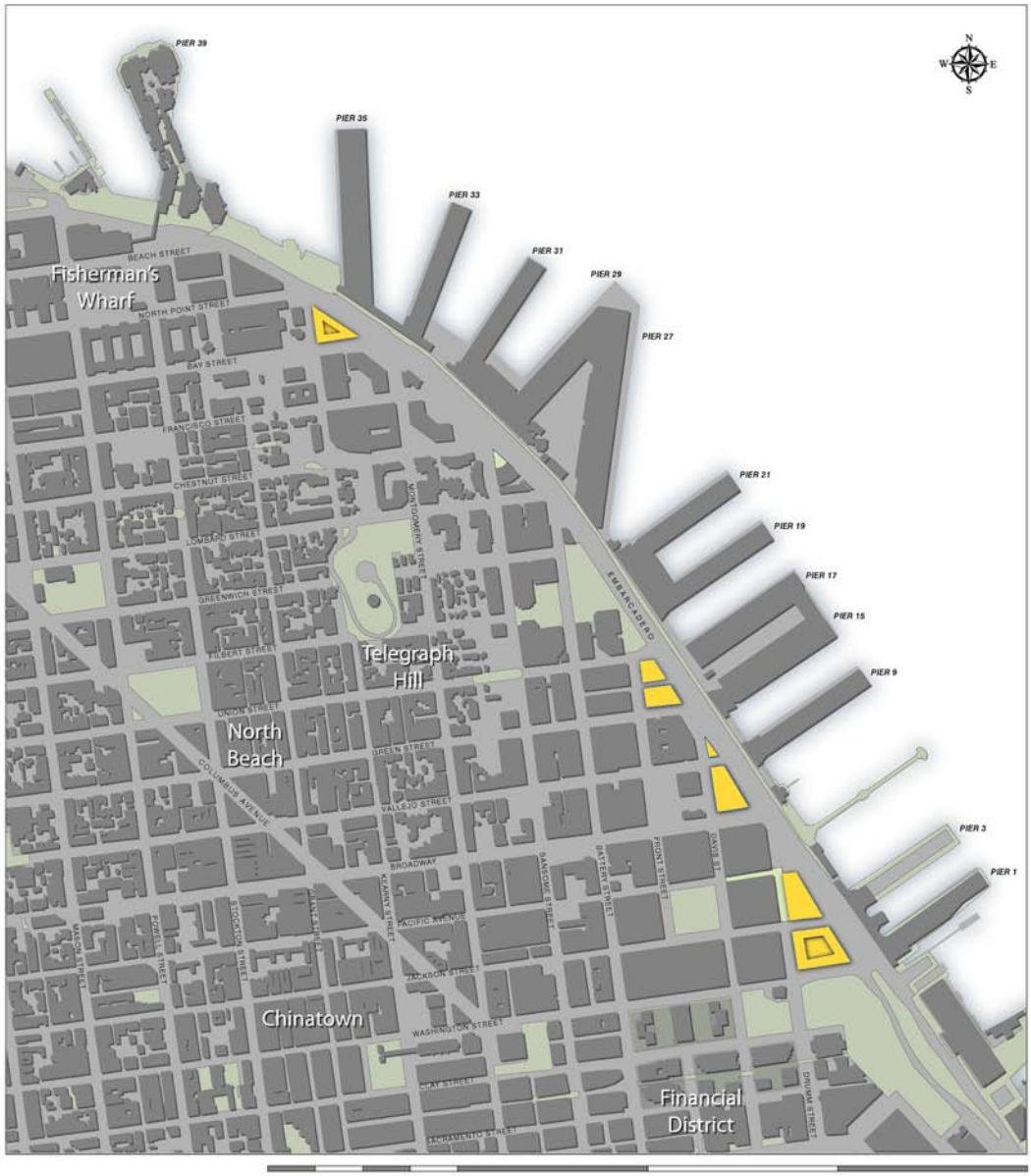
Strong and compelling pedestrian routes cannot succeed well with significant breaks in continuity at the building edge. Accepting such a pattern would also be inconsistent with the historic urban condition intended for San Francisco. Community comment clearly reinforced a strong desire for The Embarcadero, particularly the western sidewalk, to become more pedestrian oriented. Many of the Planning Department's recommendations in this report are directed at this objective.

RECOMMENDATION 1.1

Strengthen the City's urban edge by encouraging over time the development of the area's vacant or underutilized lots and by ensuring active ground-floor uses.

Guideline 1.1.1

Encourage the transition over time of the underutilized parcels in the study area, including the Port Sea



NORTHEAST EMBARCADERO STUDY

CREATING A STRONG URBAN EDGE ALONG THE EMBARCADERO

Wall Lots, to uses more appropriate to the stature of the Embarcadero Waterfront.

The underutilized parcels in the study area weaken the character and quality of the Embarcadero Waterfront. Over time as more viable uses are found for them, these parcels should be redeveloped into the more appropriate uses articulated elsewhere in this report.

Guideline 1.1.2
Require active ground floors along The Embarcadero and its adjoining streets to create an enlivened, safe, engaging and attractive pedestrian environment. Retail stores, restaurants and cafes are the preferred ground floor uses for achieving active pedestrian environments along The Embarcadero.

Guideline 1.1.3
Restaurants and cafes should provide sidewalk seating that is protected from the elements and includes features such as heat lamps and awnings to ensure a comfortable sitting environment.

Guideline 1.1.4
Ensure generous sidewalk widths to provide ample room for people to walk, for a variety of site furnishings, and for the activation of the sidewalk by adjacent uses, such as restaurants or cafes.

Guideline 1.1.5
Release dwelling-unit density limits to improve the feasibility of development on the vacant Port seawall lots.

Guideline 1.1.6
Eliminate minimum parking requirements and replace them with parking maximums.

DESIGN PRINCIPLE 2: RESPECT SAN FRANCISCO'S TOPOGRAPHY

The Northeast Embarcadero Waterfront 's significance as an important city-wide, regional and state wide resource should be fully acknowledged in planning decisions.

Topography is a defining San Francisco feature, especially for neighborhoods such as Telegraph Hill and Russian Hill. To weaken the visual prominence of the city's hills and ridges would weaken one of San Francisco's basic images.

As a general principle, buildings and structures that accentuate San Francisco's topography with heights that rise and fall with the topography serve to celebrate important landforms, such as Telegraph Hill. More specifically, Coit Tower atop Telegraph Hill provides one of the iconic views in the city. Its appearance and disappearance as one travels along the Embarcadero, through North Beach or along the northern waterfront orients the traveler and provides a suggestion of what may be waiting ahead. Such periodic or episodic sightings should remain and be celebrated by any additions to the built environment.

This principle is not isolated to natural topography. The downtown district represents a human-made hill that has been sculpted to mimic somewhat the natural features that punctuate the city's landscape, and therefore should be paid the same respect in terms of visual prominence and design integrity. Failure to do so would promulgate visual incoherence and an overall diminishment of the City's purposeful aesthetic quality. New development should not result in jarring changes in scale from the existing context and should provide a smooth transition within the City's overall urban form.

Similarly, the Bay and the ocean define San Francisco's edge and therefore bring legibility to the city's overall pattern. This can be contrasted with San Francisco's southern boundary, which has little to distinguish it. Further, water as a defining edge can be strengthened by moderately scaled development that frames the waterfront and contrasts with the open expanse of San Francisco Bay.

RECOMMENDATION 2.1

Preserve views from The Embarcadero towards Coit Tower, while maintaining flexibility for architects to design buildings with massing and heights appropriate to the site.

Guideline 2.1.1

Maintain the majority of the existing episodic views between Telegraph Hill and The Embarcadero.

Under current conditions, there is no view between the east side of The Embarcadero and Telegraph Hill from the south end of the Ferry Building to its northern edge. Under these recommendations, the view of Coit Tower at the northern edge of the Ferry Building will become partially blocked by development on the western side of The Embarcadero, but will be remain clearly visible approximately from the south edge of Pier 1. The existing view corridor between Piers 1 and 5 will remain unchanged. There are no changes in height proposed for parcels north of Broadway.

DESIGN PRINCIPLE 3: STRENGTHEN THE CITY PATTERN

The continuity of San Francisco's street grid, including its extension across hills to the water's edge, is fundamental to the city's pattern and an inseparable city image to San Franciscans and visitors alike.

Providing views down streets to important civic buildings, open spaces and waterfronts is a fundamental principle of city design, and they remain some of our most memorable experiences when moving through the city. In many older cities, unusual street alignments provide numerous opportunities for such views; indeed, the Parisian boulevards were designed to open up new views. San Francisco, along its Northeast Embarcadero, already has a number of views that terminate at important water basins or the historic bulkhead buildings. Providing new view opportunities, or further strengthening existing ones, should be a priority.

In addition to visual access, improving the number and quality of pedestrian connections to The Embarcadero should be sought. A fine-grained block pattern with active uses at the ground level will help to address the local community's desire for safer, more accessible streets, and will help to ensure the pedestrian scale of development sought in this study. The pedestrian's expectation to be able to travel along a street without confronting a blocked path is one of the most gracious aspects of San Francisco. It is also one of the qualities most admired in world class cities - the opportunity for people to freely move about from one destination to another via attractive, safe and comfortable pedestrian routes. This is true whether one is in Barcelona, Paris, Copenhagen or Melbourne. Past development in the Northeast Embarcadero has disrupted this pattern through the closing of streets or by development that has been allowed to encroach into the rights-of-way or former rights-of-way.

Thinking of our public ways from the pedestrian's perspective will only grow in importance as San Francisco plans for a greener, more sustainable and less energy-intensive future. This larger effort will include creating inviting and safe pedestrian routes, locating more residences close to transit, employment, shopping and recreation opportunities, and strengthening multimodal connections to surrounding neighborhoods. The Northeast Embarcadero, with its proximity to downtown and the associated access to local and regional transit, must play a role in this effort.

RECOMMENDATION 3.1

Create strong pedestrian connections between the waterfront and the city behind.

The Embarcadero Waterfront should be strongly connected visually and physically to adjoining neighborhoods along all streets that terminate at the Bay, and there should be pedestrian access to The Embarcadero along all streets.

Guideline 3.1.1

Maintain and improve public access to the waterfront using the existing street grid pattern.

Encourage all streets leading into The Embarcadero that do not currently extend a vehicular streets to The Embarcadero, including Jackson, Pacific, Vallejo and Union Streets running east to west and Davis and Front Streets running north to south, to be opened for non-vehicular circulation. As circumstances allow or when development occurs, secure easements across privately-owned land or extend the public way across publicly-owned land, depending on circumstances. In addition to their role as pedestrian connections, these extensions should serve as plazas or open space. Vehicular access should not be accommodated in these extensions if it currently does not exist.

Guideline 3.1.2

Provide a pedestrian wayfinding system that helps to link neighborhoods west of the study area to the waterfront and to destinations along the Embarcadero.

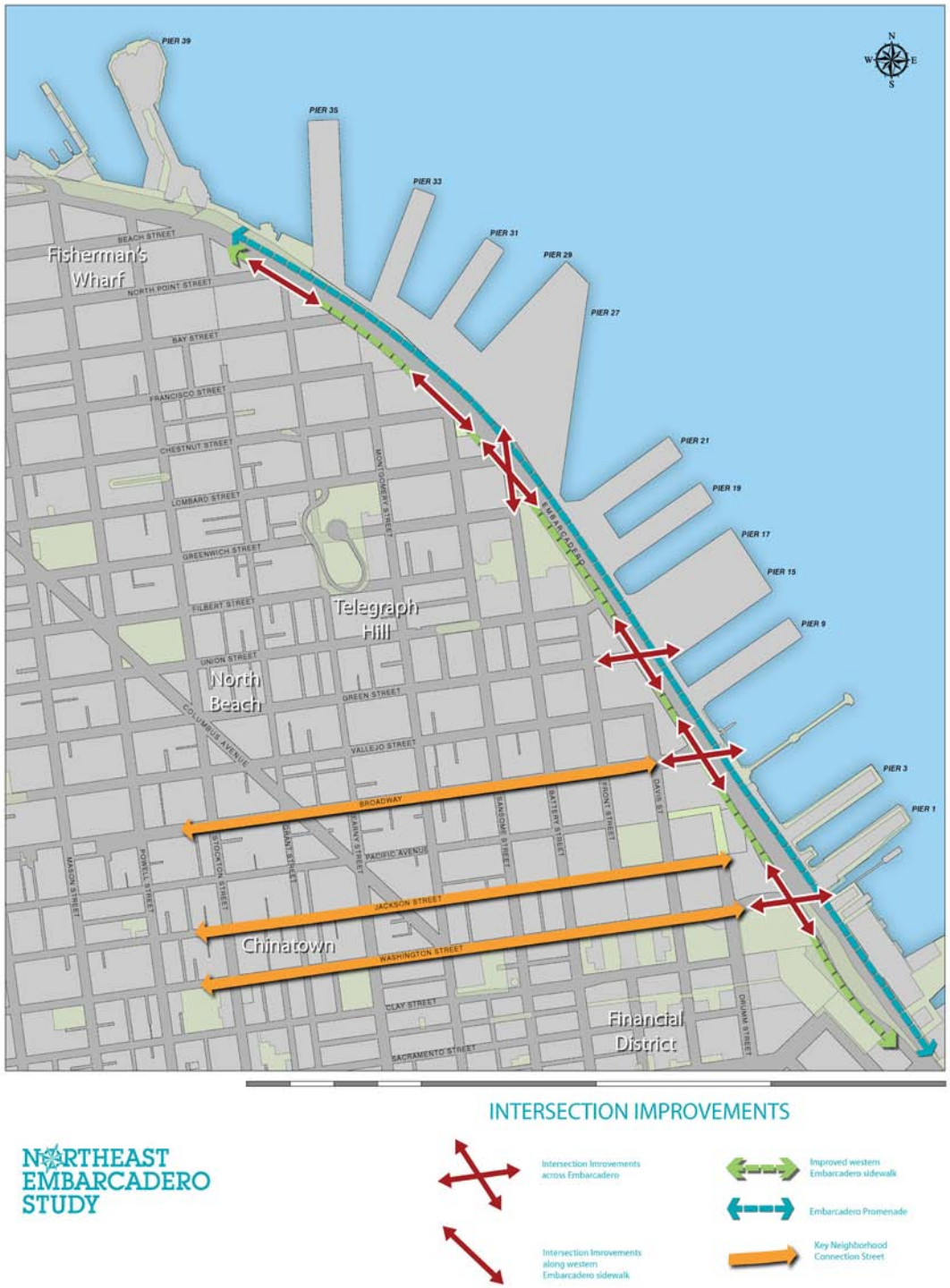
NORTHEAST EMBARCADERO STUDY

MAINTAIN THE GRID & EXTEND PUBLIC WAYS TO THE WATERFRONT

EXISTING — Existing Public Way

EASEMENT — New Easement

EXTEND — New Public Way Extension



NORTHEAST EMBARCADERO STUDY

INTERSECTION IMPROVEMENTS

Intersection Improvements across Embarcadero

Intersection Improvements along western Embarcadero sidewalk

Improved western Embarcadero sidewalk

Embarcadero Promenade

Key Neighborhood Connection Street

The City's wayfinding system provides direction to public sites: parks, uses, public destinations and important districts. This system ought to be extended through the study area.

Guideline 3.1.3
Bulb-outs, designed to the specifications in the San Francisco Better Streets Plan, should be built where Washington Street, Broadway, Green Street, Sansome Street and Bay Street meet The Embarcadero.

Guideline 3.1.4
Prohibit curb cuts along the west side of The Embarcadero from Washington Street to North Point Street, and discourage curb cuts along Washington Street from The Embarcadero to Columbus Avenue, and Broadway from The Embarcadero to Columbus Avenue to minimize conflict between pedestrians and vehicles and to allow for the highest quality pedestrian environment along these important pedestrian corridors.

Guideline 3.1.5
Ensure the pedestrian-scaled development of the Port seawall lots.
Development of the Port seawall lots should be scaled to the pedestrian. Extending the street grid as described in 3.1.1 and keeping it free of development will serve to ensure pedestrian-scale development along The Embarcadero.

RECOMMENDATION 3.2
Strengthen Broadway as a pedestrian connection between Chinatown, North Beach and the Waterfront.

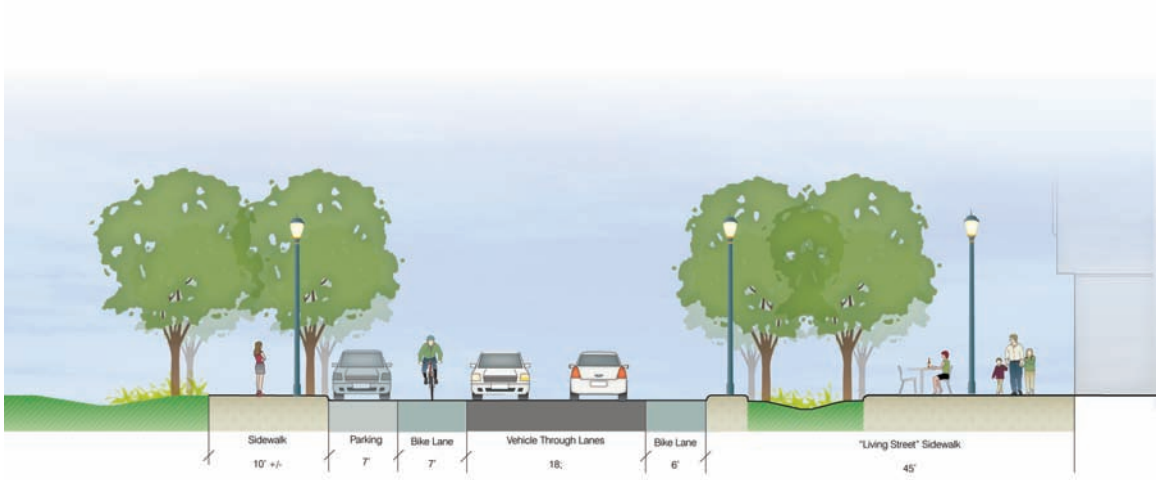
Guideline 3.2.1
Consider narrowing Broadway to three lanes from four between Columbus Avenue and The Embarcadero, widening sidewalks, building bulb-outs with generous landscaping, attractive site furnishings and pedestrian lighting, and providing dedicated cycling facilities.

Guideline 3.2.2
The site on the south side of Broadway between Sansome and Battery Streets would be an ideal location for an iconic building and associated open space. This would substantially improve the attractiveness of Broadway to pedestrians by creating a pedestrian destination between North Beach and the Embarcadero Waterfront.

RECOMMENDATION 3.3
Strengthen the pedestrian character of Washington Street between Columbus Avenue and The Embarcadero through a series of phased improvements.
Washington Street should become, over time, the key pedestrian route linking Chinatown, the proposed Central Subway, North Beach and the Embarcadero Waterfront. It's proximity to the future subway stop, Portsmouth Square, the origin of Columbus Avenue and it's terminus at Sue Bierman Park make it the preferred choice as a pedestrian connector.

Guideline 3.3.1
Narrow Washington Street between Drumm Street and The Embarcadero by widening the sidewalk on the north side, removing the median and providing bicycle facilities between Drumm Street and The Embarcadero. Require development on the parcels to the north of this section of Washington Street to improve this widened sidewalk as per the guidelines for Living Streets in the San Francisco Better Streets Plan or in some similarly satisfactory manner.

Guideline 3.3.2
Explore the possibility of providing bike lanes on Washington Street between Columbus Avenue and Drumm Street.



Proposed section for Washington Street, between Drumm Street and The Embarcadero

Guideline 3.3.3
Prioritize activating the corner locations on Washington Street between Drumm and Battery by inserting two-story retail spaces into the existing parking podium. Over time, extend these activating spaces to the entire block face.

Guideline 3.3.4
Washington Street between Stockton and Drumm Streets should be fundamentally redesigned, putting the needs of pedestrians first.

RECOMMENDATION 3.4
Jackson Street should be emphasized as a pedestrian connection between Chinatown and the waterfront since it already has a pedestrian-scaled character. Any proposed development of the parcels between Drumm Street and The Embarcadero should also reestablish Jackson Street as a pedestrian connection to The Embarcadero.
Given the amount of work that will be required to improve the quality of the pedestrian environment along Washington Street, there remains the need for an interim connection that can adequately fulfill the role in the immediate future. Jackson Street's current quality as a pedestrian street makes it an ideal candidate for this role.

DESIGN PRINCIPLE 4: RECOGNIZE THE CITY-WIDE ROLE OF THE NORTHEAST EMBARCADERO

The Northeast Embarcadero Waterfront 's significance as an important city-wide, regional and state wide resource should be fully acknowledged in planning decisions.

The Bay and the way the City connects to it are indelible pieces of San Francisco's history. A great deal of activity has always been central to this part of the waterfront, where freight was transferred to and from ships and rail, where goods were warehoused, and where people first arrived in San Francisco or disembarked for points around the globe. Today, due to its proximity to the City's downtown core and to local communities across the Bay, transportation continues to be a defining feature for the area. The region's comprehensive ferry and bus system provides transportation alternatives as well as emergency response capabilities.

The unique role urban waterfronts play elevates their prominence in a city's hierarchy of space and special attention must be paid for how properties along the edge are designed. The public promenade that lines Vancouver's entire waterfront, coupled with striking high-rise towers adjacent to downtown, exemplifies this civic importance. Similarly, Hamburg's rejuvenation of former docklands, Amsterdam's Borneo and Java projects, London's River Walk and Toronto's Waterfront Revitalization Project are all reflections of the civic significance given to urban waterfronts.

This special consideration extends to the amount and nature of public open space built on the waterfront and the balance between local and regional destinations. There are few examples of downtown waterfronts with large open spaces that are not associated with an extensive array of tall residential and commercial towers densely developed. Chicago, Vancouver, Miami, and Toronto are North American examples. Few, if any, major European cities have chosen to maintain such large open spaces along their waterfronts and more typically build dense but moderately scaled structures, usually connected by a elegant public promenade with periodic parks and plazas. Stockholm, Hamburg, London, Copenhagen, and Rotterdam are examples.

It should be noted that many urban waterfronts will be susceptible to some impacts of sea level rise, and San Francisco's northeastern waterfront is not immune. Given the study area's location in downtown San Francisco, its city, regional, state, and international importance makes it inconceivable that development should not continue here, and that sea-level-rise issues will not be confronted and addressed as necessary at a more global scale. It also should be noted that the act of building densely in close proximity to the city's commercial core and its rich transportation infrastructure will help to reduce the emission of greenhouse gases, itself a factor in sea level rise.

RECOMMENDATION 4.1

Ensure appropriate land use and adequate density to take advantage of existing urban infrastructure, to support an engaging ground floor, and to add to the area's amenities.

Guideline 4.1.1

Require active ground floors with housing, office, or hotel uses above.

As per guidelines under Recommendation 1, retail stores, restaurants and cafes are the preferred ground floor uses for achieving active pedestrian environments along The Embarcadero.

Guideline 4.1.2

Housing should be diverse, affordable to a variety of incomes, and appropriately designed for seniors and families.

Guideline 4.1.3

Encourage a range of businesses regarded as useful for day-to-day living and working in the area.

New development should include local and city-serving uses aimed at the needs of residents and local businesses rather than principally aimed for customers outside the area.

Guideline 4.1.4

Encourage community facilities in the area that meet the needs of residents and strengthen the sense of community.

Guideline 4.1.5

Develop a comprehensive long-term parking and street management plan for the area.

A comprehensive parking and street management plan should be prepared that addresses the long-term parking needs of the Ferry Building and other uses in the study area, including off-street parking, on-street parking, street management, and bicycle parking.

DESIGN PRINCIPLE 5: PROVIDE PUBLIC OPEN SPACE COMMENSURATE TO THE NEEDS OF RESIDENTS AND VISITORS

Adequate public open space and public recreational facilities are fundamental needs for all San Francisco neighborhoods.

The Bay, the piers and bulkhead buildings and the Embarcadero Promenade constitute a neighborhood, city-wide and regional open space resource equal to any in the world. Indeed, they are part of a larger unbroken network of open spaces that stretches from AT&T Park through to the Golden Gate Bridge, and link such regional destinations as Crissy Field, Marina Green, Fort Mason, Fisherman's Wharf, Coit Tower, the Ferry Building and the entire southeastern waterfront. The proposed Northeast Waterfront Plaza on Pier 27 will constitute a significant additional open space resource on The Embarcadero. This public open space system represents a resource for this neighborhood, the richness of which public few other neighborhoods in the city enjoy.

A high-quality, engaging and safe public realm supports daily living needs, prompting walking as transportation for errands, shopping and meeting friends and neighbors on the street. A diversity of open spaces that meets a variety of needs is also an integral piece of a healthy and successful public realm. Future improvements to the open space network in the area should focus on strengthening connections between existing and anticipated cultural and open space destinations through more attractive sidewalks, more comfortable crossings and periodic open spaces that provide alternative experiences as one travels along the corridor.

The recently updated draft Recreation and Open Space Element analyzed the open space needs for the entire city using peer-reviewed and widely accepted methods. The analysis determined that the study area is not a 'high need area' requiring a priority for the acquisition of open space. An analysis of the distribution of different types of open space in the City, however, did conclude that the area's proximity to active open space (e.g. basketball courts and playgrounds) does not meet City standards.

Private recreation facilities such as the Golden Gateway Tennis and Swim Club may complement public recreation facilities for certain segments of the population, but they do not fully replace the need for public recreation facilities. The Golden Gateway Tennis and Swim Club is used both by immediate residents such as those of the Golden Gateway Apartments as well as by the general public. It is an important resource for these residents. Should its loss be threatened by new development that would displace it, those portions of the facility that now serve the immediate residents should be provided as part of any new development, and any lag time between its removal and replacement should be kept to a minimum if at all. Whether such a replacement facility serves a broader public beyond the immediate neighborhood, however, is not relevant to the current discussion.

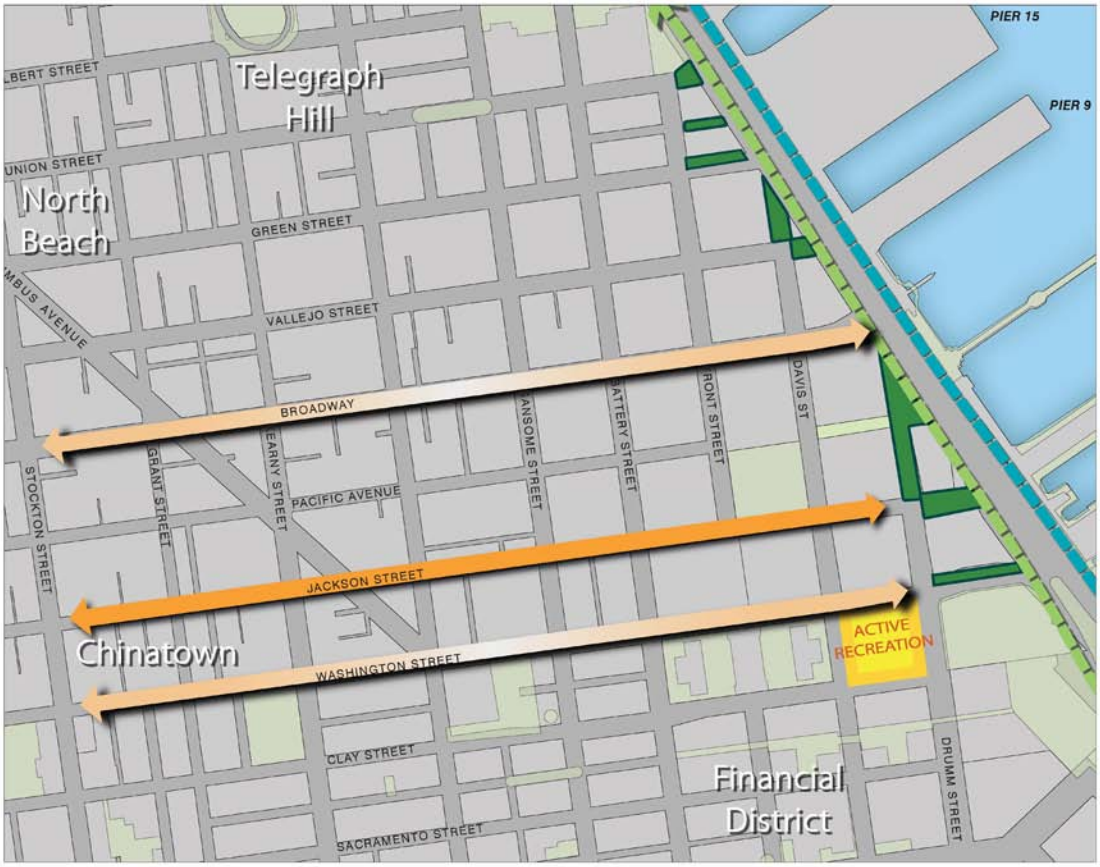
RECOMMENDATION 5.1

Create an open space network that meets the needs of residents and visitors.

While major new parks are not recommended for the study area, a number of new small- to medium-sized open spaces should be woven around any new development in the study area so as to create a string of plazas and parks that would augment the diversity of open space options for residents and visitors.

Guideline 5.1.1

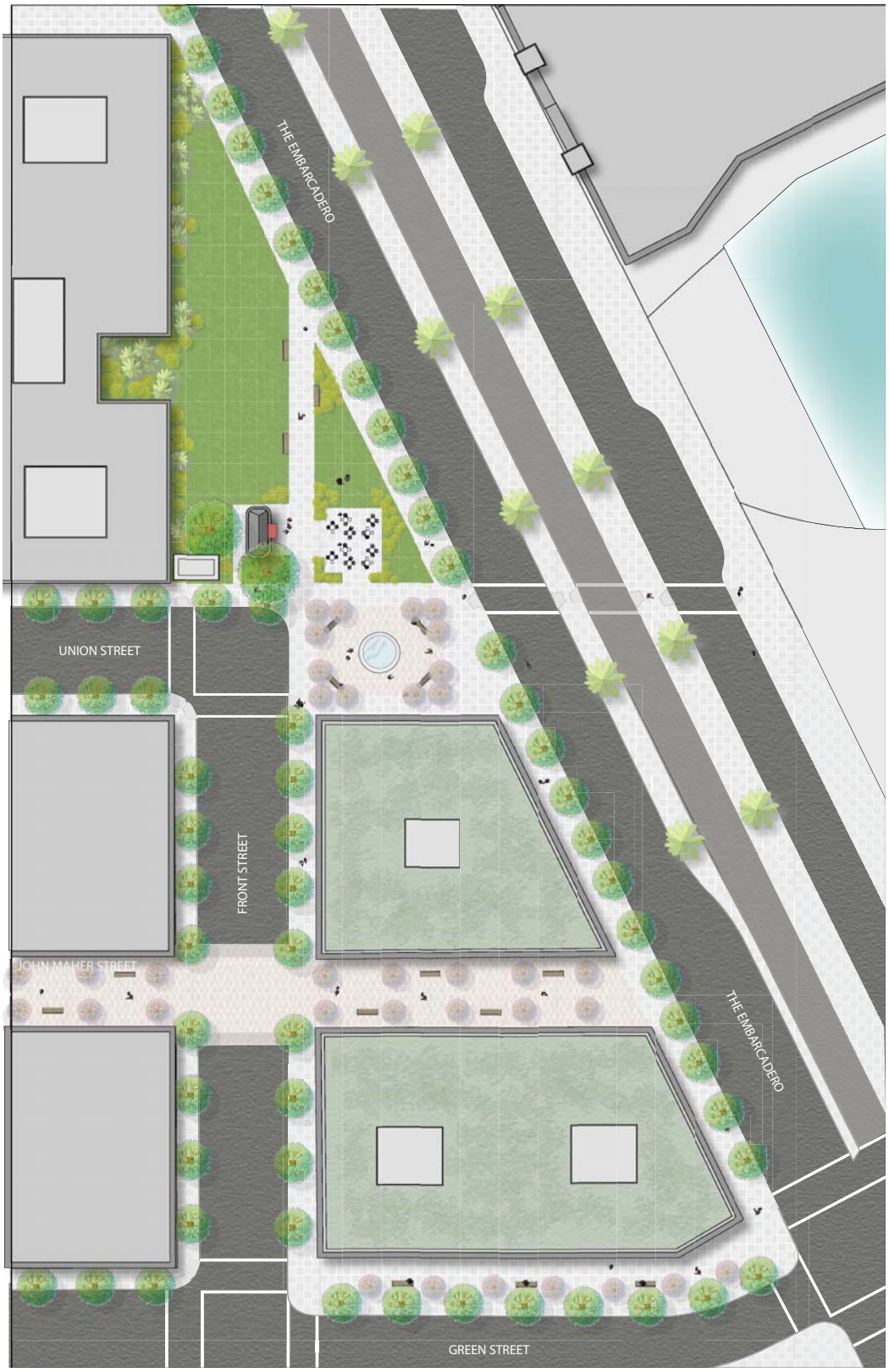
Require new private development to activate and enliven the adjacent public realm through active ground floor designs.



OPEN SPACE & MAJOR PEDESTRIAN CORRIDORS

- Improved western Embarcadero sidewalk
- Embarcadero Promenade
- Long Term Key Neighborhood Connection Street
- Immediate Key Neighborhood Connection Street
- New Open Space
- Existing Open Space
- Active Recreation at Sue Bierman Park

NORTHEAST EMBARCADERO STUDY



Parcel bounded by Green, Front and Union Streets and The Embarcadero

Guideline 5.1.2

The triangular parcel north of Vallejo Street east of Davis Street ideally would have a single-story building that could enliven the plaza proposed for the Vallejo Street Extension and frame the space to create an attractive urban room.

The absence of active ground floors along the western edge of the site, combined with its exposure to the prevailing wind coming down the Embarcadero from the north make this site well suited to a small-scale, single story building that can house uses that spill out and enliven the proposed plaza on Vallejo Street.

Guideline 5.1.3

Create a network of linked pedestrian routes and destinations.

Open spaces that already exist or are anticipated should be linked by a network of attractive, engaging and safe pedestrian routes. These routes should be marked by an integrated pedestrian wayfinding system that directs residents and visitors to cultural and recreational destinations. Throughout the public comment period community members voiced a desire for a strong network of public spaces along the Embarcadero corridor that includes additional public recreational opportunities.

Guideline 5.1.4

Incorporate seating opportunities in new development, plazas and open spaces.

The design of planters and low walls can provide safe, comfortable places where people can stop, view, socialize and rest. Integrating large windows adjacent to plazas and gathering spaces improves the site's attractiveness to visitors and provides more opportunity for community interaction. Sidewalk and outdoor dining spaces are encouraged; these spaces should not conflict with other sidewalk uses.

Guideline 5.1.5

Improve opportunities for publicly accessible active recreation space in the area, with a particular focus on the southern part of the study area.

DESIGN PRINCIPLE 6: ENSURE THE HIGH QUALITY DESIGN OF STREETS ALONG THE EMBARCADERO WATERFRONT

Streets that have special civic importance because of their location or width, or both, play a unique role in the city, merit the highest design standards and should offer a striking public realm for pedestrians.

The Embarcadero, as does Market Street, Van Ness Avenue and Columbus Avenue in their own ways, gives shape to a distinctive physical place in the city. Its overall width, the prominent investment in public transit, the heightened level of design, as well as the Embarcadero Promenade, express The Embarcadero's importance as a transportation route and as a place for people to spend time and engage in the life and activity of the City. Yet, there are a number of challenges with the current design of The Embarcadero that should be addressed. Pedestrian crossings need to be re-designed to improve the appearance, comfort and safety for pedestrians, calming the street and enabling people to move easily from one side to the other. Moreover, The Embarcadero's western sidewalk should be refurbished and made comparable in quality and prominence to the eastern side. Public amenities here should exceed those typical in other parts of the City.

RECOMMENDATION 6.1

Emphasize the comfort, enjoyability and safety needs of pedestrians and cyclists along the western edge of The Embarcadero.

Guideline 6.1.1

Enhance the western edge of The Embarcadero for pedestrians and cyclists, but ensure that people of all ages and abilities feel safe and enjoy using The Embarcadero as a route to and along the waterfront.

Guideline 6.1.2

Improve the western edge of The Embarcadero by providing a gracious sidewalk, a diverse set of seating choices, improved pedestrian lighting, safer and more comfortable crossings, consistent tree canopy and augmented landscaping, and consolidated parking meters.

As development occurs, require a 17-foot sidewalk along the western edge of The Embarcadero. This will allow for a 2-foot Building Zone, a 9-foot Pedestrian Zone and a 6-foot Furnishing and Curb Zone. New development may need to be set back from the property line to achieve this width; it is not the intention that this sidewalk width be achieved by moving out the existing curbline.

Ensure a consistent and sufficient level of lighting on the sidewalk so that pedestrians feel safe and can confidently navigate at night. Safety can be achieved primarily with better street lighting complemented by illumination from retail, restaurant and café windows.

Guideline 6.1.3

Identify and improve The Embarcadero's most important pedestrian crossings to strengthen connections between the City and San Francisco Bay. Explore adding a pedestrian crossing where Jackson Street meets The Embarcadero.

Pedestrian crossings at a number of intersections should be considered for substantial improvements, including raised crosswalks, special paving, high-visibility markings and corner bulb-outs designed to the specifications of San Francisco's Better Streets Plan. At a minimum, the crossings at Washington Street, Broadway, Green Street (in coordination with the Exploratorium on Pier 15) and Battery Street (in coordination with the proposed International Cruise Ship Terminal on Pier 27) should be significantly improved. In general, the layout of The Embarcadero emphasizes the free movement of the automobile over pedestrian access, comfort and safety; this should evolve over time to reflect more emphasis on pedestrian needs.

OPEN SPACE & MAJOR PEDESTRIAN CORRIDORS

NORTHEAST EMBARCADERO STUDY

- Improved western Embarcadero sidewalk
- Embarcadero Promenade
- Long Termey Neighborhood Connection Street
- Immediate Key Neighborhood Connection Street
- New Open Space
- Existing Open Space
- Active Recreation at Sue Bierman Park

Guideline 6.1.4
Encourage flexible outdoor seating, landscaping, and display of goods in front of buildings sited along the western edge of The Embarcadero.

Guideline 6.1.5
Public art should be an important element of the Western Promenade. Work with the Arts Commission to identify public art sites and perhaps to develop a public art program for the area.

DESIGN PRINCIPLE 7: BUILD WITH A CIVIC VISION ALONG THE EMBARCADERO

Development along The Embarcadero Waterfront must match the street's civic importance in quality of design, choice of materials, building orientation and active ground floors.

The quality of architecture and the civic prominence of a street are intertwined, with architecturally noteworthy buildings contributing to the street's memorable nature and overall impact on residents and visitors alike.

Historic buildings and historic districts provide a visual story of an area's evolution and must be respected. New development is obligated to continue the narrative through architecture that is both sensitive to context and honest to contemporary culture, building techniques and materials. In this way, future generations can reach a deeper understanding of change with clear evidence of how San Francisco has evolved through different periods and different economic and social conditions.

Buildings oriented to the street strengthen the pedestrian environment and sense of place, while those sited with indifference towards the street weaken it. Further, active ground floors along any street central to the larger pedestrian network, including The Embarcadero and the streets that intersect it, provide a more attractive and convivial space for people to walk.

Finally, The Embarcadero's substantial width requires a near-continuous built edge along its west side to bring definition to the space. Buildings need to be of sufficient height to prevent pedestrians from feeling disconnected from the City. More specifically, buildings south of Broadway, given the immediate context of downtown, tall towers and proximity to major transit, should be taller than those north of Broadway.

Development along The Embarcadero Waterfront must match the street's civic importance through design quality, choice of materials, building orientation and active ground floors.

RECOMMENDATION 7.1

Promote a scale of development that is appropriate to the surrounding urban context, taking into consideration adjacent development, the site's proximity to jobs and transit, appropriate levels of development and use given this central location, sensitivity to views and topography and relationship to The Embarcadero and the Bay.

The Planning Department has developed a number of guidelines for recommended height within the study area. During this planning process, the Planning Department has received, and continues to receive, constructive feedback on appropriate heights in this area. The details provided below reflect a point for further dialogue, while acknowledging that a final set of recommendations will need more time for the Planning Department to fully consider the diverse opinions being expressed by involved stakeholders.

Guideline 7.1.1

The heights of new development south of Broadway should be carefully sculpted.

Given 1) this area's strategic location next to downtown, its adjacency to transit, and proximity to the waterfront; 2) the City's need for housing; and 3) the opportunity for new residents to enliven and activate the waterfront, the neighborhood and downtown, the City should maximize the amount of housing, within the limits of good placemaking and urban design and a proper balance of additional public open space.

The heights described below are the product of a careful urban design study that has balanced the need to adequately frame The Embarcadero and Ferry Park, the need for any new

development to fit into the existing scale defined by the Golden Gateway Apartments, the Embarcadero Center, the Golden Gateway Commons and the historic buildings across the Embarcadero

Area bounded by The Embarcadero, Washington Street, Drumm Street and the south edge of the easterly extension of Jackson Street. New development should be sculpted to provide a flexible range of heights and massing. The preferred urban form for the portion of this site fronting Washington Street, The Embarcadero and the south edge of the extended Jackson Street would be 6 stories (67 to 70 feet in height, depending on ground-floor height). The Planning Department remains convinced that markedly lower development on any significant portion of this site, especially where it fronts The Embarcadero or Washington Street, would be visually inconsistent with the scale and civic prominence of The Embarcadero and the scale of buildings in the immediately adjacent downtown.

The portion of the site that fronts Drumm Street should also be sculpted. More specifically, some portion should be allowed to rise to the full permitted height of 8 stories (84 feet in height). Further, in light of this study's current recommendation to apply a six-story height maximum over more of the site south of Jackson Street, and to partially compensate for the resultant reduction in the housing that can now be achieved, while continuing to ensure the sculpted heights desired by the community, this portion of the site may need to rise above the eight stories currently permitted; how much higher will require further discussion and consideration.

The goal of these height recommendations is to respond to the community's desire for attractive buildings that offer a more varied and compelling urban form than would otherwise be possible under uniform maximum height limits. The community has also asked that greater flexibility be built into the height guidelines to allow for design flexibility to respond to site constraints and community needs.

Jackson Street Extension, Drumm Street to The Embarcadero. New development should not be allowed within this extension. When new development occurs, it is envisioned that the Jackson Street Extension would become an urban plaza that potentially could be used by adjacent ground-floor uses to the south and north.

Area bounded by The Embarcadero, the north edge of the easterly extension of Jackson Street, Drumm Street and the easterly extension of Pacific Street. New development here should be no higher than 2 stories (25 feet in height).

Pacific Avenue Street Extension, Drumm Street to The Embarcadero. New development should not be allowed within this extension. When new development occurs, it is envisioned that the Pacific Avenue Extension would become an urban plaza that potentially could be used by adjacent ground-floor uses to the south and as an extension of any new open space to the north.

Area bounded by The Embarcadero, the north edge of the easterly extension of Pacific Avenue, and the northerly extension of Drumm Street. When new development occurs, this area should become public open space or publicly accessible private open space. If it is feasible to develop a single-story structure on this site to accommodate a use that would activate the Pacific Avenue extension, this option should be entertained, but if it proves infeasible the site should remain free of development.

Guideline 7.1.2
No change in height controls is contemplated in the portion of the study area north of Broadway.

North of Broadway, fronting parcels between Broadway and Vallejo Street were recently zoned to 40 feet. No change is contemplated to these height controls. It should be noted, however, that the pleasing ground floor scale recommended by this study in the portions of the study area south of Broadway will unlikely be achievable within a 40-foot height.

Area bounded by the north edge of the Vallejo Street Extension, the east edge of the Davis Street Extension and The Embarcadero. This could be an appropriate location for a new open space, although the poor quality ground floor of the adjacent KGO building and the prevailing winds across the site would present challenges in activating the new public space. For these reasons, if it is feasible to develop a single-story structure on this site to accommodate a use that would activate the space on all three sides, this option should be entertained, but if it proves infeasible the site should remain free of development.

Vallejo Street Extension, Davis Street to The Embarcadero. No development should be allowed within this extension.

Davis Street Extension, Vallejo Street to The Embarcadero. No development should be allowed within this extension.

Area bounded by Green Street, Front Street, the south edge of the Union Street Extension and The Embarcadero. The size, shape and context of this site suggest a number of constraints and opportunities that will need to be balanced. First, the length of the parcel suggests the need to break down the massing to maintain a pedestrian scale of development. Second, the small triangular parcel north of the Union Street Extension, currently an open space, serves little open space function other than as visual open space. Therefore a development solution should be found that improves the experiential quality of this space. Third, the historic buildings to the west and the existence of the pedestrianized John Maher Way provides an appealing context to build off of.

This site affords a number of solutions that would meet these overlapping needs and constraints. The Planning Department prefers that John Maher Way be extended across this site to The Embarcadero, maintaining the design elements present west of Front Street.

URBAN DESIGN ELEMENT
Below are the objectives and policies from the Urban Design Element that are of special relevance to new development in the study area.

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 that will cause new buildings to stand out in excess of their public importance.

Policy 3.4
Promote building forms that will respect and improve the integrity of open spaces and other public areas.

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

Further, the extension should be linked by a raised crosswalk across Front Street. Union Street should be extended as a pedestrian route to The Embarcadero, adding to the open space to the north. Some activating element would be suitable for the new combined open space, such as a permanent kiosk-style building; alternatively, a ground-floor use in any future development just south of Union Street could spill out into the proposed plaza. Finally, the northern curb of Green Street between Front Street and The Embarcadero could be widened by approximately 15 feet to create a "Living Street" along the north sidewalk, allowing for generous seating and landscaping elements, including stormwater management elements.

RECOMMENDATION 7.2

Employ context-sensitive site design and building orientation.

Sophisticated site design helps to resolve problems posed by such variables as site constraints, community needs and public policy. In San Francisco, the challenge is often ensuring that design solutions result in a high quality pedestrian experience. Site design is especially important in large new developments where building design must be carefully planned to achieve a human scale.

Guideline 7.2.1

Orient building elements, such as main entries, lobbies, windows and balconies to face streets, public parks, plazas and open spaces to help ensure a consistently high volume of pedestrians, strengthen the visual and physical connection to the street, and reinforce community character.

Guideline 7.2.2

Buildings in general should be built to all property lines facing public rights of way.

Buildings should be built to all property lines facing public rights of way, with the exceptions noted below:

- Residential buildings should be set back from sidewalks up to ten feet to accommodate building entries, stairs, porches, small gardens and landscaped areas.
- Some set back areas should be developed to accommodate active uses such as building entries, seating and outdoor dining or display areas. Portions of retail facades should be recessed between 5 and 10 feet to accommodate these uses.
- New development fronting The Embarcadero may need to be set back from the front property line to achieve the recommended minimum 17' sidewalk width.

Guideline 7.2.3

Frontages of larger developments should provide variety on the street but remain consistent with the area's overall urban design concept by not mixing radically different materials, construction methods, bulk, massing and articulation.

RECOMMENDATION 7.3

Require massing and articulation that produces context-sensitive and human-scaled buildings.

Massing and articulation describes the relationship of a building's size and shape to both 1) its visibility in the larger cityscape and 2) its impact on immediate surrounding natural features and existing development. Massing and articulation also addresses building spacing, rhythm, and level of detailing. These factors help relate a building's physical form to the type of human activity that happens within and around it. New development should respect the scale and character of the surrounding areas. This includes the special nature of the historic districts in and around the Northeast Embarcadero.

Guideline 7.3.1
All new buildings should include a clearly articulated base.

Differentiate the function and form of a building's sidewalk level from the middle and top by using elements including, but not limited to, different exterior materials, awnings, signs, cornices, projections, setbacks and large windows. Horizontal architectural design features should be visible to differentiate the base from upper story levels. A minimum 6 inch projection is suggested.

Guideline 7.3.1
Taller buildings should include a clearly defined base, middle and top.

The middle of taller buildings should be clearly distinguished from the base and be articulated with vertically-oriented windows, projections, porches, and balconies. Above five stories, the top floor(s) should be integrated into an appropriately scaled expression of the building's top while complementing the rhythm of the ground floor bays.

Guideline 7.3.2
The roof, cornice, and/or parapet area should be well integrated within the building's overall composition, be visually distinctive, and should include architectural elements that create skyline interest. Roof forms should be drawn from the best examples in the area.

Guideline 7.3.3
Building façades should include three-dimensional detailing; these may include bay windows, vertical changes in planes, cornices, belt courses, window moldings and reveals to create shadows and add interest.

Guideline 7.3.4
Building facades that face the public realm should be articulated with a strong rhythm of regular vertical elements.

Provide repeating vertical articulation on new buildings, especially those with large frontages, to achieve visual interest necessary to sustain pedestrian interest and activity. Fenestration with landscaping, texture and shade/shadow help establish complimentary horizontal and vertical scales. Avoid undifferentiated massing (blank surfaces) longer than 25 feet.

Guideline 7.3.5
Residential building facades over 50 feet in length should provide vertical modulations recessed at least 2 feet to provide a human-scaled rhythm to the buildings.

Guideline 7.3.6
Develop rooflines, including roof function, shape, surface materials and colors that are integrated with the building's overall design concept.

Guideline 7.3.7
Locate and screen rooftop mechanical equipment, penthouses, and other components to enhance views from surrounding hills.

Guideline 7.3.8
Green roofs that allow rainwater infiltration, provide natural habitat to small birds, animals and insects, and improve the visual quality of roofs from surrounding hillsides are strongly encouraged on all parcels.

Guideline 7.3.9
Building form should celebrate corner locations. Special design elements and architectural features such as towers, copulas, awnings, marquees, gables, and "turrets" are encouraged. Special entries should be used strategically at street intersections and near important public spaces.

RECOMMENDATION 7.4

Create an engaging urban edge by requiring active ground-floor designs.

A building's ground floor design and use have tremendous impact on the street level pedestrian experience. The design of a building's ground floor can do much to encourage activities that begin to define the public life on a street. For this reason, building design should emphasize the quality of materials and level of detailing found at the ground floor over those found on upper floors.

In addition to the design guidelines for new development, retrofitting a number of existing buildings should be undertaken in accordance with the guidelines below. The southern portion of the study area, particularly around the Golden Gateway and surrounding office buildings, suffers from a poor quality ground floor design. The City should engage in partnerships with property owners in an effort to improve the pedestrian experience with activated ground floors and new spaces designed with more transparency from the sidewalk.

Guideline 7.4.1

No more than 30 percent of the width of the ground floor or 20 feet, whichever is less, may be devoted to garage entries or blank walls.

Guideline 7.4.2

Primary building entries to common spaces and lobbies may be set back from the street facing property line, though no more than 5 feet from the street facing façade; and if set back, should be no wider than 15 feet at the property line per individual entry.

Guideline 7.4.3

Stoops, porches and landscaped areas at residential entries are strongly encouraged in order to create a positive relationship between the building and the public sidewalks as well as provide ample visual interest for passing pedestrians.

Guideline 7.4.4

Elements or features generating activity on the street, such as seating ledges, outdoor seating, outdoor displays of wares, and attractive signage are encouraged for all mixed-use buildings.

Guideline 7.4.5

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

Guideline 7.4.6

Residential units on the first floor should generally be directly and independently accessible from the sidewalk, rather than from common lobbies.

Guideline 7.4.7

Individual entrances to ground floor residential units should be set back 3-5 feet, but no more than 10 feet from the street-fronting property line.

Guideline 7.4.8

First floor residential units are encouraged to be above the sidewalk level such that the windowsills of these units are above pedestrian eye level to maintain the units' privacy.

Guideline 7.4.9

Upper story units should connect to a lobby entry that opens directly onto the public way. Where possible, units should not be accessed only from an interior courtyard.

Guideline 7.3.10

Mixed-use buildings with ground-floor shops should be built to the sidewalks in order to create an interesting and inviting walking environment. For streets other than The Embarcadero, some set back areas, not exceeding 30% of the building's frontage, may be developed to accommodate building entries,

seating and outdoor dining or display areas. Portions of retail facades may be recessed as little as 3 feet and as much as 8 feet to accommodate these uses.

Guideline 7.4.11
Active pedestrian-oriented uses should be provided within the first 25 feet of the lot depth on all frontages except where garages and utilities access are required.

Guideline 7.4.12
Large commercial uses, such as a grocery store, should be wrapped by other commercial uses as much as is possible.

Guideline 7.4.13
Design ground floor commercial facades to be at least 75% transparent to allow a clear view inwards to an active space from the street. This fenestration cannot be tinted. Post-construction alterations, such as retail displays, should not prevent a clear view.

Guideline 7.4.14
Locate retail entrances at corners where possible.

Guideline 7.4.15
Ground floor retail spaces should have a minimum 12.5 foot floor-to-ceiling height.

Guideline 7.4.16
Ground floor retail use should be directly accessible from the street at the grade of the sidewalk onto which it fronts.

Guideline 7.4.17
Commercial and storefront entrances should be easily distinguishable from residential entrances through the use of recessed doorways, awnings, transparencies, changes in colors and materials, and alternative paving.

Guideline 7.4.18
Integrate universal access within the building's overall design concept. Ensure that features aimed for achieving universal access are compatible with the architectural and historical integrity of the structure.

Guideline 7.4.19
Place utility vaults and access panels in driveway curb cuts when possible so as to prevent blank building frontages and to ensure that sidewalk planting opportunities for street trees and landscaping are not limited. Where necessary, frontages used for utilities, storages, refuse collection and other activities should be integrated into the overall articulation and fenestration of the facade, or be masked by landscaping or other design features where active uses are not possible.

RECOMMENDATION 7.5
Building façades should contribute to an attractive, lively and safe pedestrian environment. Design and articulation of the building façade help to reinforce and enhance the pedestrian experience. Use of high-quality materials, appropriate colors, rich detailing, and placement of appropriate elements at both residential and retail entrances contribute to a sense of an enlivened pedestrian environment.

Guideline 7.5.1
Use an integrated, consistent range of materials, colors and design elements for each building, including, but not limited to, construction materials, roofs, entrances, and window, door, sign and lighting systems.

Guideline 7.5.2
High quality building materials should be used on all visible facades and should include stone, masonry, ceramic tile, wood (as opposed to composite, fiber cement based synthetic wood materials), precast concrete, and high grade traditional hard coat stucco (as opposed to synthetic stucco that uses foam).

Guideline.7.5.3
Minimize use of synthetic stucco or spray-on stucco on building frontages.

For all buildings, stucco on any detailing or projecting element such as belt courses, window trim or cornices should not be used.

Guideline 7.5.4
A minimum window reveal of 2 inches is required above the ground floor to provide shadows and visual interest to pedestrians from the street. See the San Francisco Window Guidelines for additional details.

Guideline 7.5.5
Integrate new business signs and their components with the building's overall design concept and materials palette; they should not overwhelm the building's façade with either color or size and should be oriented toward the pedestrian.

Guideline 7.5.6
Integrate exterior light fixtures, including custom light fixtures consistent with the overall design concept, into the building's overall design.

RECOMMENDATION 7.6
Adopt parking and access policies that minimize the impact of parked cars on the pedestrian environment.

Guideline 7.6.1
Off-street parking should create minimal physical and visual disruption to the pedestrian environment. On commercial streets, off-street parking should be discouraged, and in some cases prohibited.

- Parking should be located at the rear of the site and setback from street frontages whenever possible.
- Where a building has two frontages, locate parking entrances, loading docks, bays, and auxiliary entrances on secondary streets, and minimize their visual impact on the neighborhood. For more details, see SF Planning Code 155(r).
- If provided, off-street parking should be accessed via side streets or alleys where possible.
- Loading, service and access to building utilities should be provided using the same access points as parking garages.
- Prohibit new surface parking lots.
- Parking, loading and garage entries should be recessed to diminish their visual presence and to provide façade shadows.

Guideline 7.6.2
At or above grade parking is discouraged. Where at or above grade parking is necessary, it should be wrapped with a minimum of 25 feet of active use at the ground floor.

At or above the ground floor, parking shall be entirely screened from the street.

Allowable active uses include residential, retail or office, and must be on both the primary and secondary street frontages, except for the minimum frontage required for building utilities and parking access.

Guideline 7.6.3
Minimize the negative effect of parking and garage entrances on pedestrians by limiting the number and width of openings and architecturally integrating them into the building or landscaping.

Residential garage door widths should be no more than 8' in width. For development with more than 20 units, a separate door for ingress and egress should be allowed, but each door should not exceed 8 feet and should be separated by at least one foot.

Minimize the number of entrances and exits in parking structures. For garages with 100 or fewer spaces, a single opening no more than 20 feet wide may be allowed. For garages with more than 100 spaces, no more than two openings 20 feet wide may be allowed.

Guideline 7.6.4
Design hotel, office and residential lobbies to be accessed directly from the street and not from porte cocheres.

Porte cocheres are inappropriate for an urban and pedestrian-oriented district; they detract from the visual quality of the sidewalk and diminish pedestrian safety by increasing the number of conflicts between people and vehicles accessing the building.

Guideline 7.6.5
Discourage new surface parking lots and explore ways to encourage retrofitting existing surface parking lots and off-street loading areas to minimize negative effects on microclimate and stormwater infiltration. The City's Stormwater Master Plan, upon completion, will provide guidance on how best to adhere to these guidelines.

RECOMMENDATION 7.7
Provide the amount, quality and type of private open space that meets the needs of residents. Common private open space for occupants of residential buildings in San Francisco should provide a high degree of safety, accessibility, and level of privacy. They are valuable play spaces for children, a setting for "backyard" gatherings, and an extension of interior living areas. Common private open spaces within residential developments are intended to compliment the area's larger network of public streets and open space, but not substitute for them.

Guideline 7.7.1
Common private open space at ground level should be designed to be visible from the street, using views into the site, tree-lined walkways, or a sequence of design elements to allow visual access into the space, even when the space is not publicly accessible.

Guideline 7.7.2
Common private open space should be designed as a usable surface area, containing both landscaped and hardscape areas. Landscaped green and/or garden space should comprise a larger proportion (more than 50%) of the common outdoor area where possible.

Guideline 7.7.3
Develop rooftop terraces, gardens, and associated landscaped areas to be both attractive common private open space, including if viewed from hillsides above, and effective stormwater management tools that reduce runoff and limit water usage.

Guideline 7.7.4
Require new development to adhere to a new performance-based ecological evaluation tool being developed by the City of San Francisco to improve the amount and quality of green landscaping.

DESIGN PRINCIPLE 8: DESIGN IN THE CONTEXT OF ADJACENT NEIGHBORHOODS

New Development should respect the scale and character of the surrounding areas. This includes the special nature of the historic districts in and around the Northeast Waterfront.

The Northeast Embarcadero Historic District, the Telegraph Hill Historic District, the Jackson Square Historic District and the Embarcadero Historic District all provide an important context for new development in the larger area. Architecture that features durable materials, large floor plates, high floor-to-ceiling heights, and large windows spaced rhythmically along the façade can be applied in new building design in a manner that remains faithful to contemporary standards yet respectful to the historic context.

By contrast, the Golden Gateway complex, with its 215 foot towers, elevated public open spaces and podium parking garages remains a defining feature in the Northeast Embarcadero, although not always a positive one. The austere ground-floor frontages severely undermine the quality and character of the pedestrian environment. New development should instead provide active and transparent ground-floors that enliven the adjacent sidewalks.

RECOMMENDATION 8.1

New development should complement the character of the historic districts in and around the study area while still embodying of the very best of contemporary architecture.

The urban environment should remain honest to the social, economic and cultural forces that influence the larger society and thereby reflect the evolving physical narrative of San Francisco's evolution as a city.

Guideline 8.1.1

New development within the Northeast Embarcadero Historic District must be consistent with the design guidelines established by the Secretary of the Interior Standards.

Guideline 8.1.2

New development outside any of the historic districts should recognize and respect the precedent set by the adjacent historic districts, but remain faithful to the aspirations of contemporary architecture as expressed through materials, fenestration and building articulation.