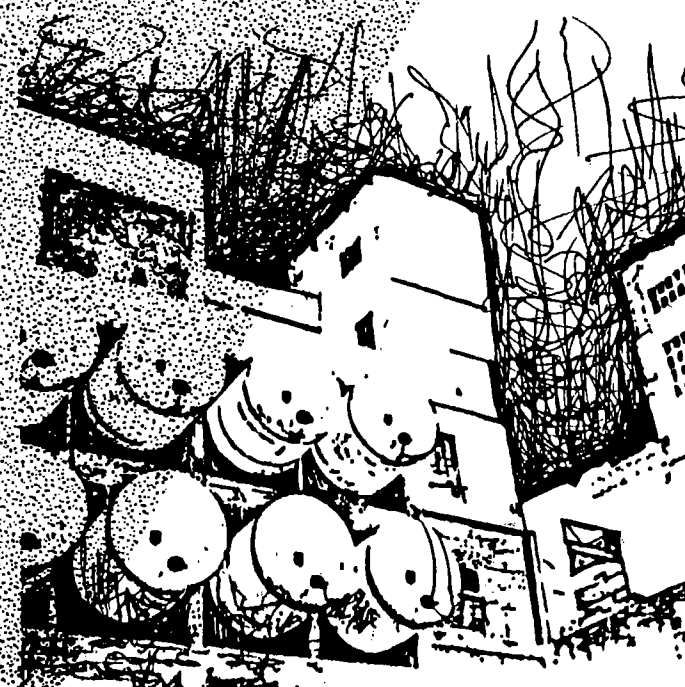


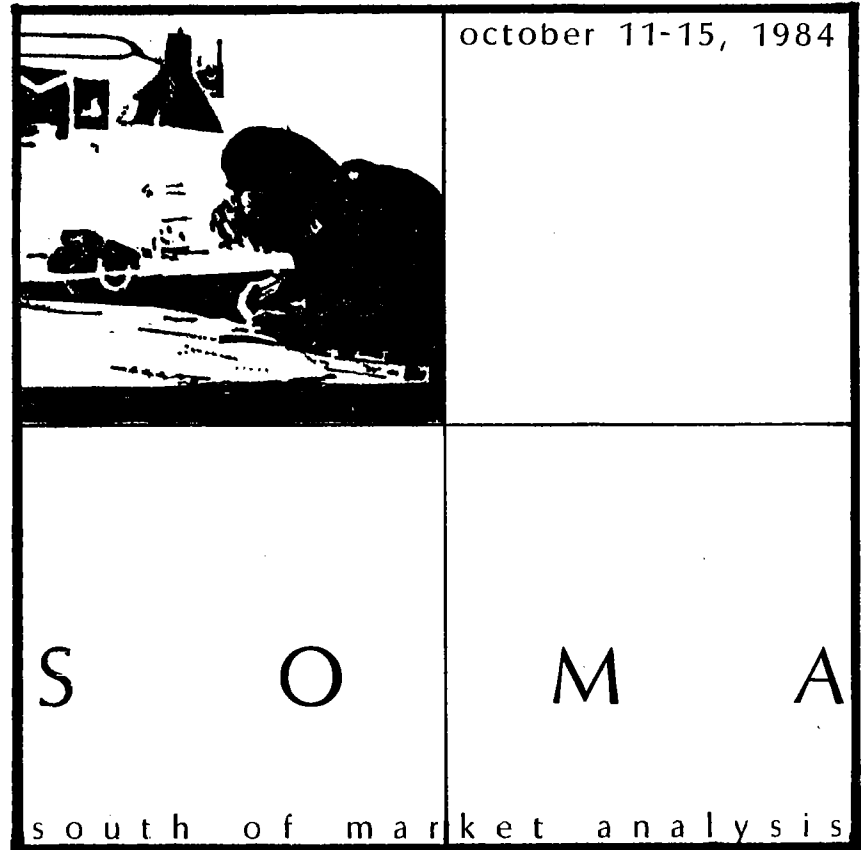
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an analysis by the san francisco regional/urban design assistance team

a program of the american institute of architects urban planning & design committee



p r e f a c e

T H E R / U D A T P R O G R A M

The Urban Planning and Design Committee of the American Institute of Architects has been sending Urban Design Assistance Teams to various American cities since 1967.

The San Francisco South of Market Team is the 78th such team to be invited into a specific area to deal with environmental and urban problems which range in scale from large cities and regions to small towns, and in type from recreational areas to public policy and implementational methods. The teams respond to the problems as described by the community leadership.

Each Regional/Urban Design Assistance Team is specially selected to include professionals experienced in the particular problems of the area under study. Members are not compensated for their service and agree not to accept commissions for work resulting from their recommendations.

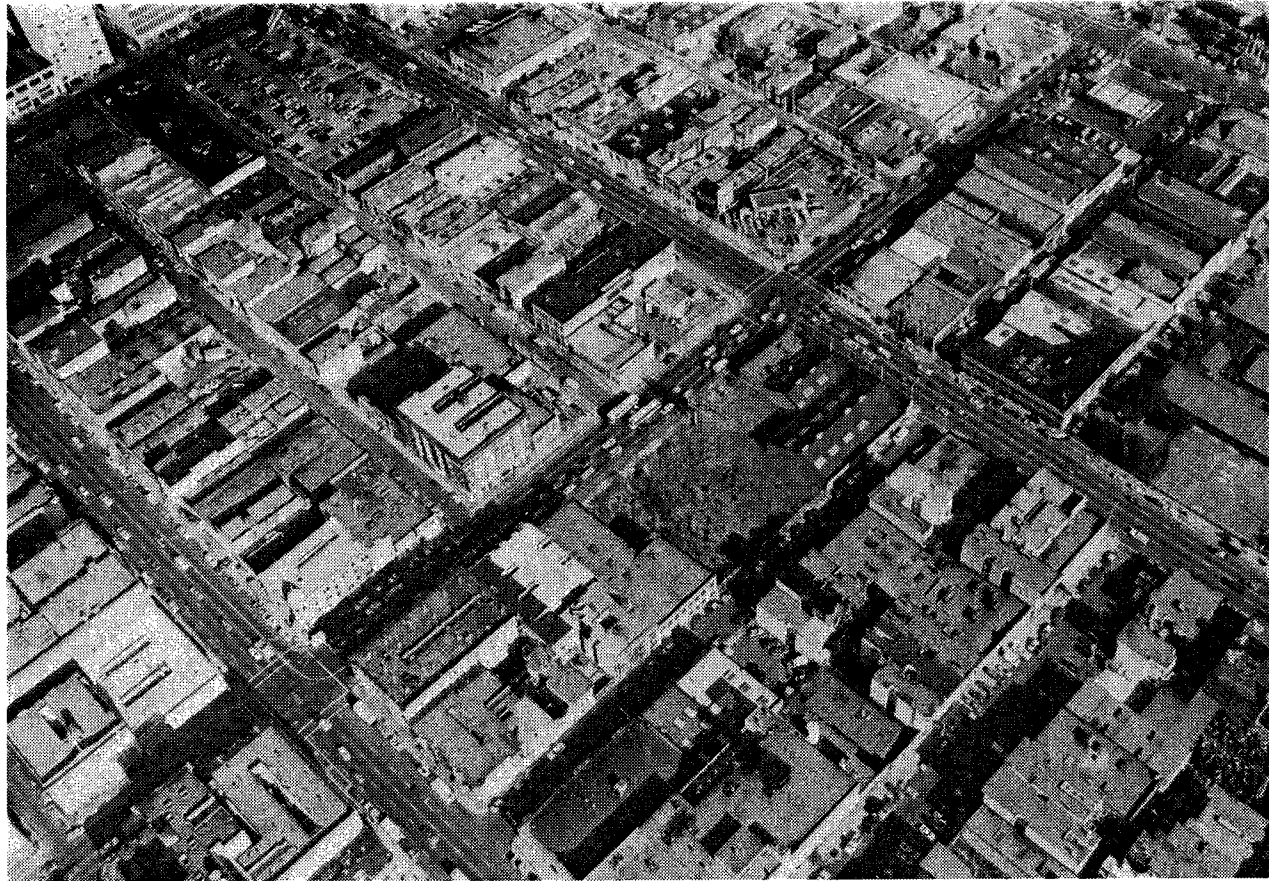
The team acquaints itself with the community and its people; presents its analysis from a fresh perspective; and offers its recommendations.

O B J E C T I V E S

The objectives of the R/UDAT Program are : to improve the physical design throughout the nation, to illustrate the importance of urban and regional planning, to stimulate public action, to give coherence, and to provide opportunity for consensus to the diverse opinions of the community groups.



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An assistance team cannot provide detailed analysis, solutions or final plans to complex problems in the four-day visit, but it can objectively approach long-standing problems by : providing a new look by experienced outsiders, providing new impetus and perhaps new direction for community action, clear and comprehensive recommendations which are professionally responsible.

T H E V I S I T

In February 1984, Ronald A. Straka and Stanton Eckstut made a reconnaissance visit to San Francisco to evaluate the effectiveness of a R/UDAT for the South of Market. In July, formation of a team was approved, and John P. Clarke was appointed leader. Clarke and Straka made a final reconnaissance visit August 16-17, and on October 12-15 the team made its visit. The team met with city officials and planners, civic leaders and organizations, and other interested community groups, and surveyed the South of Market by bus, air and on foot.

With this information, the team engaged in intensive work sessions which culminated in a press conference and a public presentation on October 15. This report was presented at that time.

S P O N S O R S H I P

The request to the A I A was accompanied by letters of interest and support from Dianne Feinstein, Mayor of San Francisco, and from civic boards and citizens groups including the Department of City Planning, the Redevelopment Agency, the Department of Recreation and Parks, the National Trust for Historic Preservation, the League of Women Voters, the Downtown Association of San Francisco, SPUR, the

Foundation for San Francisco's Architectural Heritage and San Francisco Forward.

Financial support for the expenses of the R/UDAT visit and this published report came from the A I A San Francisco Chapter, the Architectural Foundation of Northern California, the Wallace A. Gerbode Foundation, the City and County of San Francisco, and from private contributors who are listed in the Appendix of this report.

A C K N O W L E D G E M E N T S

The R/UDAT visit was coordinated by Jack Robbins, FAIA, of the Urban Design Committee of the A I A San Francisco Chapter, along with Adam Krivatsy, Thomas B. Conrad, Peter Hartman, Alex Bonutti and Elizabeth O'Hara. Judge Daniel Weinstein was Honorary Chairman of the R/UDAT. Many other people assisted the steering committee in organizing the R/UDAT, and are listed in the Appendix of this report.

Members of the team were assisted by students from California Polytechnic State University, San Luis Obispo; the University of California at Berkeley; and Cogswell College of San Francisco. Their participation was arranged by Sandra D. Miller of Cal Poly and James E. Vann of UC Berkeley.

A vital element of the R/UDAT study was the active interest and participation of civic leaders and citizens from the City and County of San Francisco.

Report Printing: courtesy of Blueprint Service Co.

g o a l s a n d v i s i o n s

The South of Market District has produced a varied urban ecology that, while not typical of other parts of San Francisco, serves an indispensable role in the overall city process.

Some of the components of this complex ecology are tough and resilient, just like much of the area's industrial buildings, but a great many of them are as delicate and fragile as the old frame cottages that line its inner alleys.

Therefore, this is not, on the whole, an appropriate place for grand gestures and sweeping plans. With a few well-identified exceptions, the proper role of urban design here is to maintain endangered patterns and resources, and to promote positive evolution rather than radical rebuilding. Accordingly, the goal of this report is to preserve and in some cases to strengthen this community's ability to function as:

- o A source of relatively low-cost housing in a city whose shelter costs are among the nation's highest.
- o A place accommodating light industrial activity and blue-collar employment.
- o A transportation locus that serves as the front door of the city for most of San Francisco's commuters and tourists.
- o A residential resource for recently arrived immigrants.
- o A residential community for the elderly.
- o A locus of support institutions serving such

highly varied populations as the elderly, families, gays, the homeless, and skid row residents.

- o A pool of specialized small businesses serving the office core to the north, but unable to pay prime downtown rents.
- o An incubator district for new, small-scale business activity.
- o A district meeting the specialized workplace/residence needs of visual and performing artists at affordable rates.

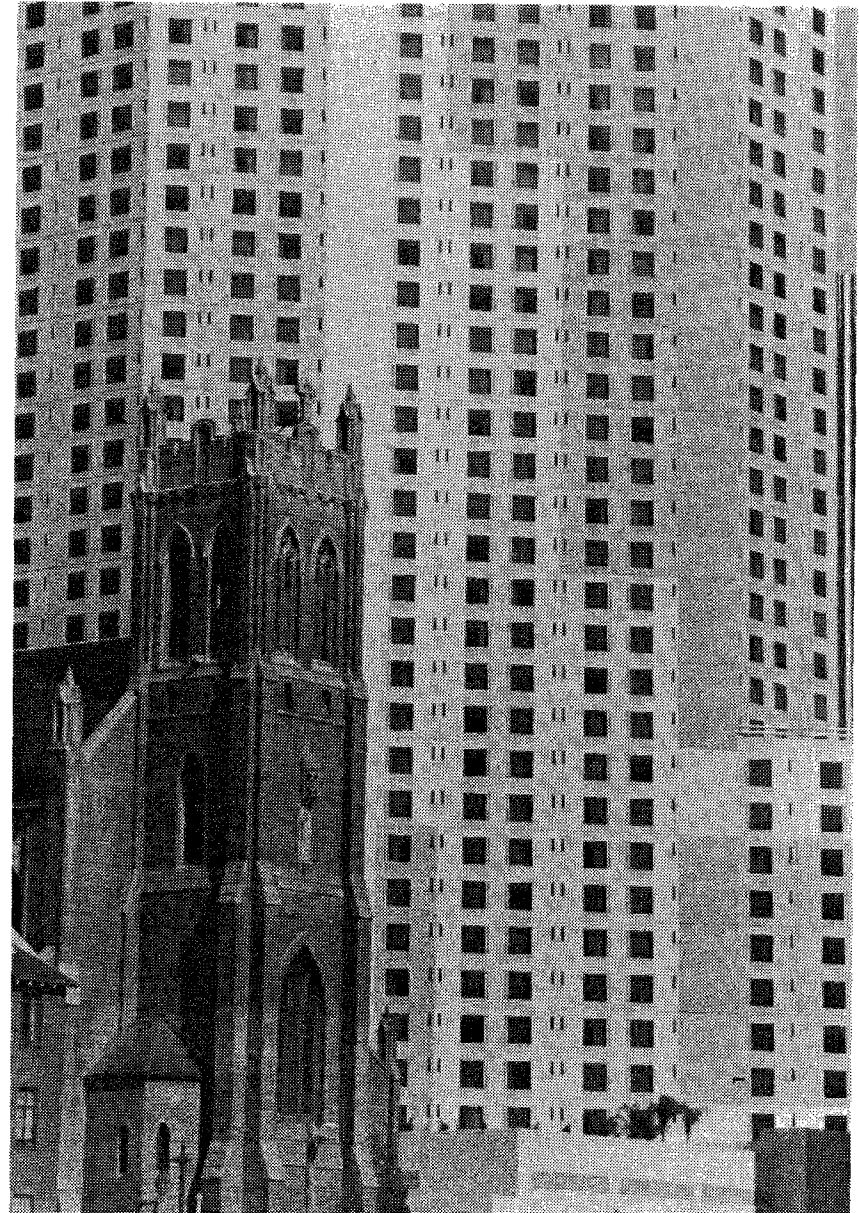
Meeting these objectives is not a simple matter of perpetuating the status quo, but will require active conservation. Like swimming upstream, keeping South of Market's functional mix intact will necessitate decided effort. Zoning and height limit controls will have to be bolstered by specific public and private programs outlined in the body of this report, or the area will continue to change in undesirable ways.

While this conservation effort is being carried out, there will also be several more dramatic undertakings occurring at the edges of the district. Yerba Buena redevelopment is entering its final design phase, and proposals such as Rincon Hill housing, South Beach redevelopment, and the Mission Bay new town are in various stages of planning. To this group we propose adding a South Embarcadero plan that seeks to:

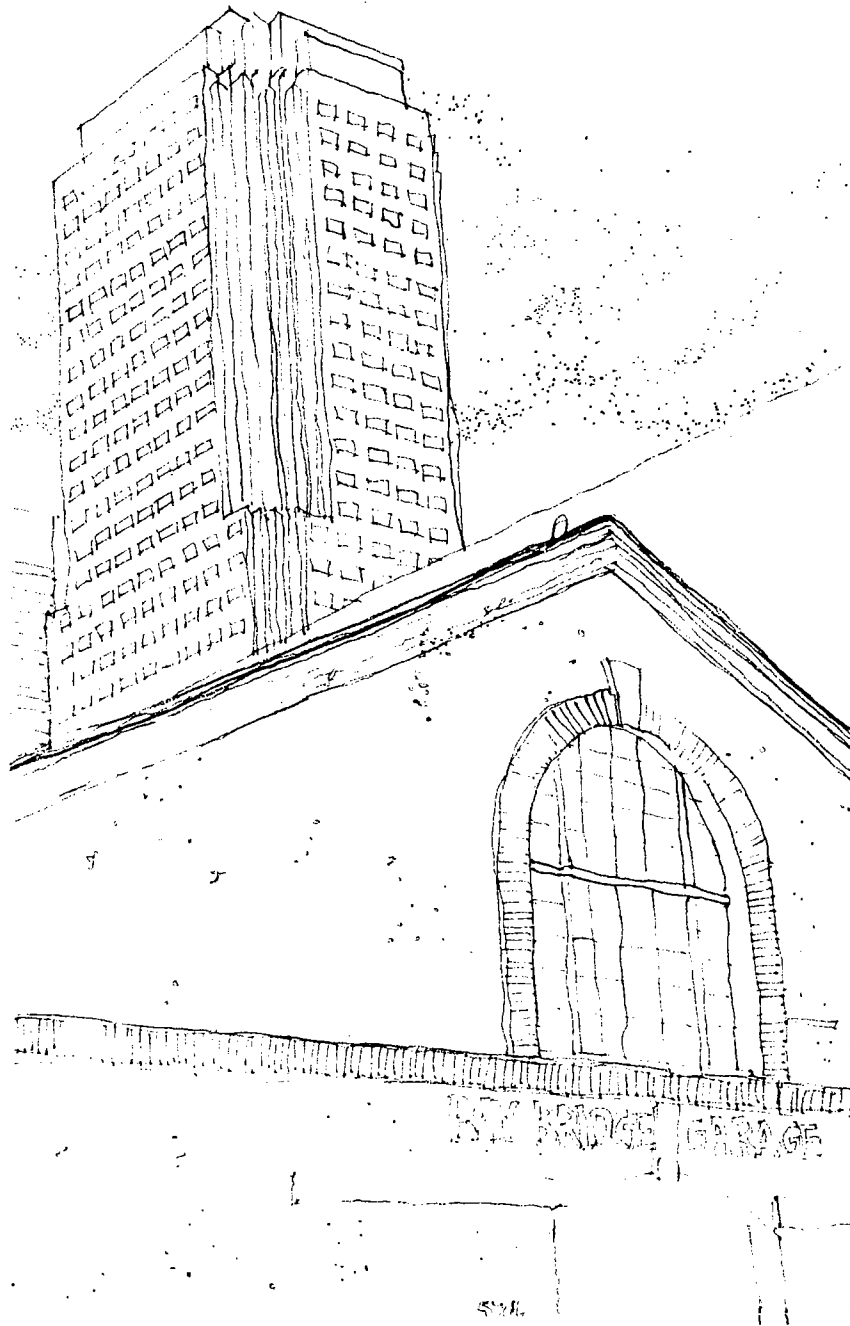
- o Serve as a structuring device for an important urban edge.
- o Integrate portions of the Mission Bay, South Beach and Rincon Hill developments.

- o Provide a design context for the MUNI E Line extension.
- o Capitalize on the removal of portions of the Southern Pacific commuter line and the 280 Freeway.
- o Include the waterfront portion of the South of Market district within the generally perceived heart of the City.
- o Create a high-amenity public pedestrian space.
- o Reclaim a portion of the waterfront for everyday human use.

By restructuring some of the strong growth pressure on the eastern portion of the district, and simultaneously embarking on a program of physical conservation and social amelioration in the western portion, we believe San Francisco will be able to accommodate the divergent expectations that are being placed on South of Market as a whole.



c o n t e x t



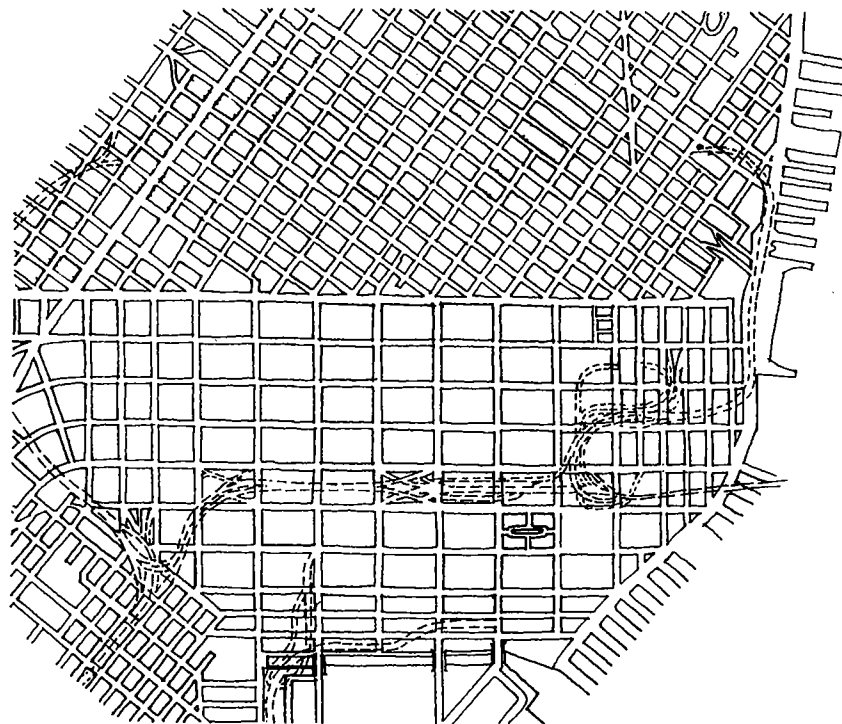
The South of Market district has been of concern to the citizens of San Francisco for many years. During the late 1960's concentrated development activity north of Market Street and the development of mass transit beneath Market Street suggested to many that urban renewal was necessary to produce private investment South of Market. Out of this grew the Yerba Buena Center (YBC) plan and the Moscone Convention Center. The implementation of renewal activities led to the eventual development of new subsidized housing in the adjoining area.

Recent years have seen development pressures from the financial district on the South of Market district east of YBC. This area is part of the City's Downtown District and has been thoroughly planned by the City in the past three years. At the same time there has been a recognition that the area west of YBC provides important support services to downtown as well as low cost housing for immigrant groups in the City. The planning analysis and recommendations of SPUR in its 1981 report, and the recent Board of Supervisors' development moratorium indicates a commitment to conserve the district's mixed use character and function.

In its discussions with public and community representatives, the team has found a high degree of agreement about the objectives for this area. There appears to be a general agreement that conservation of the mixed use area west of YBC for the present businesses and residents is a desirable goal. There seems to be a consensus that housing, support service businesses, families, elderly, artists and gays can coexist in a mutually supportive manner. This commitment to diversity is to be commended and is a basic premise of the R/UDAT team's response to the study area.

The South of Market District covers approximately 1,100 acres and includes 80 blocks. It differs dramatically from most of the City's other districts in several respects:

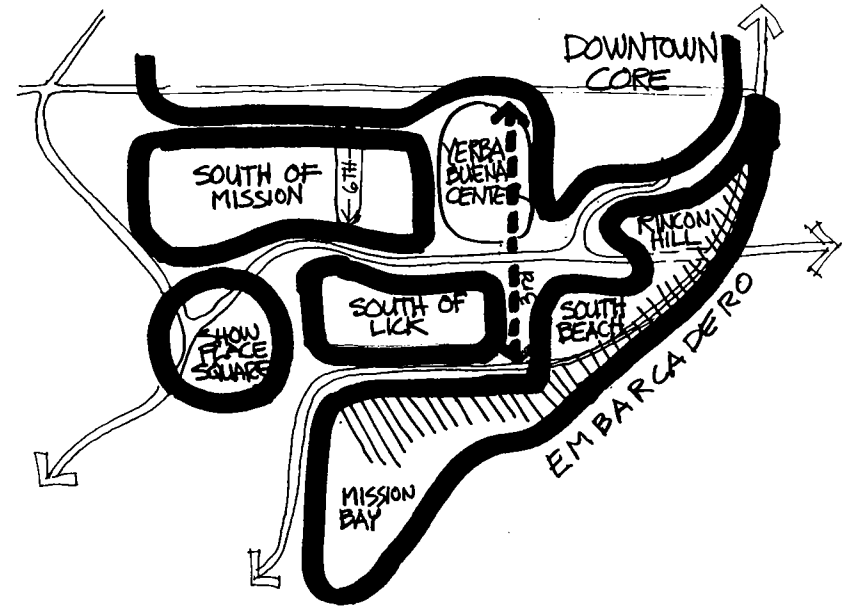
- o The basic block size is extremely large. Most of these superblocks are subdivided into several smaller ones, but in no consistent pattern. Parcel sizes and street widths similarly show great variation, often in close proximity.
- o The scale and texture of the built pattern is also very non-uniform.
- o Land uses range over a wide gamut and are mixed at a fine grain. Retailing, offices, warehousing, hotels, residences, distribution, and light industry all occur over a wide area and frequently exist side-by-side.
- o The amenities that typify other San Francisco neighborhoods are in short supply. Green open space, active recreation areas, neighborhood stores, consistent architectural character, and scenic views are all scarce.
- o Transportation facilities are extraordinarily diverse and abundant, but tend to serve the City and region rather than the district. South of Market is more a place to go through than it is one to be in.
- o The population density is about half that of the City as a whole.
- o The population is fragmented socially and is not as prosperous as that of typical neighborhoods.



Block Sizes

The elderly (primarily women), Filipino families, and skid row residents (mostly men) comprise most of the population. Leather-oriented gay males, although not resident in the district, have developed a cluster of bars and shops to serve their subculture.

- o The businesses in the district do not serve local demand as much as they serve specialized needs of the office district north of Market, or citywide and regional needs.
- o There is a high concentration of ongoing and proposed development projects under some form of public jurisdiction, concentrated in the district's northeast sector. Additionally, the privately initiated Mission Bay project in the southern portion is the largest single development planned in the city over the last thirty years.
- o Artists have found the combination of industrial building stock, relatively low leasing costs, and absence of normal residential use restrictions appropriate to their needs for working and living.
- o The adjacency of South of Market to the financial core constitutes one of the most pronounced geographic and economic contrasts in the city.



The South of Market really is not one consistent or coherent area. The disparate character of its various sections is described below.

The South of Market area contains a number of sub-areas, each with its own character, problems and potential. In addition, there are several important adjacent areas whose development will influence the South of Market study area.

T h e D o w n t o w n E x t e n s i o n

The Downtown district, particularly the high intensity financial and office center, is proposed to extend south of Market Street in the area east of Third Street. The area has experienced the greatest amount of private development and investment in recent years. The City's current plan proposes to encourage the extension of development south of Market Street, coupled with the preservation of significant older buildings mainly located north of Market. This area will contain office uses with supportive commercial activities and some residential development.

Y e r b a B u e n a C e n t e r

YBC is a special use area located South of Market which will include high intensity office development, hotels, major parks and recreation facilities, as well as Moscone Convention Center. The major project is surrounded by elderly housing and some new office buildings constructed as part of the overall project.

M a r k e t / M i s s i o n C o r r i d o r

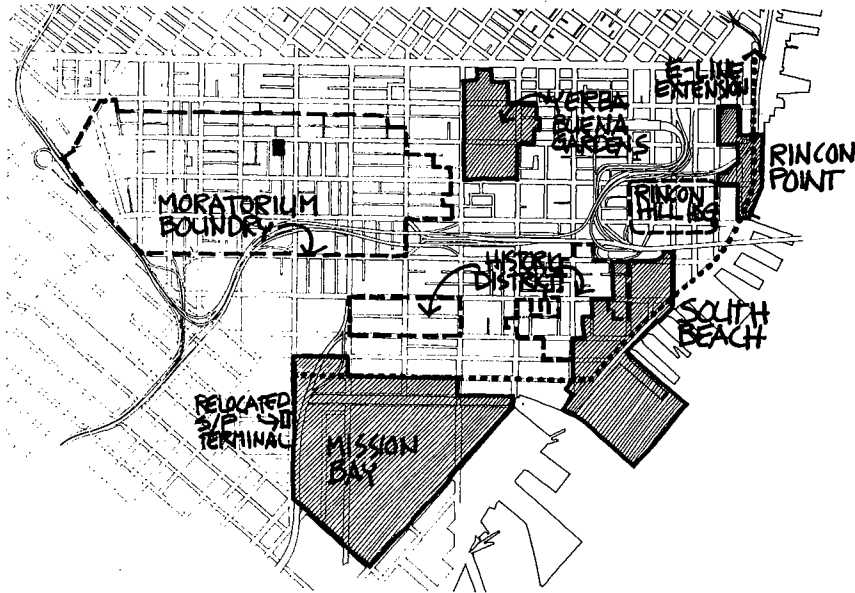
The Market/Mission Corridor running west to 12th Street is generally an extension of the activities north of Market Street. The eastern portion of the corridor contains retail space; the western portion contains some office functions located near the Civic Center. The area is included as part of the downtown retail/office development area.

S h o w p l a c e S q u a r e

Showplace Square is a recent development of wholesale showrooms and sales facilities for the design industry. Several former warehouse structures have been converted for these uses, including an exhibition facility. Developers of the area plan to expand the development and create complementary facilities.

M i s s i o n B a y

Mission Bay is a major development project of the Southern Pacific/Santa Fe Railroad. The railroad and the City have recently agreed on the main components of a plan for the 200 acre site. This will include 7,500 housing units and four million square feet of office space, with an extension of China Basin into the project area.



R i n c o n H i l l

Rincon Hill is an area of housing and underused commercial buildings. Plans have recently been prepared recommending the development of high quality, high intensity housing in the area.

S o u t h o f L i c k F r e e w a y

The South of Lick Freeway area, west of 3rd Street, is a light industrial area containing wholesaling and some manufacturing users requiring large floor areas. Some buildings in the area have been recently converted to office use.

S o u t h B e a c h R e d e v e l o p m e n t A r e a

The South Beach area contains several historic commercial buildings, as well as a number of vacant buildings and parcels. The Redevelopment Agency has prepared a plan for the development of over 2,000 new housing units and related commercial uses in the area. West of this proposal are other historic structures and the South Park residential community.

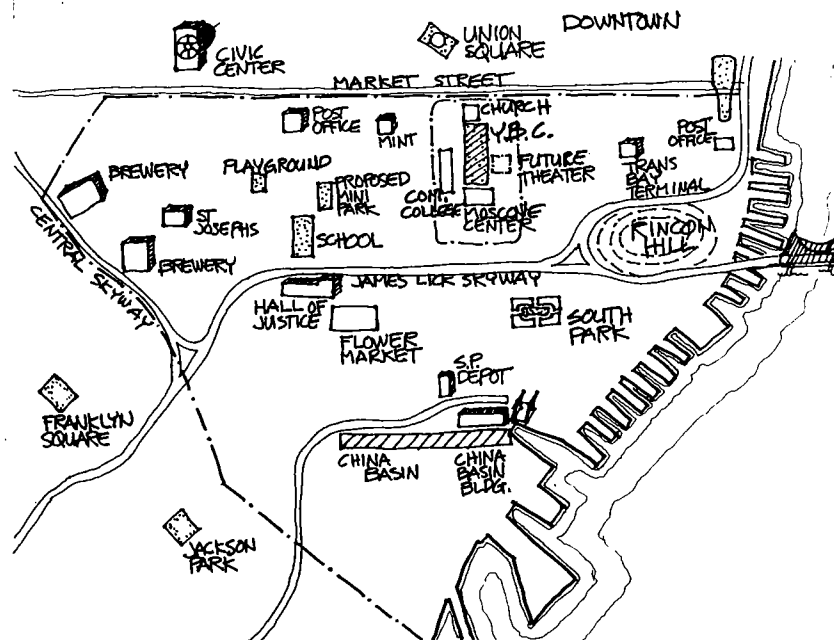
South of Mission Area

The South of Mission district has the most pronounced mix of land uses and social groups of any section of the City. It provides low-cost space for businesses providing support services to the downtown office area, and is severely threatened by the expansion of downtown office space. It divides into two sub-areas. The 6th Street corner is the City's skid row and contains many residential hotels. The western portion of the section south of Folsom Street is a location of nighttime entertainment activities, including the major concentration of the gay leather bars in the City.

The Embarcadero / Waterfront Area

This district is not a separate area of development but consists of portions of Rincon Hill, South Beach and Mission Bay, as well as a new transportation corridor and the water's edge. It is a linear connection between several developments and derives importance from its relationship to the water's edge and the future developed edge of the city.

While each of these areas has an important impact on development in the South of Market area, plans for several of the districts are sufficiently well-developed that the team has accepted them as givens. The following sections of the report focus on the South of Mission area, the South of Lick Freeway area, and the Embarcadero/Waterfront area.





s o u t h o f m i s s i o n

T h e A r e a

The South of Mission Mixed-Use area stretches from Yerba Buena Center area to the western limits of the team's study area, and from Mission to the Lick Skyway. The main characteristic of the area is that it has no simple character but has an extraordinary range of building uses of resident groups and of diverse sub-areas. Visually, functionally, and olifactorilly, the area often appears a mess. But it is a very useful mess, performing essential functions for the City, functions that the team felt could not easily be duplicated by any other neighborhood in San Francisco.

Keeping those functions available and operating and protecting them from extraordinary pressures of growth assailing the area from every side is the major recommended objective for this neighborhood.

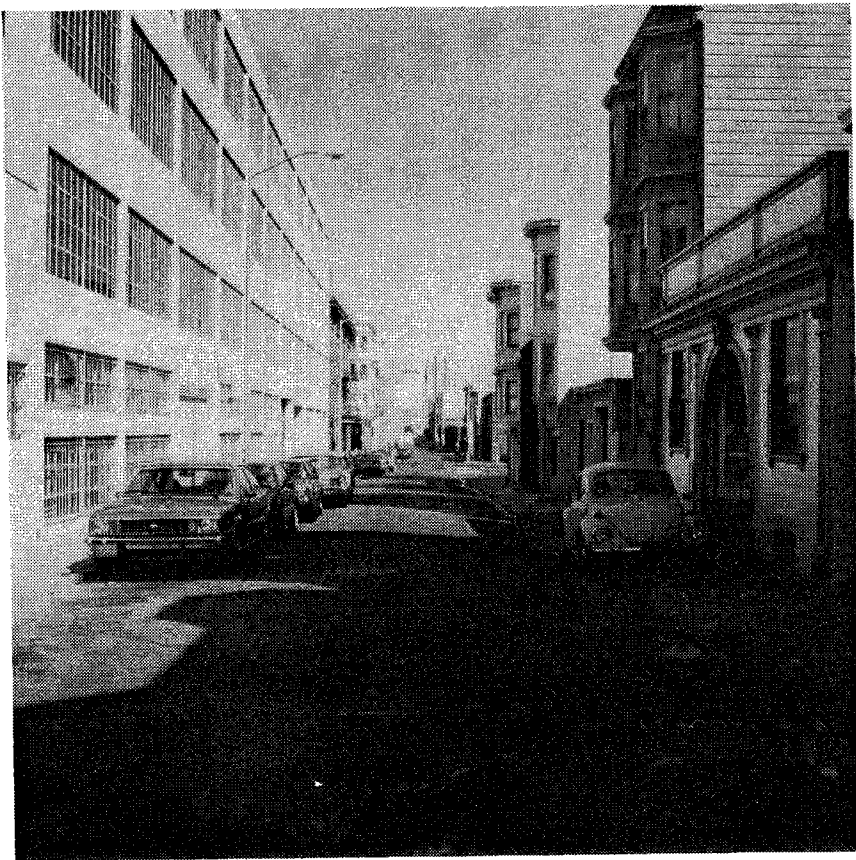
The population of the area is mixed. In the east, a large concentration of the elderly; in the west a substantial Asian family population, with the single men of Skid Row the dominant presence along 6th Street as well as the area catering to gay leather groups, principally along Folsom and Harrison.

Physically the area has a pattern of large blocks subdivided by a system of alleys. Small industrial businesses form the hard, outside edge, with traditional low rise older housing on the interior.

T h e I s s u e s

South of Mission performs essentially the same function for residential and non-residential activities alike. It is the low rent district, the lowest rent district in the City. Yet it is



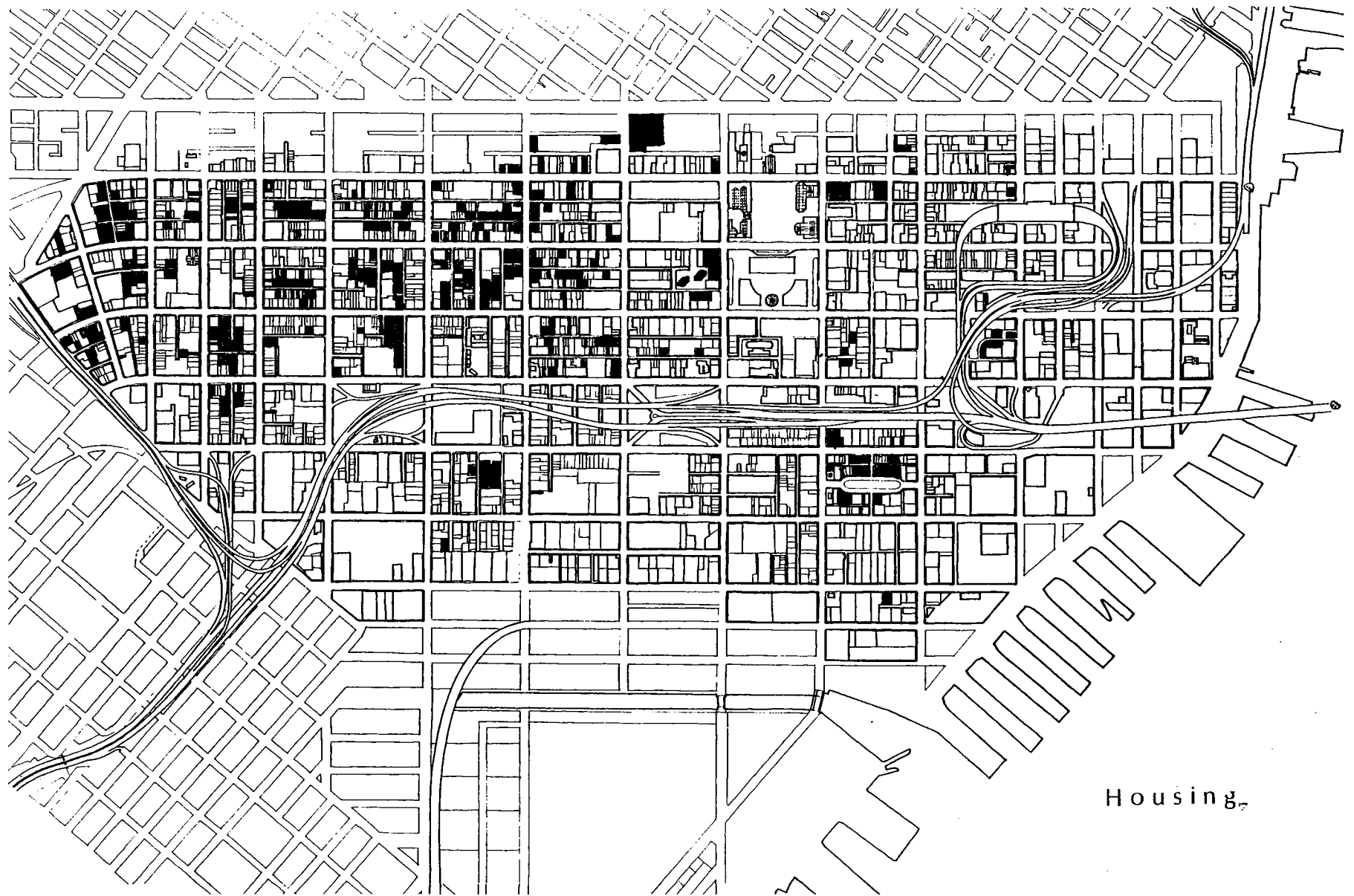


immediately adjacent to the downtown core, an area which it directly and immediately services.

It is a critical human, business and physical resource for the City and one which must be conserved. There seemed to the team little disagreement by the groups consulted as to the need for such conservation. However, there was no evidence of adequate analysis of the way such conservation could be carried out other than through the application of highly restrictive zoning, and little perception of some of the consequences of that zoning.

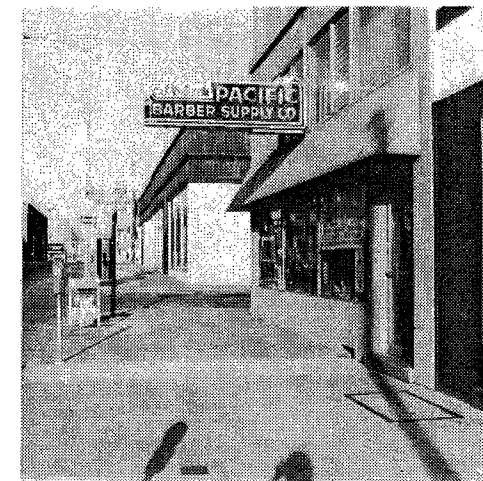
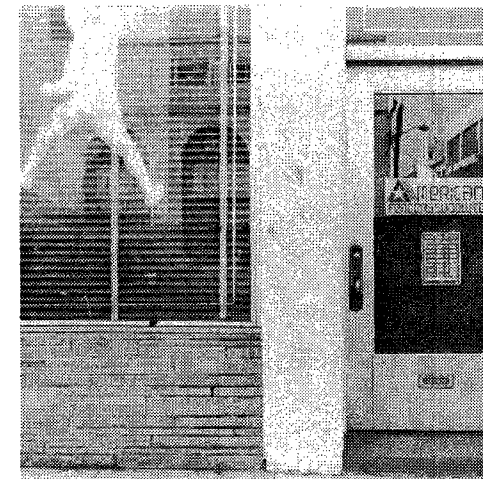
Highly restrictive zoning holding the line against downtown development expansion is necessary, and, if applied with sufficient fortitude, will succeed in maintaining the present physical building stock, both industrial and residential. That in itself is an important objective. The industrial stock with its high ceiling heights and large floors will never be created again so close to the City. If preserved it will always be available for that multitude of varied business activities that cannot take place in a conventional office, store or suburban industrial space. Right now those activities range from printing and light manufacturing to such idiosyncratic activities as the production of fencing masks.

Much the same is true for the residential stock, which now accommodates the lowest groups on the residential market ladder: the elderly, the derelict and new immigrants. The physical housing stock with its mixture of low-rise street housing, small apartment buildings and SRO hotels is uniquely able to flexibly accommodate those needs.



Housing,

Ensuring that this physical stock is not removed through redevelopment is important, but it will not ensure the preservation of the functions they accommodate. Despite the myriad disadvantages of the area, its Skid Row character, its hard-edged wide streets and omnipresent parking lots, the location so close the core could easily become irresistible to a higher income, more competitive, new housing and business occupant. The gentrification of residential neighborhoods and the up-scaling of business districts that has occurred so vigorously elsewhere in the city and in similar neighborhoods in other cities could easily happen here (for it is the last inner city neighborhood available). That trend has indeed already started, if only in a small way. If young professionals start to move into the area to live and businesses begin to change from sewing-machine repair to upscale designer and professional offices, a major up-movement in rents will occur that will threaten the viability of present and future resident and business populations of the area and irrevocably forfeit this vital urban resource. Furthermore, the displacement of the downtown service industries to outlying areas will add to the cost of doing business in San Francisco.



The planning objective here is not to keep the present occupants in place in some artificial manner. It is to ensure that the rent level and real estate value of the area be kept from reaching its unrestricted potential and therefore available for whatever future uses and users find themselves at the bottom of the inner-city market. While many of the techniques to achieve this objective do involve zoning, the more important are targeted programs aimed at improving the security of tenure and environmental conditions of those already here. That set of programs is described below.

A Housing Action Program

The housing action program is aimed essentially at ensuring that the neighborhood always provides a stock of low-end housing for whatever groups at that time may need it. Right now that means keeping its functions as an immigrant reception area for families and an area of plentiful SRO accommodation. There is in the team's view no need to try to greatly increase the residential population of the area. Such a goal is in conflict with the objective of reducing redevelopment pressures and preserving the existing fabric. Nor is there any need to pursue an aggressive rehabilitation program since the stock appears generally in reasonable repair.

The basic mechanism of the housing action program is therefore financial intervention to assure that property remains in a form of ownership that guarantees low rent occupancy or a program of moderate income cooperatives. The only way to protect against "gentrification" is to take housing off the normal housing market. The team recommends that the city establish with community groups a local housing corporation to provide low-interest financing for the aggressive acquisition of large numbers of units in the area. Some units might be acquired, owned and managed for rental by this corporation. Others might be sold to the tenants or loan assistance funded to those tenants to assist in acquisition of housing. The continued low income of occupancy of those units would be secured through second mortgage liens or similar technique. Since only 2 percent of units are presently owner-occupied, this program would not adversely affect local residents. A target acquisition rate of 250 units per year, or 5 percent of the stock, should be established. Costs of such a program might reach \$2-3 million per annum. Acquisition should be

focused on in-block houses in areas most likely to be gentrified and on SRO hotels on 6th Street. Such a vigorous acquisition program would establish clearly the City's intent for the area and drive down speculative anticipation. Once a sufficient market controlling a percentage of the stock had been achieved, the program could be geared down.

Some acquisition of vacant land and new residential construction is appropriate on the interior of the blocks to strengthen the residential communities. This construction should be for families, it should be low-rise and probably of wood frame construction to reduce costs. Some of the non-residential structures on the interior of blocks do have housing potential, particularly for artist housing, and this too would strengthen the residential function. Housing should not be encouraged on the major streets, where it might compete with business uses.

The specific administrative and organizational procedures for the housing action program are detailed below.

Housing Development Corporation Proposals

The team believes that in order to achieve the desired goals of preserving the housing stocks and improving the area's environment, a new mechanism should be created. Such a mechanism will help to complement public actions and private development. Effective partnership between public and private actions for improving the housing conditions may be facilitated.

The team recommends the following:

1. A private non-profit housing development corporation be created. The corporation will have the specific missions of:
 - a. Developing a housing action plan for the area in collaboration with City agencies.
 - b. Providing funding to acquire and rehabilitate existing housing stocks in the area.
 - c. Once rehabilitated, having them either sold or rented to area residents.
 - d. Providing funding to assist area residents in purchasing housing in the area.
 - e. Building limited number of new in-fill housing to meet unmet demand.
 - f. Improving the housing environment for the resident, making it safe and livable.
2. The corporation be headed by a strong, independent board of directors, with representation from the City, the neighborhood and area lending institutions. Specific size and composition are to be determined after careful study.
3. A small expert staff, with housing experience, be hired to carry out the diverse activities of the corporation. The staff is to be supported by consultants when needed.
4. Substantial funding be raised from public and private sources to support the above activities of the corporation. The team recommends that a minimum of \$10 million be obtained to support both the activities of the corporation and the Small Business Development Corporation (more detail in that section). How the funds are to be divided between the corporations will be determined later.
5. Ten percent of the \$10 million be set aside for administrative expenses, and 90 percent for project expenses whether in terms of loans, guarantees, or front-end and other expenses.
6. Experience elsewhere shows that such a corporation will need an annual administrative budget of \$120,000 to \$150,000. The initial funding should assure a minimum of three years of operation.
7. The team had considered the alternative of creating one corporation to assist both housing and small business and decided against it. Because the team believes that the functions for each are so different, combining them may dilute the focus for each of them, and result in poorer performance. However, in order to avoid potential conflict between the two, and to encourage maximum coordination between them, the team further recommends that the two boards have some overlapping of membership.
9. Coordination with City agencies will be achieved by having City representation on the board, and having the housing assistance plan be prepared in collaboration with the City, perhaps having the City taking the lead in such a preparation.



Small Business Development Program

The basic policy for the area is one of conserving the businesses that exist there and maintaining the area as a place where small-scale service businesses will continue to exist in the City near downtown. This policy can be achieved in part by a zoning policy limiting uses, heights and certain types of new development in the area. However, the objective of the conservation policy is not to freeze the area in its current state of development, but to conserve types of uses, scale and mixed-use character. Zoning alone will not ensure that this will happen.

An active approach to the conservation of the business character of the area requires recognition of the three different business functions within the general area. These are the entertainment-related functions at the western end of the subarea, consisting of gay bars, discos, and restaurants; the general downtown support businesses that dominate the area; and the commercial service businesses providing services to local residents and employees, such as restaurants, stores, etc. Each of these has different requirements.

General Business Area

There is no doubt that many of the buildings here are in poor physical condition and do not always meet City codes. As businesses change it may be that buildings have to be improved simply to meet code requirements. These improvements should be limited to the minimum necessary, but even then could have impacts on the rent structure in the areas. For this reason it would be helpful if small businesses could

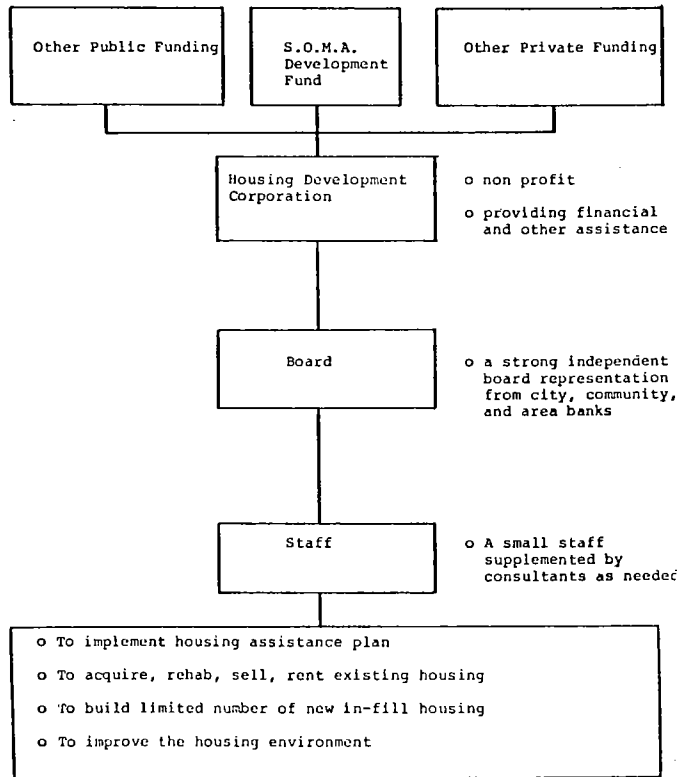
have access to financial assistance in carrying out these improvements that would minimize the financial impact. This would consist of SBA loans, tax exempt bond financing or low interest loans created by these sources, combined with a City-created low-interest revolving loan program. The objective here is to get loans down to the 5 percent interest range and to use them to preserve existing structures and businesses.

A similar loan program would be used to assist in expansion of businesses in the area or to assist new businesses moving into currently vacant or underutilized buildings. This assistance would only be given for the types of uses compatible with the area. One example would be a Farmers' and Artisans' Market providing inexpensive selling space for foodstuffs and hand craft items. This could occur within the vacant Falstaff brewery site at the western edge of the district.

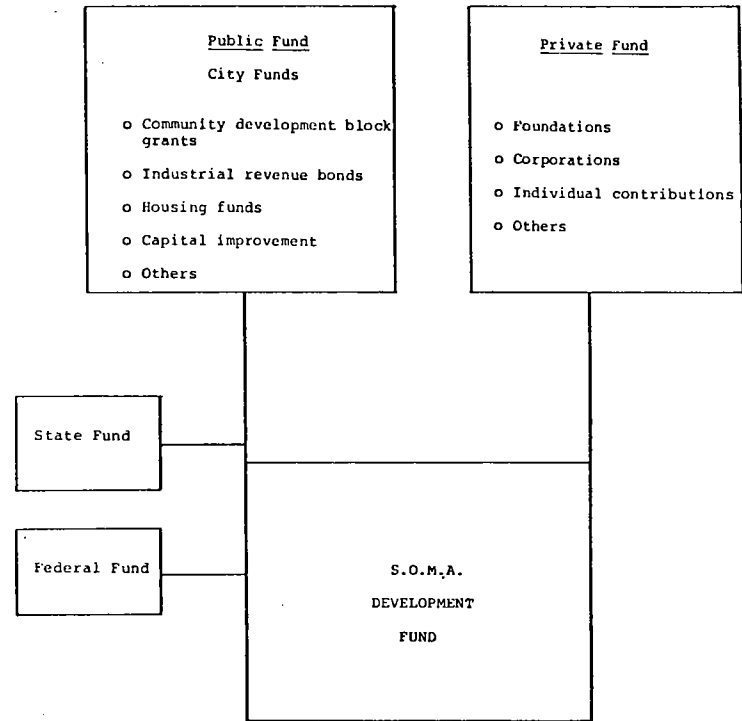
This program could also be used to assist appropriate new construction.



S.O.M.A. HOUSING DEVELOPMENT CORPORATION



FUNDING



- o Initial funding \$10 million for three years operation to be replenished as needed
- o 10% of the fund is for staff administration, 90% for development uses



While every effort should be made to retain existing businesses in the area, this cannot be a passive program nor can one assume that land use control alone will enable businesses to remain. Many cities have found that small businesses have little or no access to technical assistance in matters of business management, marketing, promotion and growth. Since the objective is to keep and help these businesses prosper, it might be appropriate for the City to offer a limited technical assistance program in the area designed to achieve modest growth and expansion of employment from the existing businesses.

There are a number of areas in the City proposed for residential development that appear to contain businesses suitable for relocation into the South of Market. The City should actively identify businesses threatened by other development programs and initiate a program to assist those businesses to move and remain in the City. This is not meant to be a formal redevelopment type location program but one which would lend general assistance in identifying places to move and perhaps give low-interest loan assistance to help acquire or fix up new locations. In some cases the City might offer moving expense grants to important service businesses or businesses with employment of some specified size. Here again, the point is that an active effort to retain the types of businesses for which the South of Market is being conserved.

Each of these suggestions implies a more active role for the City in small business economic development and financial packaging. Some agency, probably the Mayor's Office of Housing and Economic Development, should establish a small business technical assistance staff and be given a program of financial resources. This would include funds for consultant

services to provide technical assistance in business management, authority to issue IDB financing of perhaps \$1 million per year for low-interest loans, combined with a \$5 million one-time City appropriation to create a revolving loan fund to assist in bringing the interest rates down. This Department would be charged with actively maintaining businesses in the area, helping them to expand, and actively helping new businesses to move to the South of Market from other locations in the City. It is possible that some type of economic development corporation could also be created with the City's assistance to carry out these functions.

S e r v i c e s a n d B u s i n e s s e s t o R e s i d e n t s

There are too few commercial and retail businesses serving residents and employees in the area. These should be encouraged to occur throughout the area where they can appropriately serve the existing population and be compatible with existing uses. It may be desirable to designate one area for more intensive retail commercial concentration. This would probably encourage individual stores on the assumption that there will be other businesses to reinforce them and help draw customers. The appropriate area for this appears to be 6th Street from Market to Folsom. Such an approach may be feasible here and is described in the Skid Row: 6th Street Development Program.

The recommended administrative and organizational structure for these programs is detailed below.

Small Business Development Corporation Proposal

The team believes that, because of the importance of the small businesses in the area and concerns about their possible exodus due to development pressure, increased rents, and changing conditions (more congestion, less parking, deterioration of buildings, etc.), a dramatic new initiative is needed. The team recommends the following:

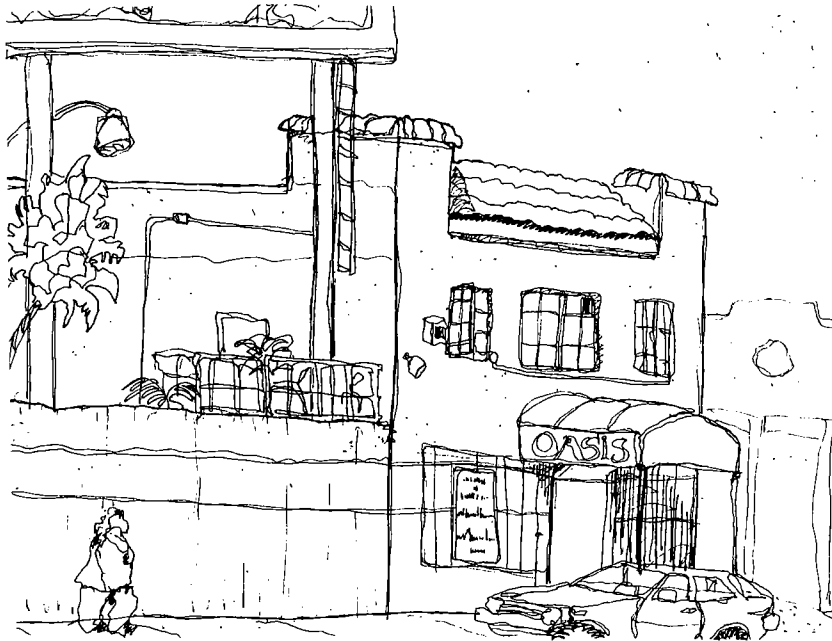
1. A private non-profit small business development assistance corporation be created.
2. The corporation will have the following specific missions:
 - a. Developing in collaboration with City agencies a small business assistance plan.
 - b. Developing effective measures to stabilize the rents in the area to make them affordable to small business and industry.
 - c. Acquiring, rehabilitating, and maintaining existing industrial and commercial buildings for uses of small businesses and industries, and to create a Farmers' and Artists' Market in the district.
 - d. Helping small business to acquire needed buildings for their uses, assisting their renovation by providing financing at below-market rates.
 - e. Upgrading the surroundings of industries through street and other improvements.
 - f. Advising area small businessmen on management, finance and marketing.

3. The corporation be headed by a strong, independent board of directors, with representation from the City, the area's small businesses, City business leaders, and area lending institutions.
4. A small expert staff with business and finance experience should be hired to carry out the diverse activities of the corporation. The staff is to be supported by consultants as needed. Possible collaboration with other private organizations tailored for small businesses, such as the Control Data Corporation's Business and Technology Center, should be explored.
5. As stated in the Housing Development Corporation Proposal section, a minimum of \$10 million should be raised from public and private sources to help area residents in housing and area small business in their businesses.

Furthermore, Recommendations No. 6 through No. 9, as stated in the Housing Development Corporation Proposal section, also apply here.

Entertainment

The western end of the area from Folsom to Harrison west of 9th Street has the characteristics of an emerging night-time activity zone. Not only are there many of the gay bars here, there are several



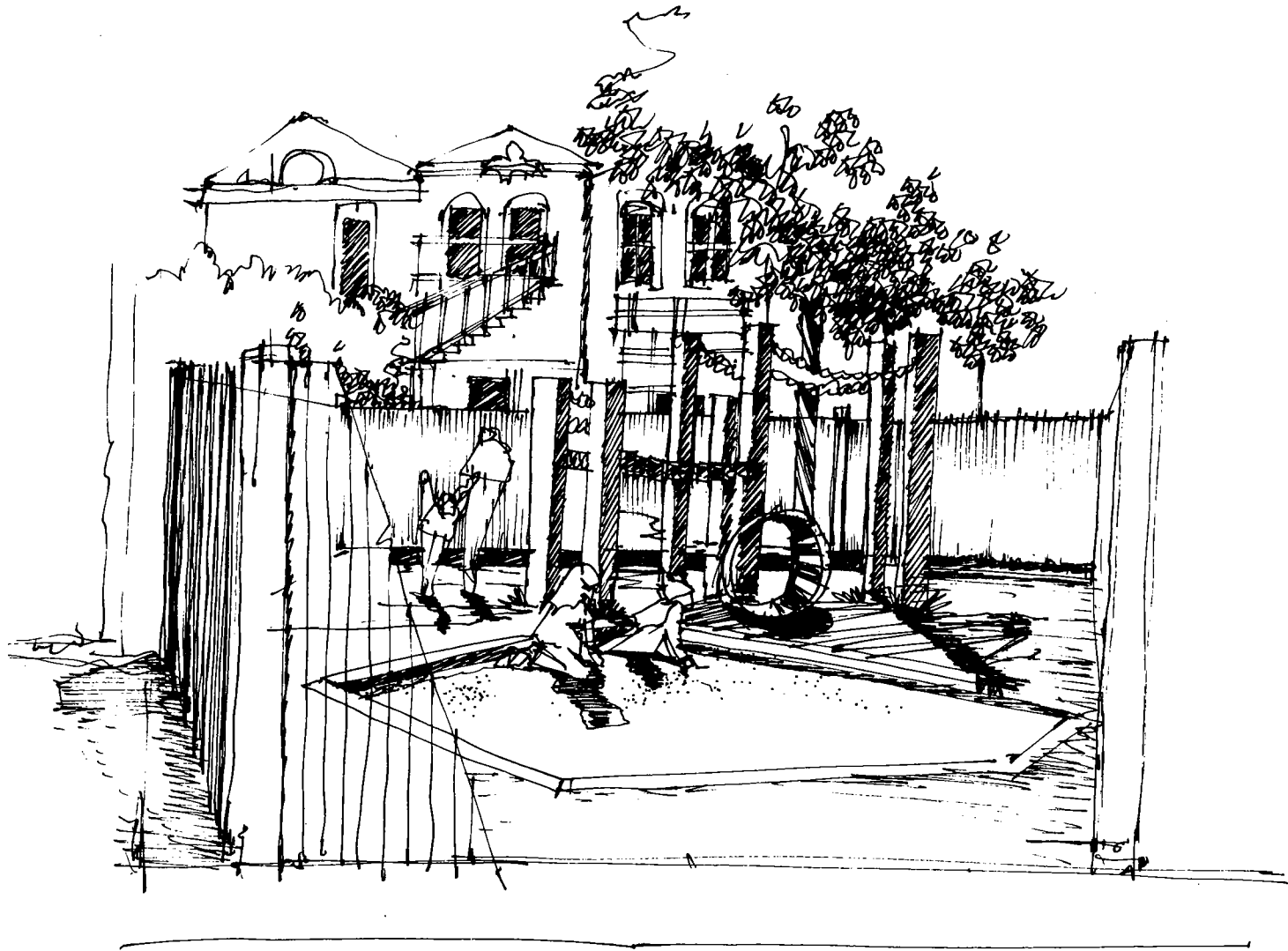
mixed bars and discos such as the Oasis and the Stud. There are also one or two restaurants. These activities are compatible with other uses and a further mix of such activities might be encouraged in the general area. These are not the types of activities that can be promoted directly, but zoning and other restrictions should allow for these uses and not establish requirements that would make it uneconomical for them to remain and increase. Their location should be limited to the wide street frontage.

Open Space and Residential Needs

Previous planning studies have identified that much of this area is deficient in open space provision. The issue for the team was to resolve what function any new open space might perform. The existing open spaces in the area do not function well. The children's playground at Langton and Howard, like the one one at South Park, is overrun by street people. There is no point in providing such spaces with children's play equipment if they are made effectively unusable by the detritus of the skid row population.

There is a need in this area for playgrounds targeted at pre-school to eight-year old children. But they must be designed very definitely for that group and not available for utterly incompatible occupancy. They should be located inside a block, with maximum surrounding casual surveillance from adjacent family residential and be locked up at night. They should be managed by the neighborhood to fit their specific needs. Other forms of interior block open space might include passive sitting areas and community gardens.



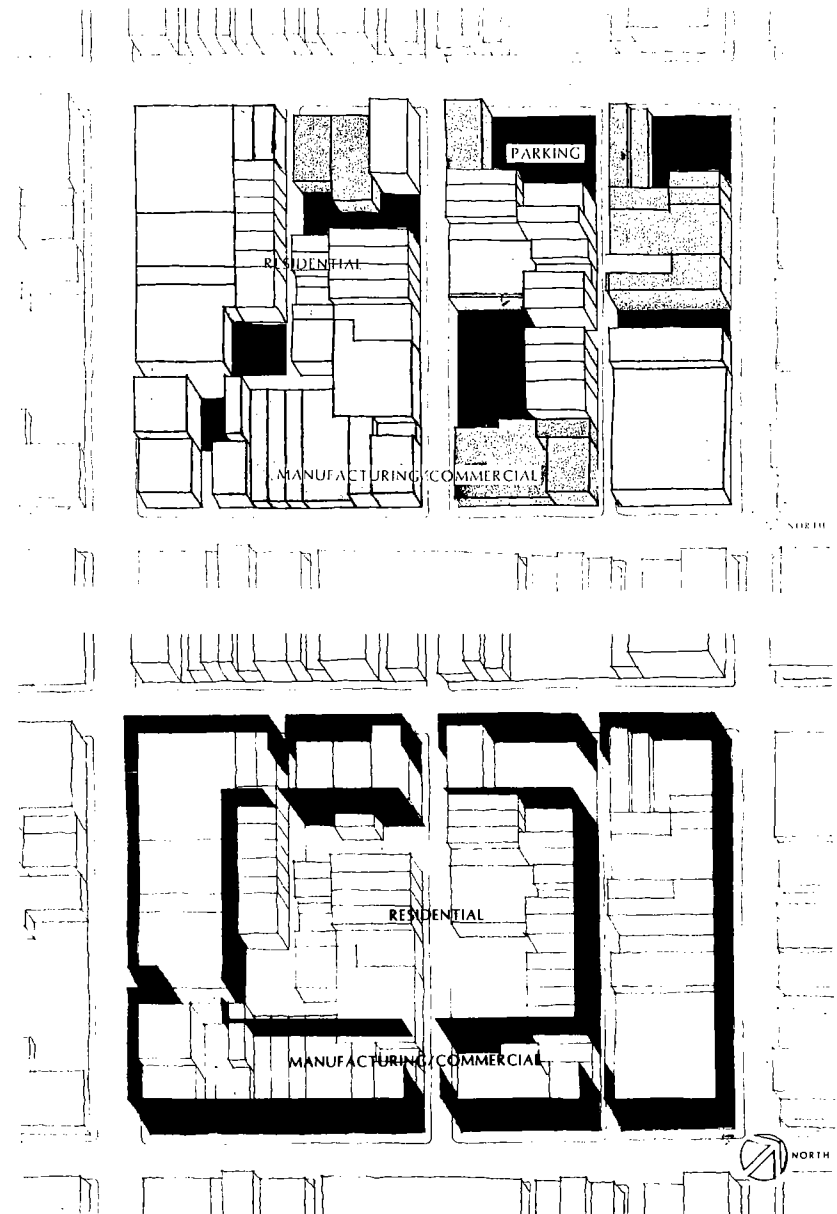


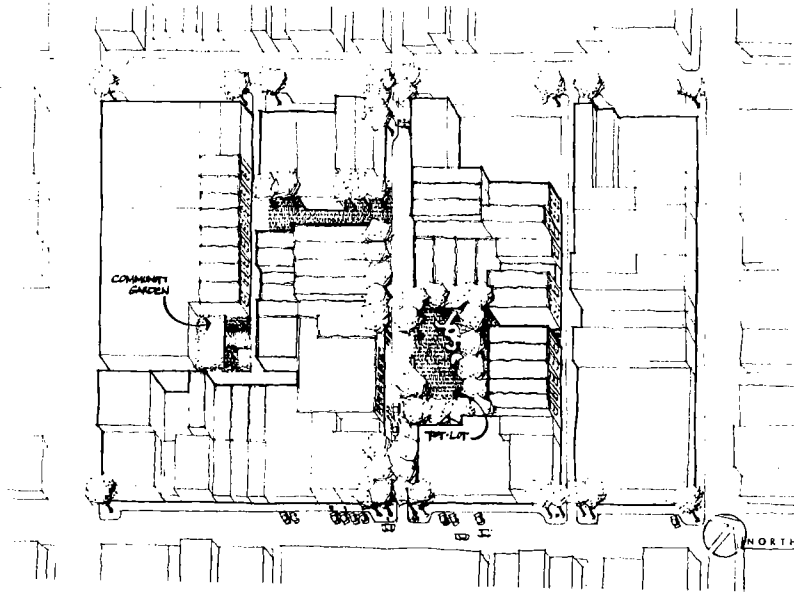
The area does not need more open space for general aesthetic reasons since its hard surface scale cannot easily be transformed. Whether the street people need a park of their own or prefer the sidewalks is a question that should be addressed. At the same time the future function of the existing playground and the proposed site at 6th and Howard should be considered. It may well be that they not viable in their present locations.

There is a need for more active indoor or outdoor recreational facilities for the area but it does not seem easy to accommodate them physically or financially. Perhaps such a facility should be added to the program for Mission Bay. For the moment, the alleys themselves function as spaces for older kids to play and that semi-private quality should be maintained.

Although it is tempting to propose an active tree planting program along all the major streets, it did not seem the highest priority for the area. On the other hand, tree planting in the residential alleys should be considered. Neighborhood opinion should be canvassed on this issue.

Acquisition of new playgrounds should be made out of general City funds rather than through revenues or open space credits generated by area or adjacent development. The team recommends the acquisition of two such playgrounds, of about 5,000 sq. ft. in area over the next five years, a program that might cost form of a playing field for teenagers would be appropriately located in the expanded schoolyard. appropriately located in the expanded school yard. The temporary buildings should be removed and the school yard be made accessible, with supervision, after school and on weekends.





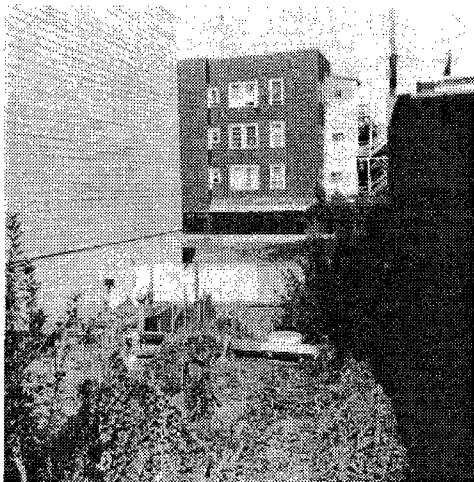
A Social Service Program for South of Market

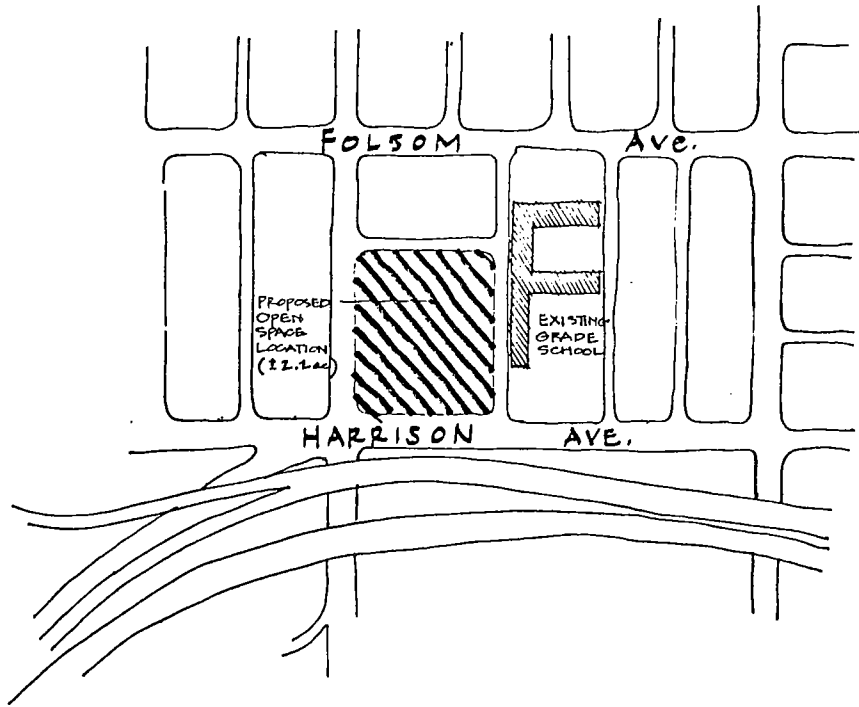
The strategy of conservation of the South of Market area's current functions and character will only be successful if it is combined with an active package of social service programs that are targeted at the very specific needs of the groups now living there. Two social groups in particular have been identified as requiring special attention to protect and improve their home in South of Market -- the Skid Row population, and elderly residents. Each of these groups is economically or socially disadvantaged, each of them has special needs. Their home in South of Market is vulnerable. It is not enough to secure that home against pressures from more economically powerful land-users. To the extent possible, the City must also assume responsibility for improving their neighborhood living conditions.

Skid Row: 6th Street Development Program

6th Street is a special use district within the South of Market because of the character of its current use, as Skid Row, and because of the different nature of the building stock along that street. This area contains a concentration of fairly large residential hotels providing low-cost housing for many individuals. Within the blocks from Market to Folsom are located the few retail services, such as grocery stores and laundromats that exist South of Market Street.

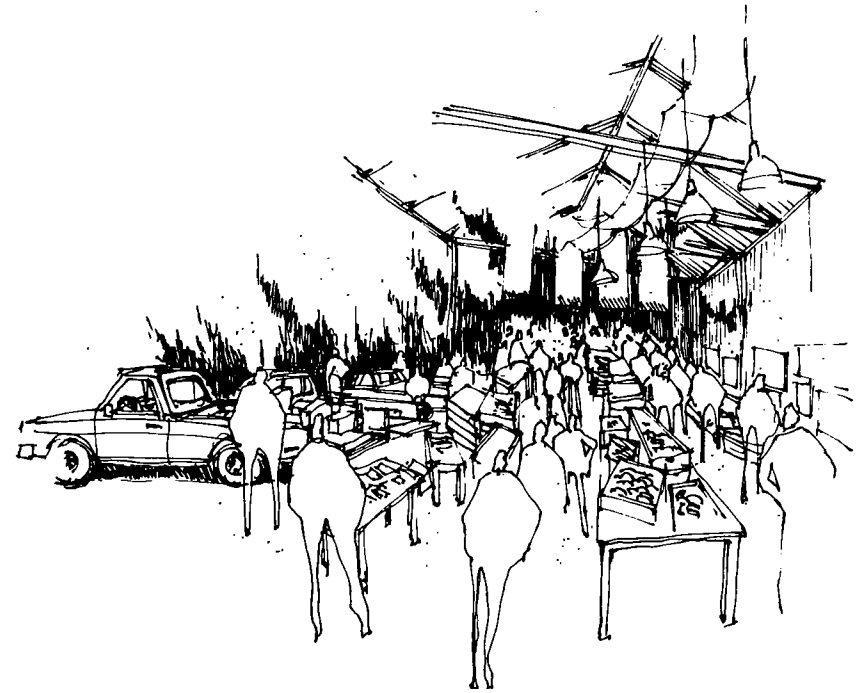
In general the physical condition of 6th Street is poor; there are many homeless and alcoholic individuals on the street, and the stores there are





Expanded Schoolyard

of marginal economic character. The area has the potential to provide an important housing resource and could have more concentrated retail services to serve its residents. To achieve this requires a coordinated program addressing several basic issues.



Farmers' & Artisans' Market

Homeless and Alcoholics

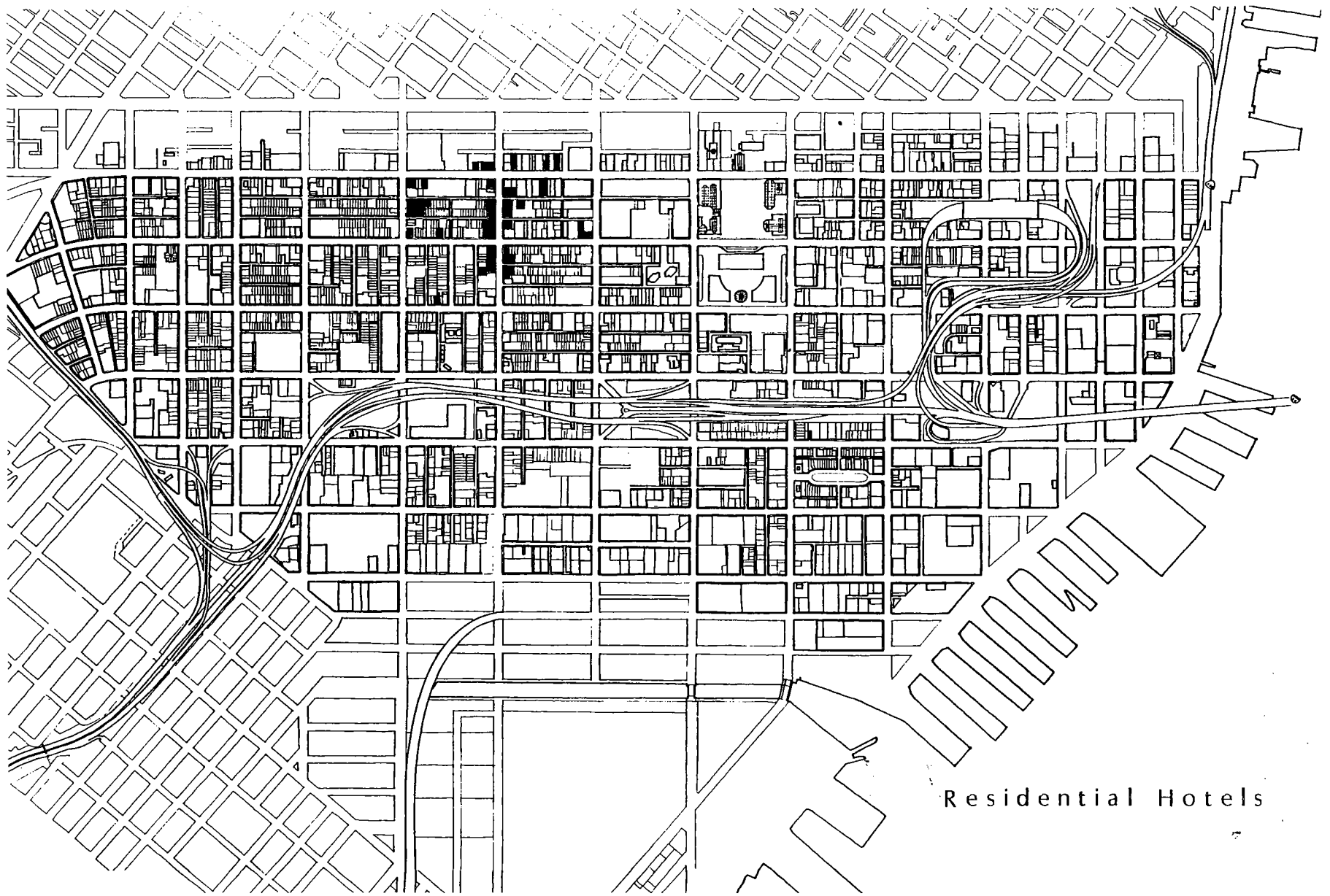
No change can occur on the street without addressing the needs of this population. No attempt should be made to relocate skid row to some other section of the City. It is here, it will remain in some form, and it should simply be addressed in the most effective way possible. These would appear to consist of three programs.

- a. The present alcoholic treatment facilities in the area seem inadequate to handle the need. At least two other detox centers should be established and be placed in the areas immediately around 6th and Howard (but probably not directly on 6th Street). These might be run by the City itself or by existing agencies operating there, such as the Salvation Army, or even by a specially created non-profit organization, as has been successfully done in other cities. In any event, the City should underwrite the administrative costs of running such programs if other public sources are not available.
- b. Treatment programs without housing will not be effective. Housing should be met by shelters, separate and distinct from residential hotels. Much of the homeless and alcoholic population will not remain stable in a typical residential unit. There would appear to be a need for about 250 beds to accommodate the population. These should be in small shelters, again, in and around but not concentrated on 6th Street. One or two of the smaller residential hotels may be appropriate for this use. Again, they should be run by non-profit organizations with City assistance for development and operating costs.



- c. Housing in residential hotels is appropriate for some of these individuals and some of the hotels should be rehabilitated in a manner to provide low cost housing, as in the Tenderloin. Programs involve non-profit sponsors, using tax-exempt financing and subsidies produced by the office development housing funds or a direct subsidy program from the City's funds.

At the same time, the hotels are a unique resource for providing retail services. The first floor of most of these buildings is vacant. Retail uses should be mandatory of the first floor and rented at a low enough cost to allow start-up businesses to find space. Many older commercial areas in other cities have been taken over by Asian immigrants establishing groceries, clothing stores and a variety of retail services. A program of retail development of small businesses might be linked to the rehabilitation of many hotels, creating a community service zone from Market to Folsom.



Residential Hotels

A program of this type is complicated and cannot be undertaken by one or two private or non-profit entities acting independently. It needs a coordinated plan and, more importantly, a coordinated implementation program. Each piece is dependent upon the other for its success. The City should, therefore, create an overall strategy, enlist the commitments of non-profit social service agencies and housing sponsors, and then create a staged implementation and funding program. The City should guarantee the financial requirements of such a program from its own resources if other sources are not available. This should take the form of a multi-year commitment of development funds and multi-year operating and administrative funding commitments to service agencies.

As part of this program, the physical character of 6th Street should also be improved to symbolize the change. This would include lighting, paving and those elements of public design such as used along Market Street, although more modest in scale.

E l d e r l y R e s i d e n t s

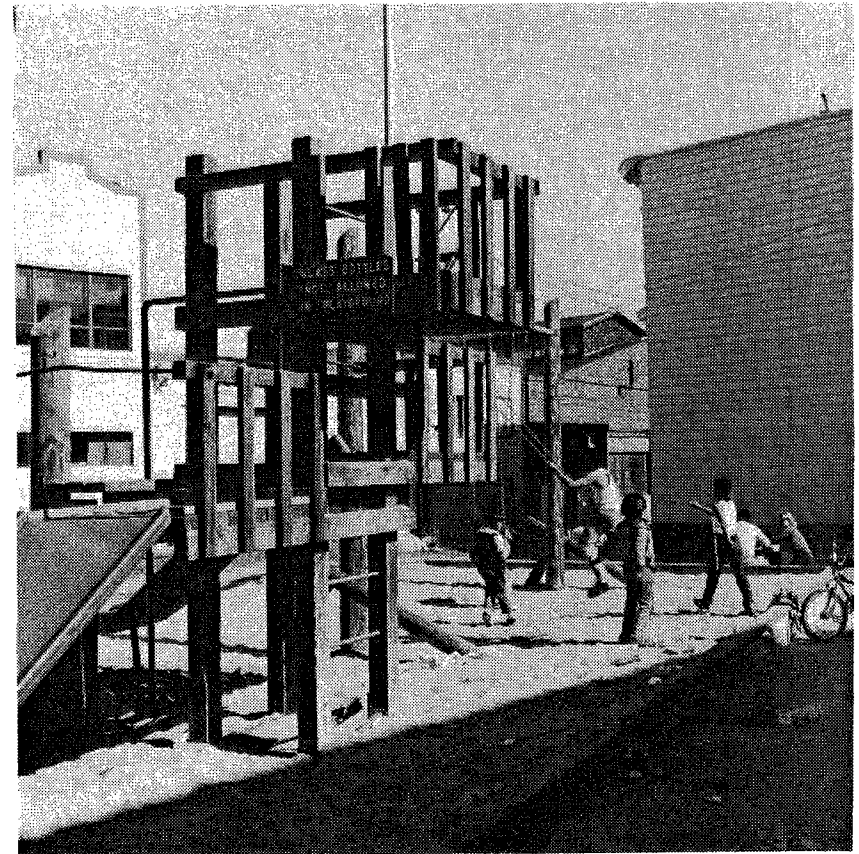
The 1980 Census indicated that about 20 percent of the population of the South of Market area consisted of elderly women. Since that time a large number of new senior citizens units have been built around Yerba Buena Center, probably increasing that proportion very substantially, making them by far the largest single group in the neighborhood. Yet the level of social support for seniors is inadequate and the contextual urban environment unsympathetic to their particular needs. The Seniors Activity Center which currently provides programming support services needs substantial assistance and there is probably a much greater demand for additional similar

institutions. The city fabric itself must, however, respond to this group. While seniors often like to be in the bustle and excitement of the city, they are unable to withstand its dangers. The edges of the seniors housing areas around YBC and potentially of YBC itself, are too hard, too bleak and lacking in the character and texture of uses that would create activity levels sufficient for natural "eyes on the street" protection. New residential development south of YBC across the street from existing projects must strive in their design to generate more secure, and apparently secure, street conditions. A scattering of convenience stores such as groceries, smoke shops, dry cleaners and the like, would help.

The Future of South of Mission

Preserving the South of Mission area's city function depends largely on keeping it one of the less attractive neighborhoods in the city. The City should resist temptations to try to "prettify" and sanitize it. The improvements that the team recommend are directed at increasing the comfort and security of people and businesses already there rather than at making the neighborhood more attractive for new types of users and uses. Where money is to be spent, it should be directed towards people rather than to projects.

Finally, despite what is described as an activist program of conservation, the City should generally let well enough alone. There are a lot of interesting things happening in the neighborhood -- the gay leather district around Folsom, the new restaurants and discos on 11th Street and the move of design studios into the west of the district. These all happened without regulation or intervention and can be left to go their distinctive ways. There will never be a unified future for the district and one should never be imposed.



Z O N I N G

In order to facilitate conservation and development of the type envisioned in the preceding paragraphs, the team recommends that a new zone be created for the core of the South of Market Area. The proposed zone is relatively liberal in the type of uses permitted but extremely limited in building heights. Generally, the team recommends a straightforward, simple approach in zoning regulations, since it is expected that market conditions should and will dictate specifics of development under the general zoning umbrella.

The consequence of this "no frills zoning" is to encourage allowable commercial, industrial and residential construction and rehabilitation. The vehicle is "as-of-right" zoning without discretionary review, with a minimum of exceptions which are outlined below.

The term Residential/Support Business Zone (RSB) expresses the concept of the zone and is used in the following outline of its provisions.

P e r m i t t e d U s e s

- o Any type of residences except tourist lodging
- o Neighborhood Retail Use
- o Downtown Support Business (e.g., office supply store, quick print shop, catering service, delivery service, etc.)

- o Limited impact Industry (e.g., printing plant, textile fabrication, auto service and repair (except spray painting), assembly of goods from previously manufactured parts, bakery, etc. List must be subject to review and definition to exclude most noisy, odorous, and otherwise objectionable uses, but the overall intent is to be liberal in allowable uses).
- o Home occupation, with no more than one employee in addition to members of household
- o Restaurant, tavern, night club
- o Studio for the Visual and Performing Arts
- o Social and Community Facility (e.g., service center, church, school, recreation facility)
- o Personal Services Shop (barber, laundromat, beauty parlor, etc.)
- o Live Theater or Cinema (as conditional use only)
- o Parking accessory to a permitted use, (permitted outright on-site, as conditional use when within 500 feet of site)

P r o h i b i t e d U s e s

- o Office not incidental to a permitted use or a home occupation
- o Tourist lodging
- o High-Impact Industry
- o All parking not specifically permitted

H e i g h t a n d D e n s i t y L i m i t a -
t i o n s i n R S B Z o n e

- o Height limit of 40 feet, with normal zoning exceptions for chimneys, flagpoles, rooftop tanks, solar panels, elevator or other mechanical equipment, etc.)
- o Floor area limitation: None
- o Lot coverage/building setbacks: only as required by building or fire safety code (note: if these codes have no such requirements, buildings in which residential units are located should have rear setback of at least 15 feet.)
- o Transfer of Development Rights: not permitted

S p e c i a l P r o v i s i o n s

- o Normal parking requirement for all new non-residential uses
- o All existing buildings be classified as "conforming" so that there is no limitation on rehabilitation or rebuilding
- o Sign requirements or limitations: none
- o All businesses which would potentially generate significant truck traffic must have frontage on street right-of-way of 50 feet or greater.

south of lick skyway

Area Character

This subarea is defined by the Lick Freeway, the Southern Pacific railyards and Third Street. Because three of its edges are formed by physical barriers, the area is somewhat separate from the other sections of the study area. This physical separation seems to have reinforced differences in function, patterns of land use and building scale.

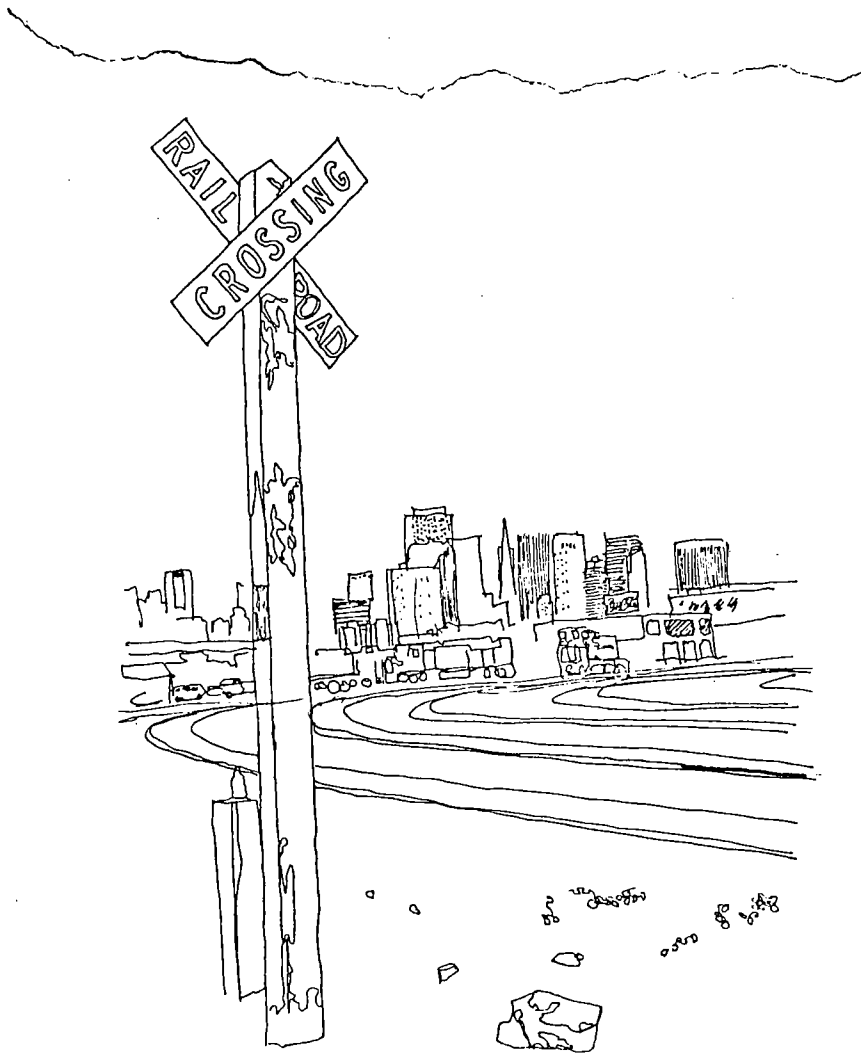
Most of the area is light industrial in character. There are many multi-story loft buildings as well as two and three story structures with large floor areas. The general pattern is one of large floor uses and contrasts with the smaller building scale in the South of Market area. Most of the activities are typical of light industrial zones and include warehousing and distribution, wholesaling, light manufacturing and some service industries which provide services to the downtown. Among the more significant uses are:

The Hall of Justice: a large office building for City functions related to law enforcement and administration.

The Gift Center and Concourse: Part of the Showplace Square complex, containing wholesale offices for the design industry and exhibition facilities. These activities attract people from all over the city and region.

The Flower Mart: a large wholesale center providing flower distribution for the City.

Sports Center: a large private sports facility containing athletic facilities, parking, and roof top tennis courts.

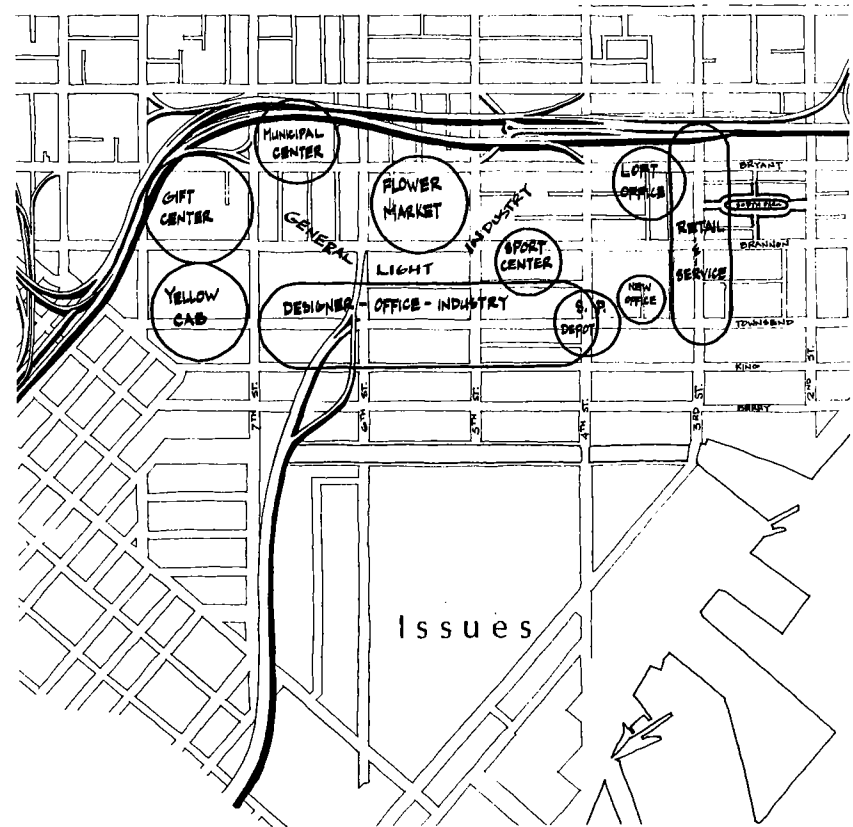


Major service centers for companies such as Yellow Cab Corp and AT&T providing both office space and parking and storage for vehicles.

Southern Pacific Depot: CAL TRANS Terminal, rail terminal for commuter train service to south.

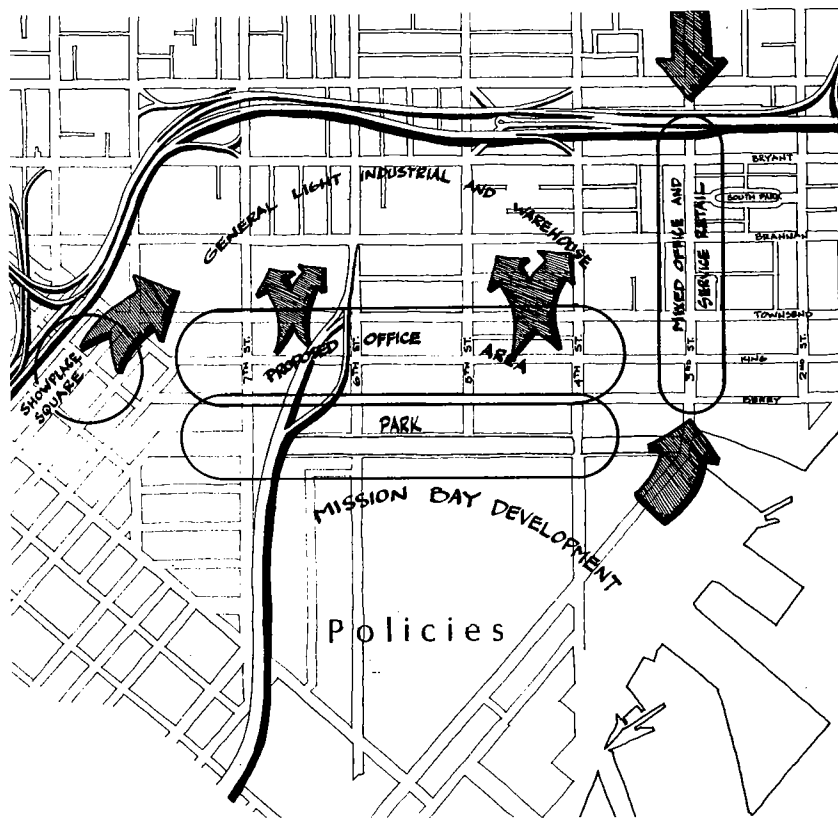
The area is generally in good condition. Many buildings have been recently rehabilitated and most have been well maintained. There is relatively little underutilized land and few general parking lots. Many of the upper floors of buildings appear to be vacant, indicating the presence of available space for other users. Some buildings have been converted to office uses and, particularly along Townsend Street, office conversions and new construction are prominent recent activities. Townsend Street reflects its former industrial character, with many buildings having loading docks facing directly onto the street. The street is in poor condition, with rail yards on one side and no sidewalks on the other.

The other significant activity in the area is the concentration of small retail services and office uses along Third Street. Within the narrow block from Third to Ritch a number of retail stores, restaurants, small office buildings, and a small hotel have developed. Most appear to be in good condition and seem to provide support services to the employees in the area.



Issues / Assessments

There are a number of influences acting on the area which are creating and will continue to create change in the future. At the western end, Showplace Square has been a successful development and has every indication of future growth. These activities have extended into the area east of Eighth Street and appear to be expanding toward Seventh Street. They



The central portion of the area is dominated by light industry. The types of activities located there now indicated that it is clearly serving an important function. Many of these activities require large, inexpensive floor space and provide important support services to downtown. Yellow Cab and The Flower Mart are two obvious examples. However, a number of larger loft buildings within this zone have been converted to offices. The presence of the sports center, combined with the anticipated development of office space south of Townsend Street in the Mission Bay project, could force many of the industrial uses out of the area.

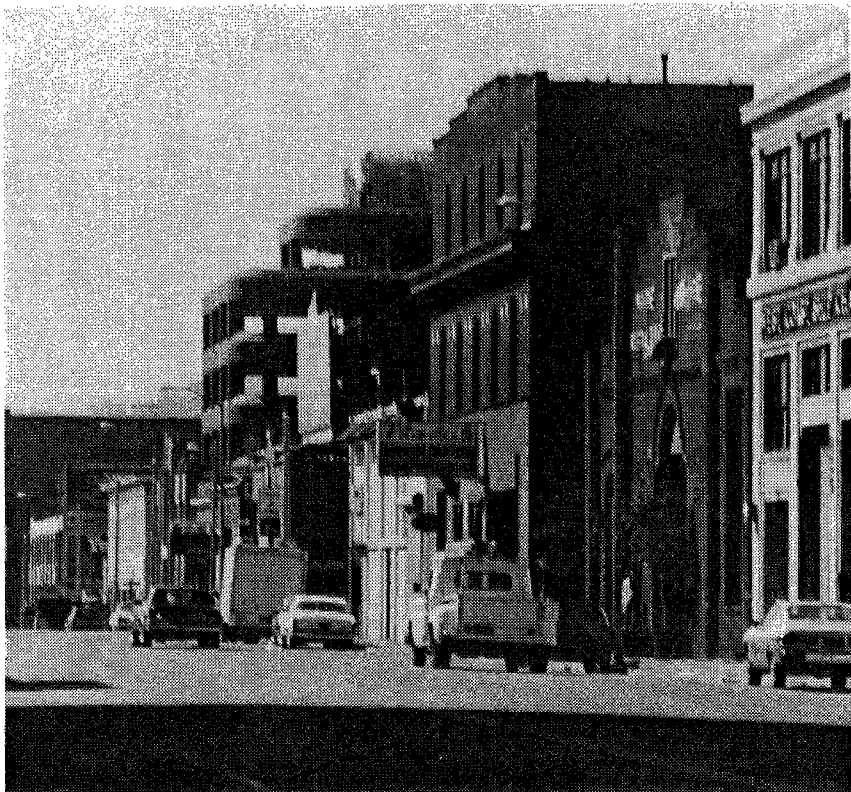
This transition to office use is particularly apparent along Townsend Street, where a new office building is under construction. However, this office use does not appear to be "back office space" ancillary to downtown corporations. It appears to be primary space for office functions related to distribution or other industrial activities. Its size and type is not inappropriate for part of the area.

R e c o m m e n d a t i o n s

The general policy for the area should be to preserve the light industrial activities that exist there now and to preserve the area for use by businesses that require large floor areas or building lots. A general pattern of small scaled mixed uses is not appropriate here. Residential uses should be prohibited and phased out where they exist, with the exception of the Third Street corridor. Within the central portion of the area, light industrial uses should be encouraged and supported. Because of the large scale of buildings already in the area any new construction should be allowed to build up to 80 feet.

could dominate the area from Bryant to Townsend.

At the eastern edge of the area significant changes are proposed east of Third Street. It is likely that new office tenants and new residential development will come into this area in the future. This makes Third Street an important transitional zone and an important barrier as well. Third Street will be a significant link to the Mission Bay project. This function of connecting several areas makes it an appropriate location for small retail services and office activities.



The transition from industrial to office use along Townsend Street should be accepted. The long term plan suggests that Townsend Street will become the main street of an office area. The north side should be seen as an integral part of the Mission Bay office development zone. However, on the north side this change should be confined to the area from Townsend to Bluxome. The extension of office uses into the central zone will have a disruptive impact on the light industrial functions and could ultimately lead to their dislocation. Some exceptions might be made for the upper floors of multi-story buildings, but it appears that most of these have already been converted.

In order to foster further office development in this zone, the city should move toward reconstruction of Townsend Street, as suggested in the section dealing with the Embarcadero Waterfront. There are no sidewalks along the north side of the street and the existing pattern of development justifies some improvements of this type. Ultimately, the street and sidewalk improvements inherent in the Embarcadero extension will provide a well-designed main street for the new office zone.

The area along Third Street should be used for commercial and office uses, and industrial functions should not be allowed. The narrowness of the block between Third and Ritch is an advantage and this should be retained.

For the most part, these policies could be carried out with a zoning revision that emphasizes the light industrial character of the area and specifically limits office uses to the north side of Townsend and promotes commercial and retail services along Third Street. Plans for adjacent areas suggest that some businesses may be dislocated for whom this area would be an appropriate new relocation area. The Mayor's Office of Economic Development would be the appropriate agency to identify and assist potential relocatees in moving to the area. The services provided by this office could include assistance in identifying suitable buildings as well as assistance with financial packages such as UDAG and IBD financing. The basic idea is to actively seek out businesses in other areas expected to change and assist the appropriate ones to move to the South of Lick area. This would facilitate residential development of South Beach and Rincon Hill.

I m m e d i a t e A c t i o n s

- o Rebuild Townsend Street or begin a program of sidewalk improvements along north side to support and encourage some office conversion.
- o Limit office conversions through strict zoning of industrial uses in central area.
- o Actively seek new businesses to move into the area by identifying potential relocatees in other areas to be development for residential uses.



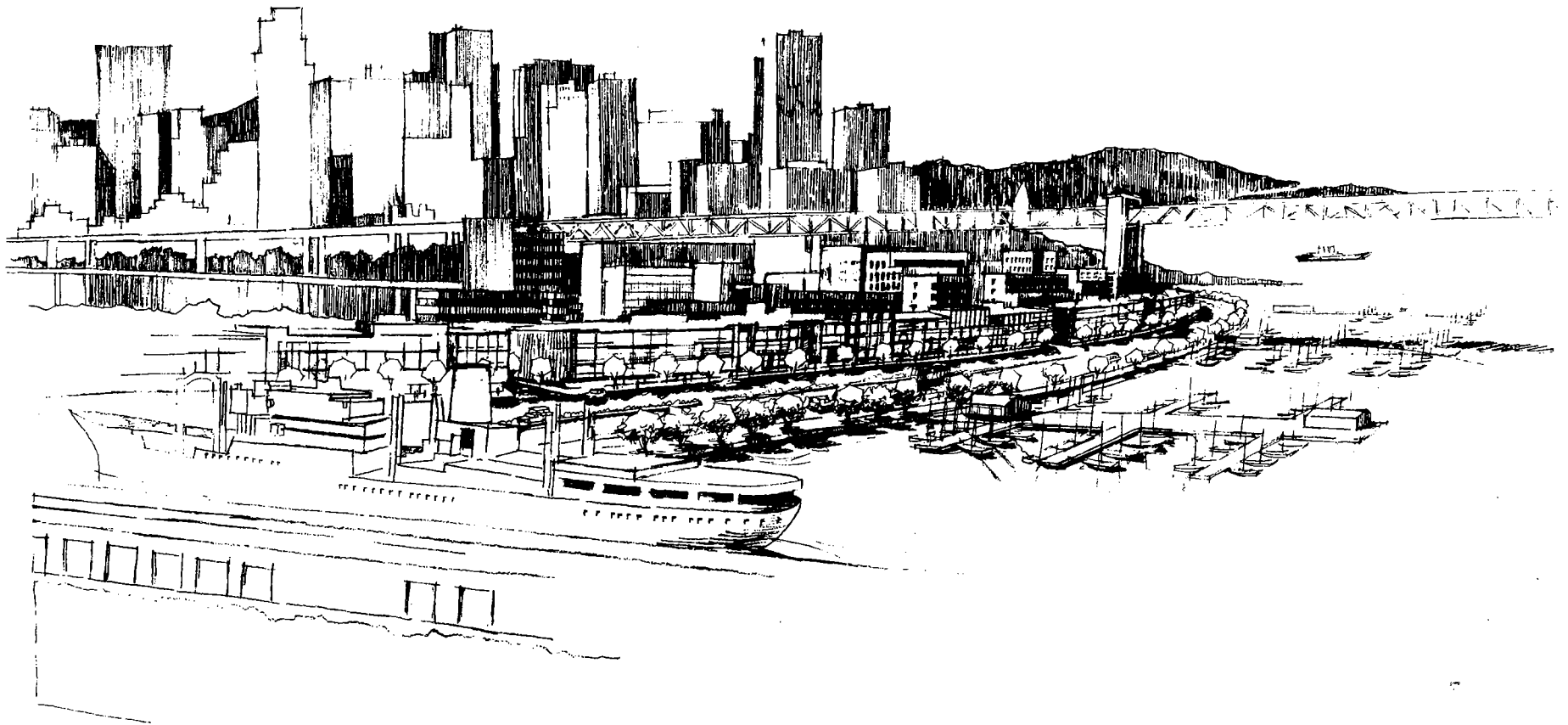


Z o n i n g

The team has had a limited opportunity to examine zoning issues in this area. The M-1 and M-2 zones which cover the area will accommodate uses and densities consistent with our land use recommendations. Conversion of manufacturing space to artist work/live quarters should be permitted only on a conditional basis, and in buildings no longer suitable for manufacturing, e.g. small floor sizes. New residential uses, either by conversion or new construction, would be prohibited while existing residential occupancies would be allowable to continue as a non-conforming use. This too appears appropriate in terms of maintaining a residentially based community north of Lick Skyway and a light industrial one south of that roadway. As pointed out earlier, land along Third Street should be rezoned to encourage retail and light commercial development along this downtown/Mission Bay corridor.

One subject on which we suggest study is current height limitations. The team feels strongly that consideration should be given to an 80 foot limit, instead of the 50 foot limit which now applies to

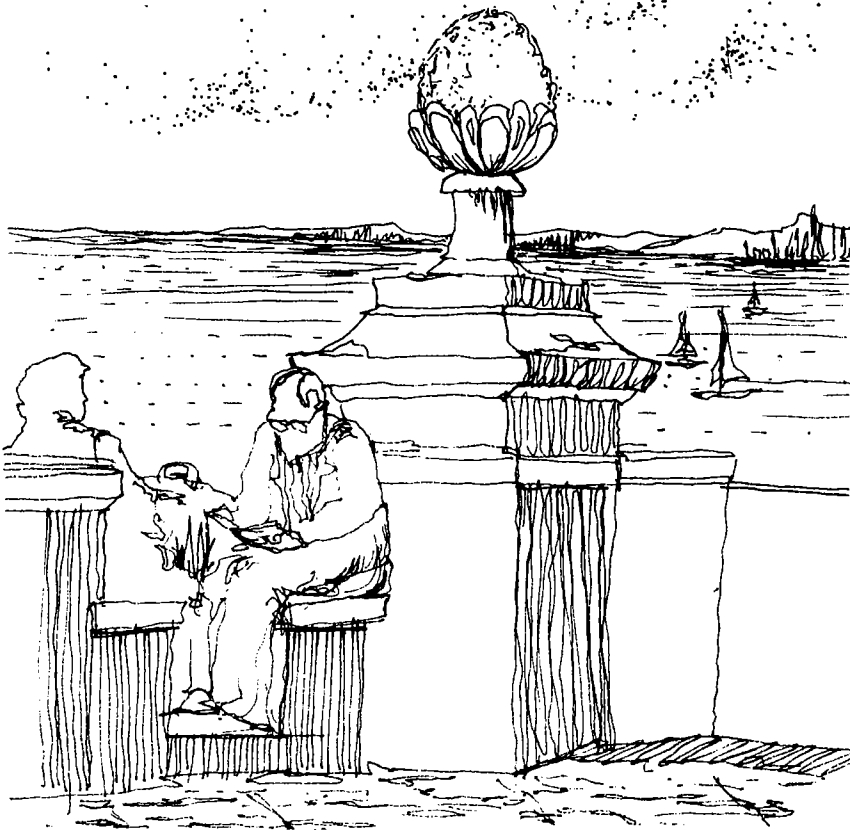
much of the area. Greater permitted heights could be especially important along both sides of Townsend Street. The improved street facility proposed for Townsend could accommodate greater building density and permit the Mission Bay office floor area targets to be met in a more flexible fashion than presently possible.



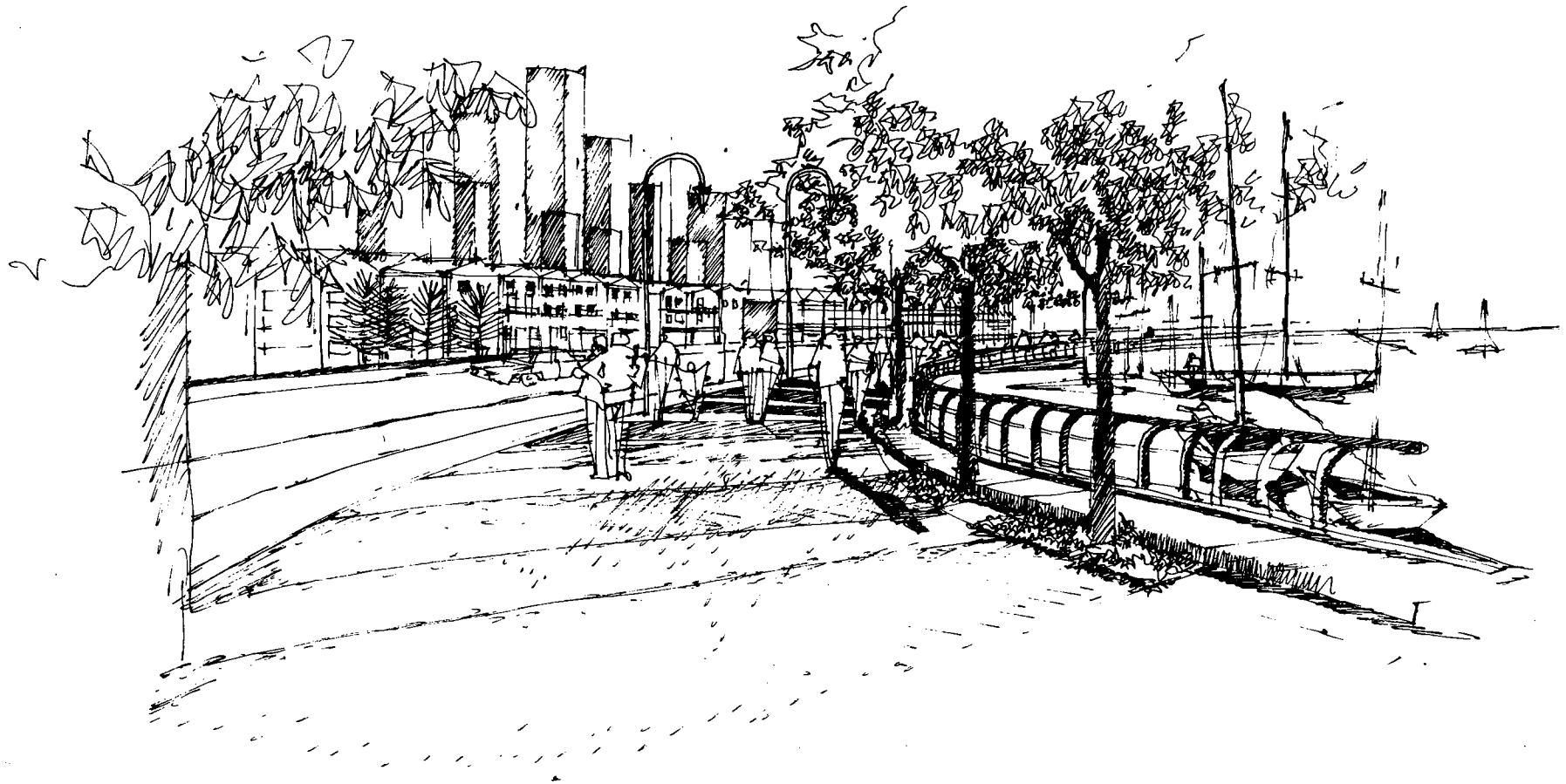
embarcadero

The Area

The Embarcadero South of Market is about to undergo a major transformation, a transformation that will shape the reality and the perception of this part of the waterfront for the foreseeable future. The shipping activities along the waterfront have left or are leaving, and despite the best intentions of the Port Authority, will continue to decline as they have in every other similar city. This change in land use, and the associated retreat of the railroads, have left behind large tracts of vacant or under-used parcels on the land-ward side of the Embarcadero. Major projects are proposed for this linked set of large sites, but no overall plan seems to exist to seize the opportunity to create a magnificent urban space along the Embarcadero. The projects, as far as can be seen from the available material, tend to be oriented away from the Embarcadero, leaving that street as a rather tattered urban edge to the east. The whole design orientation of these projects should be turned around, with the Embarcadero providing the major orientation for the buildings.



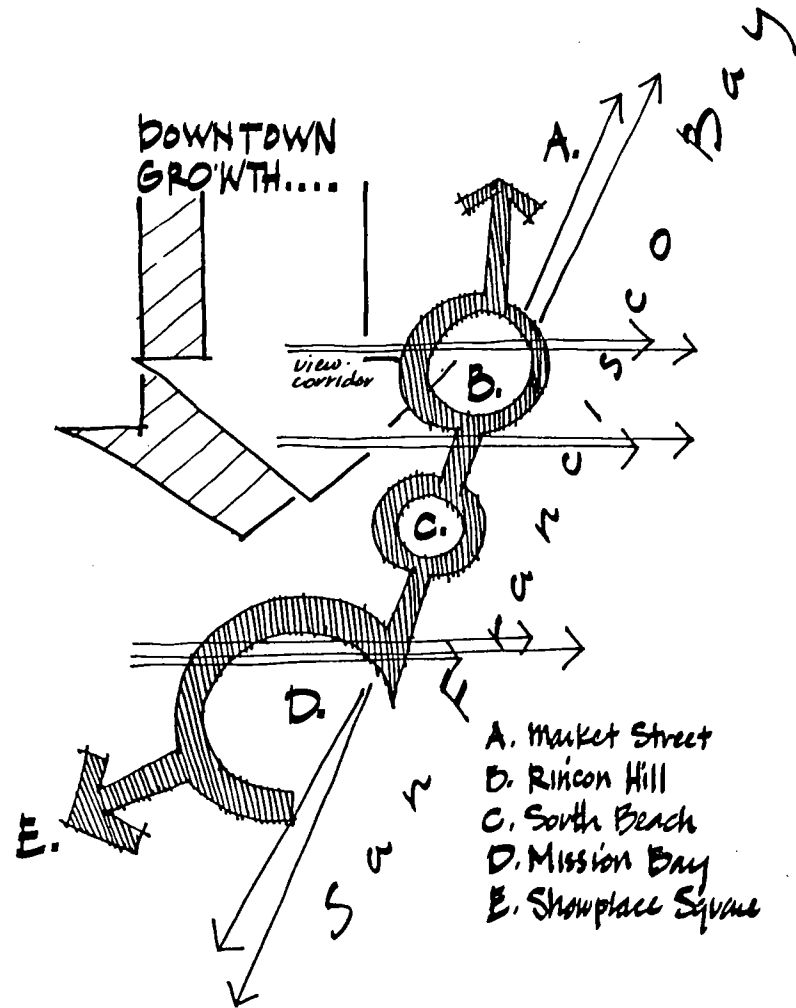
Two major transportation-related changes offer an additional opportunity to extend the grand Embarcadero boulevard around into the Mission Bay project. The demolition of the unused portion of Route 280 structure not only removes the threat to the development of the Embarcadero, but also enables that boulevard to be drawn around north of China Basin into the heart of Mission Bay, terminating in the Showplace Design Center. This opportunity, combined with the ability to relocate the Southern Pacific Station to 7th and Channel Streets, opens up the southern edge of the city in novel and exciting ways, radically transforming the perception of its urban relationships. The Embarcadero will no longer fade away into the dereliction of the railroad yards,

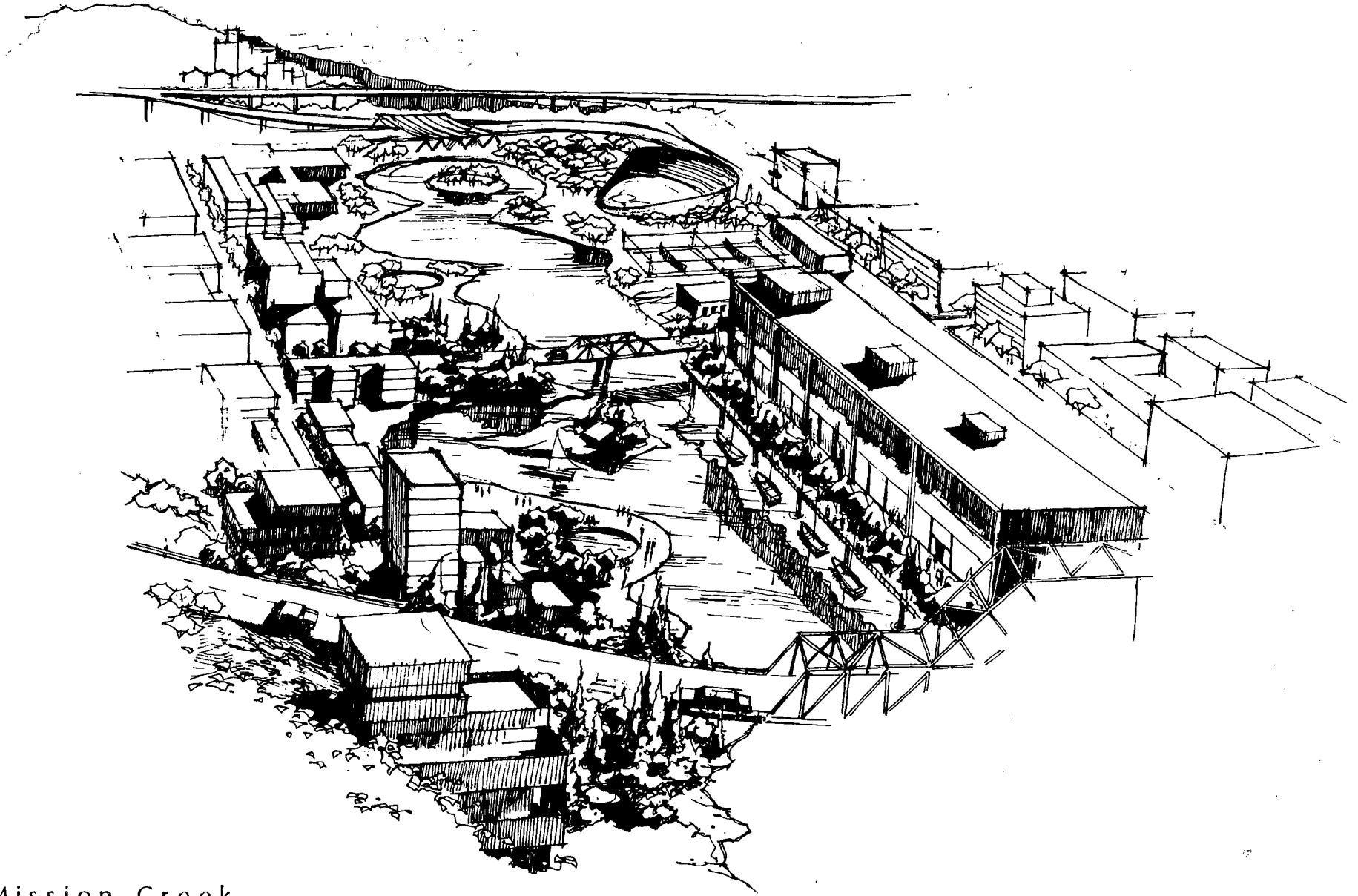


but will provide a beautiful edge to the City which will extend more than 1-1/2 miles.

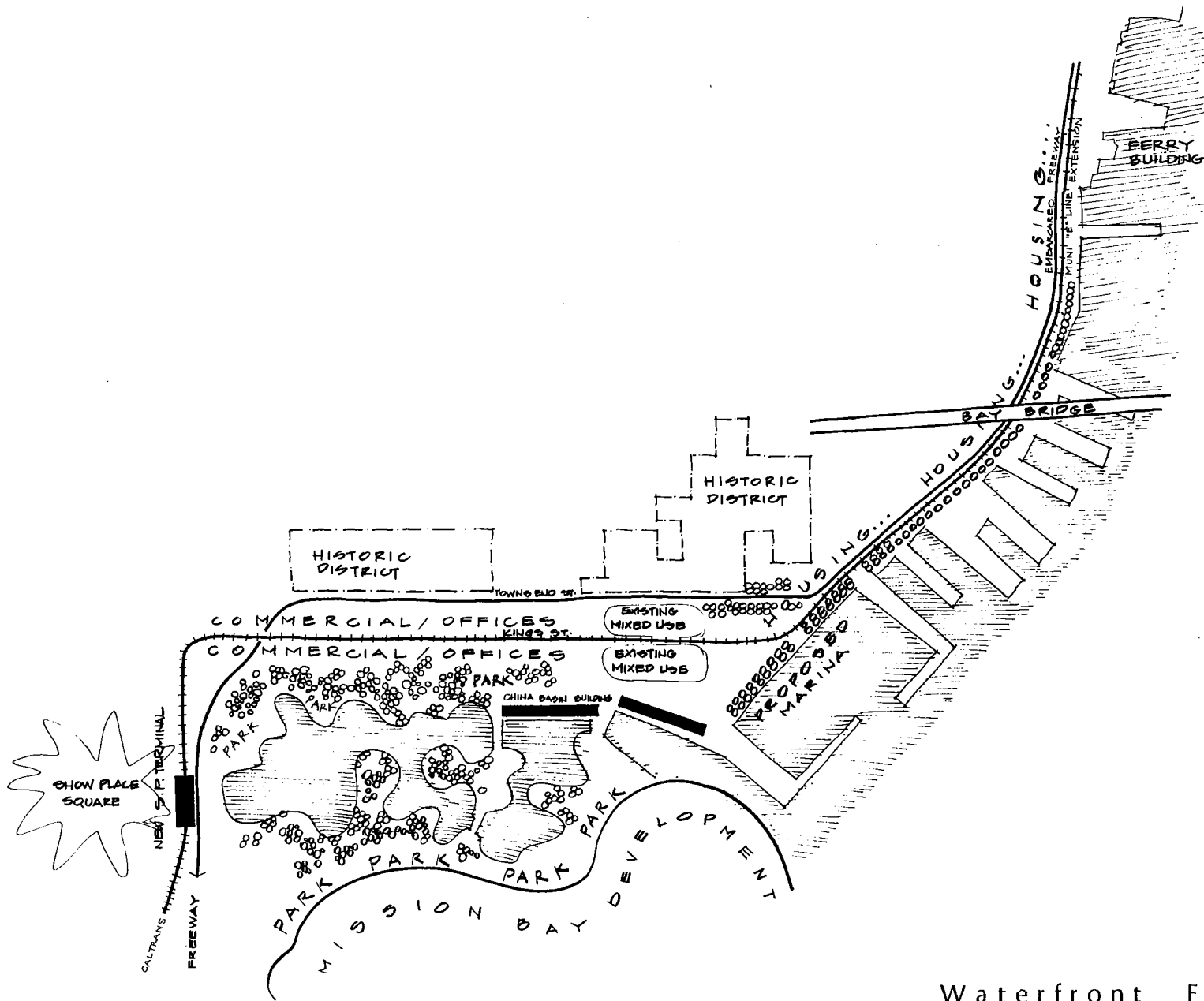
A grand Embarcadero boulevard should create its own open space and recreation activities with a series of linked events of progressively less urban character. At Market Street, the hard-surfaced character of Justin Herman Plaza carries around to the benches and water's edge already created opposite Rincon Hill. This hard edge, with benches and activity areas, should continue to China Basin. On the water side, those piers that remain and their bulkhead buildings can be used for recreational and entertainment purposes, as well as marinas. No major building should be permitted, however, on the water side of the Embarcadero.

On the land side, a continuous street wall of buildings about 40 ft. high should be created, providing the characteristic waterfront edge found not only in San Francisco, but in most of the major waterfront cities of the world. In many ways, it will become the complement to the more travelled Embarcadero tourist route, north from Market Street to Fisherman's Wharf. The route south would tend rather to serve downtown office workers and residents of the major projects along its path. Establishment of this clear new route would also act to help the future of the industrial areas to be preserved, by linking them to the downtown and the waterfront.

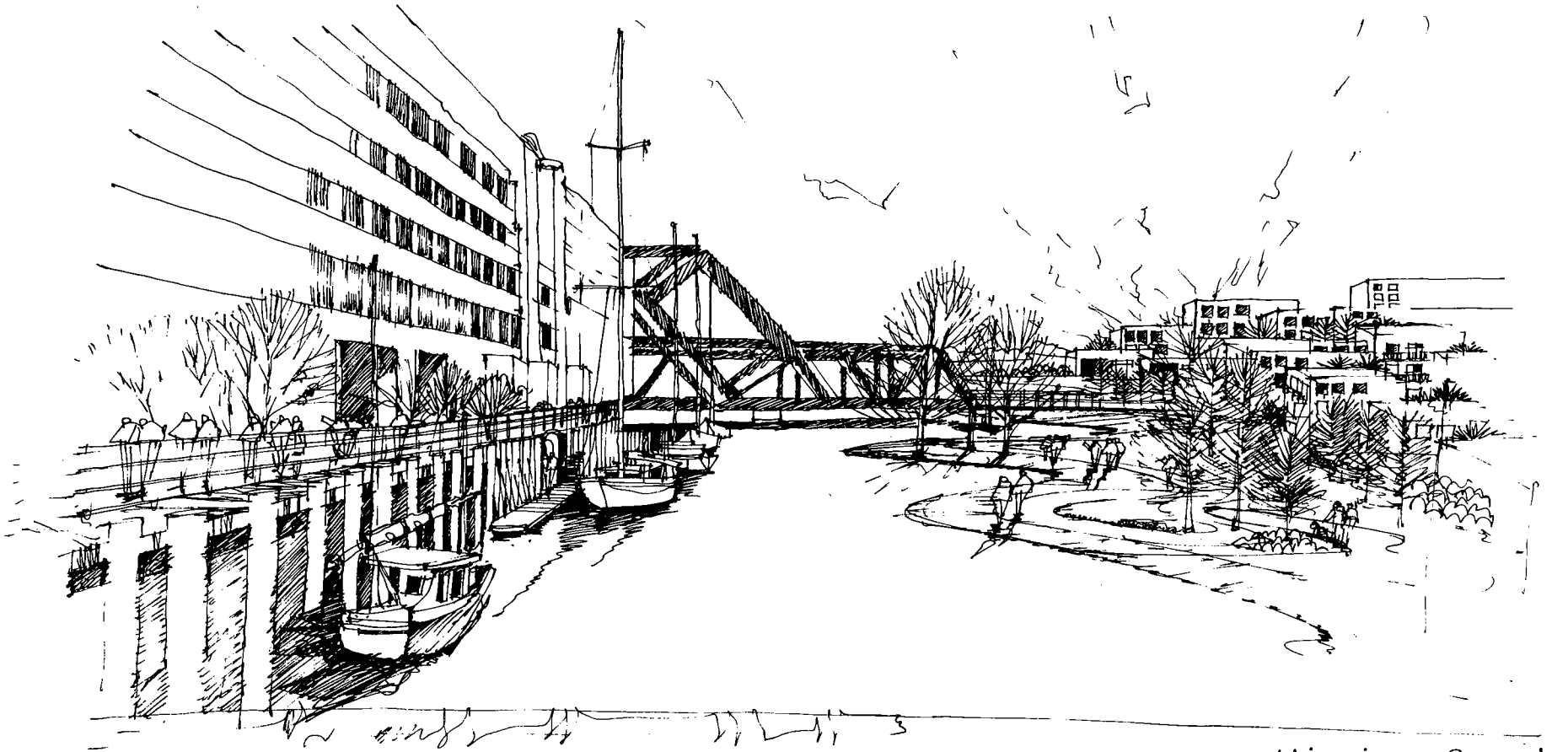




Mission Creek



Waterfront Framework



Mission Creek

R i n c o n H i l l

The first of those projects south of Market Street is Rincon Hill. This area is clearly appropriate for high density residential development, given its location adjacent to downtown and the Bay Bridge. A substantial housing project here would be a desirable barrier to any further extension of the downtown core to the south.

The current plan, however, does seem to overly exaggerate the site opportunities with the very high buildings and nearly complete site clearance, it presents too powerful a visual element. It appears that many more of the existing buildings in the area could be converted rather than demolished. A more relaxed scheme, perhaps along the lines recommended by SPUR, seems more appropriate. Yet, even that scheme does not contribute well to the sense of a grand Embarcadero boulevard, illustrating the necessity of having an overall vision for that water's edge.

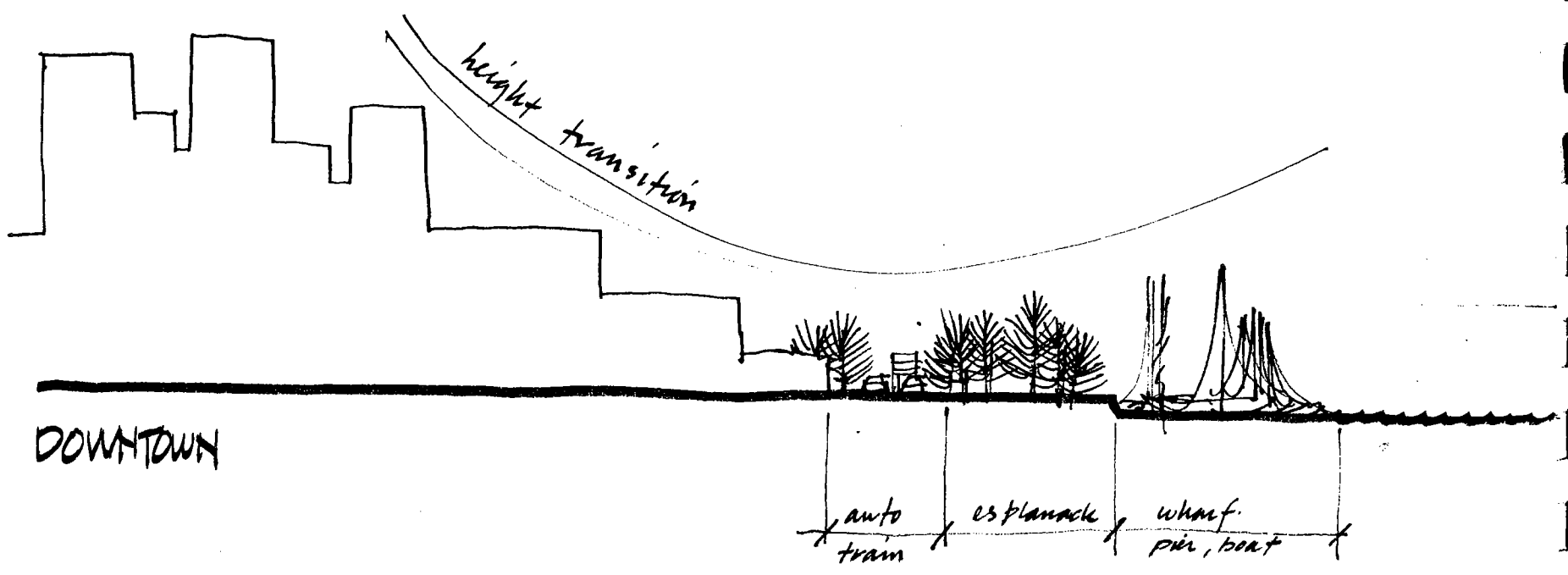
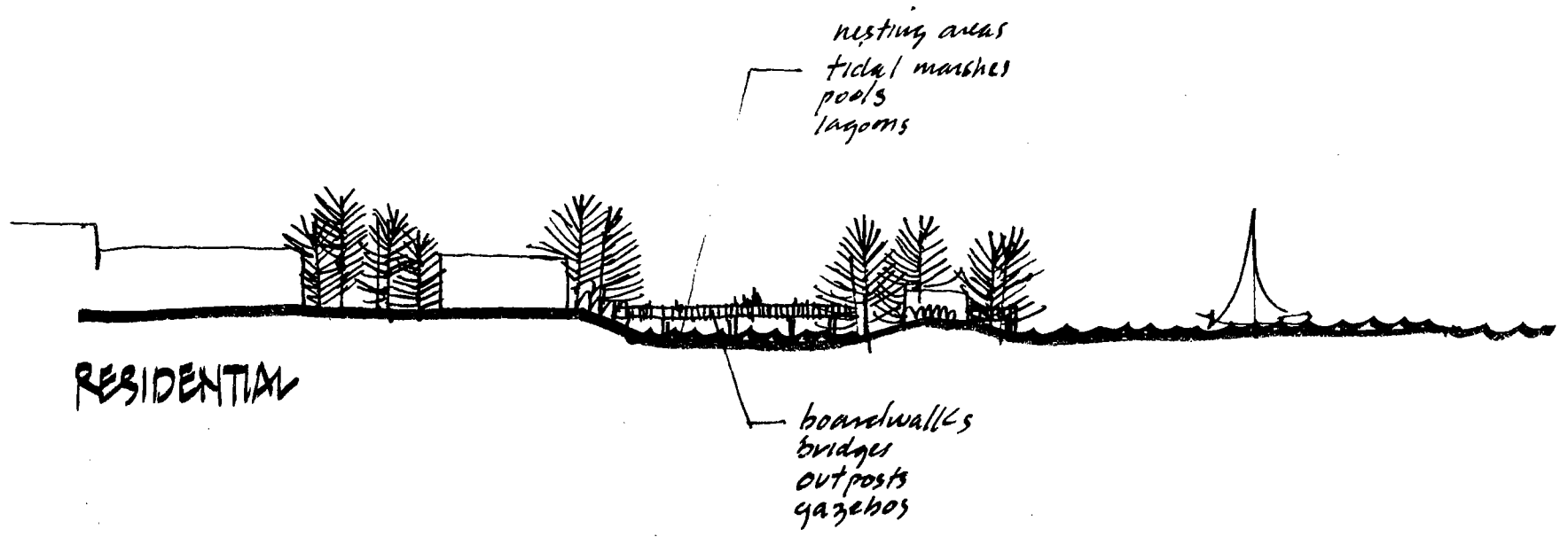
S o u t h B e a c h

Similar comments can be made about South Beach. Again, the sizeable tracts of available vacant land suggest a strong housing solution. The present schemes do not create the sense of residential environment needed for so large and isolated a tract of land, and completely fails to make anything out of the almost 1/2 mile of Embarcadero frontage.

M i s s i o n B a y

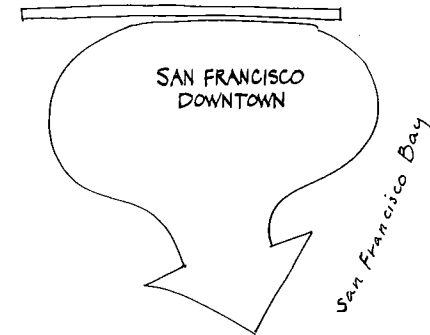
The recent agreement with Southern Pacific/Santa Fe seems to the team to be very appropriate, in terms of the density and type of use proposed. It is extremely important that an opportunity for major office development be provided at a secondary but inner-city location to provide some alternative to the intense development pressures created by the encirclement of the downtown core.

However, the team does feel that the extension of the Embarcadero south to the Mission Bay Project, and the relocation of the Southern Pacific Terminal to the west, offers an opportunity to rethink the form of the China Basin open space provision and the linkages of the project to the north.

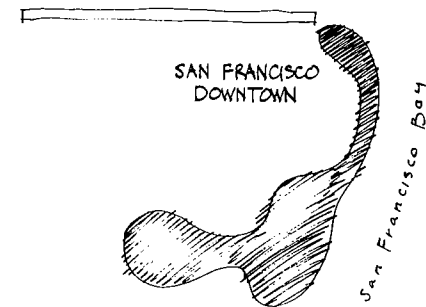


The suggestion by the Mission Creek Conservancy group for a tidal marsh and water basin becomes more compelling than the harder-edged water park in the current scheme, when seen as a part of the continuity of open space and recreation areas extending south along the Embarcadero from Market Street. Most of the stretch from King Street north will in fact consist of a hard water's edge, supplemented by marinas and restaurant/retail/recreational uses. To repeat that form in Mission Bay seems not only to lose the opportunity to recreate a tidal basin on the Bay, but also to exploit the City's full potential to provide a diversity of recreation and open space experience.

Moving the Southern Pacific terminal back to the Seventh and Channel Streets area allows strong connections to be made to the north, particularly along Third and Fourth Streets. It also provides a useful transit hub with a MUNI extension down the Embarcadero to the Station, which creates a light train focus and reality to Mission Bay's research and development and office space, as well as convenient access to Showplace Square. More is said of the public transit recommendations in the following section.



OR



traffic, transit & parking

Introduction

The team addressed several elements of transportation to and within the South of Market area. Since these are not solely related to any sub-area, they are briefly discussed in this section. Elements covered are public transit, vehicle access, circulation and parking.

Public Transit

Regional Considerations

The principal public transit element considered by the team is access via rail systems. Regular bus and trolley service, and jitney operations, provide extensive service to the South of Market area at present and no consideration was given to changes in this service. This service is relatively flexible and can be made to respond to future needs with minimum investment.

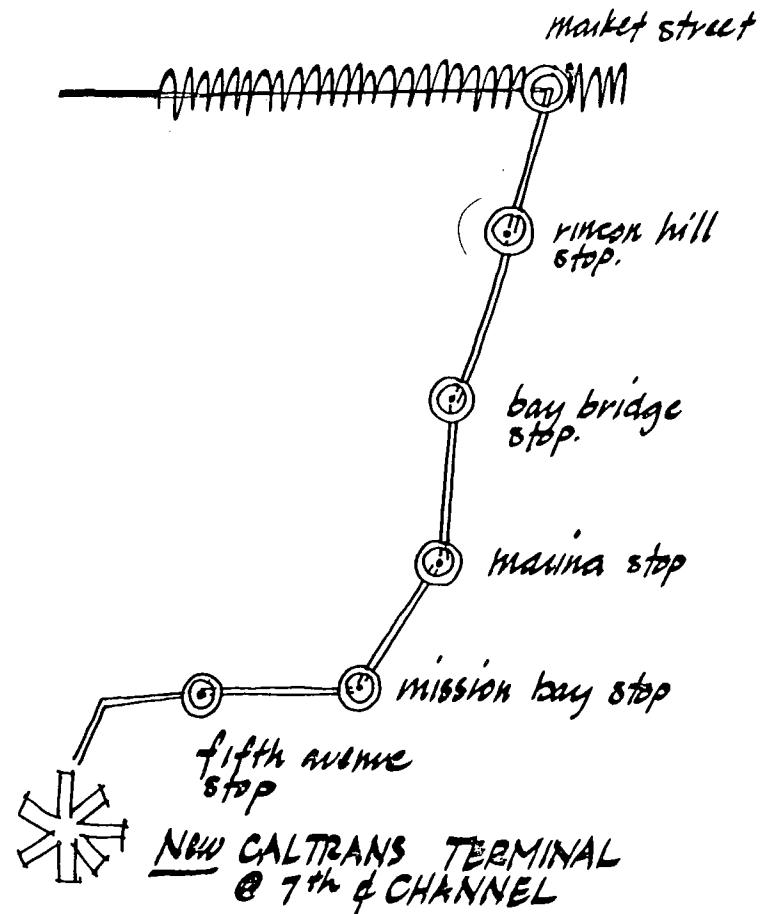
Along the northern boundary of the area, the Market Street corridor provides both Muni light rail and BART heavy rail service. No change is suggested in this effective and high capacity service. Principal attention was devoted to access from the south, where rail service is presently provided by CalTrans, which serves the Peninsula. Several possibilities relative to this service have been briefly analyzed:

- o Retention of the present system, with CalTrans train service terminating at the 4th and Townsend Southern Pacific Terminal where commuters may transfer to surface transportation. This alternative was rejected because of the widespread belief that it provides an



inconvenient means for commuters from south of San Francisco to reach the downtown core, and therefore limits ridership and increases use of private automobiles by commuters.

- o Extension of the present CalTrans rail line to the Transbay Terminal by means of a tunnel. Although this would be an effective transportation solution, it is extremely costly (in excess of \$300 million for the extension) and would not eliminate other weaknesses of the present CalTrans service. While the team does not recommend this approach at this time, we do, however, recommend that the right-of-way already acquired be held and banked for the future.
- o Extension of the present Muni rail system from Embarcadero Station, along the waterfront south to Townsend and then east to the CalTrans terminal. This alternative would greatly improve the present commute time for many CalTrans riders, even though a transfer is involved. The cost would be less than 10 percent of that of the tunnel extension. The team recommends this approach for the short term.
- o Extension of BART from its Daly City terminus to San Francisco International Airport, with connection to a shortened CalTrans line which would run south from that point. This appears to be the most effective transportation solution, since BART trains are fast and efficient and more stops are possible than with the present rail system. Commuter traffic could be expected to increase greatly. No transfer would be required to reach the downtown core, and the overall BART system would be in better balance. No figures are available to the team, but it would be a costly alternative. Furthermore, no specific recommendation is appropriate until a major study



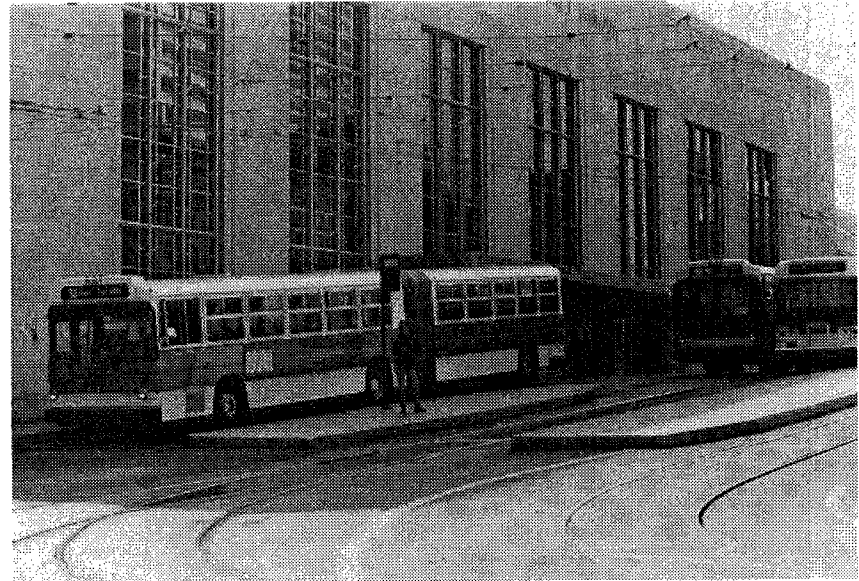
Muni "E" Line Extension

dealing with Peninsula transportation is concluded. Nonetheless, the team recommends that strong consideration be given this solution for the long term.

South of Market Area Consideration

- o The team recommends that the present CalTrans terminal be moved south and west to the vicinity of 7th and Channel. At this point, a simple across-the-platform transfer could be made to the extended Muni rail line. Both the CalTrans and Muni operations (assuming the latter had a two-car configuration) are double-ended operations, making for a straightforward and non-land-consuming switching system and a simple station layout. With the greater concentration of offices proposed at the north part of the Mission Bay development, many commuters should be able to walk to work from this station, without a need for transfer. Development of other office uses near the station would increase this desirable walk-out situation.

Several possibilities exist for routing the Muni line northeast from the new station. The Team recommends that the route lie in the median strip of King Street. This alignment lies near the north boundary of the Mission Bay development and is well located to serve that area and the light industrial area to the north. Consideration was given to locating the MUNI line on Townsend Street, since it constitutes the southwestern continuation of the Embarcadero. However, preliminary examination indicates that it would be difficult to provide a safe transition of the



MUNI line from the new station into median strip of Townsend. The street grades and alignments appear to permit such connection to be better made from King Street. A final conclusion cannot be reached without preliminary engineering review.

At the point of joining the present Embarcadero near the proposed South Beach marina, the recommended route would lie in the Embarcadero right-of-way with stops serving the proposed Marina, Rincon Hill and other developments. This line could lie either in the median of Embarcadero, strengthening the boulevard feeling of the route; along its west margin, which would

preclude the need for riders from developments to the west to walk across the traffic lanes to reach the rail stops; or one rail on either side of the street, providing one way direct access to each side. The line would enter the existing Muni tunnel under Market Street at Embarcadero and would then provide convenient access to the downtown core area via existing stations.

The MUNI line as proposed herein is an amplification of the suggested Muni extension known as the "E-Line."

Not only would the preceding approach meet the short-term needs of commuters from the Peninsula, it would also improve access to and between parts of the South of Market area, particularly Mission Bay, South Beach and Rincon Hill, and would strengthen the urban design characteristics of the Embarcadero and Mission Bay edges of the area. The relocated CalTrans station would also provide a point from which a cross-town rail line discussed in the past might ultimately travel northward through Yerba Buena Center and ultimately west and north across the Golden Gate Bridge.

V e h i c u l a r A c c e s s a n d C i r c u l a t i o n

As has been pointed out in previous studies, the South of Market Area basically is well endowed with vehicular access. The James Lick Skyway and I-280, as well as surface arterial streets, provide access at a number of points. The pattern of streets with broad rights-of-way provides good circulation within the area. Although some congestion exists at peak hours, only 6th Street frequently exhibits intersection levels-of-service that indicate moderate to severe congestion.

The area is heavily traversed by traffic just passing through it -- an undesirable situation in a traditional neighborhood. This appears to be neither an overriding community issue nor one with a feasible solution. Fortunately, the major residential concentrations lie in the interior of the large South of Market blocks, fronting usually on interior block streets and alleys. Traffic flow through the alleys is not of high volume.

For these reasons, as well as practical limitations on time available for study, the team has made only limited recommendations relative to vehicular access and circulation. In sections dealing with various sub-areas, some proposals are presented for modification in use and character of certain arterial streets. Use of curb frontage for parking and related policies are discussed. The need for special treatment of the Embarcadero and Third Street, to emphasize the unique role of these streets, is also pointed out.

The most significant recommendation for change, however, relates to I-280. As has been recommended in past studies, including the recent Mission Bay development studies, the Team recommends that that portion of the elevated structure, lying northeast of a point between 6th and 7th Streets, be demolished. It is proposed that I-280 swing eastward to the surface and be connected with Townsend Street. The ramps to 6th Street would be maintained, possibly with some modification to permit the Townsend connection. As is described more fully in the description of the Embarcadero waterfront area, Townsend would become an extension of the Embarcadero and the route would provide a major regional traffic link between the area south of San Francisco and the waterfront and lower downtown area. The new route also would provide regional access to Mission Bay, South Beach and Rincon Hill.



P a r k i n g

Even a casual inspection reveals the great impact that parking has on the character of the area. For example, at least 50 percent of the area bounded by Fifth and Seventh and Market and Howard Streets is devoted to street rights of way and off-street parking. Even the narrow mid-block alleys and streets are heavily used for parking, to the extent that their narrow sidewalks are frequently blocked. Availability of parking is important to the success of the businesses and industries in the study area, and it is vital to residents in the area. However, the team suspects that at least some of the parking spaces are occupied during weekdays by persons who work north of Mission Street.

The Planning Department, in its current zoning study, should examine the degree to which workers from north of Market Street park in the area immediately south of Mission and west of Yerba Buena Center. If it is found that the number is significant, the following approach should be considered.

- o Issue parking permits to residents and to owners and workers of businesses within the study area, and allow these permit holders to park on most of the public rights-of-way during weekday working hours.
- o Where no off-street parking is available for business customers and residential visitors, use a limited number of parking meters to meet these short term parking requirements.

The limitations would not apply during the evening or on weekends, when most visitors to residences would be in the area, and when entertainment and restaurant facilities would draw peak numbers of visitors.

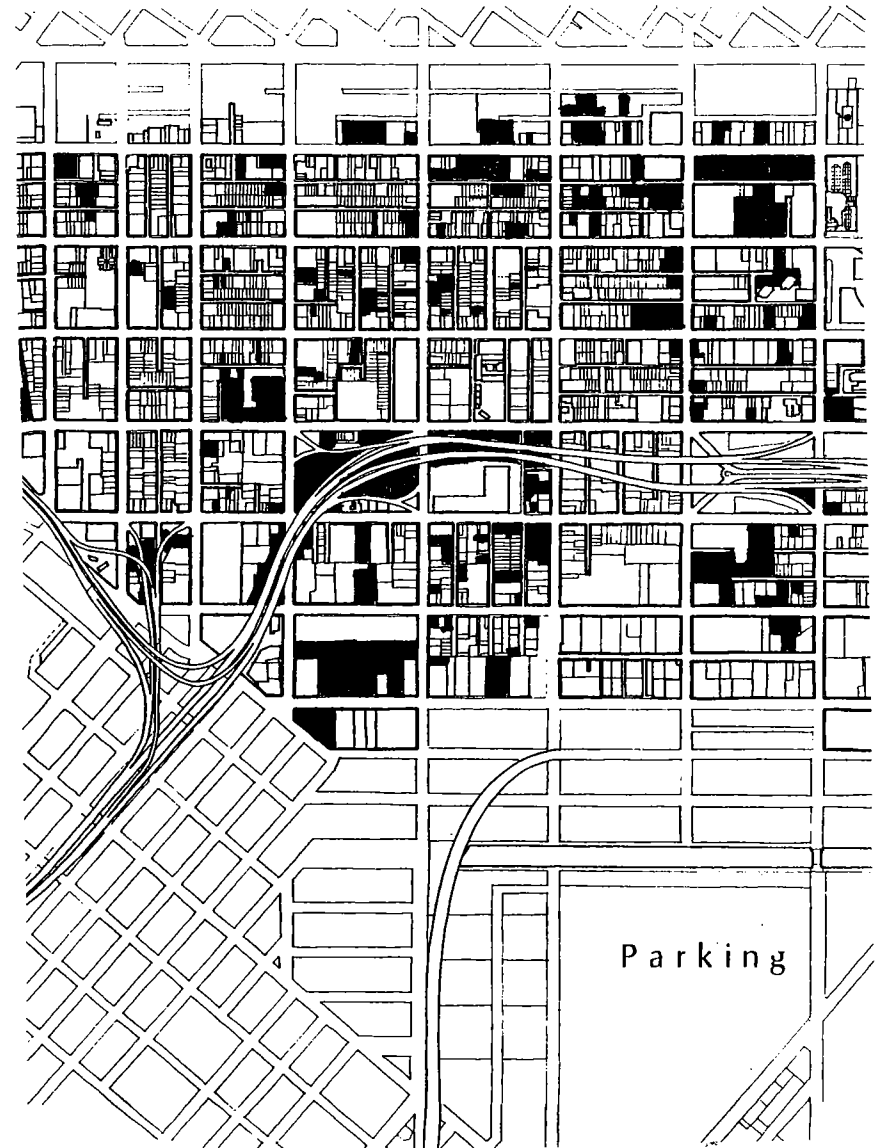
If the aforementioned examination reveals that few employees from north of Market Street park in the area, the present degree of weekday parking congestion suggests that parking for business and industrial uses within the area is not adequate. In this event, the City (or the proposed Business Development Corporation) should acquire one or two lots and reserve them for use of employees of businesses within the area. Such lots should be located where they might later provide sites for small garages to serve area businesses.

Other measures which could be taken to increase parking supply in the study area would be to install diagonal parking on streets such as Howard, Folsom or Harrison. Such parking on these long blocks, accompanied by use of permits, could reduce parking pressure on the mid block residential alleys and narrow streets, allowing enforcement of one-side restrictions and making sidewalks usable.

Street curb space in the area is limited, relative to demands for its use. The City should include in its study a review of use of curbs for parking, service or emergency access, and truck deliveries. Key non-parking needs should be identified and bans on parking in areas designated to meet these needs should be rigorously enforced.

Another possible area for an increase in off-street parking is land under the Lick Skyway.

Other specific approaches to limiting or providing parking are found in sections dealing with sub-area plans and zoning regulations.



n e x t s t e p s

The problems facing the South of Market Area are acute, complex and urgent. They need to be addressed now, and some direct actions should be taken immediately.

Past studies by SPUR, The City Planning Department and others have indicated that downtown development is moving steadily toward South of Market. Land values have skyrocketed in anticipation of development. For the area east of 2nd Street, the value has at least doubled. Housing costs are also escalating dramatically. The Moscone Convention Center has been built, and other phases of Yerba Buena Center are now underway. They will further stimulate growth. Gentrification may occur in the western section of South of Market. Once this process begins, as experience in other cities has shown, it can spread rapidly under favorable conditions. Rents for small businesses in the area are increasing. These merchants can ill afford an increase in rents. Unless maintained, much of the housing stock may deteriorate beyond the point of economic repairs. Clearly, to protect the South of Market, actions need to be taken today.

The team believes such actions should not be limited to regulatory measures such as rezoning and rent controls. While they are useful for addressing some issues, they tend to be limited by their preventative and negative approach. The team believes some active steps should be taken. These include an aggressive housing acquisition campaign by a community housing corporation, and a package of financial assistance to secure the area for existing businesses. Support for a limited program of low-cost housing and business space development is also needed.



These measures should be carefully targeted to the area's need. They should be dramatic at the outset, to demonstrate strong commitment. However, they are to be carried out in an incremental fashion.

The team believes among the various actions recommended in this report, the following twelve recommendations are most important. They deserve immediate attention and commitment.

R e z o n i n g

The City should implement the rezoning process as quickly as possible.

There is general agreement among all sectors of the community that the area's mix of housing, commerce and industry is a resource to be conserved. The rezoning process should be given top priority and be carried out as quickly as possible.

H o u s i n g a n d S m a l l B u s i n e s s A s s i s t a n c e

- o A public/private development corporation should be created to help retain the businesses, industries and housing in the area. The team recommends that two development corporations be created; one for housing acquisition, management and development, and the other for small business development. Each would have its own staff and board, and specific functions and responsibilities. They may have an overlapping board membership to insure coordination. Each will work with interested public agencies and private business organizations.

- o These bodies would raise substantial funds from public and private sources -- a minimum of \$10 million -- to help support their activities. The \$5 million required by the YBC, to be spent on housing, could be channeled through this corporation as could some portion of the \$10 million recently set aside by the City for housing programs.
- o Develop a housing assistance program in concert with City agencies which would acquire and rehabilitate residential buildings; promote home ownership and/or moderate income cooperatives; build a limited amount of in-fill new housing; and improve the housing environment. The assistance should be targeted to the existing housing area west of Fifth Street.
- o Develop a small business assistance plan, in concert with City agencies, to help area small business and industry to remain and prosper by stabilizing rents, improving buildings and the environment, providing seed money for the Farmers' and Artisans' Market, and by advising small businesses on management, marketing and finance.



S o c i a l S e r v i c e s

- o Expand the City's policy of helping non-profit corporations acquire residential hotels in the South of Market area and once acquired, have them properly maintained.
- o Set aside \$500,000 of city funds to immediately acquire two small park/recreational facilities for area children. The parks should be conveniently located in the existing housing area and be designed with active resident participation.
- o Initiate services specifically tailored to meet some urgent needs of the area's elderly, such as more neighborhood stores, mini-businesses and increased security.
- o Create additional detoxification centers as needed through existing organizations.
- o Provide supports to existing social organizations to create more shelters for the homeless.

W a t e r f r o n t a n d A r e a D e v e l o p m e n t

- o Develop a unified urban design plan for the Embarcadero; reclaim the waterfront for parks and recreation, and create prime sites for housing and other developments.
- o Re-examine the current plans for Rincon Hill, South Beach, Mission Bay, and Showplace Square, to make certain they are better related to the Embarcadero and are in concert with one another.

r / u d a t t e a m

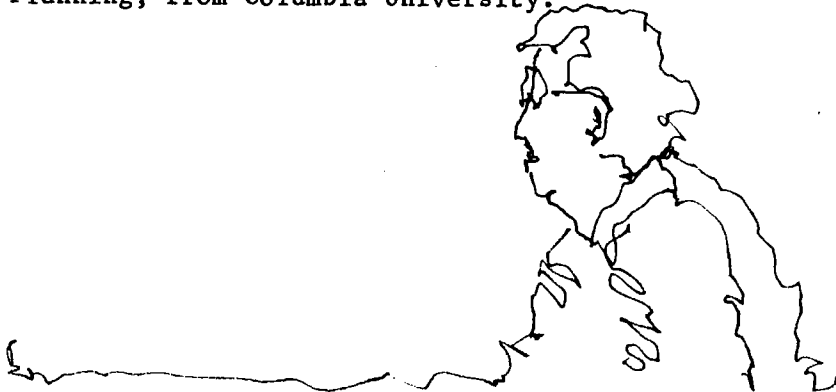


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He has taught at the University of Virginia, Cooper Union School of Architecture and is currently an adjunct professor in Columbia University's graduate urban design program.

Mr. Clarke has a Bachelors degree in Architecture from Cooper Union and a Masters in Science, Urban Planning, from Columbia University.



J O E B E R R I D G E is an urban planner and principal in the Toronto-based firm of Coombes/Kirkland/Berridge, with current work including a new master plan for downtown Buffalo, and urban design and planning of the World Financial Center in New York City. Berridge has worked for the City of Toronto Planning and Housing Departments, and was heavily involved in Toronto's recent Central Area Plan.

Mr. Berridge received his Bachelors degree in geography and social studies from the University of Sussex, U.K., followed by a Masters in urban geography from the University of Toronto.



J A M E S B R A M A N is a land use and transportation planner with CH2M Hill of Seattle. He served as director of the Seattle Department of Community Development, where he supervised long-range and neighborhood planning and improvement programs. Previously, he was director of planning for the Denver Planning Office.

Mr. Braman holds a B.A. in Civil Engineering and a masters degree in Regional and Resources Planning from the University of Washington.



E R I C L . E R N S T B E R G E R is a partner with Rundell, Ernstberger & Associates, a land planning, landscape architectural and development planning firm based in Muncie, Indiana. He has practiced throughout the Midwest on a variety of interdisciplinary teams, most recently as prime consultant for the design of the "Commons," the principal public space at the new Indianapolis Zoo.

He has completed urban design studies for proposed waterfront developments on the Ohio River in both Jeffersonville and Evansville, Indiana.

Mr. Ernstberger holds professional degrees in environmental design and landscape architecture, and is a R/UDAT alumnus.



J O H N A N D R E W G A L L E R Y is an urban planner and development administrator with the Philadelphia-based firm, Urban Partners.

Prior to forming the firm, he was the first director of the Office of Housing and Community Development for the city of Philadelphia.

Mr. Gallery has taught urban design and planning at the University of Pennsylvania and Harvard University. He is a graduate of Harvard College and has a Masters in Architecture from Harvard University Graduate School of Design.



J O H N R . H U N T is president of Jones & Jones, architects and landscape architects, of Seattle.

He currently is project designer for the Dallas Arboretum and Botanical Gardens in Dallas, with past projects including the South Campus Urban Design Plan for the University of Washington in Seattle, and the master plan for Columbia Point in Richland, Washington.

Mr. Hunt holds a Bachelors Degree in Architecture from the University of Arkansas and a Masters in City Planning and Urban Design from Harvard University.



J O H N P A S T I E R is an architectural and urban critic based in Los Angeles. He was the Los Angeles Times architecture critic from 1969-1975, and currently is senior editor of Arts & Architecture magazine and a contributing editor to Architecture magazine. His works include the monograph, Cesar Pelli.

He served as associate city planner with the Los Angeles Department of City Planning, where he played a major role in designing that city's first comprehensive master plan, and has been a consultant in planning and architectural projects.

Mr. Pastier is a teacher of architecture and urban design at several prominent schools in California and Texas, and has been a visiting critic at Yale University. He has a Bachelor of Architecture from Cooper Union.



M I C H A E L K W A R T L E R is an architect, urban designer and land use planner from New York City. He has served as deputy director of the Urban Design Council of the City of New York and as associate director for the Building Programming and Research section of the New York City Planning Department.

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He has served as Director of urban design for the City of Dallas, chief of environmental design for the City of Minneapolis, and as a consultant to the United Nations and numerous federal agencies, municipalities and private corporations.

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