



TRANSIT CENTER DISTRICT PLAN

**Public Workshop #2:
Initial Findings and Proposals**



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PLANNING
DEPARTMENT**

04.30.2008

San Francisco Planning Department

In partnership with:

San Francisco Redevelopment Agency

Transbay Joint Powers Authority

Plan Consultants

Primary Consultant Team

EDAW (Lead; Public Realm, Urban Design, Architecture, Sustainability)
Nelson/Nygaard (Transportation)
DMJM Design (Architecture/Engineering)
Economic & Planning Systems (Financial Analysis)

Environmental Review

ESA (Lead; Shadow, Wind)
DMJM Harris (Transportation/Traffic Analysis)

Historic Preservation

Kelley & VerPlanck Historical Resources Consulting

Growth & Capacity Analysis

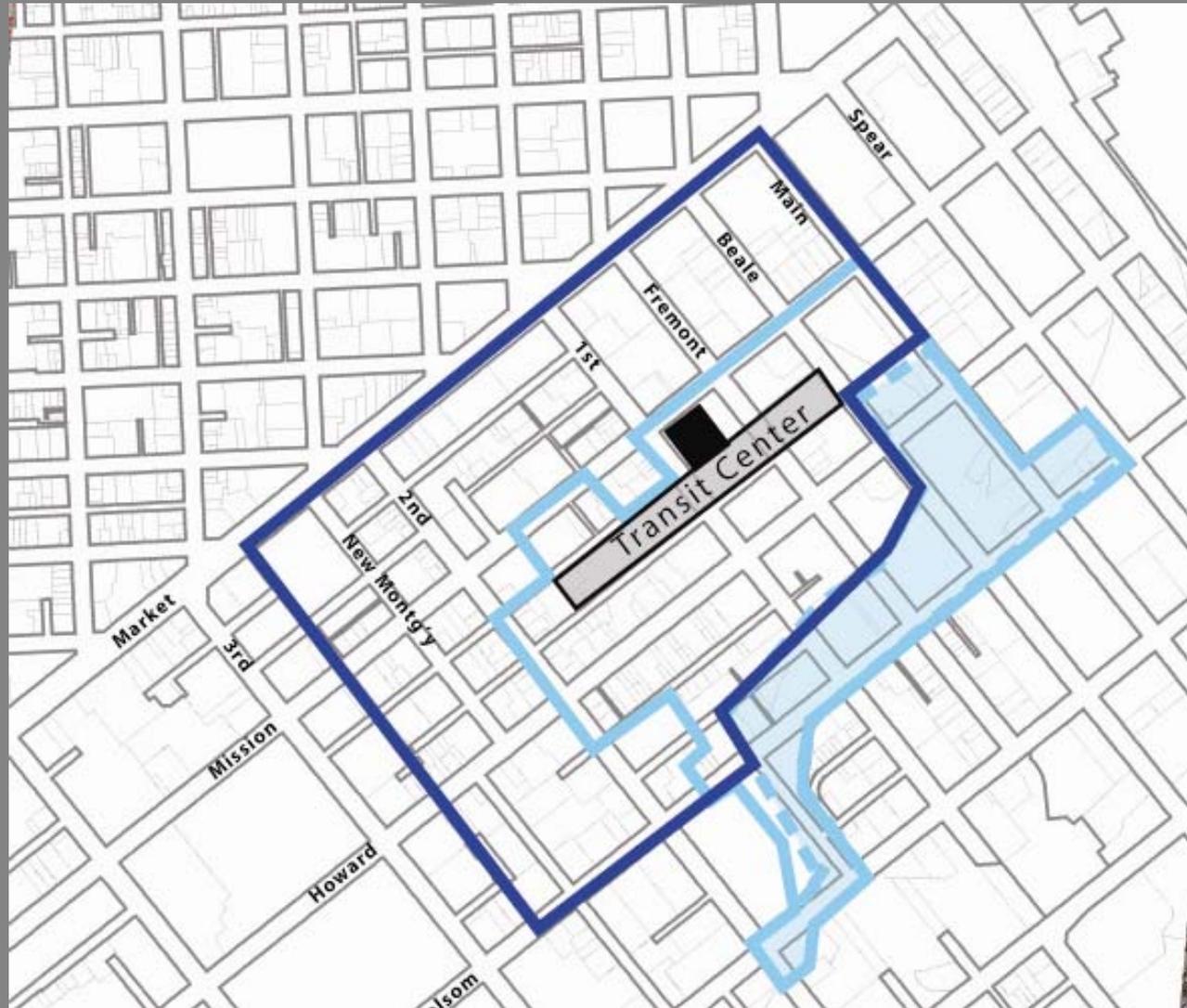
Seifel Consulting Inc.



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Transit Center District Plan Area

Private and
Public parcels
around
Transit Center,
including
Transbay
Redevelopment
Area
Zone 2



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Transit Center District Plan

Objectives

- Environmentally Responsible Land Use:
Capitalize on new major **transit investment** with appropriate **land use** response in the downtown core
- Building on the Urban Design Element and Downtown Plan, analyze:
 - Analyze the **downtown form**
 - Identify opportunities and set guidelines and standards to build a high-quality **public realm** and provide **public amenities**
- Generate more **revenue to support the Transbay Transit Center/Caltrain Extension** project and other **public benefits**.



Tonight's Topics

1. 2007-2035 Growth & Capacity Analysis

Land Use

2. Urban Form

Form/Skyline/Views

Shadow

Historic Resources



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3. Streets and Open Spaces

Downtown Growth Projections: Demand/Capacity Analysis



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Regional Sustainability

Downtown Growth and Capacity Analysis

What are the forecasts for regional, citywide and downtown growth in the next 25 years?

What is the capacity of the existing zoning?

What role does the Downtown and Transit Center District have in absorbing future growth?

What are alternative scenarios of land use balance?



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Regional and SF Growth 2007-2035

Two Growth Projections Analyzed

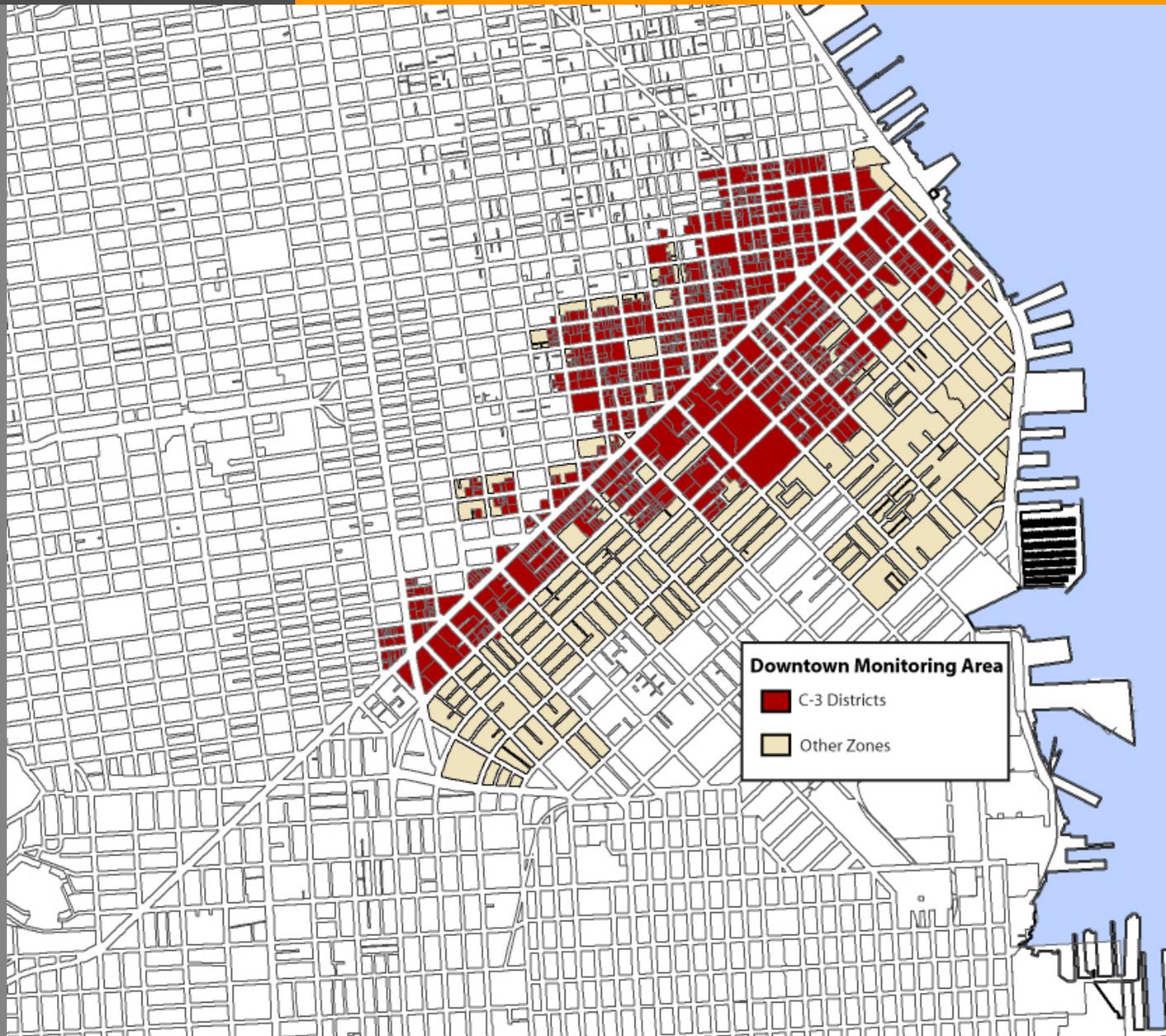
Baseline (Average of Moody's and REMI)

- Generally conservative, trend based on historic local patterns
- Focus on cost of doing business and cost of living
- SF-only model (not based on regional model)
- No consideration of regional policy objectives or new factors (e.g. climate change initiatives, change in transportation patterns, economic or housing policy)

Smart Growth (ABAG 2007)

- Regional model of total Bay Area growth with allocation of jobs and population to cities
- Policy assumption of directing growth to urbanized areas with transit infrastructure
- Assumes San Francisco maintains present 16% of Bay Area jobs

Downtown Monitoring area

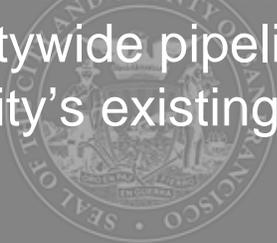


Downtown's Share of Growth 2007-2035

	Baseline	Smart Growth
Net Additional Office Space:*	12.4 million sf	23.5 million sf
Net Additional Housing Units:**	8,580	11,740

*Assumes capture rate consistent with Downtown's current 73% share of citywide office space

**Assumes capture rate consistent with Downtown's 21% share of current citywide pipeline and programmed units (note: Downtown has approx. 6% of City's existing housing units)



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Downtown Pipeline and Unmet Demand

Demand – (Approved + Under Construction + Programmed) = *Unmet Demand*

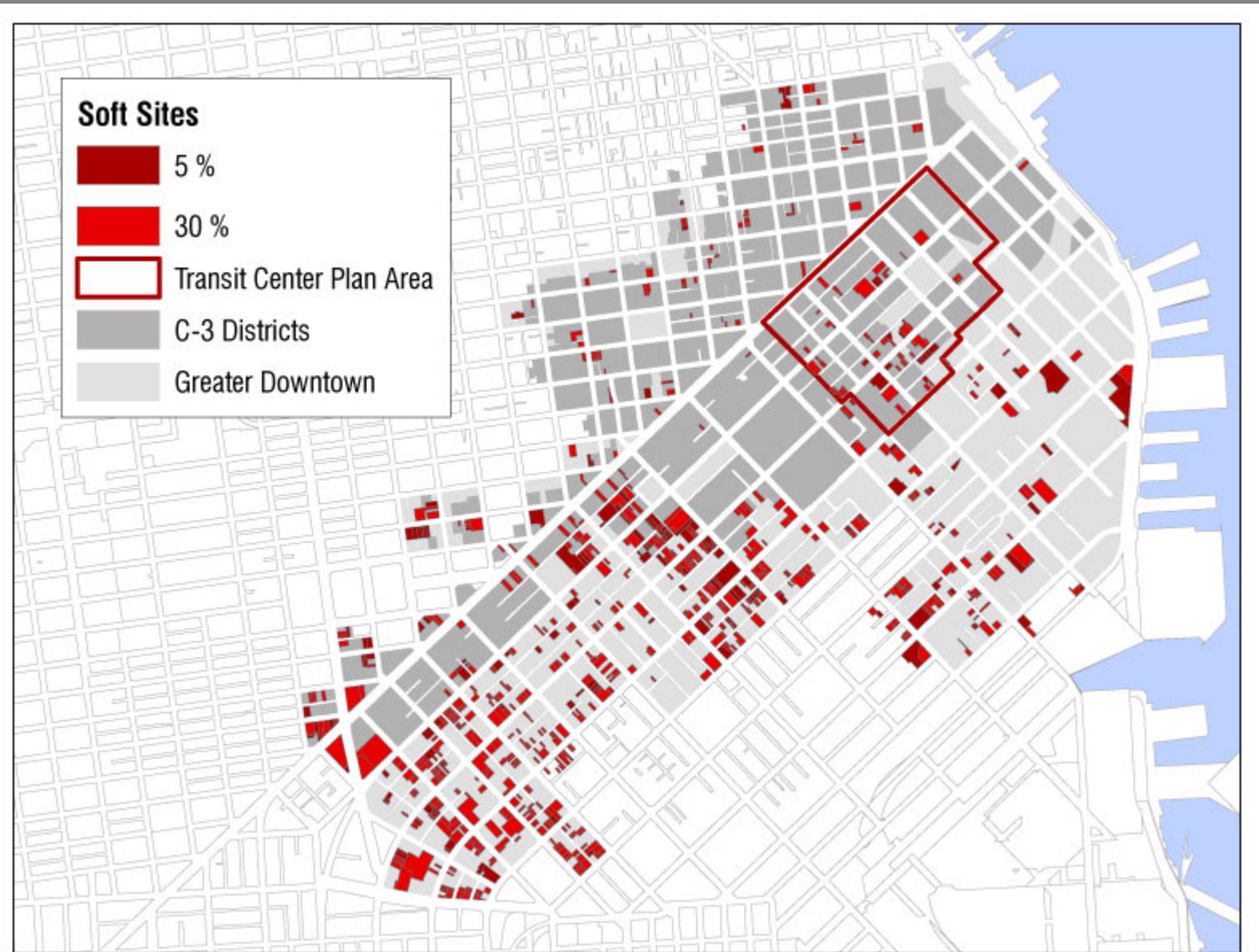
Baseline Projection: Demand and Future Supply, 2007-2035
Downtown San Francisco

Development Type	Downtown Demand	Future Downtown Supply			Unmet Demand
		Approved or Under Construction	Programmed	Total	
Office Space (GSF)	12,430,000 GSF	1,458,000 GSF	1,135,000 GSF	2,593,000 GSF	9,837,000 GSF
Housing (Units)	8,580 Units	5,840 Units	3,470 Units	9,310 Units	0
Housing (GSF)	10,296,000 GSF	7,008,000 GSF	4,164,000 GSF	11,172,000 GSF	0
Total Office/Residential GSF	22,726,000 GSF	8,466,000 GSF	5,299,000 GSF	13,765,000 GSF	9,837,000 GSF

Smart Growth Projection: Demand and Future Supply, 2007-2035
Downtown San Francisco

Development Type	Downtown Demand	Future Downtown Supply			Unmet Demand
		Approved or Under Construction	Programmed	Total	
Office Space (GSF)	23,497,000 GSF	1,458,000 GSF	1,135,000 GSF	2,593,000 GSF	20,904,000 GSF
Housing (Units)	11,740 Units	5,840 Units	3,470 Units	9,310 Units	2,430 Units
Housing (GSF)	14,088,000 GSF	7,008,000 GSF	4,164,000 GSF	11,172,000 GSF	2,916,000 GSF
Total Office/Residential GSF	37,585,000 GSF	8,466,000 GSF	5,299,000 GSF	13,765,000 GSF	23,820,000 GSF

Soft Site Analysis



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Downtown Capacity

Total Downtown Area New Development Capacity for All Uses
(based on existing zoning and proposed Eastern Neighborhoods zoning where applicable)

26.8 million gross square feet

Primary Office Zones (100% office space permitted)

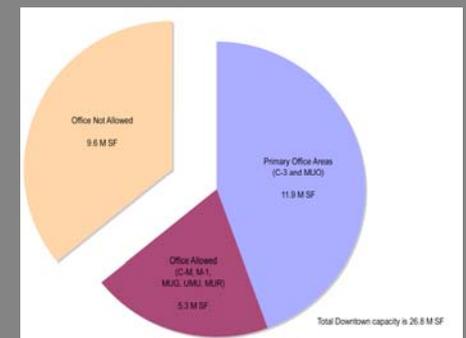
C-3, MUO, SSO 11.9 million gsf

Zones where some offices permitted (approx. 25% office space permitted)

C-M, M-1, MUG, UMU, MUR 5.3 million gsf

Zones where offices generally not Permitted

SLR, SLI, SPD, RED 9.6 million gsf



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Downtown Capacity: Land Use Mix

Three Capacity Scenarios analyzed based on alternative balances between two primary uses: office and residential space

Scenario 1 (Maximum Office Capacity):

100% of Primary Office Area capacity devoted to offices.

Scenario 2 (Mixed Development)

70% of Primary Office Area capacity devoted to offices.

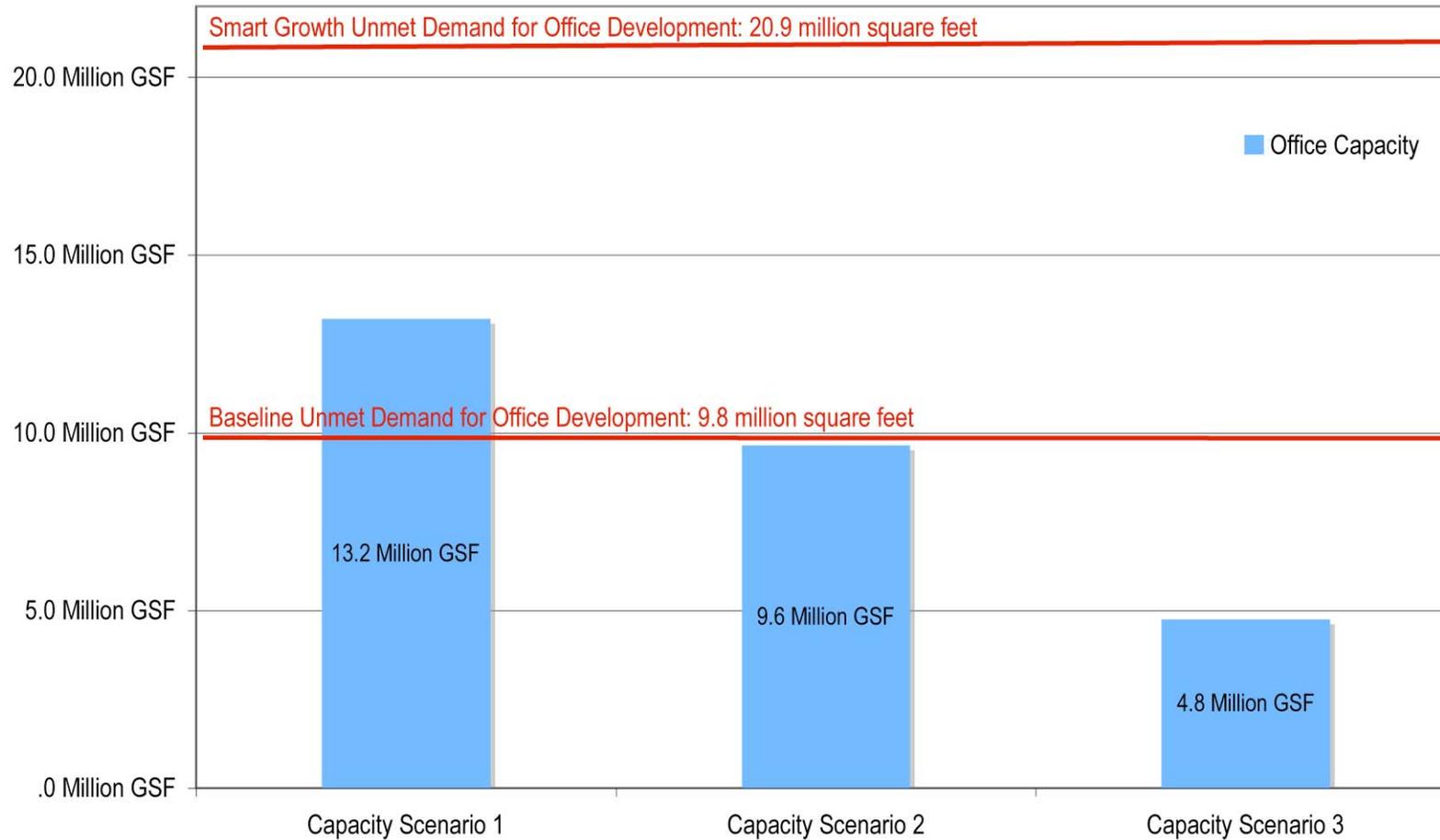
Scenario 3 (Maximum Residential)

Assumes 100 percent of unmet Downtown residential demand is absorbed, with remaining space allocated to offices.

Development Type	Capacity		
	Scenario 1: Maximum Office	Scenario 2: Mixed Development	Scenario 3: Maximum Residential
Office Space (GSF)	13,208,000 GSF	9,645,000 GSF	4,751,000 GSF
Housing (Units)	6,850 Units	9,820 Units	13,900 Units
Housing (GSF)	8,219,000 GSF	11,782,000 GSF	16,676,000 GSF
Total Office/Residential GSF	21,427,000 GSF	21,427,000 GSF	21,427,000 GSF
Non-Office/Residential GSF	5,357,000 GSF	5,357,000 GSF	5,357,000 GSF
Total GSF	26,784,000 GSF	26,784,000 GSF	26,784,000 GSF

Capacity vs Growth Demand: Office

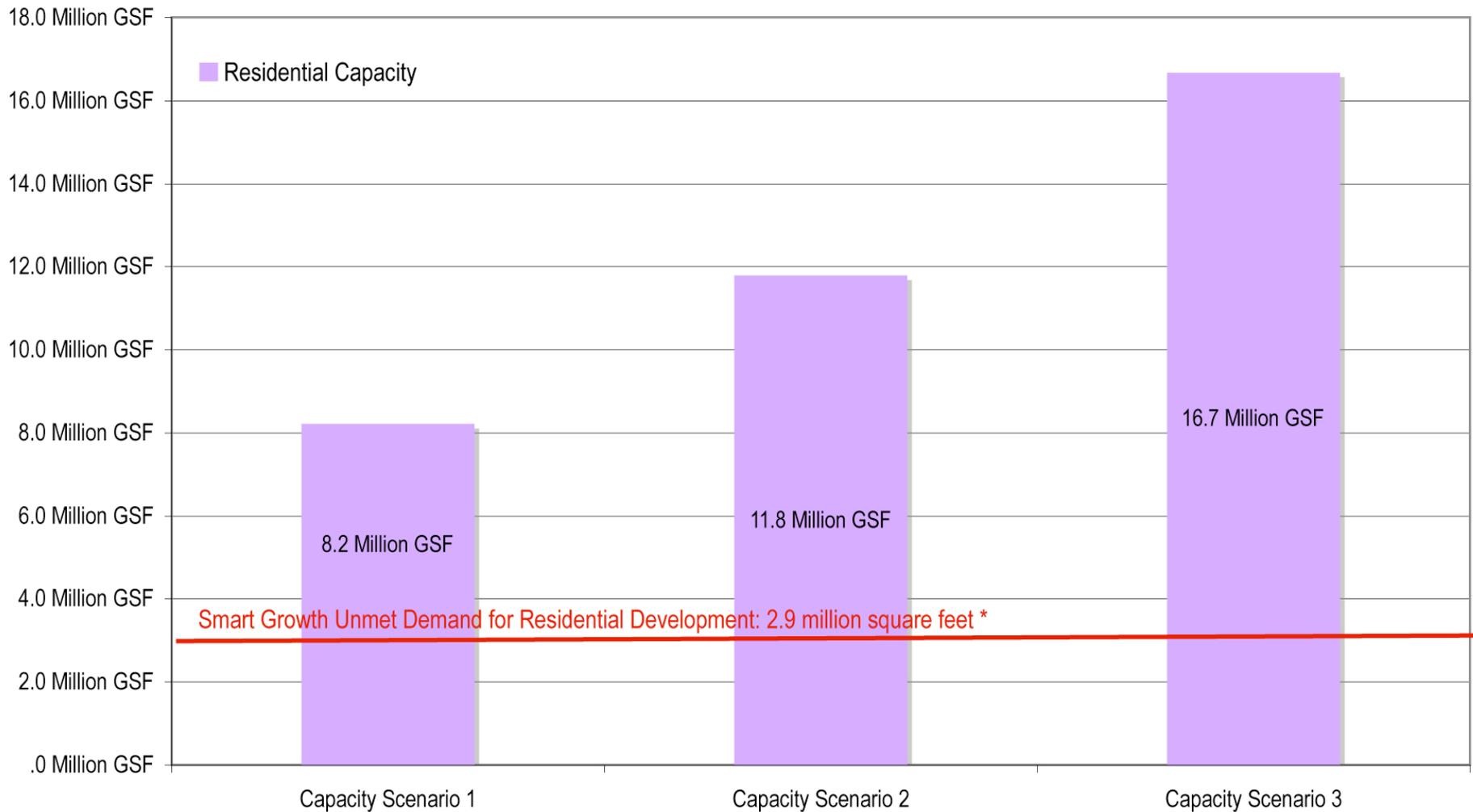
Office Development: Unmet Demand and Capacity, 2007–2035
Downtown San Francisco



Source: San Francisco Planning Department, Seifel Consulting Inc.

Capacity vs Growth Demand: Housing

Residential Development: Unmet Demand and Capacity, 2007–2035
Downtown San Francisco



*Under the Baseline growth scenario, there is no unmet demand for residential development within the Downtown.
Source: San Francisco Planning Department, Seifel Consulting Inc.

Role of Downtown

Downtown is the City's primary job center:

- Regional hub of transit network
- Protection of neighborhoods
- Economic efficiency, creativity, diversity

Other goals:

- 24-hour activity
- Housing within walking distance of jobs
- Cultural and retail center of the region



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Commute Patterns

Commute Mode Shares

	<u>Core Downtown SF</u>	<u>SF Other</u>	<u>Downtown Oakland</u>	<u>Rest of Bay Area</u>
Transit Mode	77%	40%	25%	5%
Carpool	8%	10%	15%	11%
Drive Alone	9%	35%	55%	80%
Walk/Bike	6%	15%	5%	4%



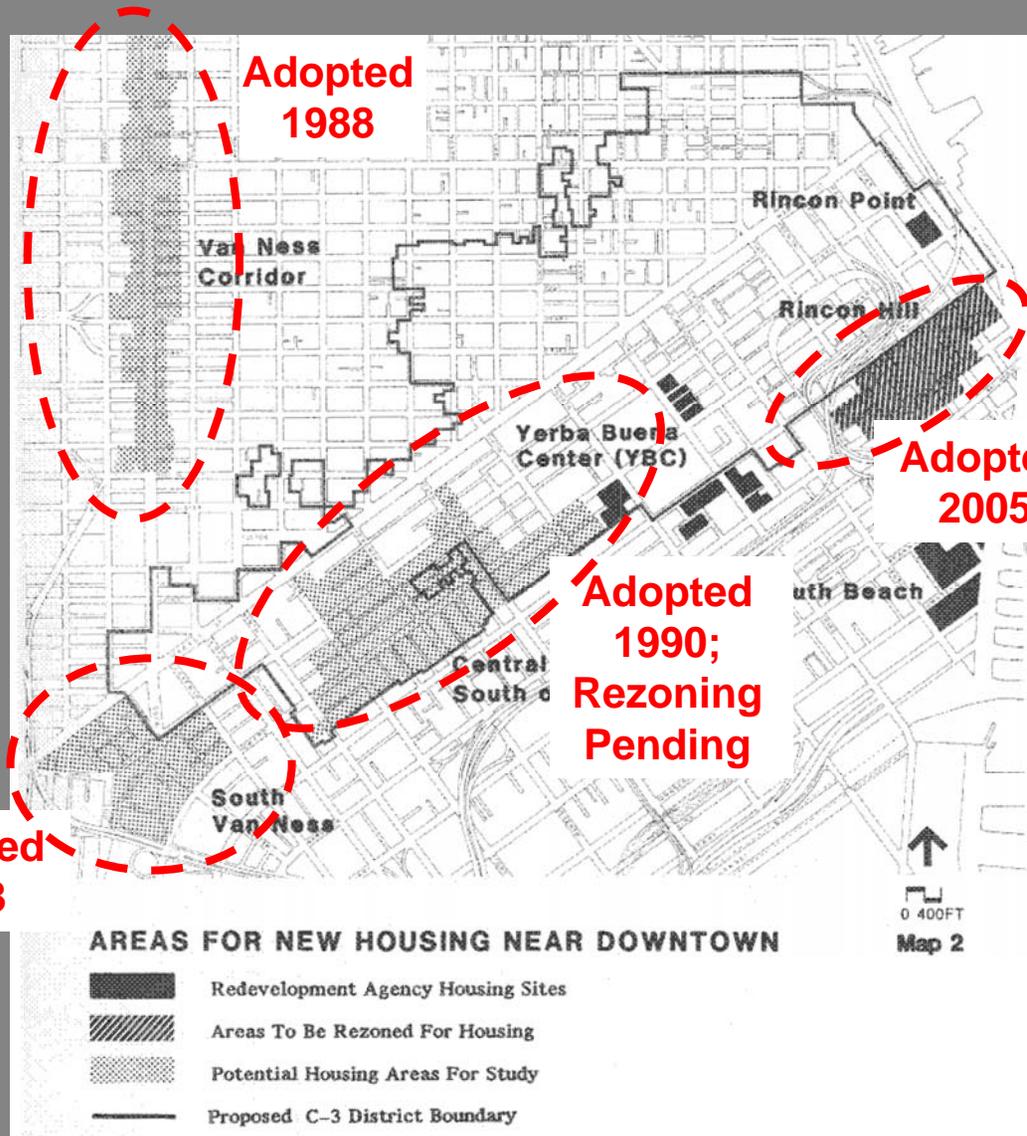
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Greenhouse Gas Emissions

Estimated CO2 Emissions for 10,000 Jobs by Location

	Core Downtown SF		SF Other		Downtown Oakland		Rest of Bay Area	
	Workers	CO2	Workers	CO2	Workers	CO2	Workers	CO2
Transit	7,700	5,004	4,000	2,599	2,500	1,625	500	325
Carpool	800	1,194	1,000	1,492	1,500	2,239	1,100	1,642
Drive Alone	900	2,686	3,500	10,447	5,500	16,416	8,000	23,878
Walk/Bike	600	0	1,500	0	500	0	400	0
Total CO2 Emissions <i>(Metric Tonnes/Year)</i>		8,884		14,538		20,280		25,845





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Downtown Plan: Housing

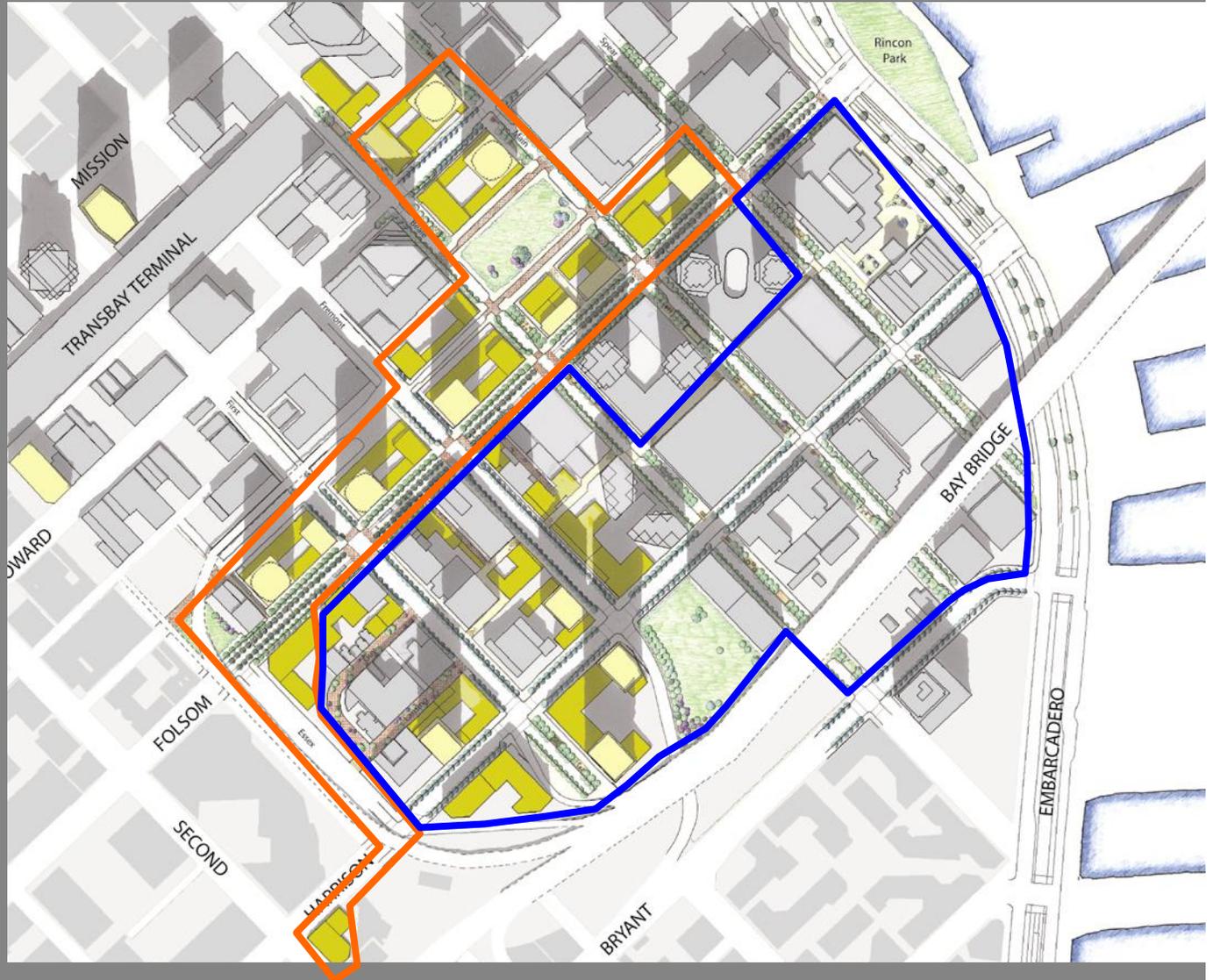
Transbay Zone 1 and Rincon Hill

7,000+ new housing units
(3,200 units in Zone 1)

Retail along Folsom St.

Streetscape and Open Space

Public Benefits

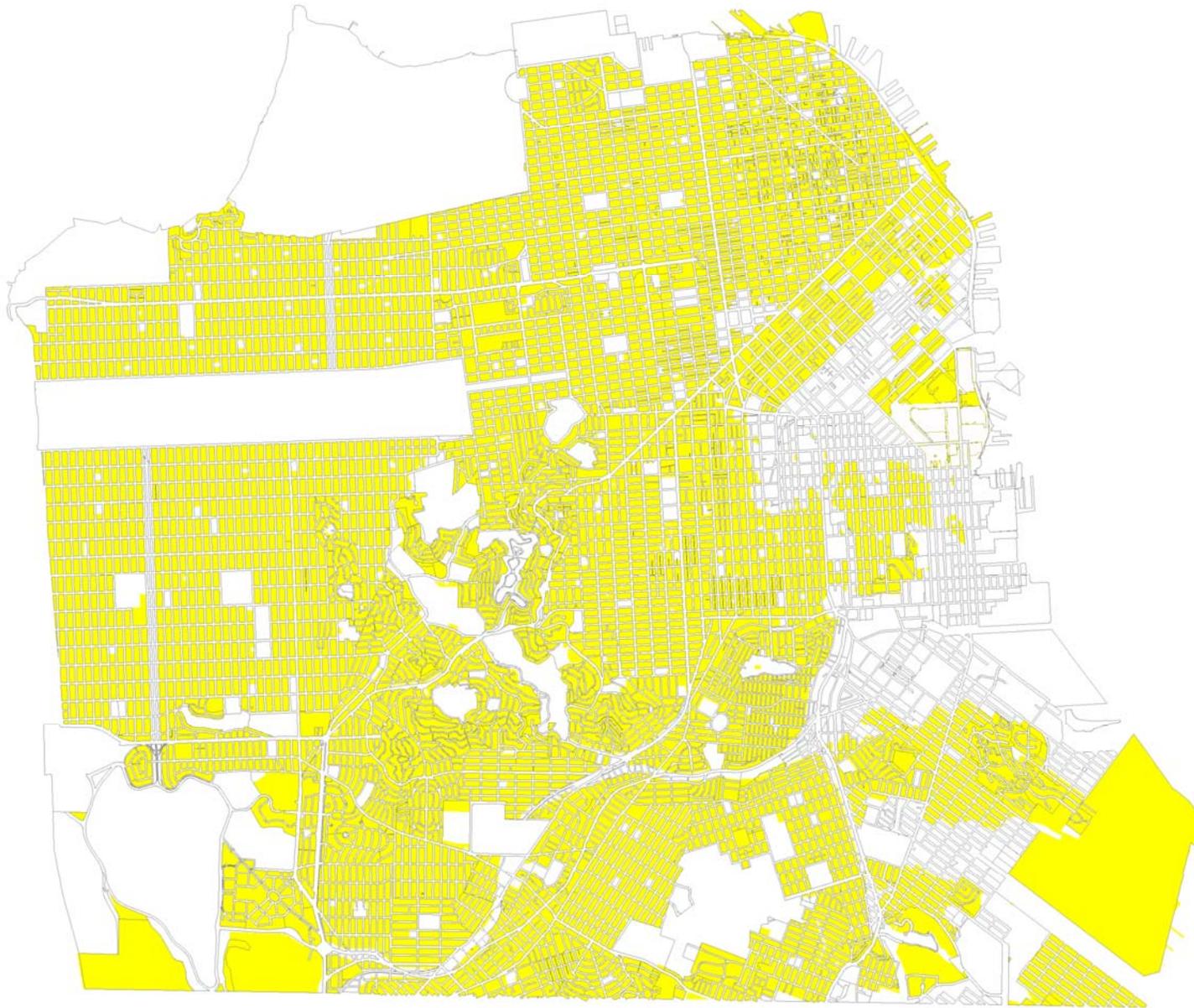


Districts Permitting Offices



Approx.
12.5% of
Non-
Publicly-
Owned
City
Lot Area

Districts Permitting Housing



Approx.
79% of
Non-
Publicly-
Owned
City
Lot Area

Citywide Housing Capacity

Citywide Housing Capacity: approx. 90,000 units

	Baseline*	Smart Growth**
2007-2035 Forecast Demand		
Net Additional Units:	41,173	56,310



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Proposed Land Use Controls

- Reserve bulk of remaining space in core Transit District to ensure that space is available for downtown job growth
- Limit amount of non-commercial uses on major opportunity sites
- Seek to achieve an overall ratio in new construction in the district of 70% office/30% non-office (e.g. residential, hotel, cultural)
- In major new construction sites (e.g. new construction projects with greater than 7:1 FAR), require at least 3 square feet of commercial space for every 1 s.f. of residential, hotel, or cultural space.



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Urban Form



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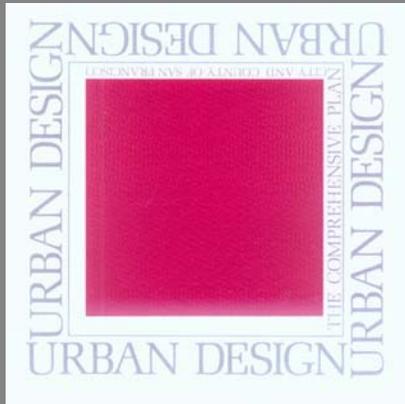
Urban Form Factors

- **Urban Form Principles/Aesthetics/Skyline/View Analysis**
- **Shadows**
- **Historic Resources/District Character**

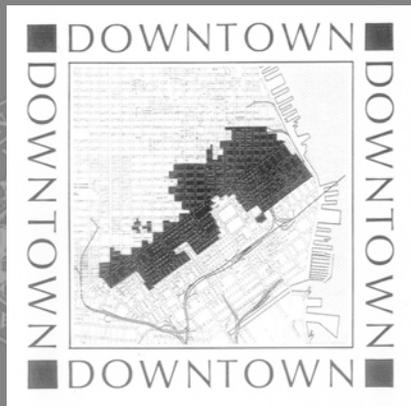


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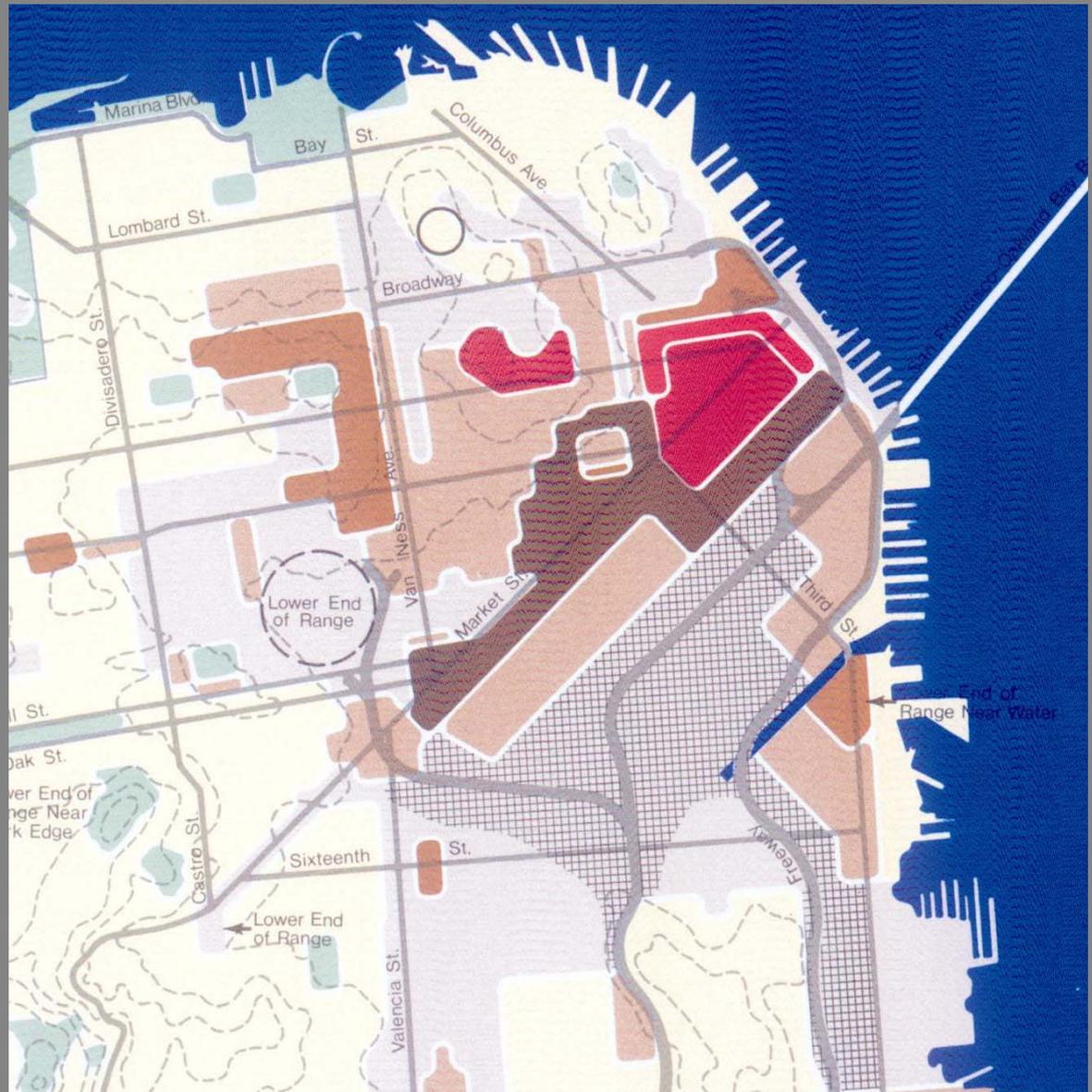
Guiding Principles



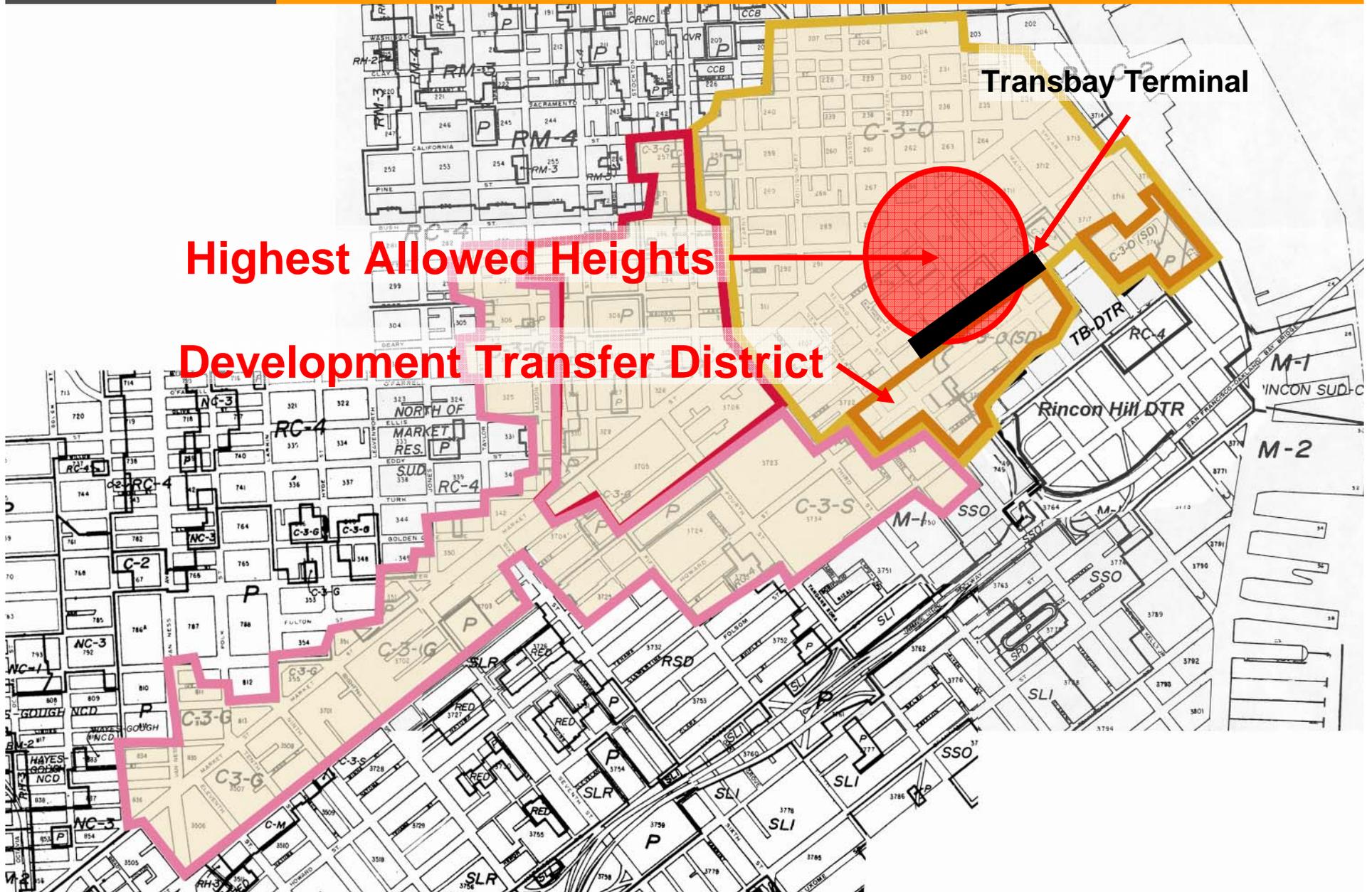
1972



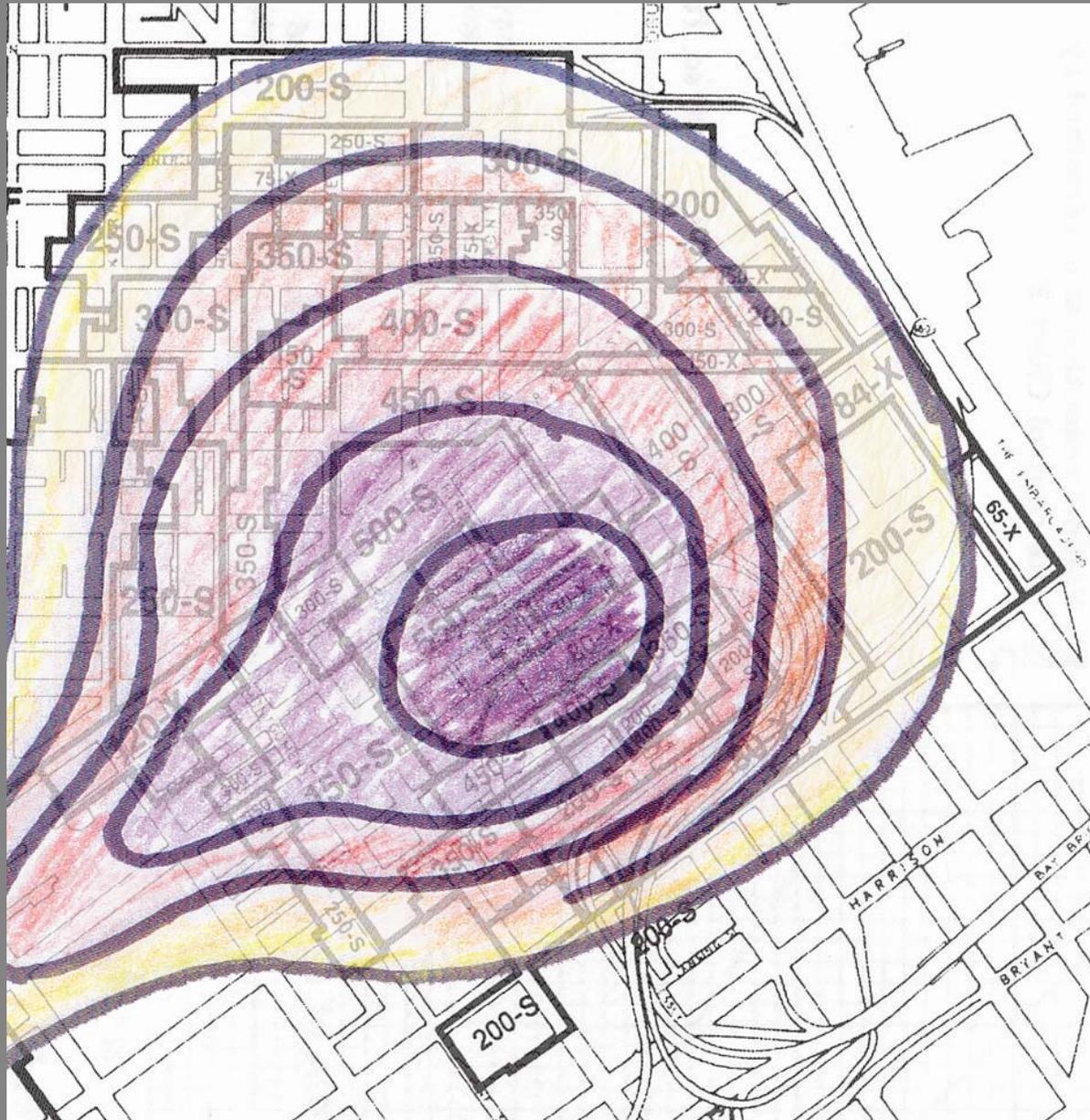
1985



Downtown Plan: Emphasis on Transit Center

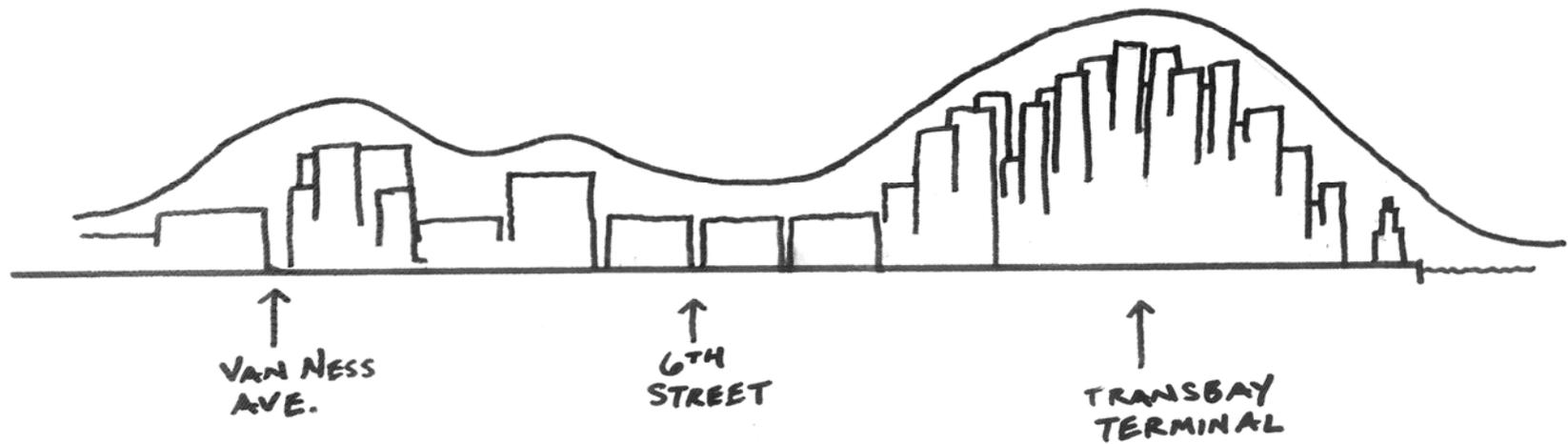


Downtown Plan: Heights



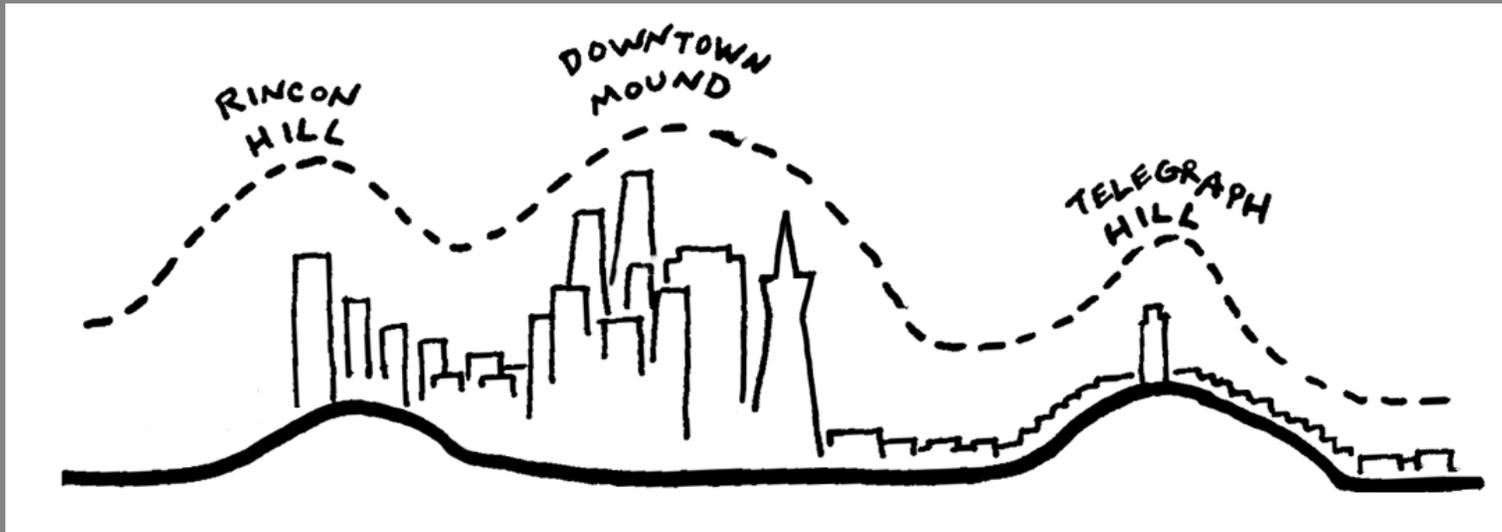
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Downtown Plan: Heights

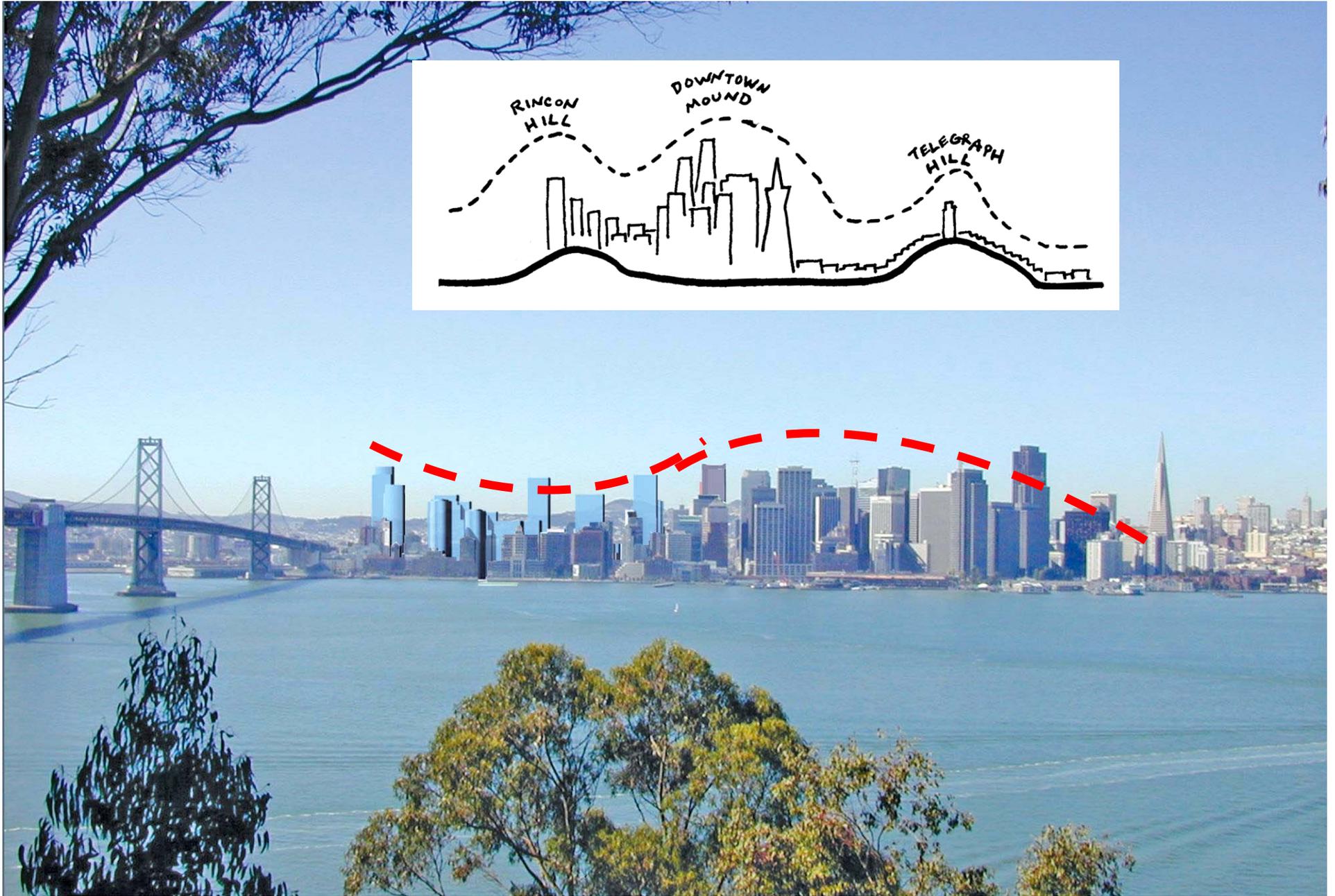


MARKET ST. SPINE

Skyline: Topography of Hills and Valleys



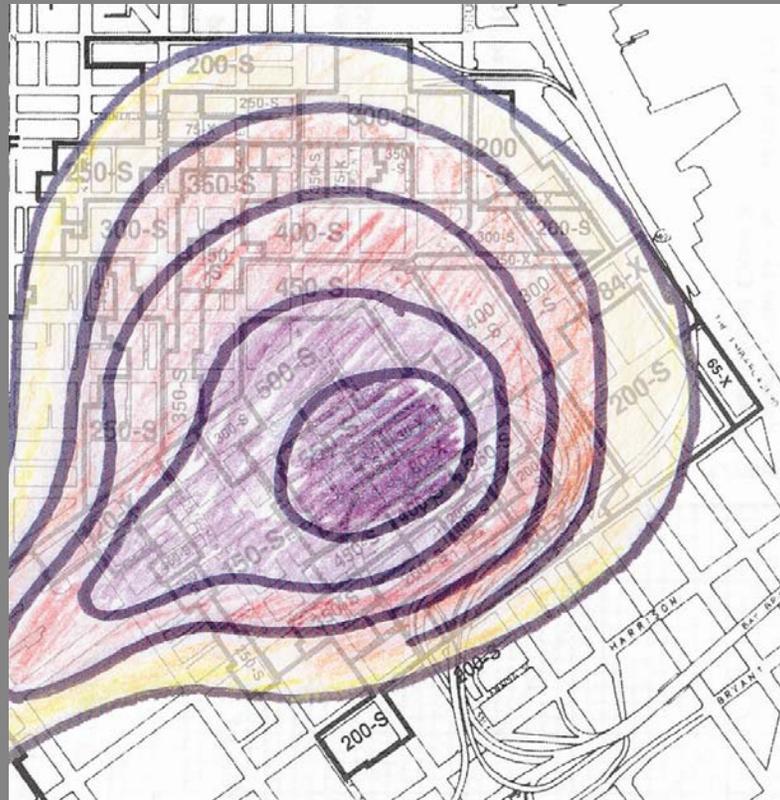
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City Form | Skyline with Transbay and Rincon Hill

Urban Form Principles

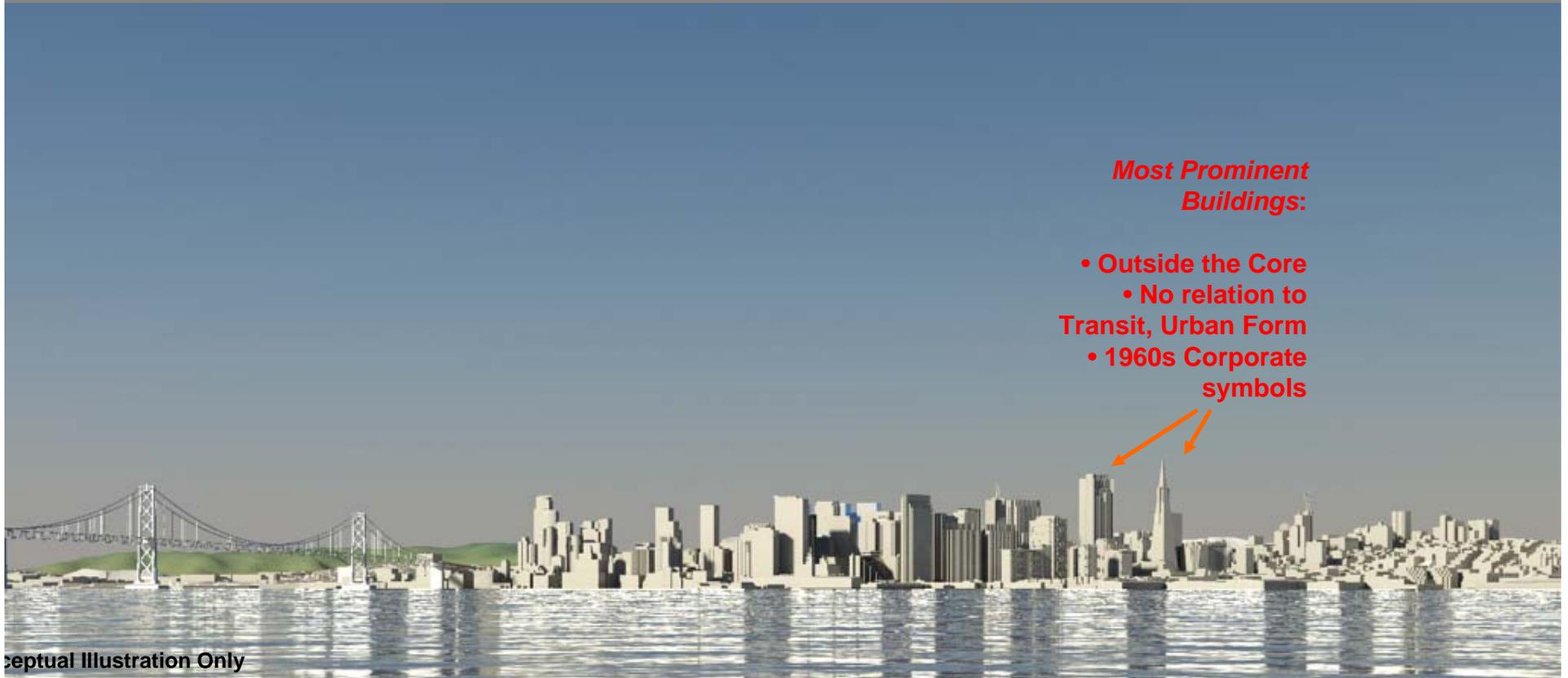
Maintain and accentuate the current conception of the downtown form, with the apex of the “mound” at the Transbay Transit Center and tapering outwards in all directions



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Urban Form Principles

The Transit Tower should be the tallest and most prominent building at the “crown” of the downtown core



Most Prominent Buildings:

- Outside the Core
- No relation to Transit, Urban Form
- 1960s Corporate symbols

Conceptual Illustration Only

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Urban Form Principles

The Transit Tower should be the tallest and most prominent building at the “crown” of the downtown core



Conceptual Illustration Only

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Urban Form Principles

A limited number of widely spaced tall buildings near the Transit Tower should rise above the dense part of the downtown core to transition the skyline and give the Tower balance.

These tall buildings should be spaced sufficiently to allow sky between them as much as possible, but grouped close enough to create a coherent form.

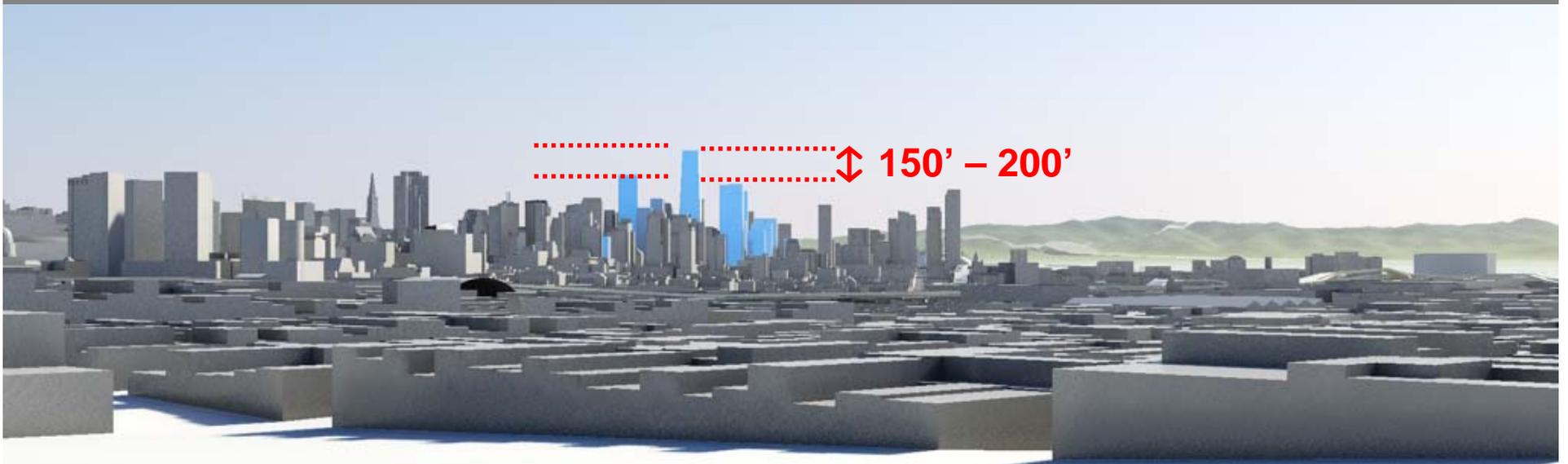


Conceptual Illustration Only

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Urban Form Principles

Nearby tall buildings should step down in increments of at least 150'-200' from the Transit Tower



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Urban Form Principles

Transition heights down from Howard Street to Folsom Street and maintain a lower “saddle” to clearly distinguish the downtown form from the Rincon Hill form. This saddle permits views from the Bay Bridge through to the City’s hills beyond and from the hills to the Bay.

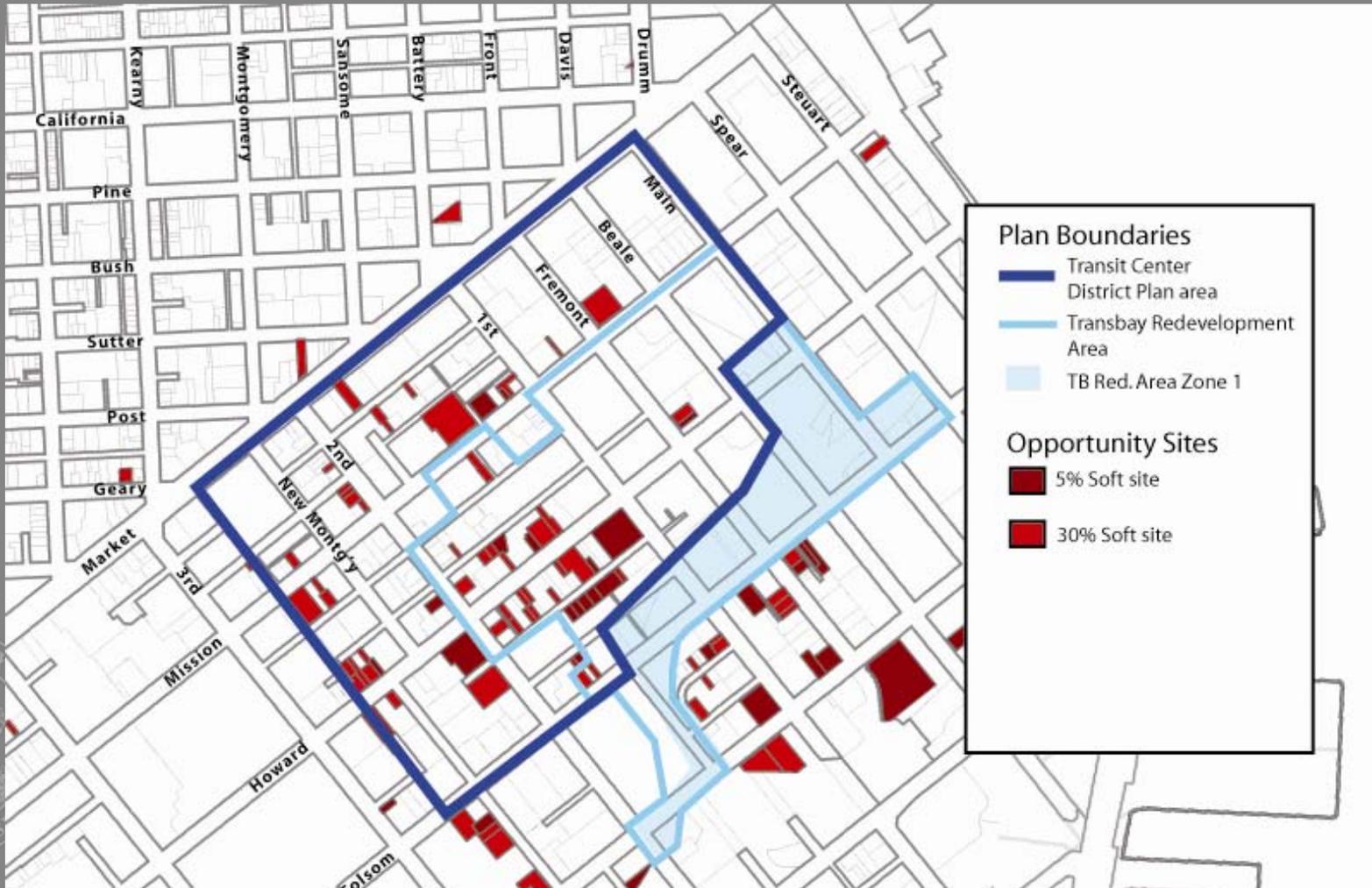


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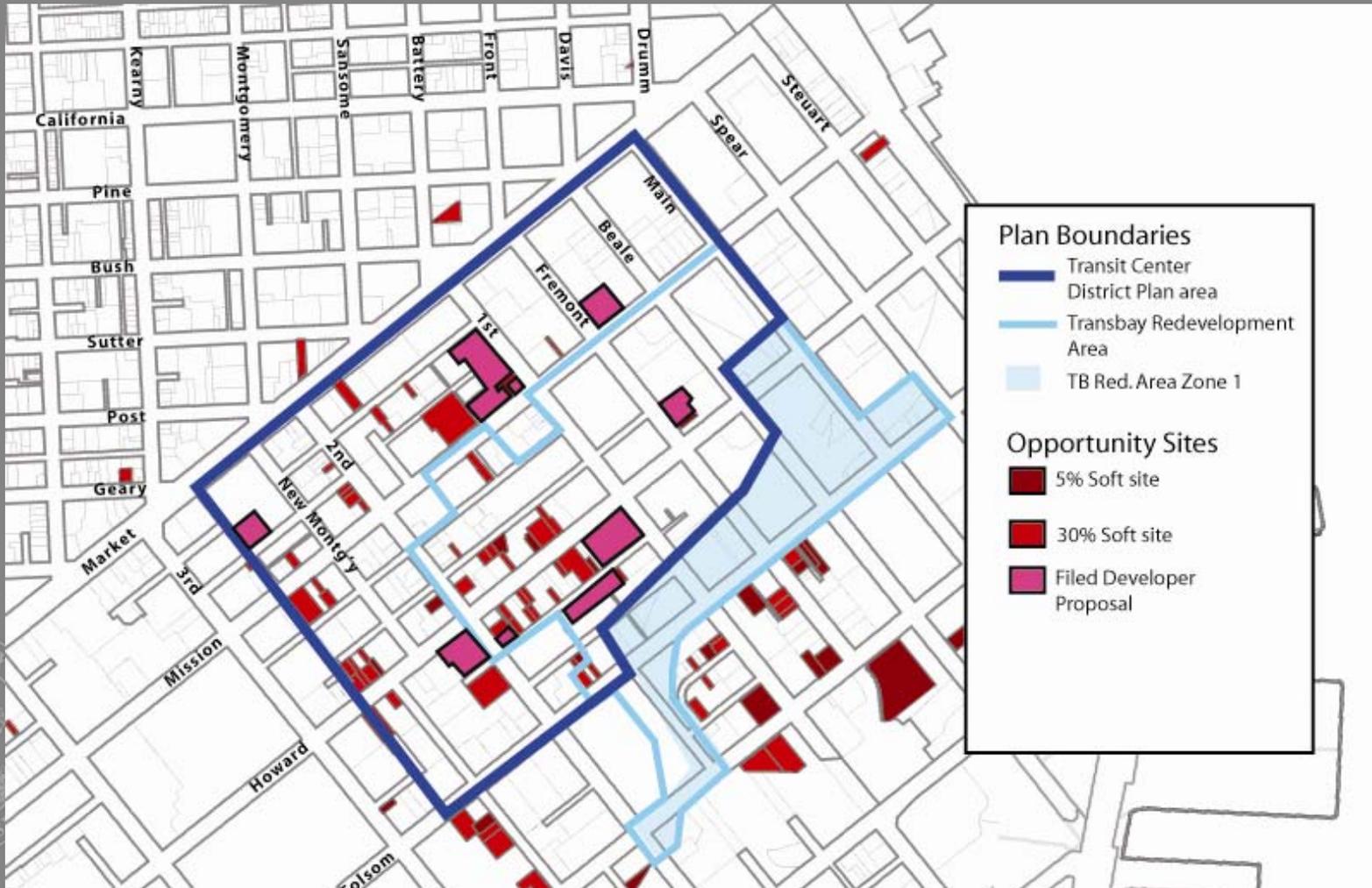
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Folsom Street

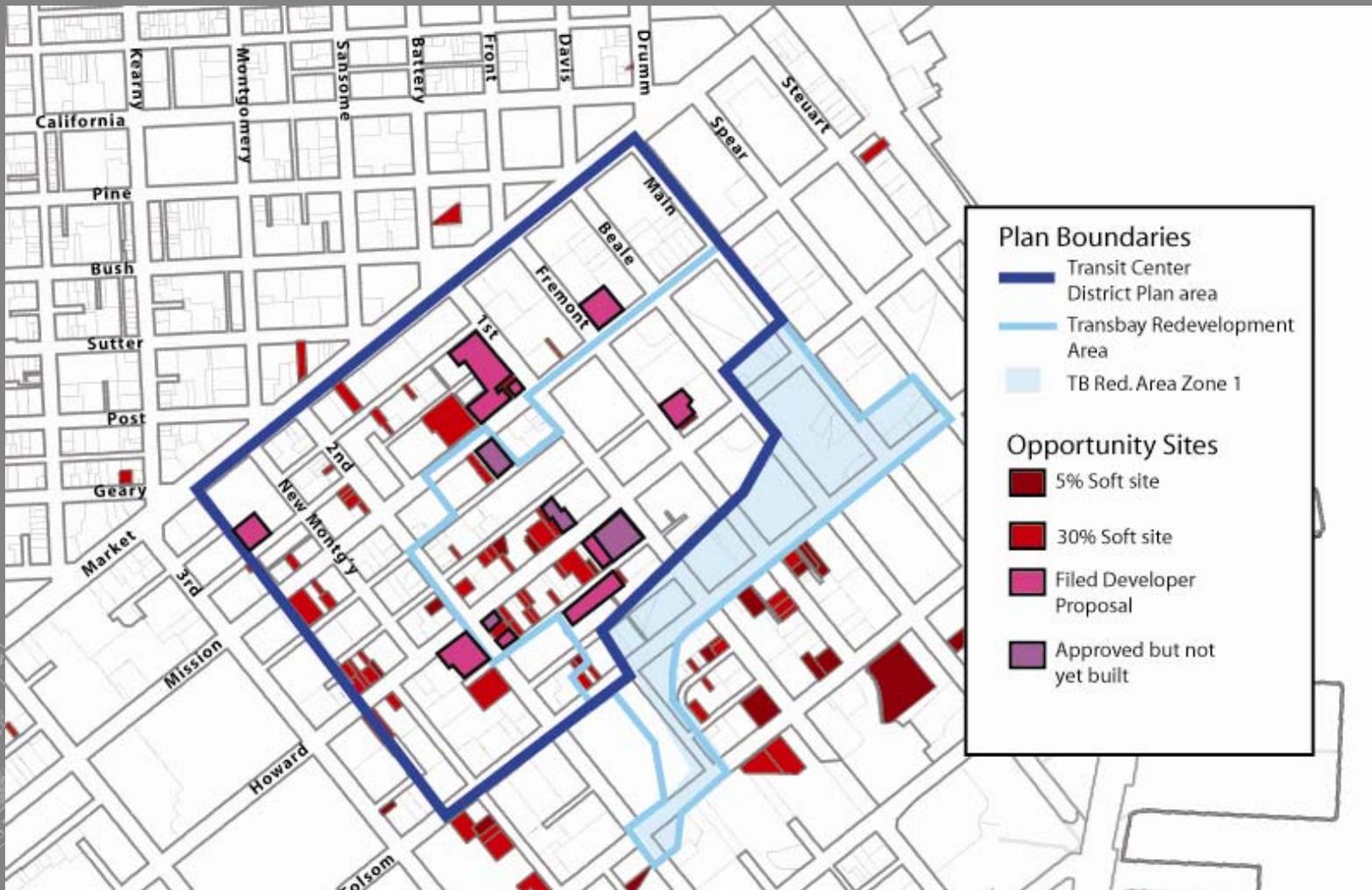
Opportunity Site Analysis



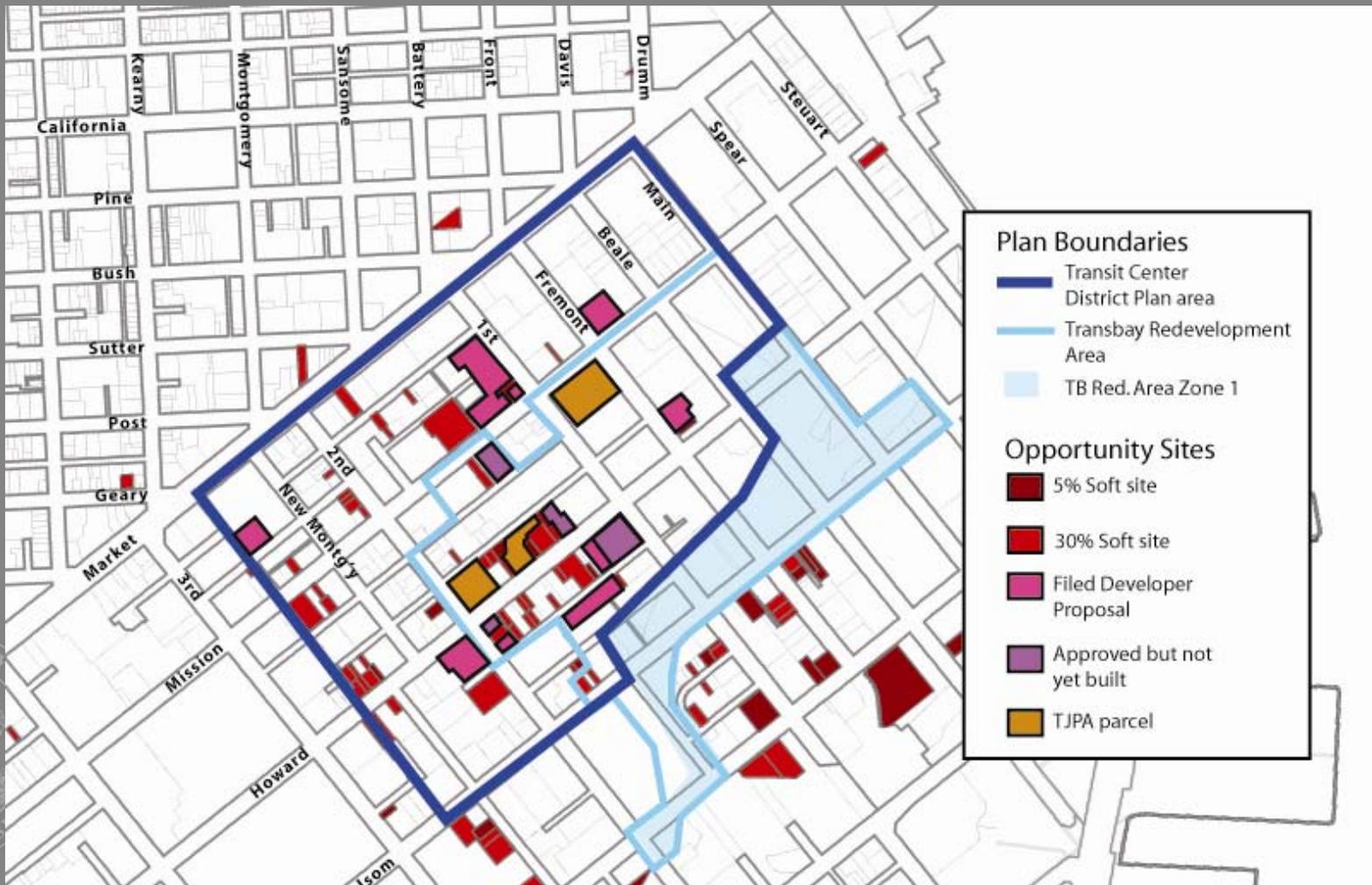
Opportunity Site Analysis



Opportunity Site Analysis

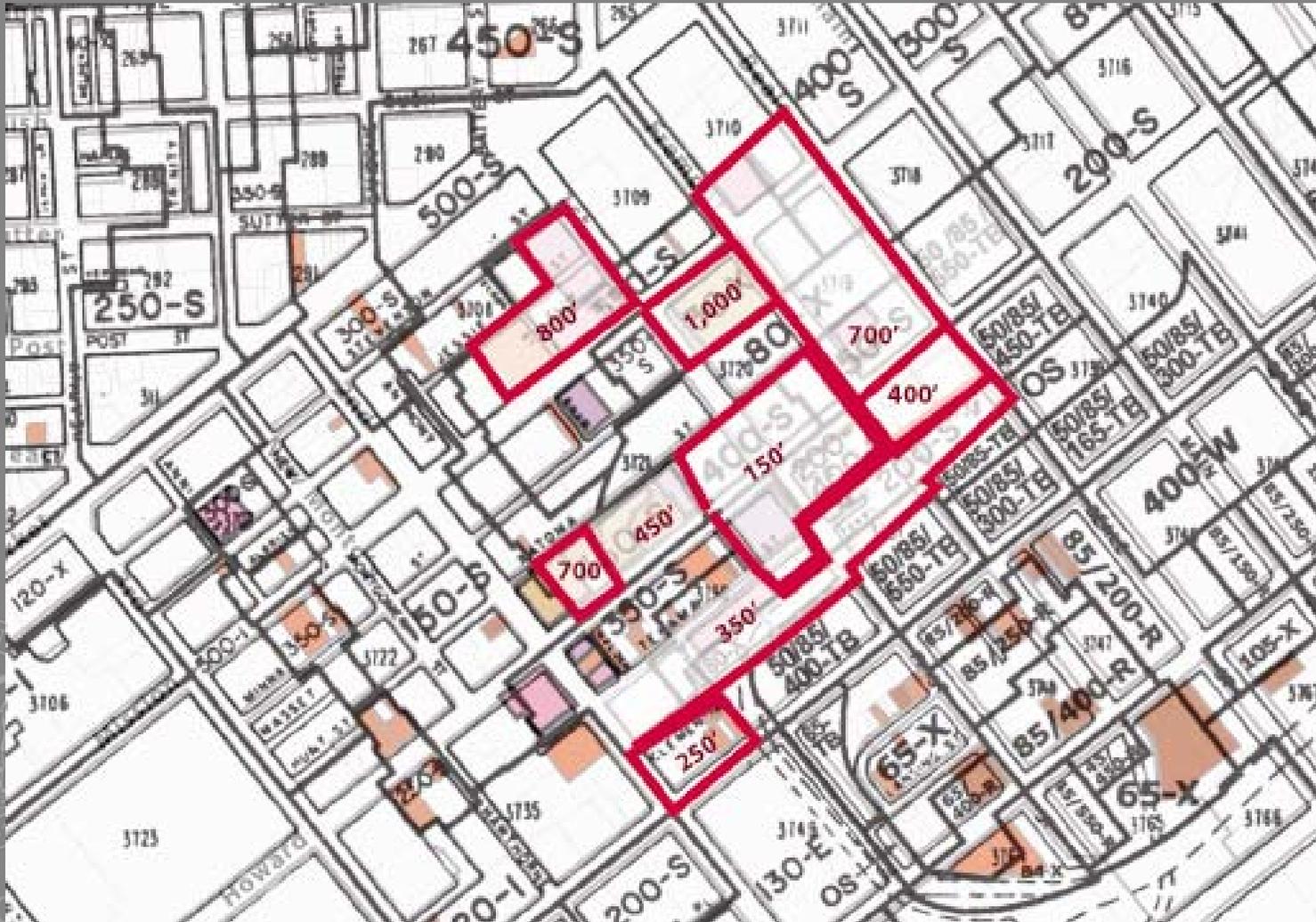


Opportunity Site Analysis



Heights

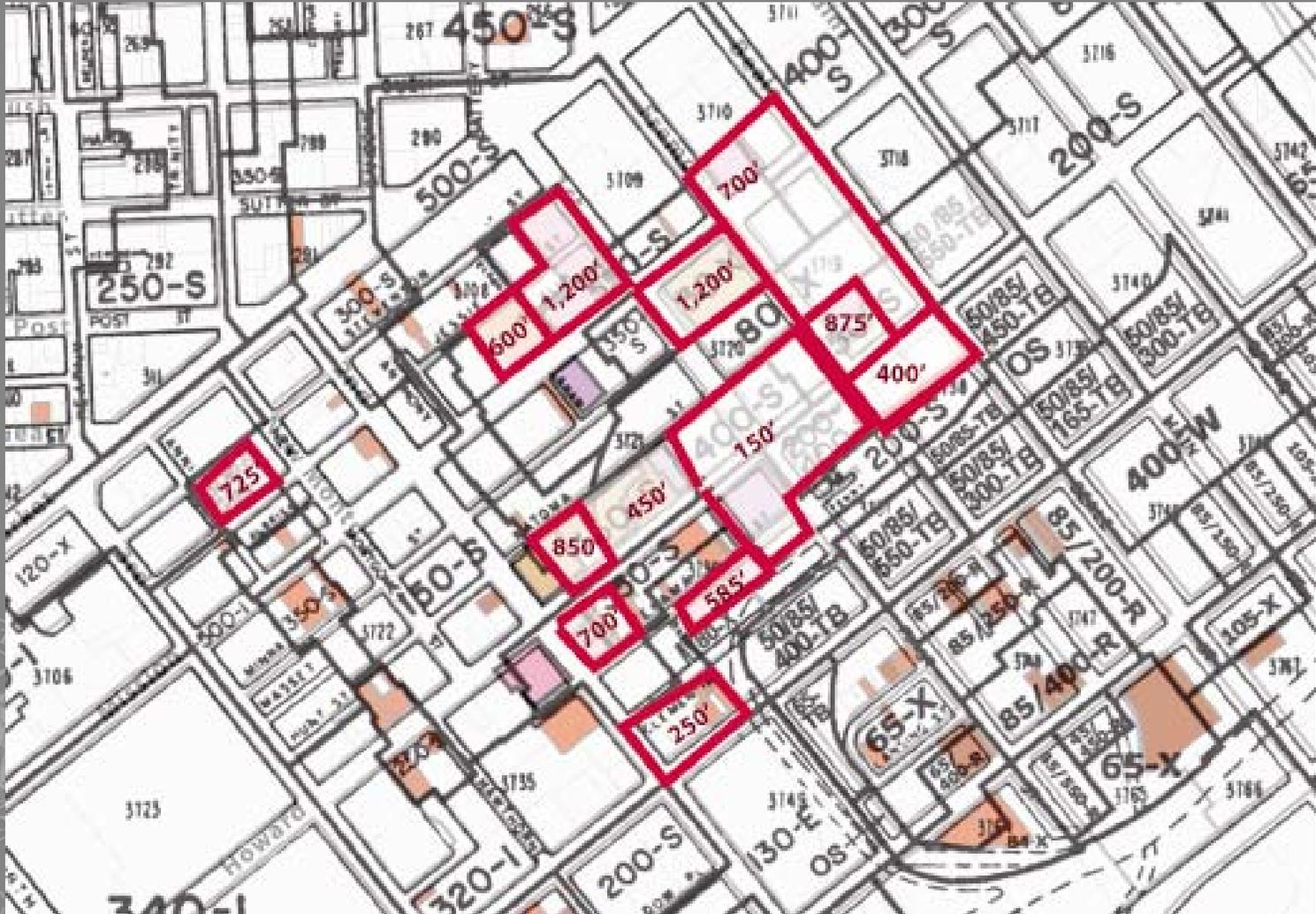
Scenario 1,000' Transit Tower



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Heights

Scenario 1,200' Transit Tower + Maximum Developer Proposals



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3-D Urban Form/View Analysis

View/Skyline Simulations from:

Twin Peaks

Corona Heights Park

Potrero Hill

Hwy 101 north

Golden Gate Bridge

Bay Bridge

Dolores Park

Alamo Square

Bay/Treasure Island

Pier 7

Union Square

Columbus Ave

Post Street

Bay Bridge West Approach

South of Market streets (2nd Street, Howard Street)



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Twin Peaks: Existing Zoning



Conceptual Illustration Only

Twin Peaks: 850'



Conceptual Illustration Only

Twin Peaks: 1,000'



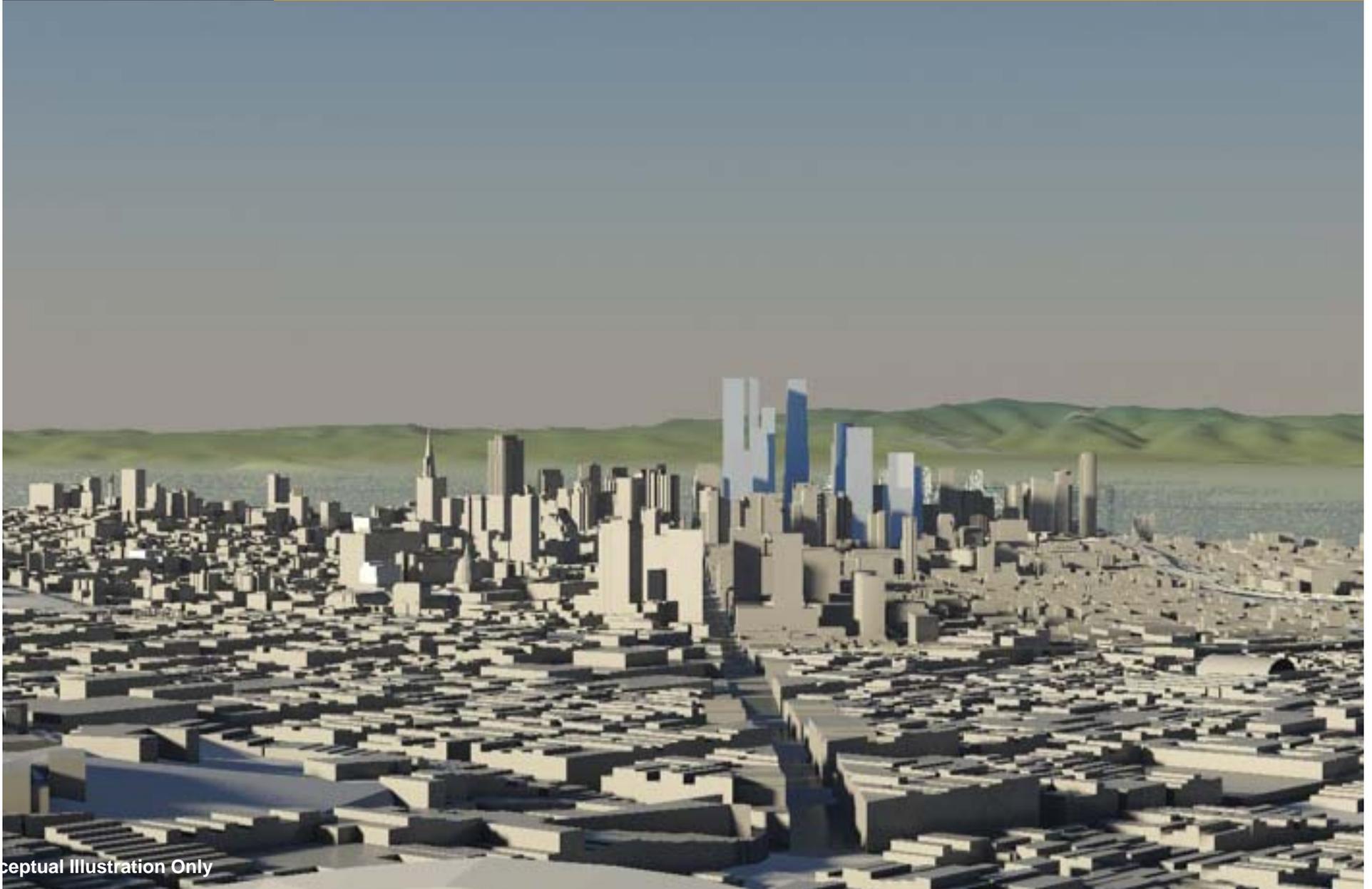
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Twin Peaks: 1,200'



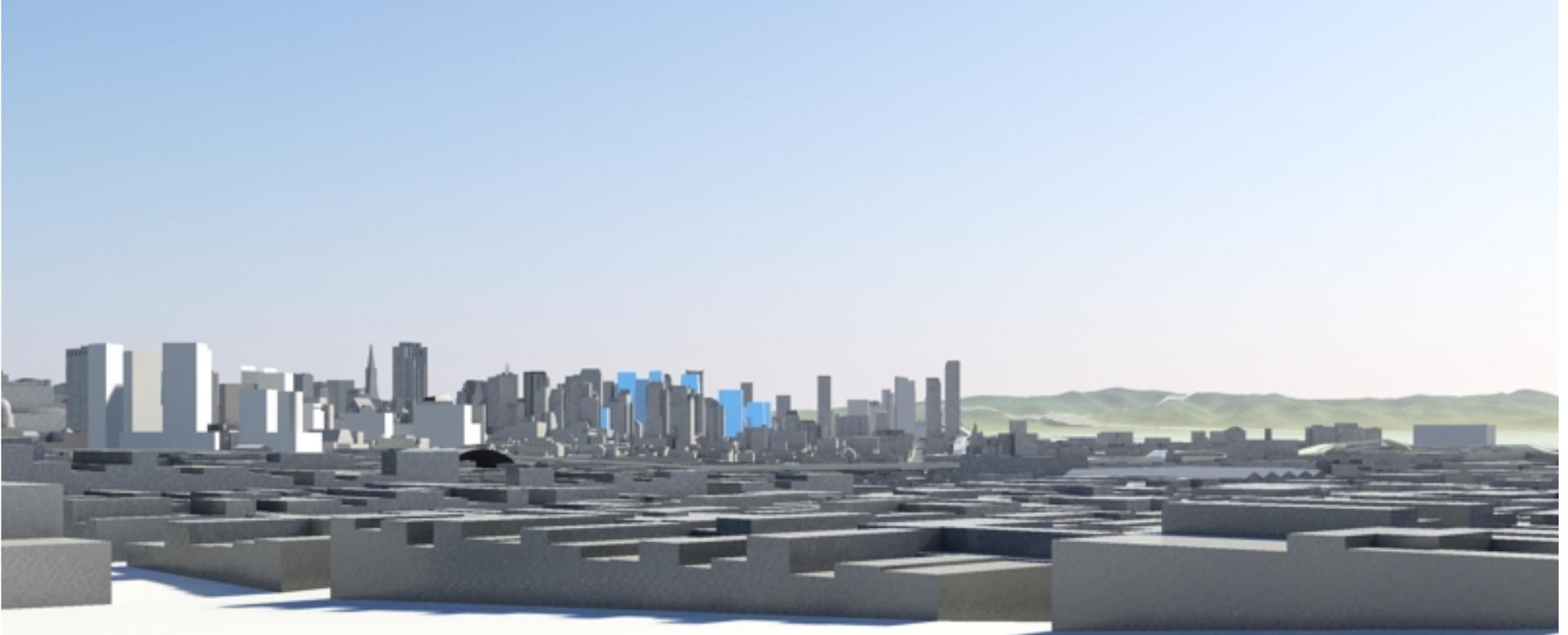
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Twin Peaks: 1,200' + Proposals



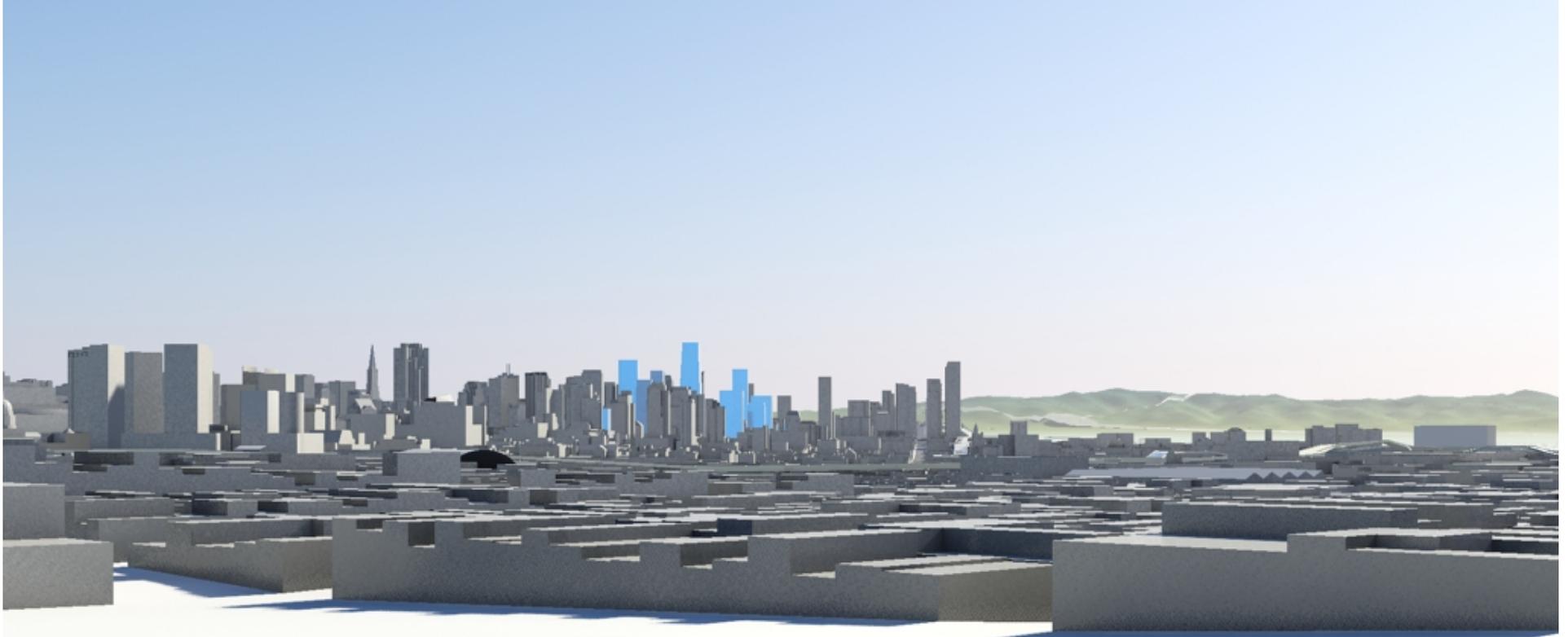
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Dolores Park: Existing Zoning

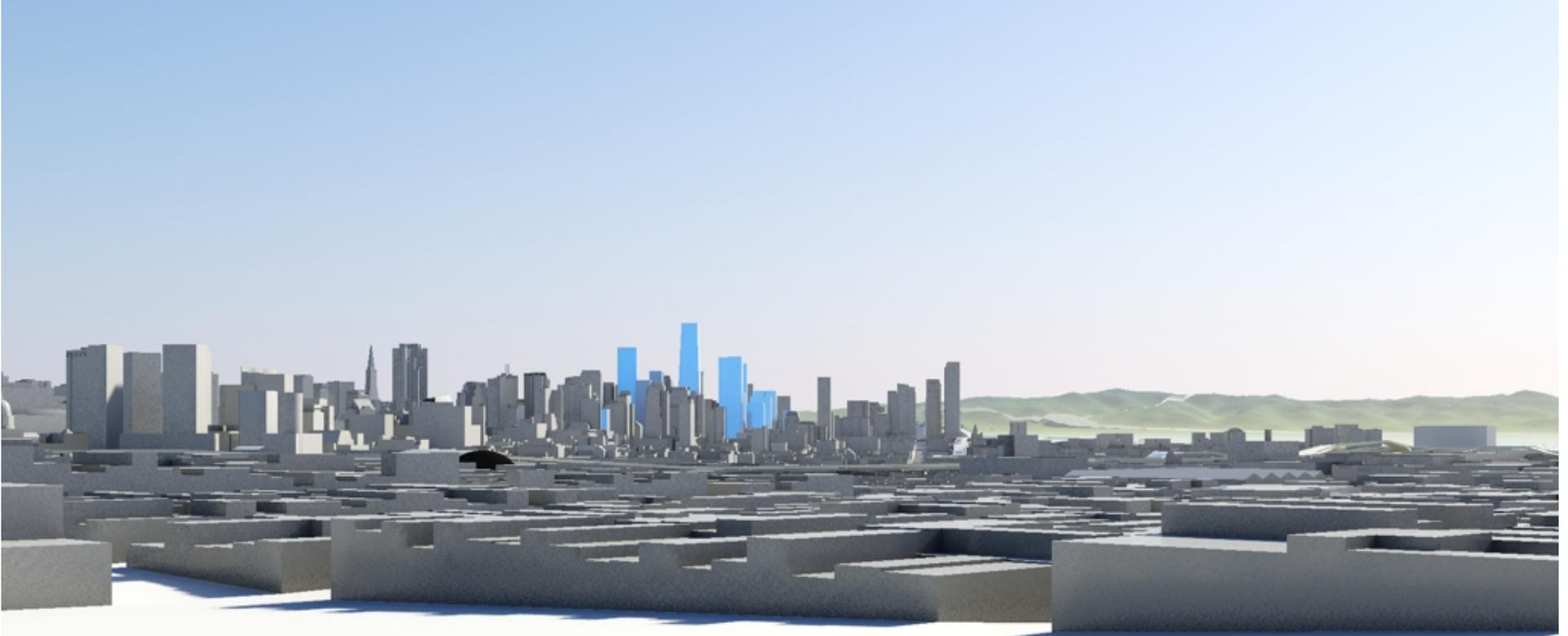


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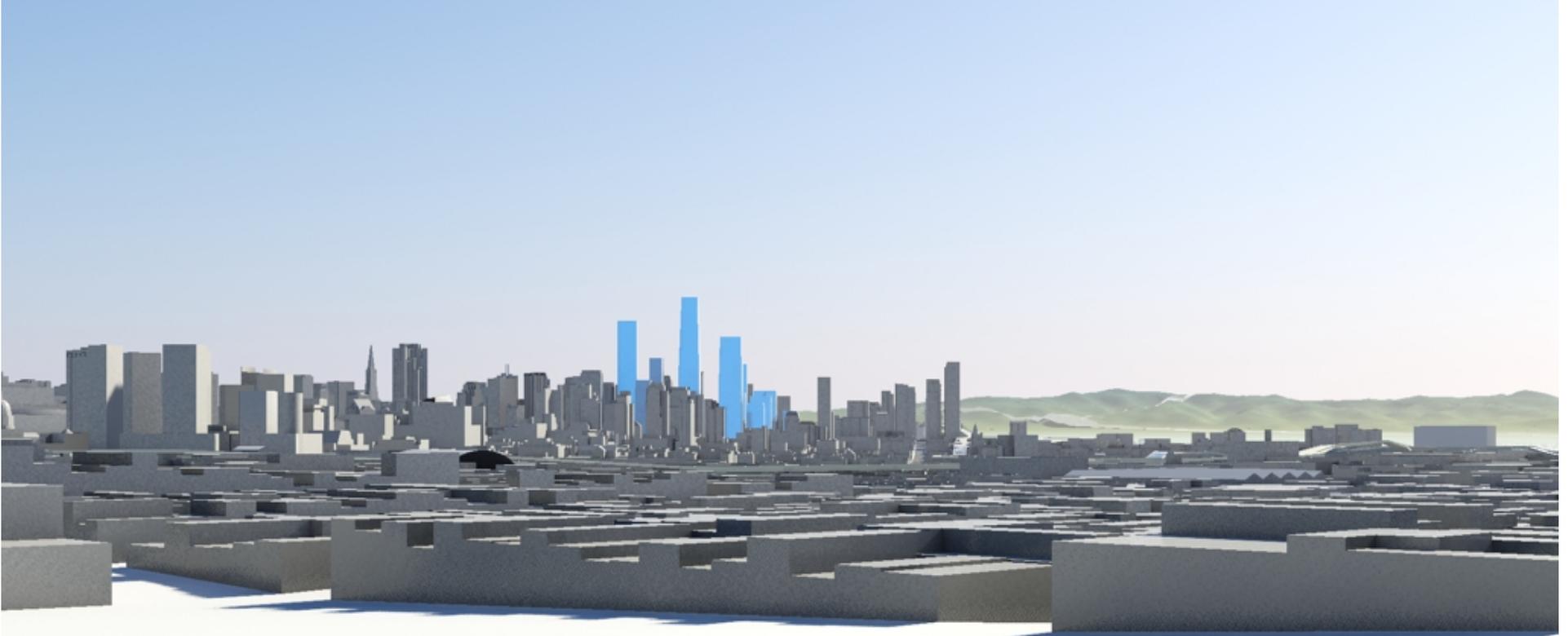
Dolores Park: 850'



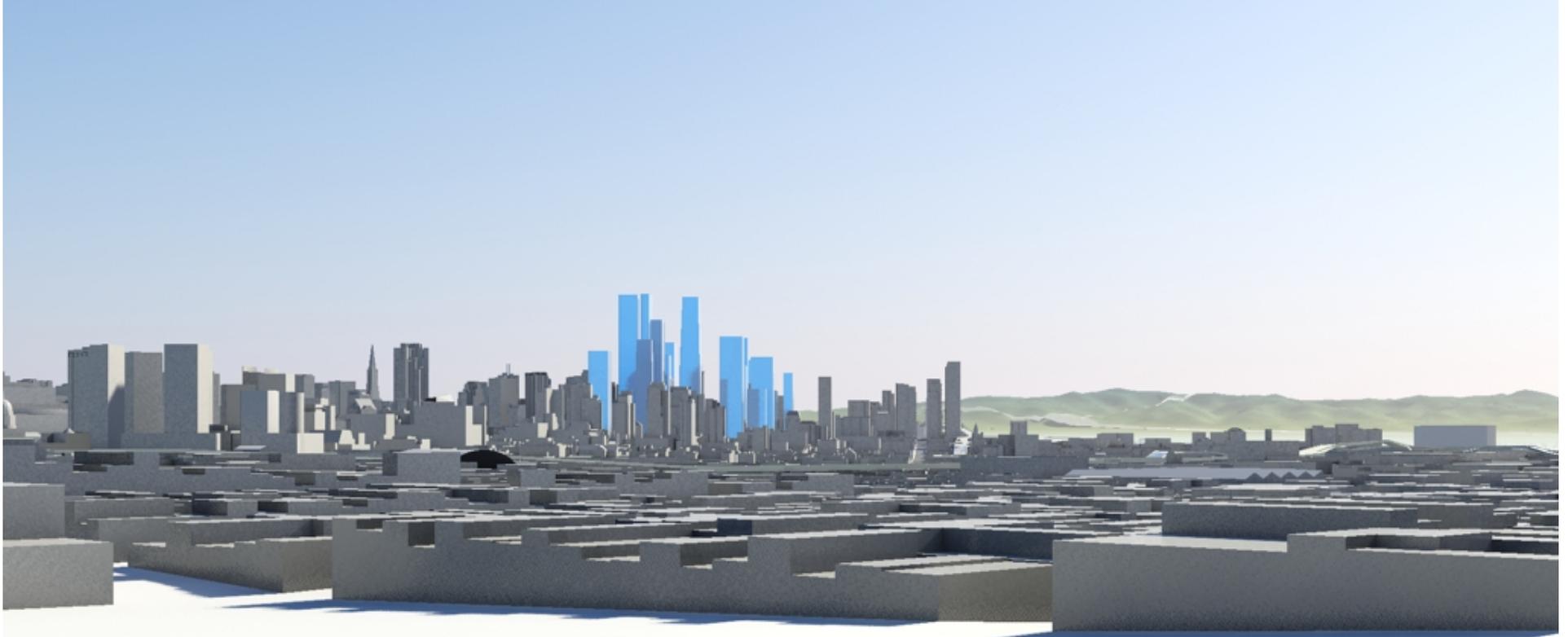
Dolores Park: 1,000'



Dolores Park: 1,200'

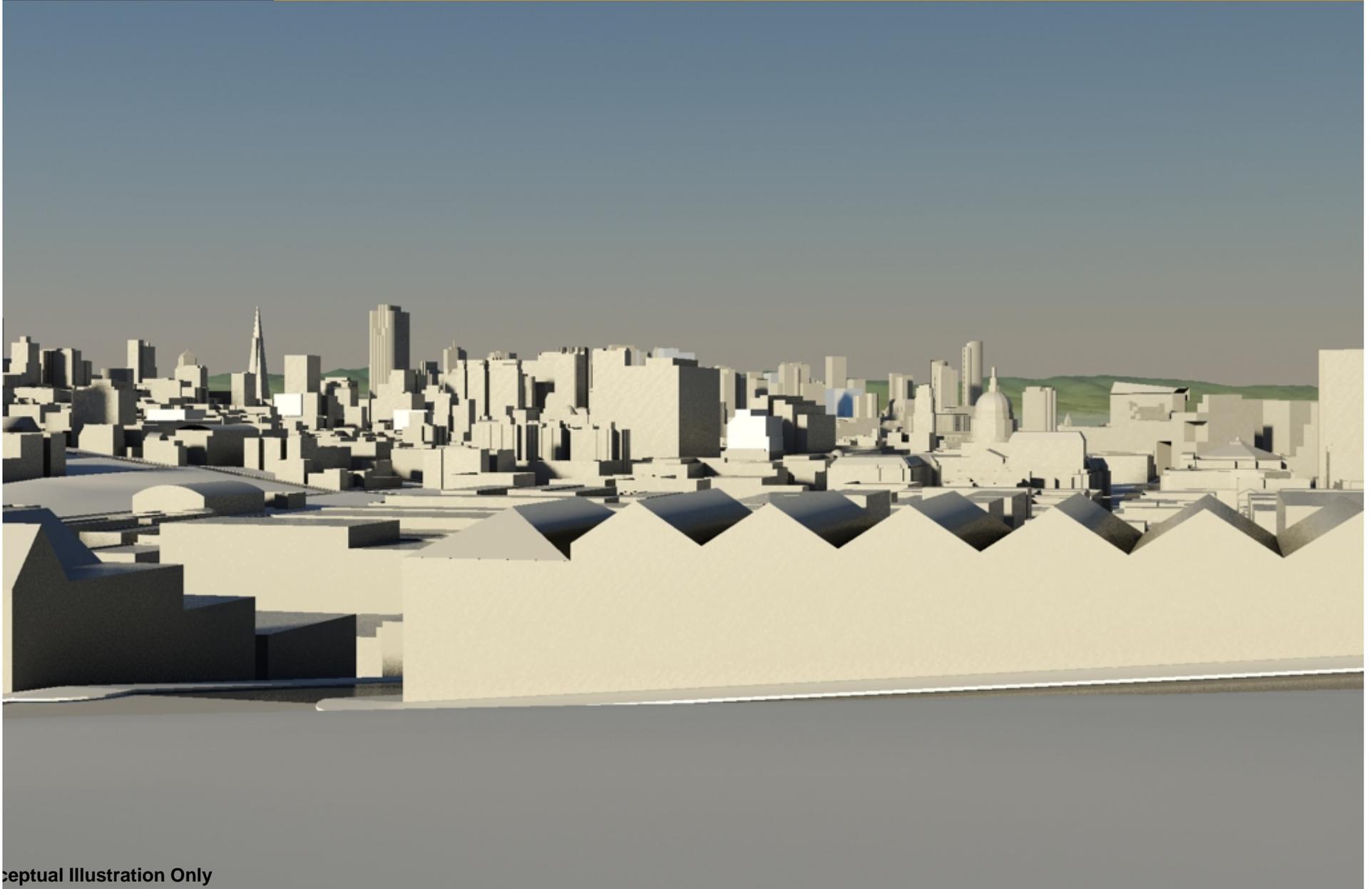


Dolores Park: 1,200' + Proposals



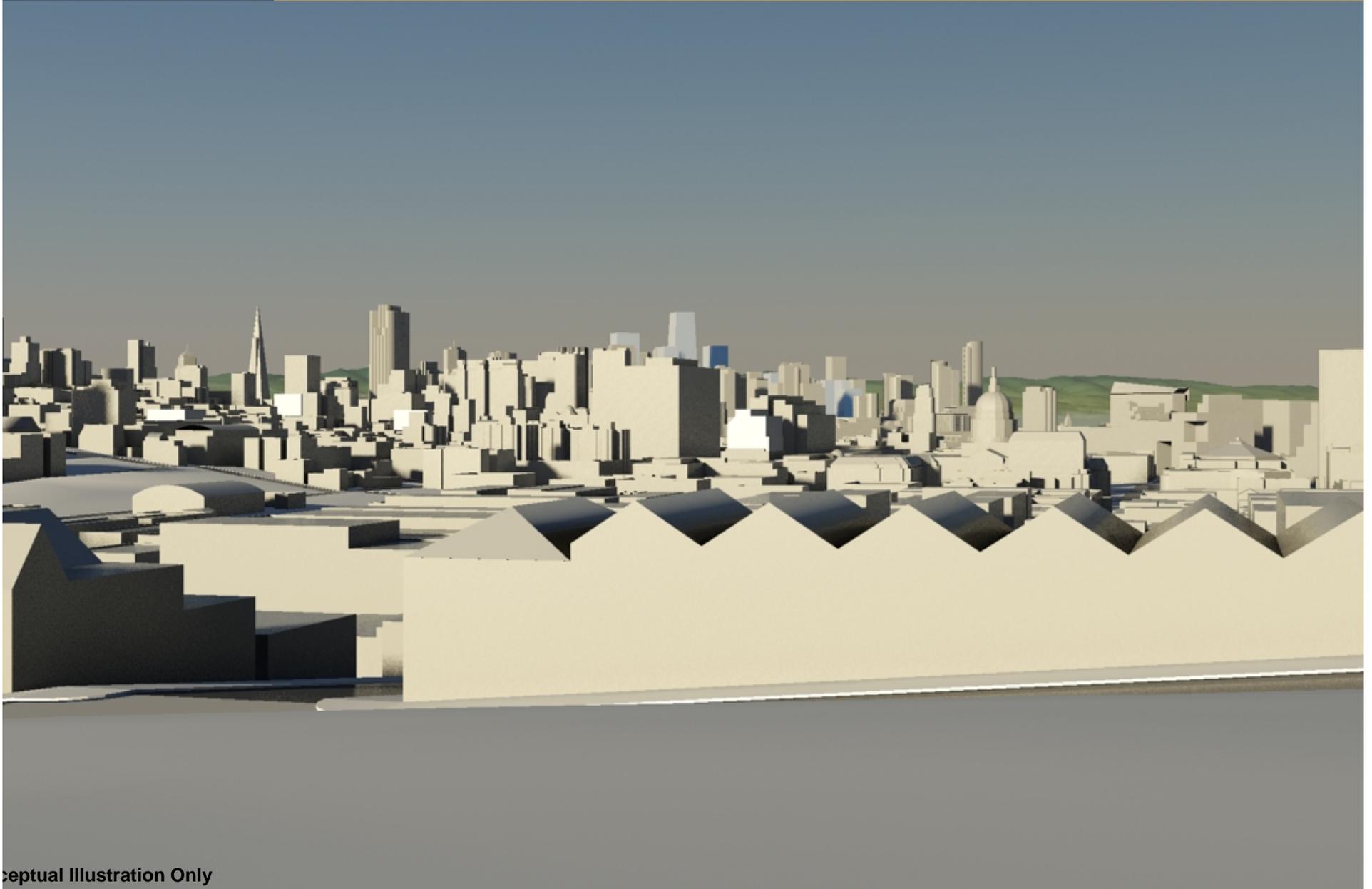
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Alamo Square: Existing Zoning



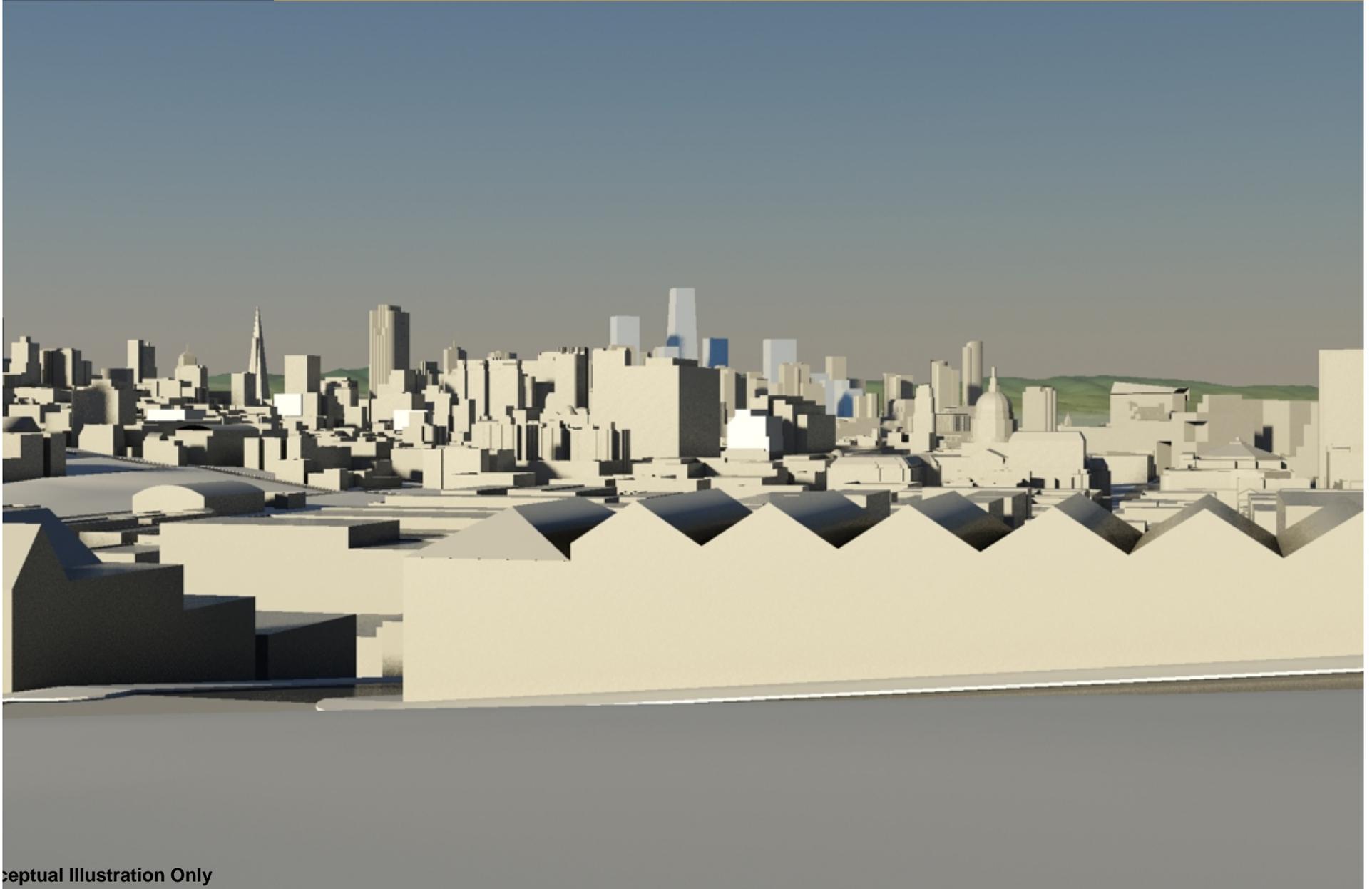
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Alamo Square: 850'



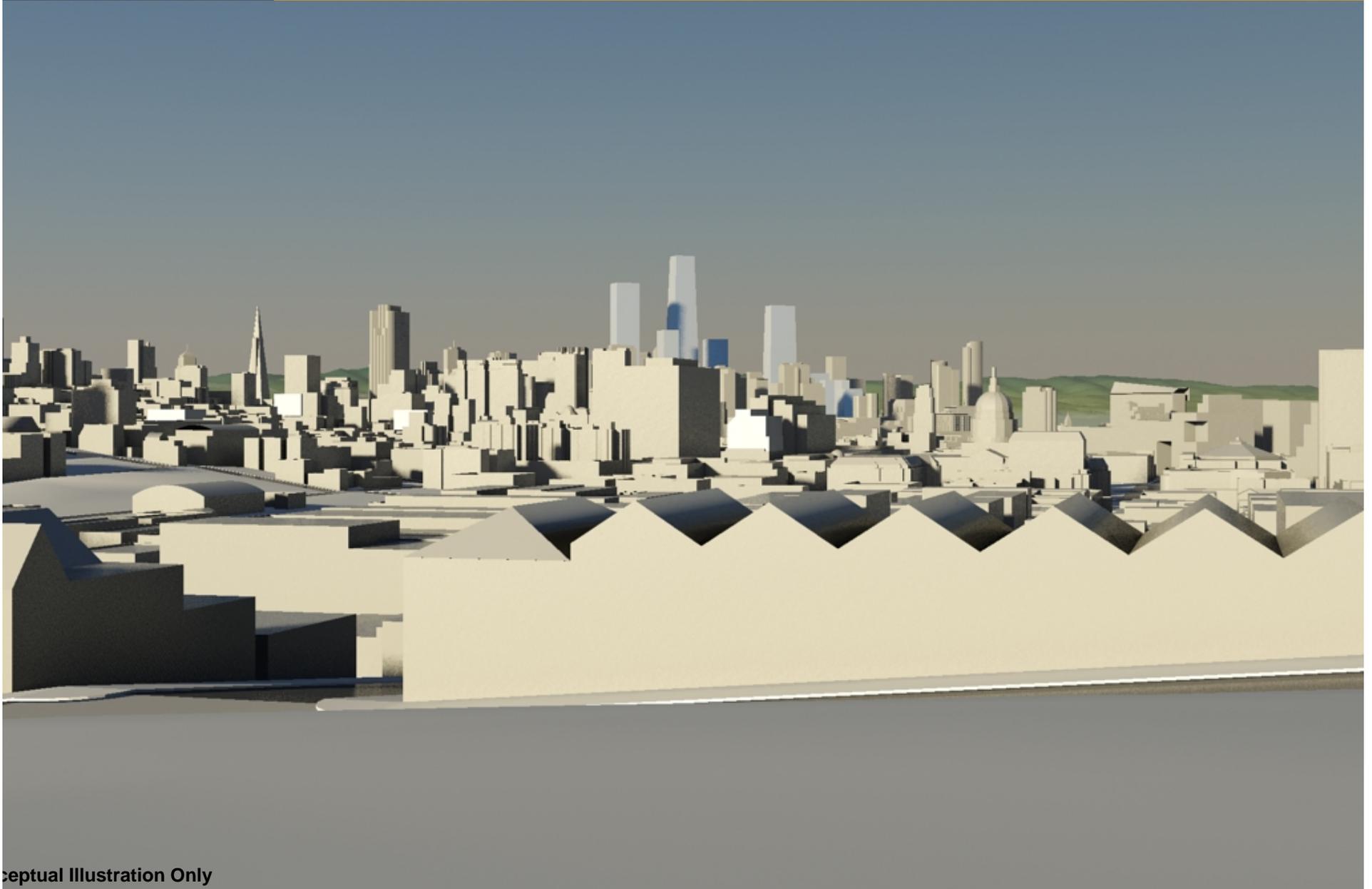
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Alamo Square: 1,000'



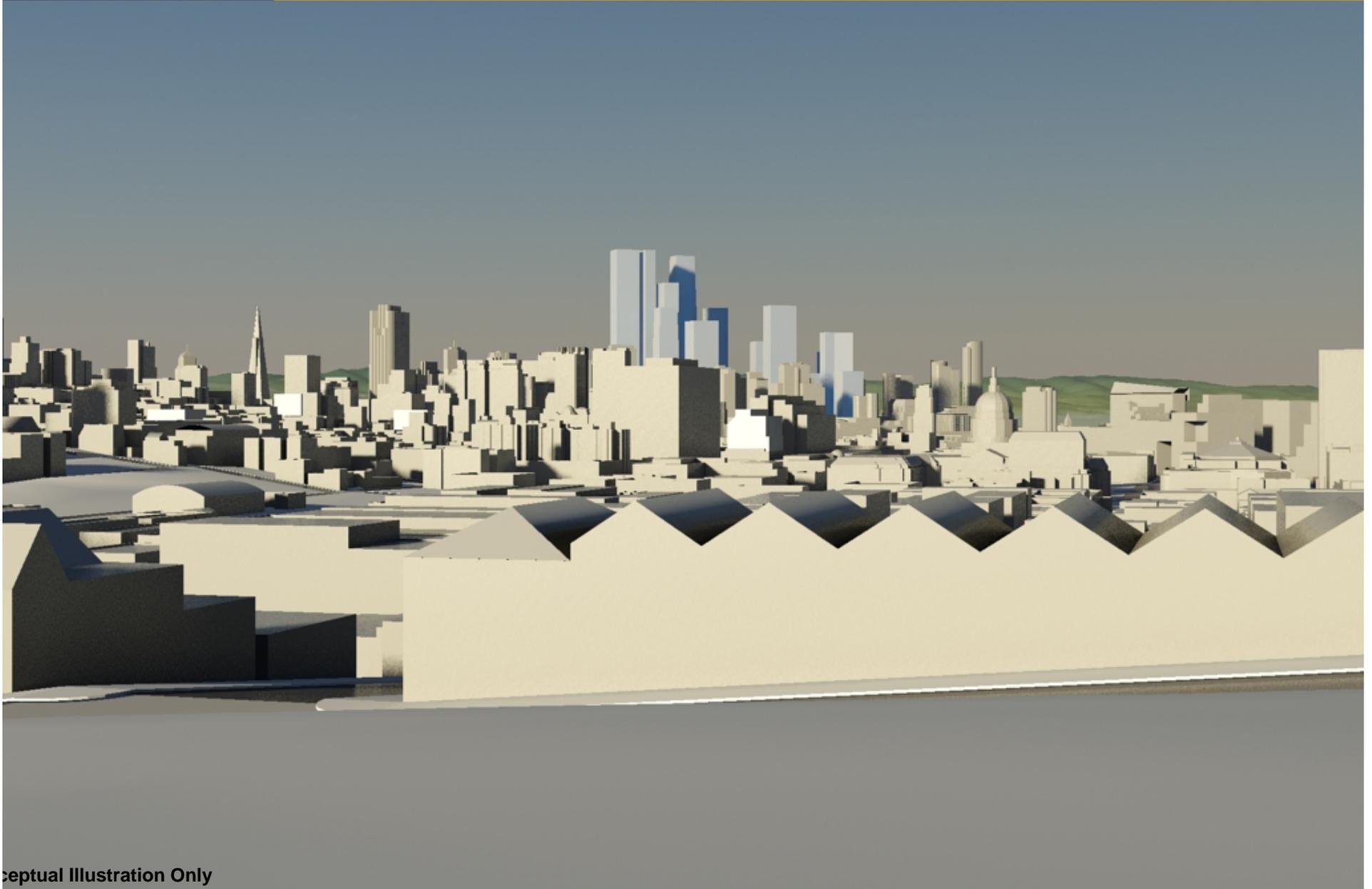
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Alamo Square: 1,200'



Conceptual Illustration Only

Alamo Square: 1,200' + Proposals



Conceptual Illustration Only

Bay/Treasure Island: Existing Zoning



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Bay/Treasure Island: 850'



Conceptual Illustration Only

Bay/Treasure Island: 1,000'



Conceptual Illustration Only

Bay/Treasure Island: 1,200'



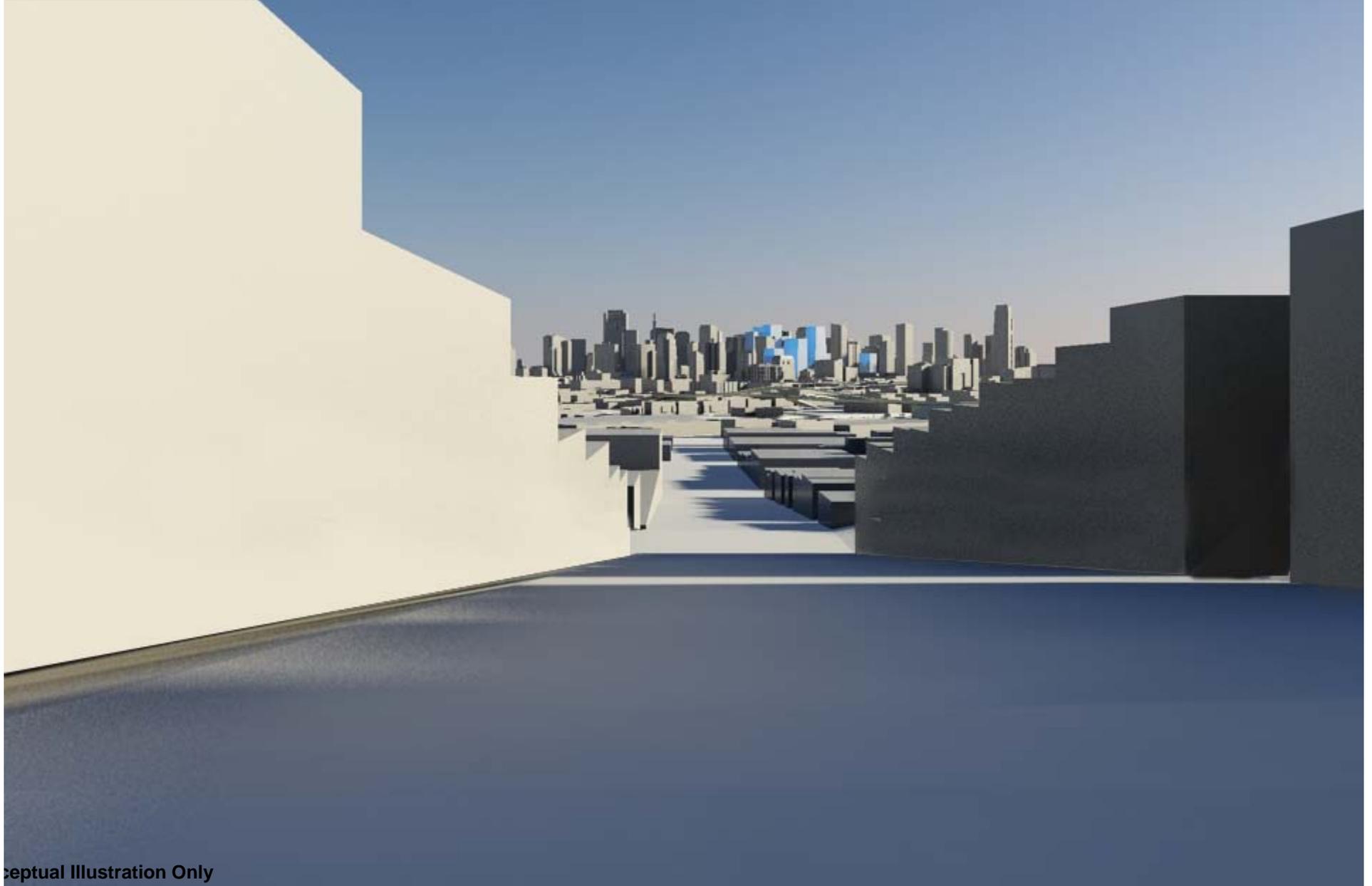
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Bay/Treasure Island: 1,200' + Proposals



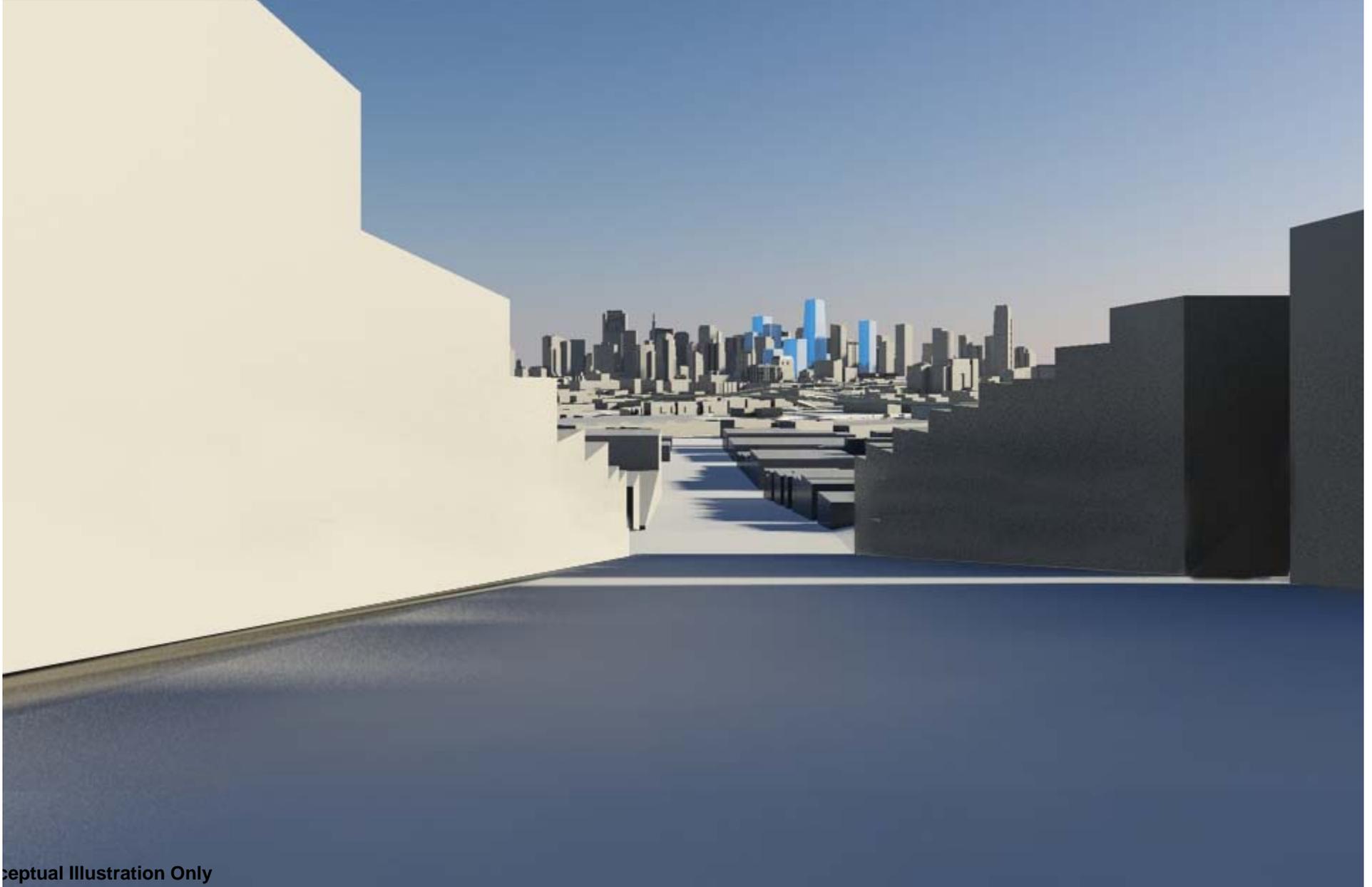
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Potrero Hill: Existing Zoning



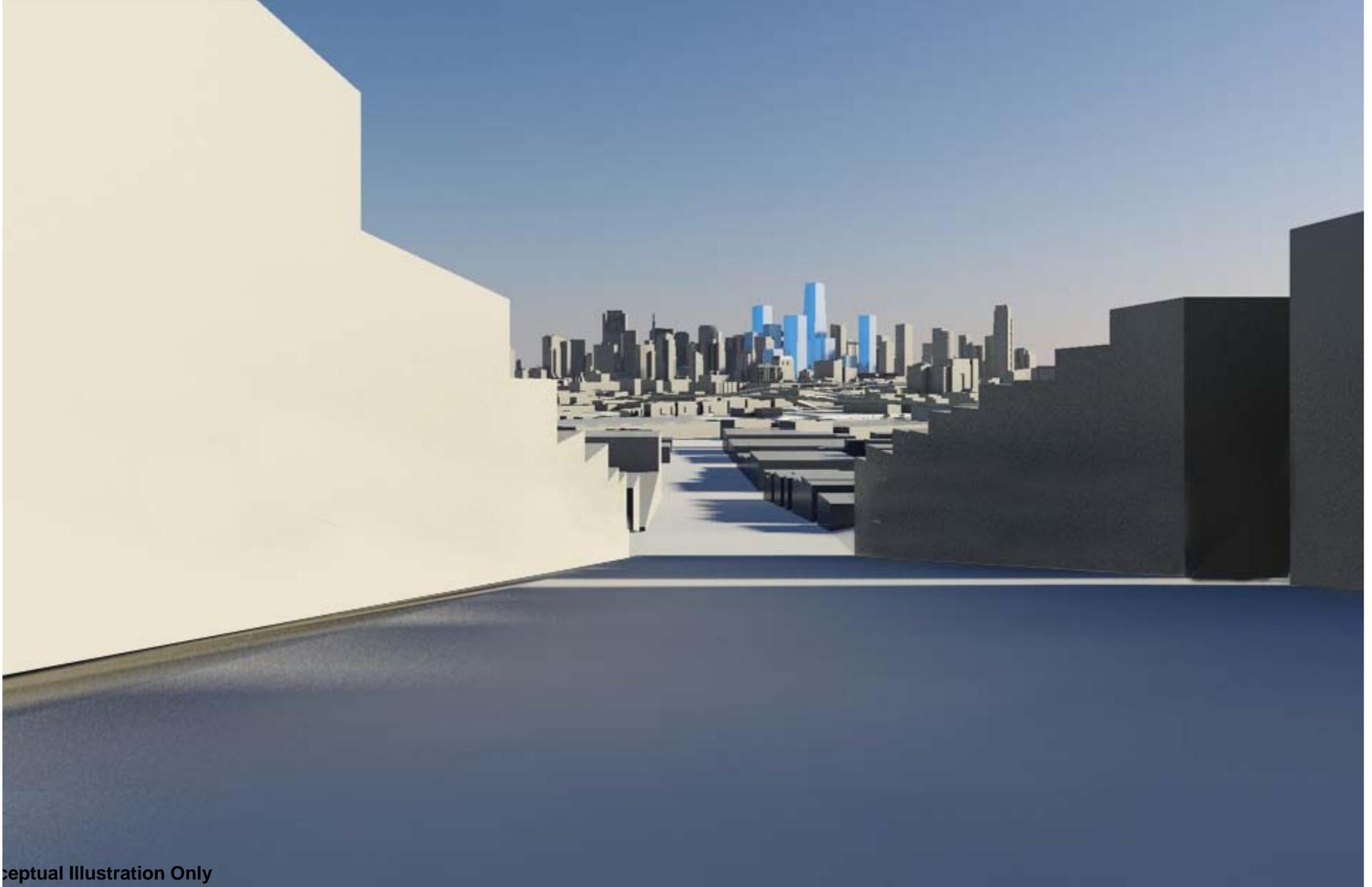
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Potrero Hill: 850'



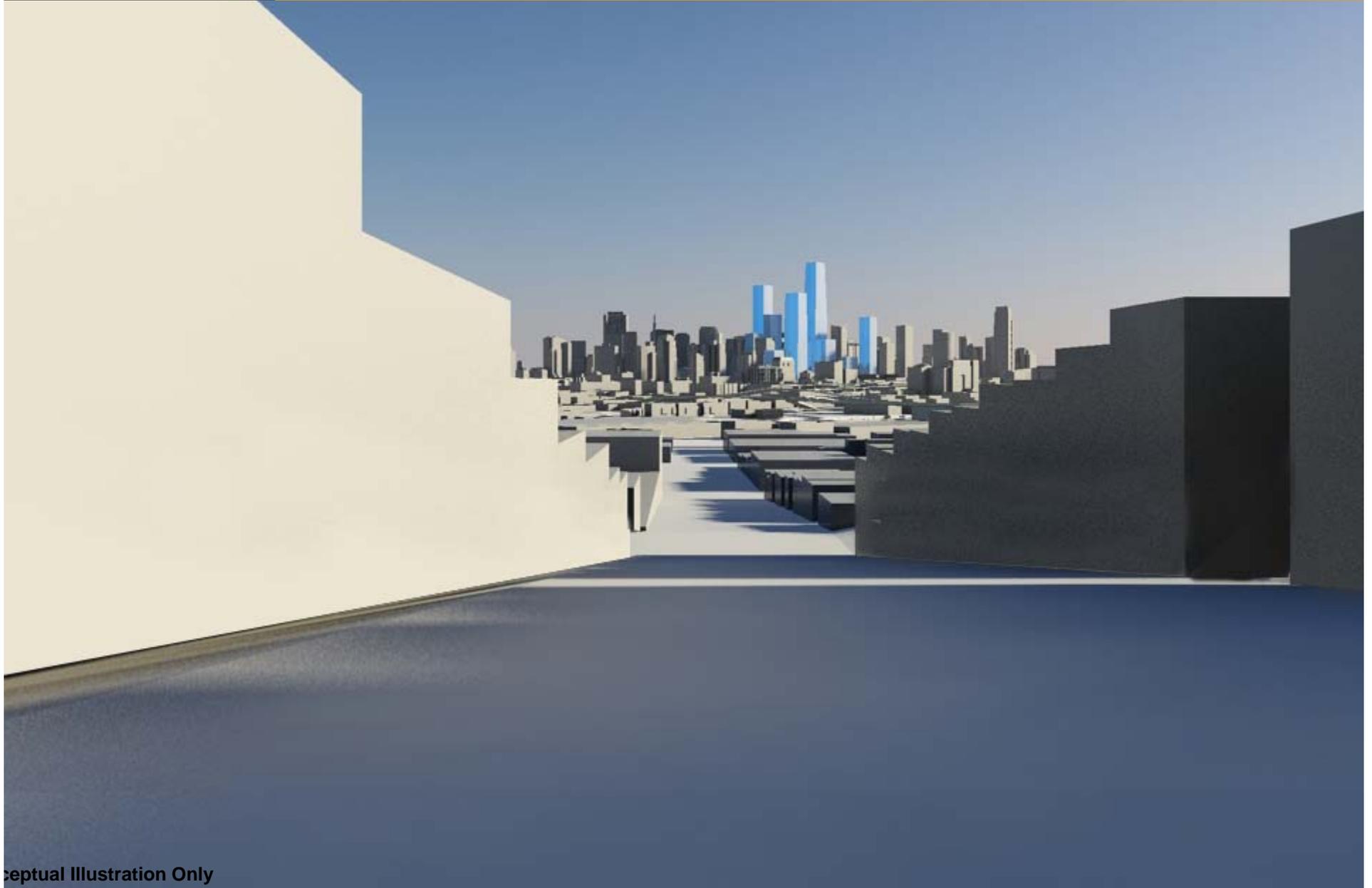
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Potrero Hill: 1,000'



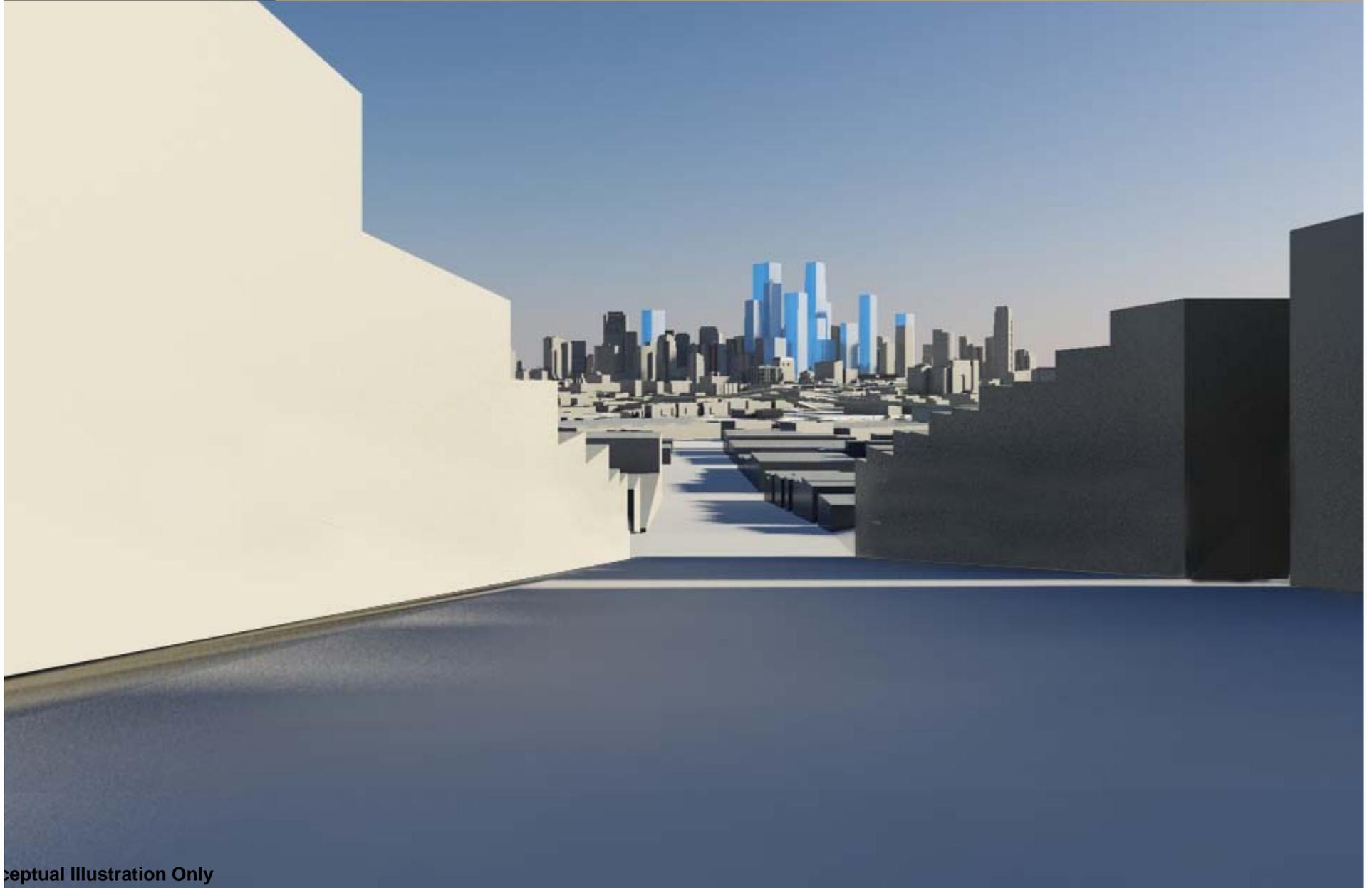
Conceptual Illustration Only

Potrero Hill: 1,200'



Conceptual Illustration Only

Potrero Hill: 1,200' + Proposals



Conceptual Illustration Only

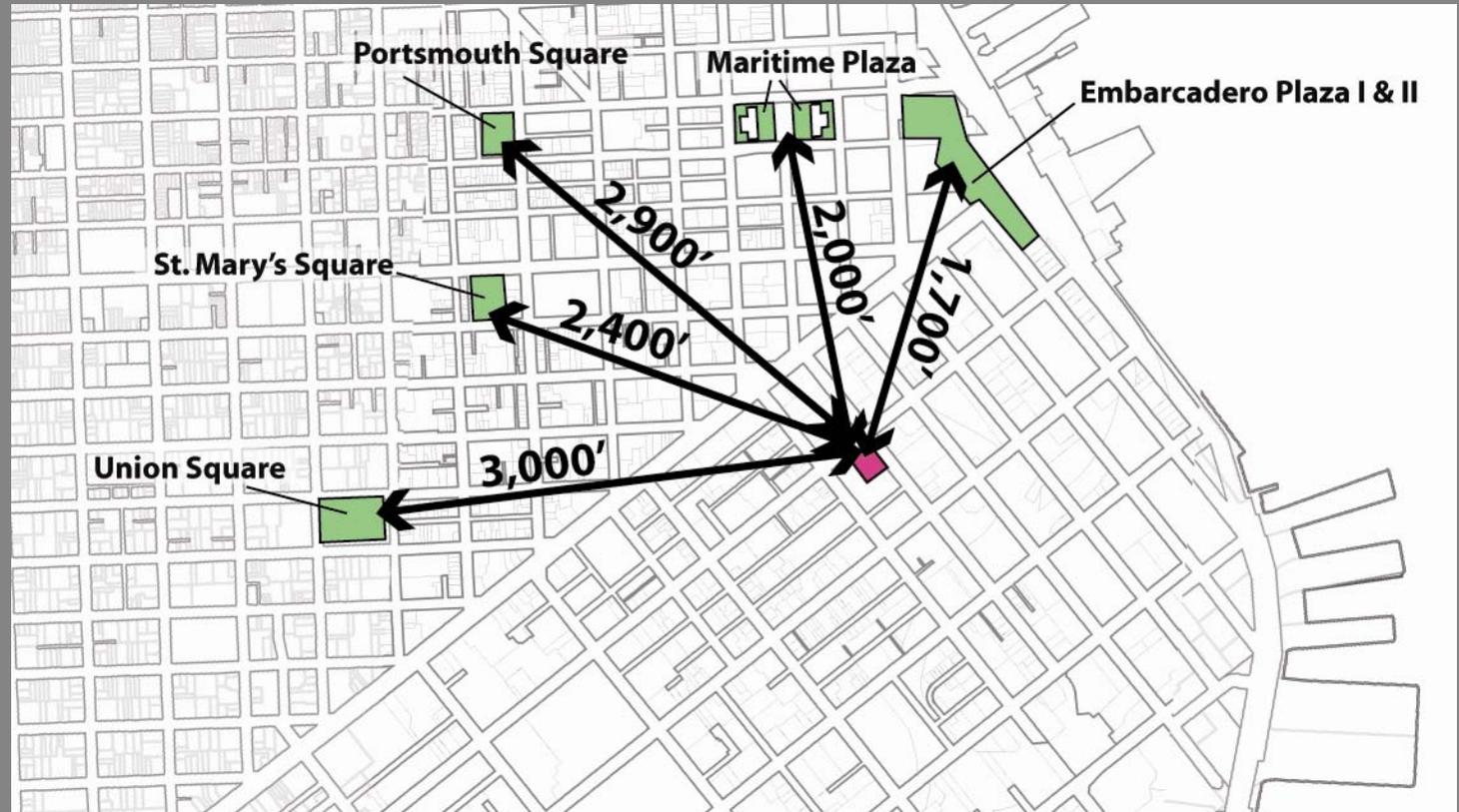
Shadow Analysis



Key Open Spaces of Concern and Investigation



Shadow Analysis



Distances from Transit Tower to Open Spaces



Shadow Considerations

Shadows reach these distant parks only in early hours in certain months when the sun is low in the sky and lines up precisely with the towers.

As a result...

- Shadows ***sweep quickly*** through the spaces and generally last for ***no longer than 15-45 minutes***
- Different parks would be affected in different months – generally only one or at two parks can be affected during any one particular day.
- Because the parks are such a far distance from the buildings, the shadows are ***more diffuse than if the buildings were close-by or immediately adjacent to the spaces.***
- Transit Center and District Plan would add ***over 6 acres of new public open spaces.***

Early Qualitative Analysis

Embarcadero Plazas

Potentially affected in late November through early January in the mid-to-early afternoon.

** Transit Tower: At 1,000' in height, Tower's shadow would reach a very small portion of one section of available sun in the plaza for about 20 minutes, but above 1,000' the shadow would sweep across all of the pockets of available sun in the plaza for over an hour and could reach across the Embarcadero to the Ferry Building.



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Early Qualitative Analysis

Union Square

Potentially affected in mid-April through May and mid-July thru mid-August for some portion of the time between 7:00-8:00 a.m.

Shadows from Transit Tower and nearby building at 1st/Mission would pass through the northwest and southwest corner of Square.



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Early Qualitative Analysis

St. Mary's Square

Potentially affected in mid-February through mid-March and mid-September through mid-October for some portion of the time between 8:00-9:00 a.m.

Shadows from Transit Tower and nearby building at 1st/Mission could pass through the southwest corner of Square.

**1st/Mission site: Shifting the tallest building on the site to the Mission Street side of the site (from further north on 1st Street) and limiting its height to under 900' would eliminate shadows on St. Mary's Square from buildings on this site.

Early Qualitative Analysis

Portsmouth Square

Potentially affected in January and mid-November to early-December for some portion of the time between 8:00-9:00 a.m.

Shadows from Transit Tower and nearby building at 1st/Mission could pass through most of the Square.

** Shifting the Transit Tower to the east side of its site would reduce some of the shadow it would cast on Portsmouth.



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Update of Shadow Analysis Methodology

Technical Memo to be completed in the next few months regarding:

1. Accuracy

Uncertainty/Margin of Error: Current standard of “de minimis” shadow is potentially smaller than actual margin of error of the models themselves

Refraction: How to consider the blurring of long shadows in the atmosphere?

Sun: disc vs. point source; results in shadows of varying densities and blurred edges.

2. Significance

Shadow density: At what point is a shadow so diffuse as to be imperceptible?

Opacity of materials: How to consider glass screens and other transparent materials that do not block all sunlight?

Historic Resources

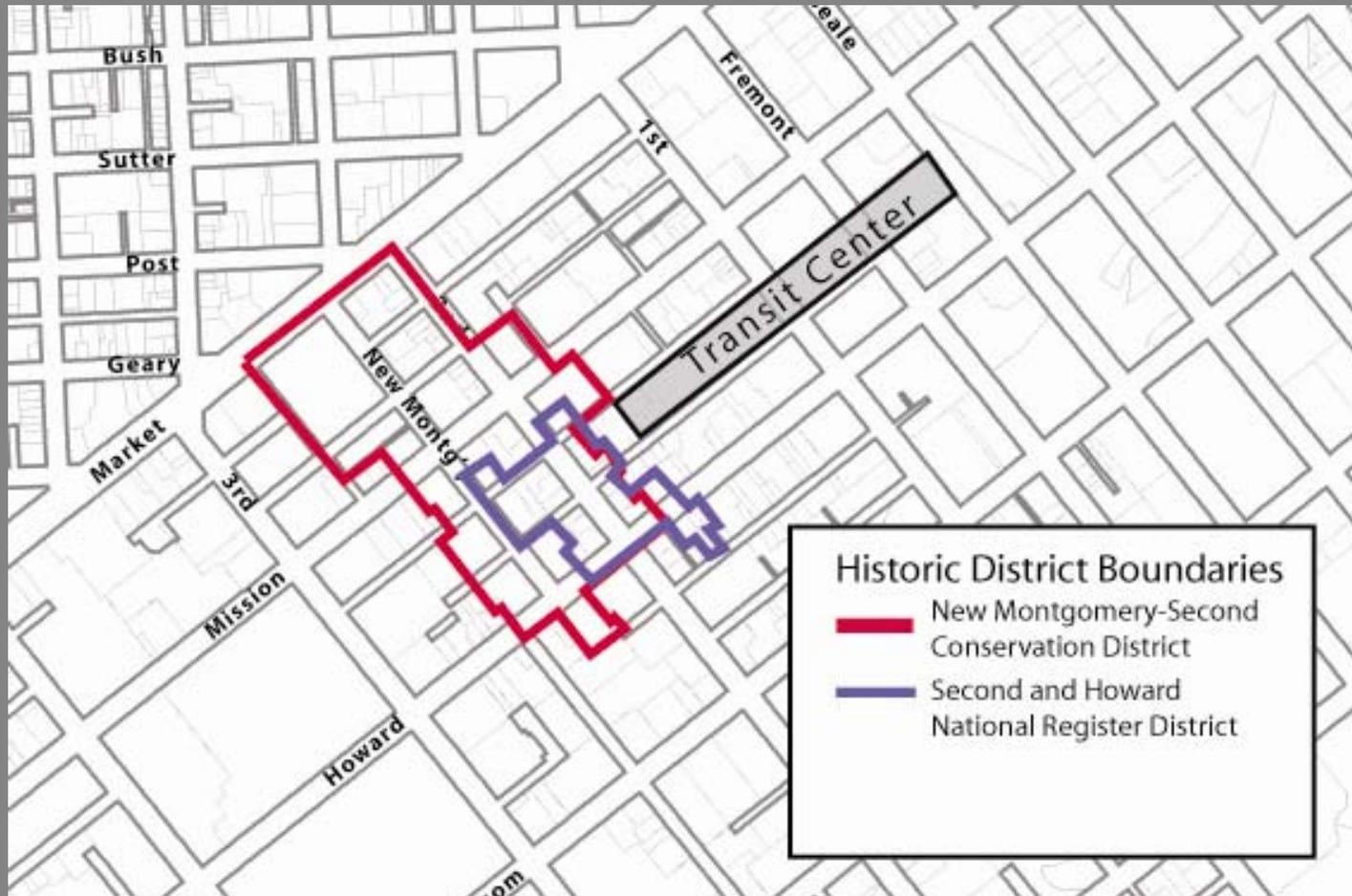


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Existing Historic Districts



Existing Historic Districts

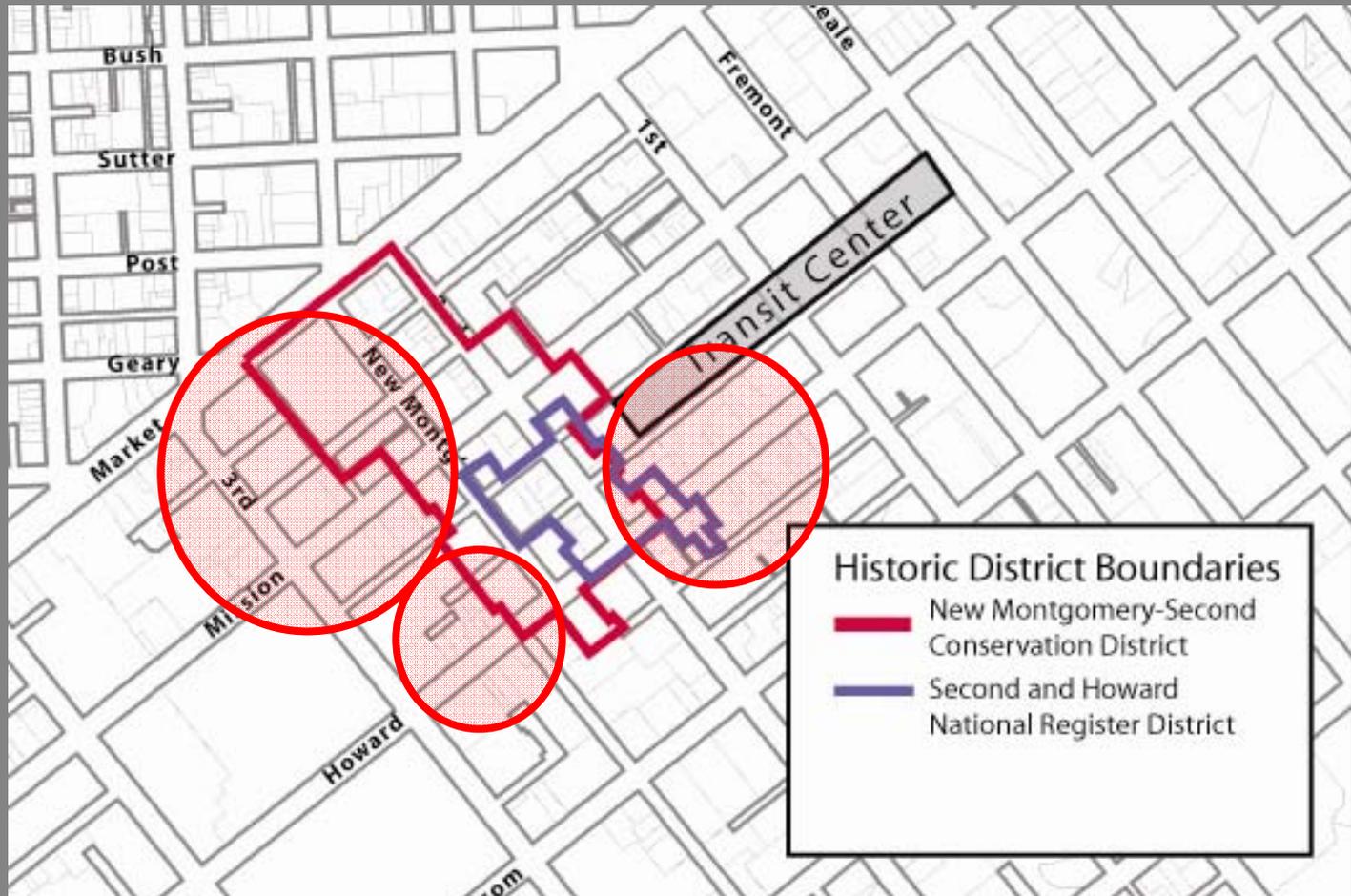


Historic Survey Area

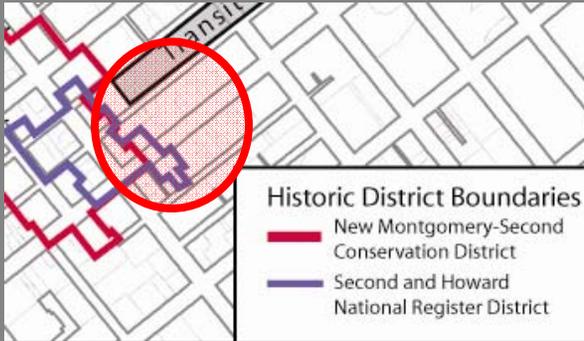


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Areas of Examination for Potential District Expansion

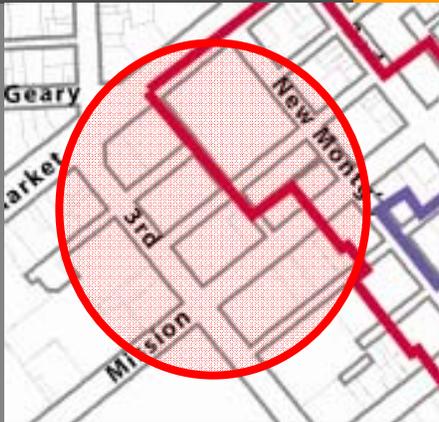


Howard Street between 1st and 2nd Streets



South side of Howard Street

Mission Street between New Montgomery and 3rd Streets



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South side of Mission Street

Howard Street between 1st and 2nd Streets

Potential Expansion of New Montgomery-2nd St Conservation District

- Article 11 Rating of individual buildings (Category 1-5) in expanded district

Protection of individual resources not in Conservation District

- Article 11 Rating (Category 1-5) and/or Article 10 Landmark Designation

Other considerations:

- Ability of building owners to sell Transferable Development Rights (TDR)
- Potential adjustment of height limits
- Design guidelines within Conservation District



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Other Urban Design Issues (upcoming workshops)

- Tower Bulk/floorplate
- Ground floor design and uses
- Podium/streetwall interface
- Materials
- Pedestrian circulation
- Building open space requirements and public amenities



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Ground Level Wind Analysis

Wind analysis to be completed within coming 2 months.

Preliminary testing, including all projects filed with Planning Department to date, indicates that there are no wind hazard exceedances at 1st/Mission in the heart of the Plan area (adjacent to the Transit Tower).



Further testing will be done for the current proposed heights and throughout the entire plan area.

Balancing Objectives and Public Values

Regional sustainability and **Increasing Capacity** to reach Smart Growth Goals

Raising revenue for Transit Center and public infrastructure

Elegant urban form, skyline and views

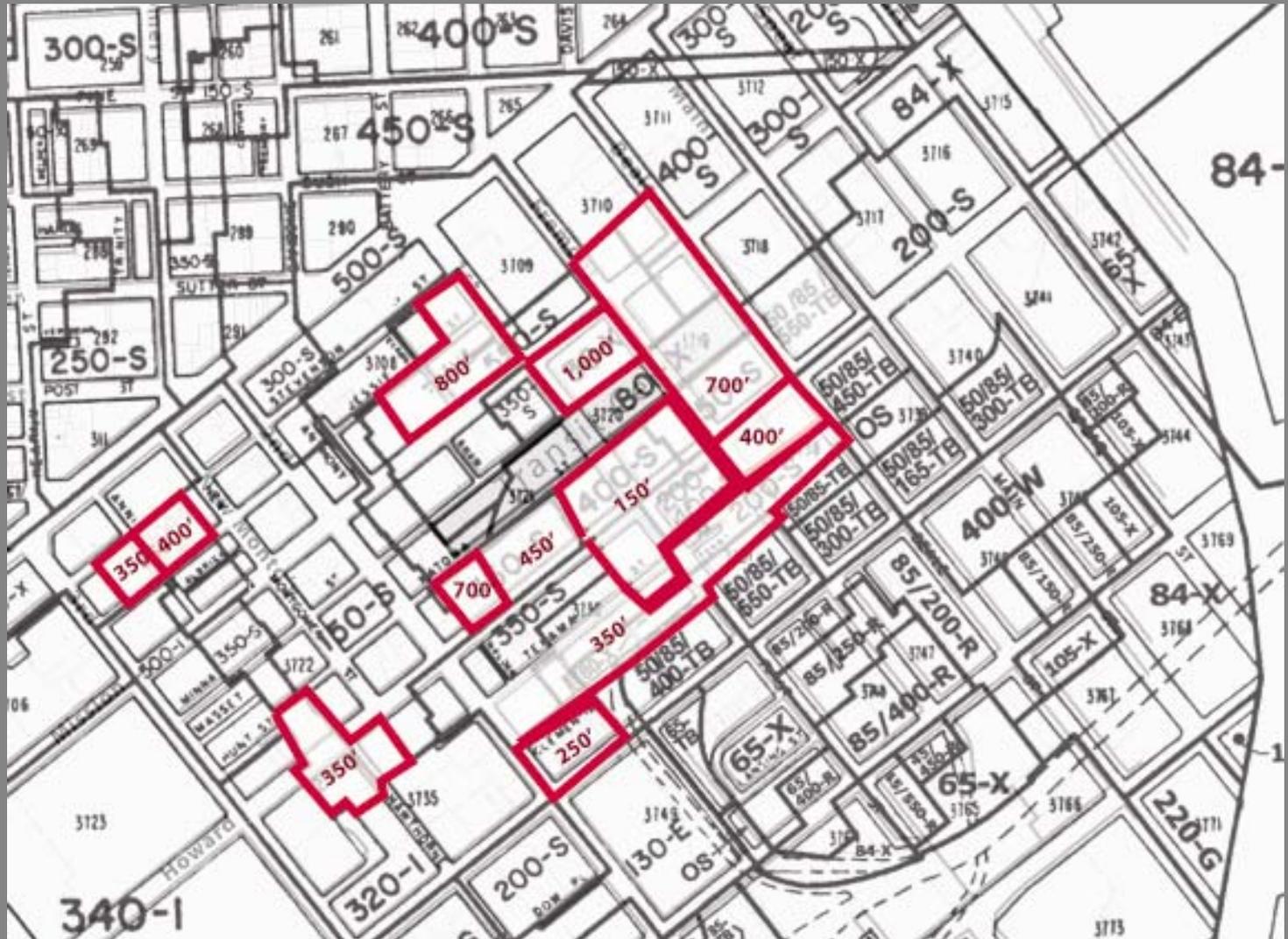
Moderating shadow impacts on public spaces

Protecting **historic resources**



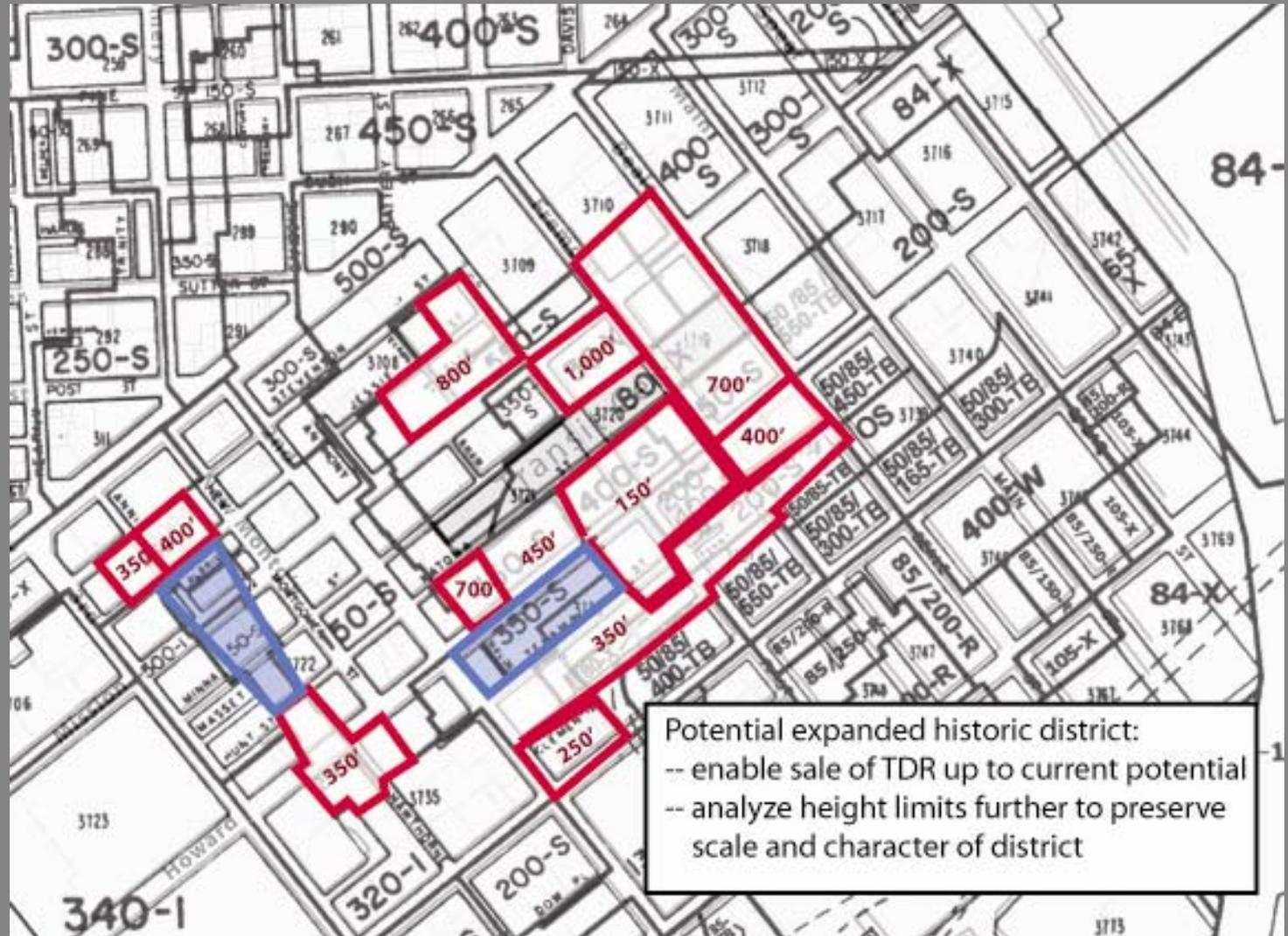
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Current Urban Form proposal



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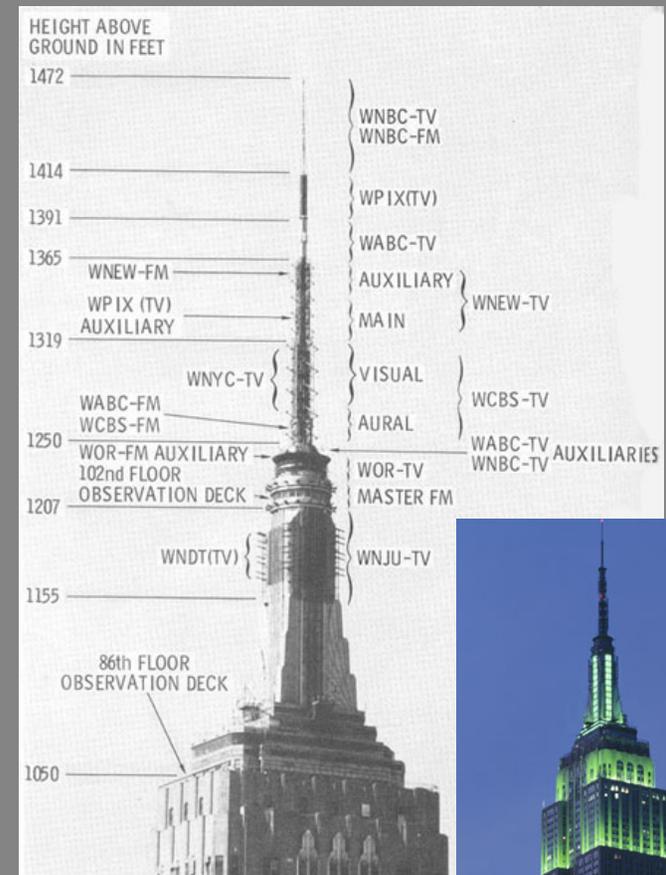
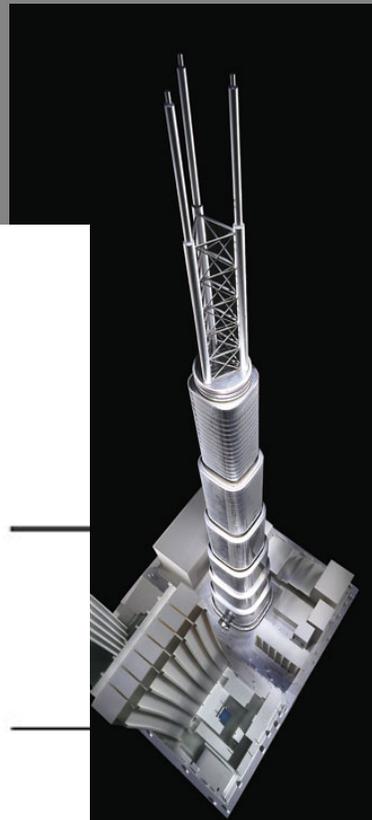
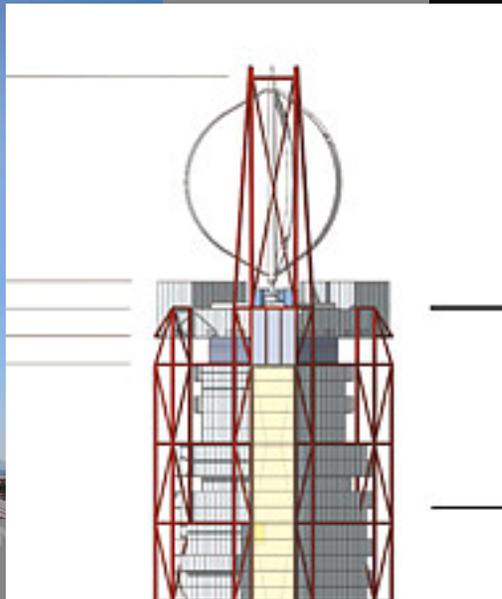
Current Urban Form proposal



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Height Limits & Shadows: Building Tops

Create light, transparent sculptural vertical expression to terminate Transit Tower (above 1,000' height limit) to enhance skyline expression while avoiding casting shadows



Current Urban Form proposal



Current Urban Form proposal



Current Urban Form proposal



Buildout Potential

	Net Additional Space	Increment over Existing Zoning
Office Space	5.82 million gsf	+2.54 million gsf
Housing Units	1,350	+235
Hotel Rooms	1,370	+425
Retail Space	85,000 gsf	--
	<hr/>	<hr/>
Total Space	9.2 million gsf	+3.52 million gsf



Potential Public Revenue

Rough estimate of additional revenue for Transit Center and other public improvements, based on current projected buildout

Mello-Roos District

\$152-\$220 million*

Other revenue additions:

Increased land sales value (TJPA parcels only)

Increased Tax Increment (Redevelopment Area)

Complete analysis and discussion of revenue plan, mechanisms, and public improvements in upcoming workshops

Notes:

* Range depending tax rate, net of cost of funds and land discount on TJPA parcels.

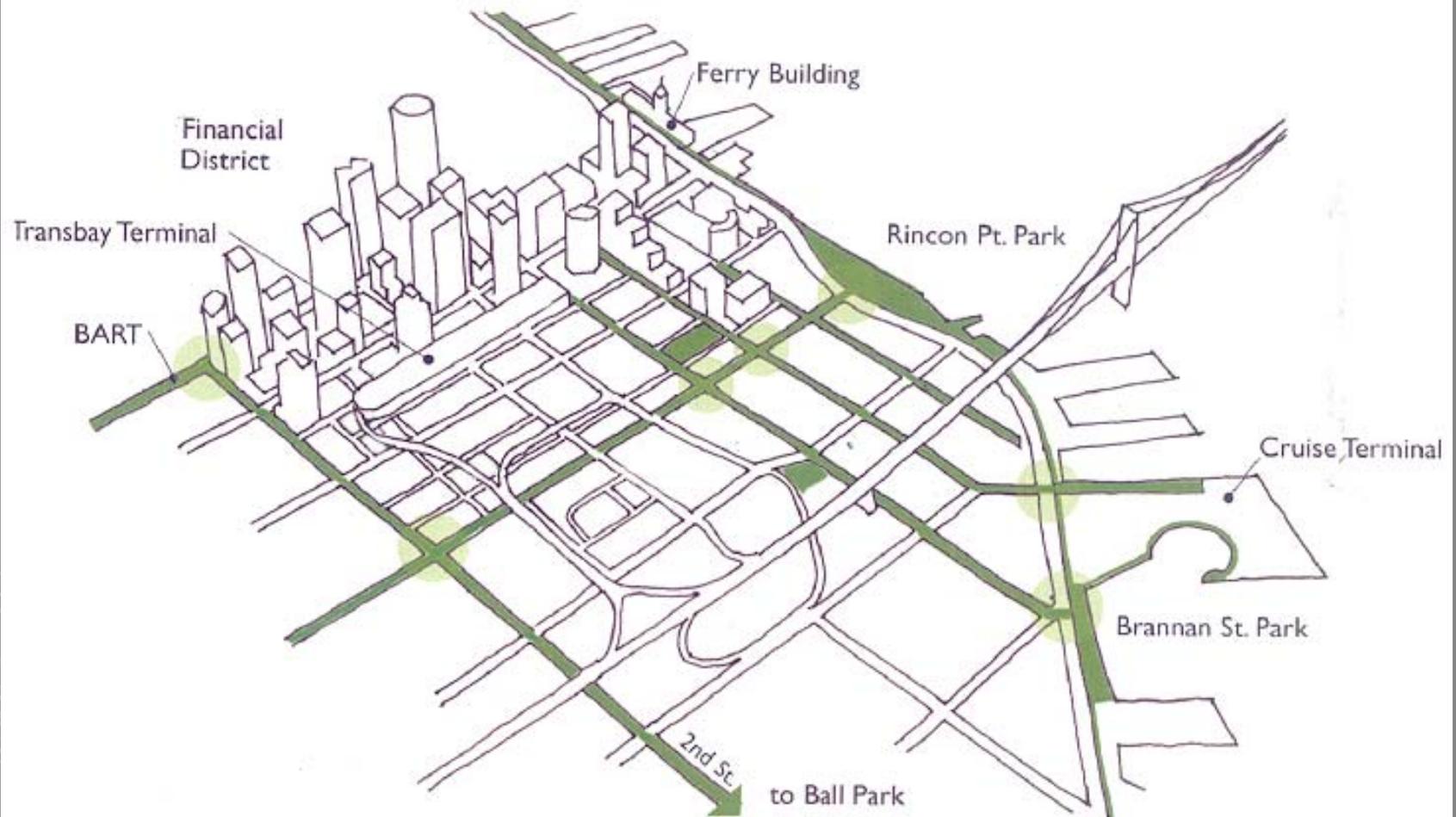


Public Realm: Streets and Open Spaces



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Rincon Hill and Transbay: Public Realm



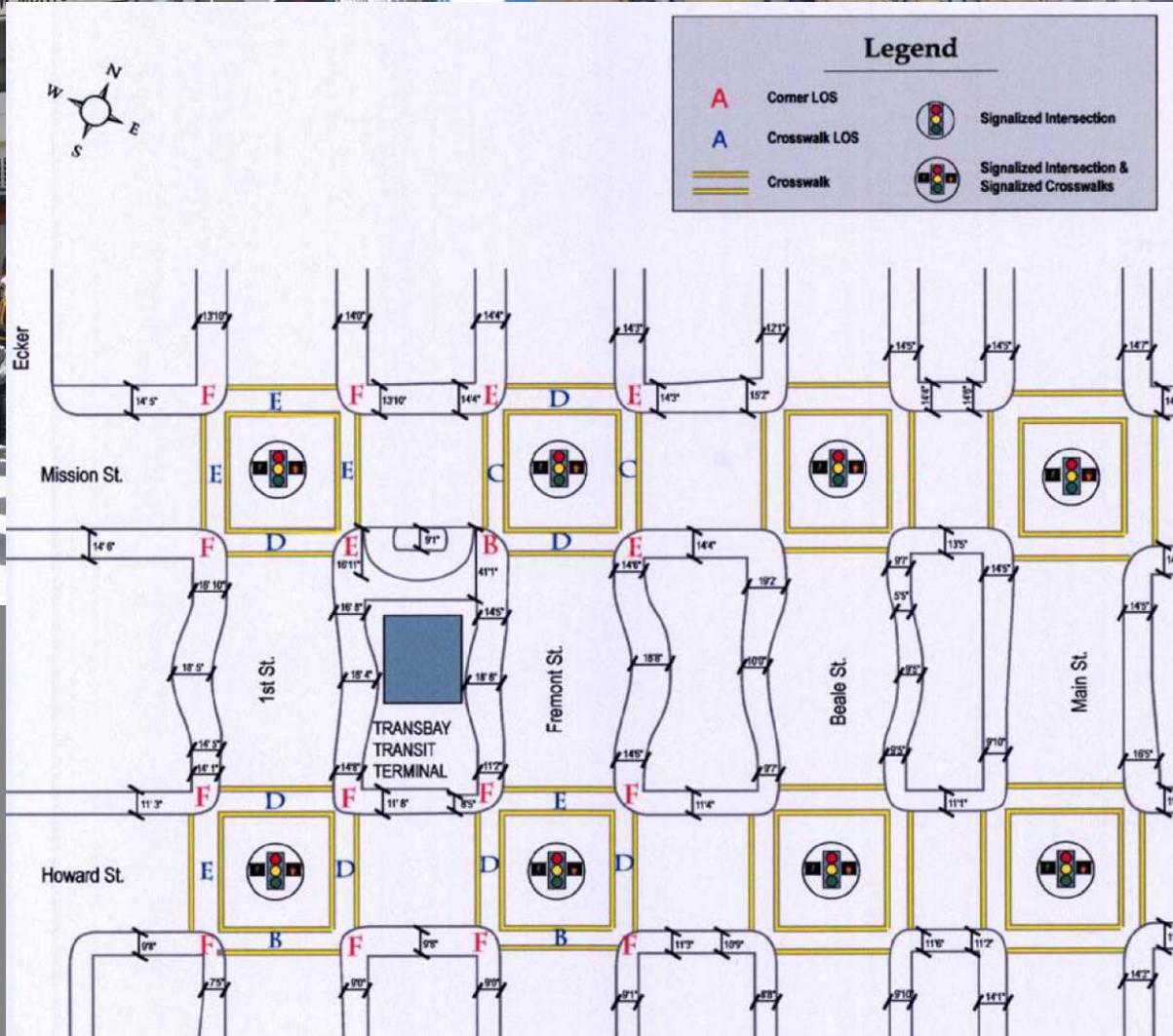
Public Realm Priorities

- Pedestrian circulation (i.e. accommodating high volumes of pedestrians)
- Graceful pedestrian realm
- Transit movement
- Connections to Transit Center Park
- Other non-single occupant auto circulation (e.g. bicycles, carpools)

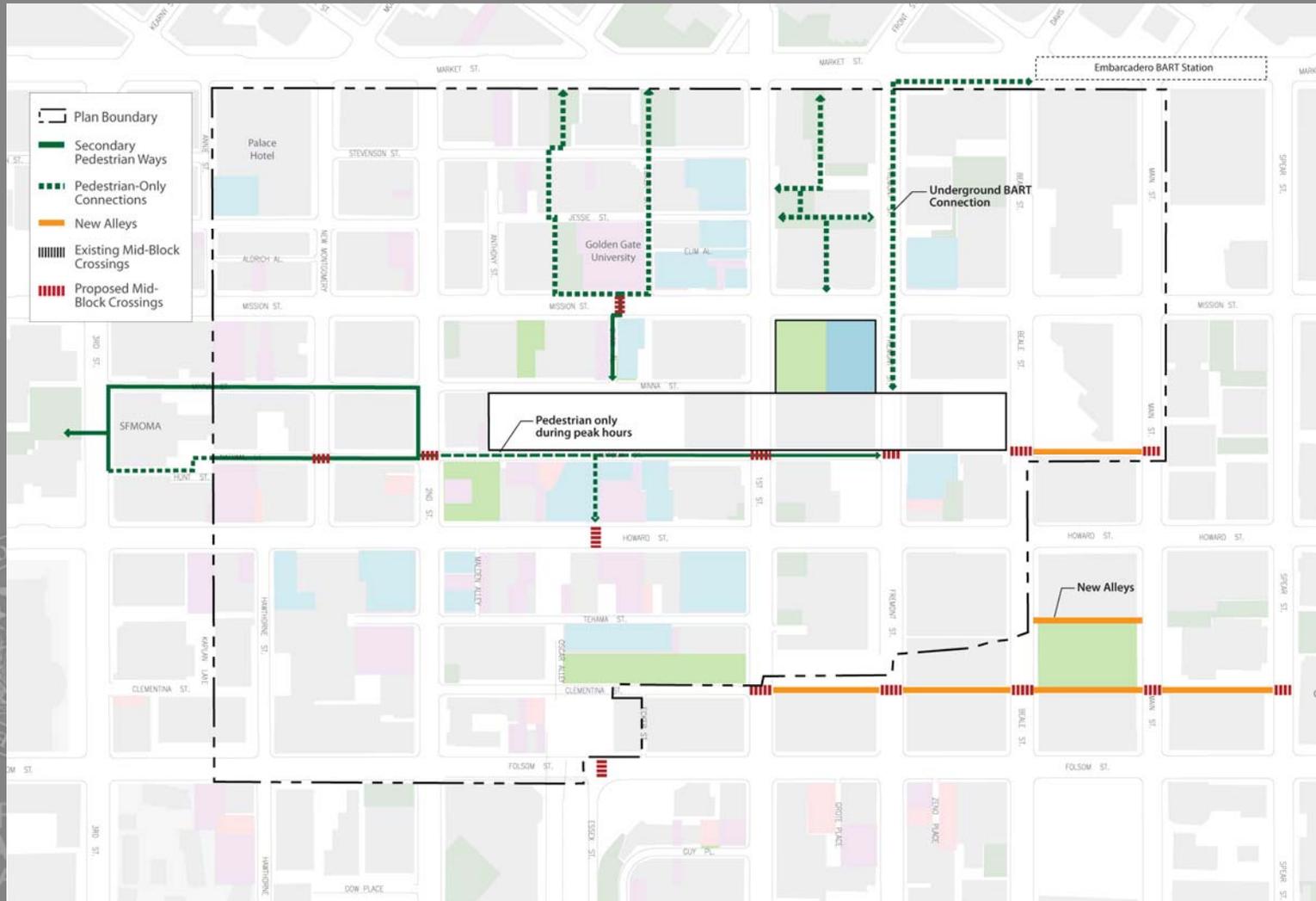


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Pedestrian conditions

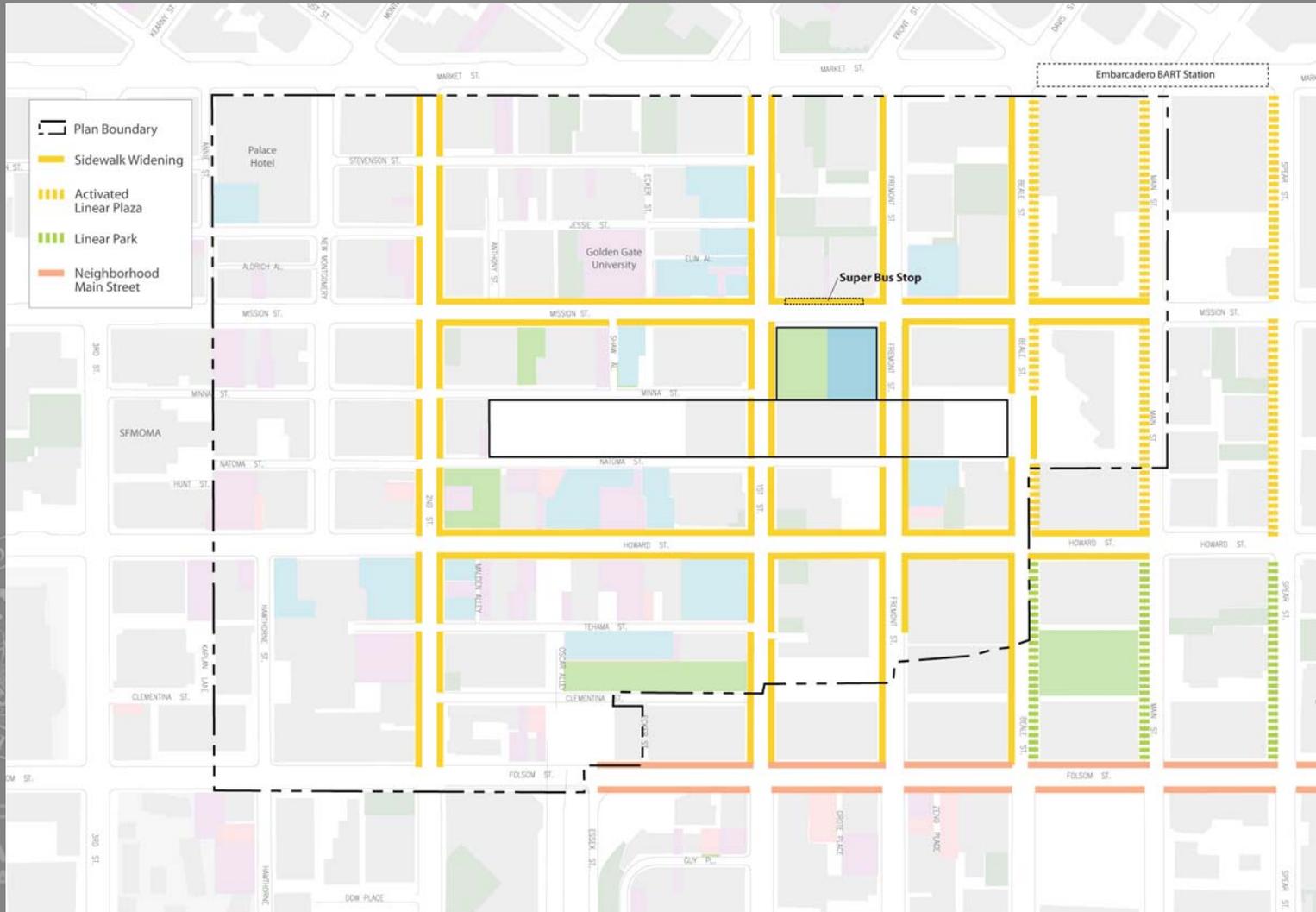


Proposed Mid-Block Pedestrian Crossings



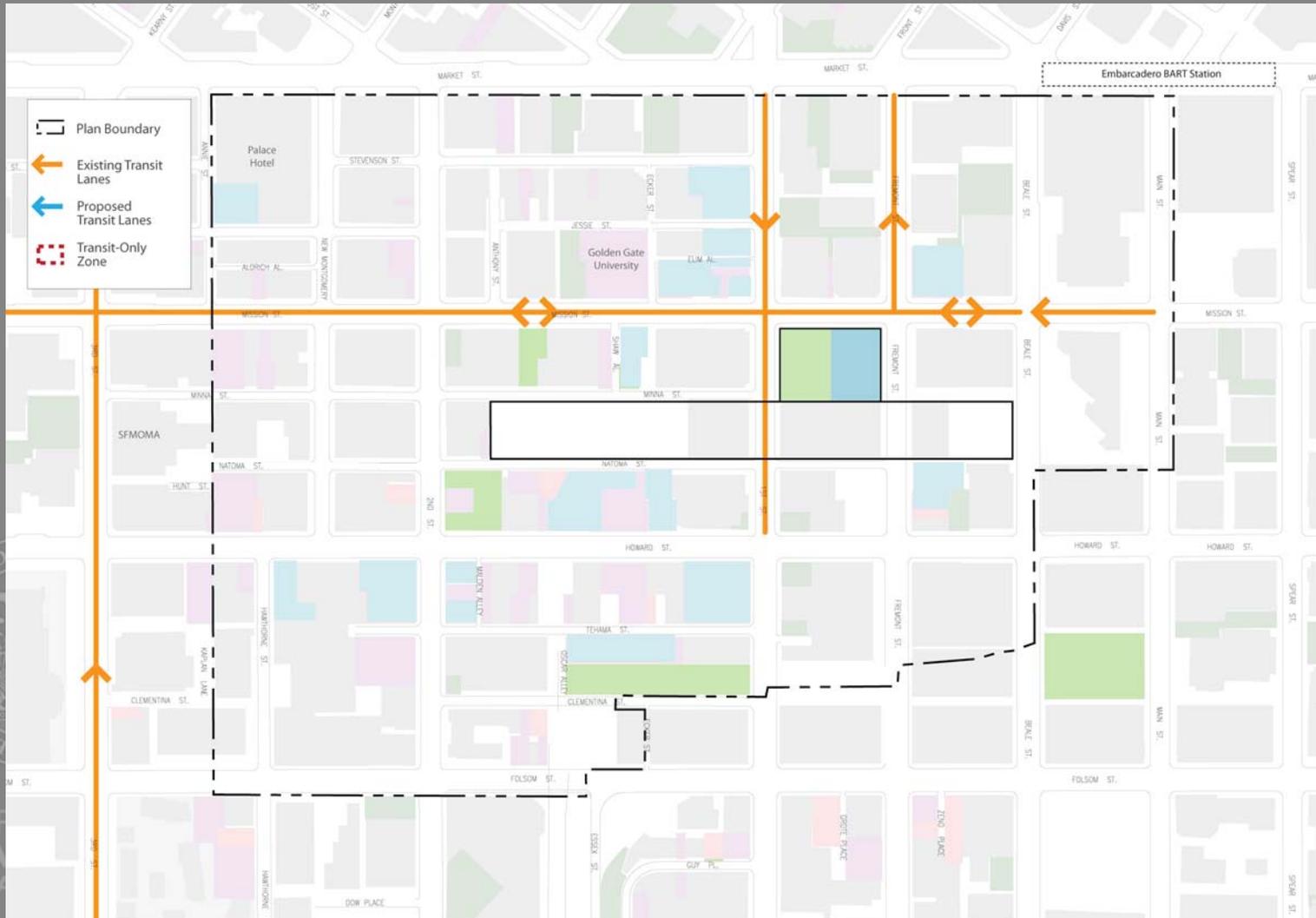
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Proposed Sidewalk Widening



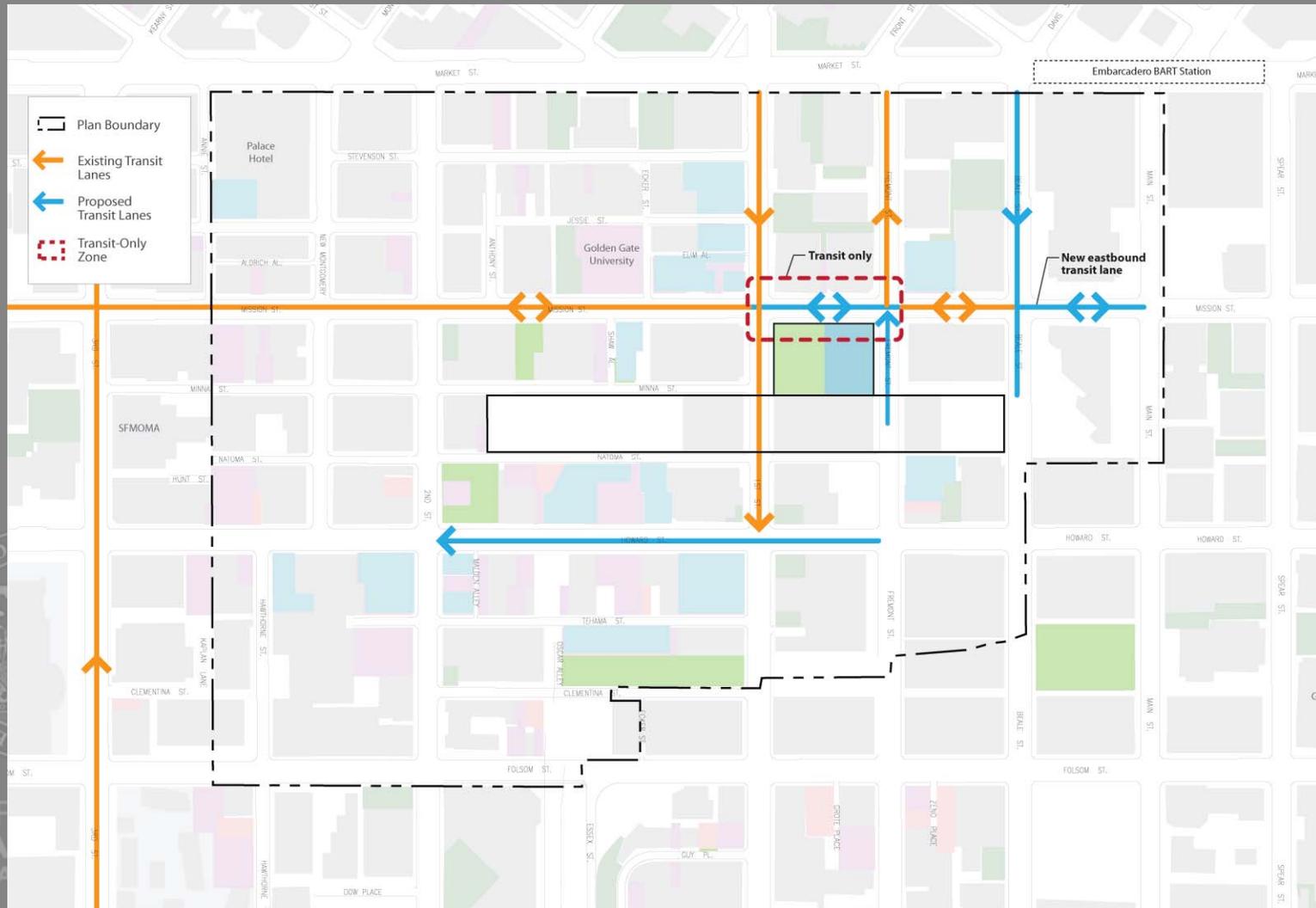
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Existing Dedicated Transit Lanes



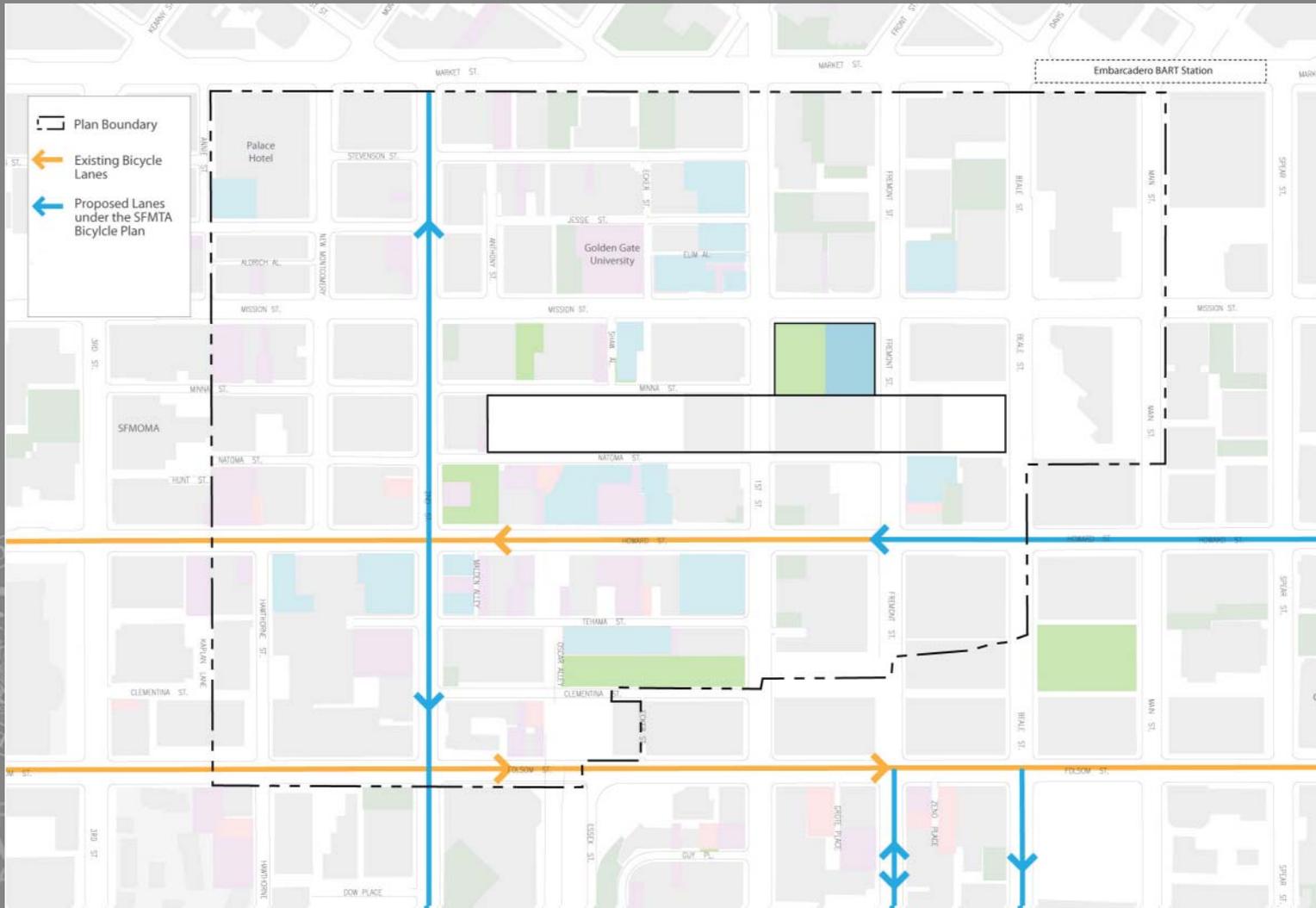
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Proposed Dedicated Transit Lanes



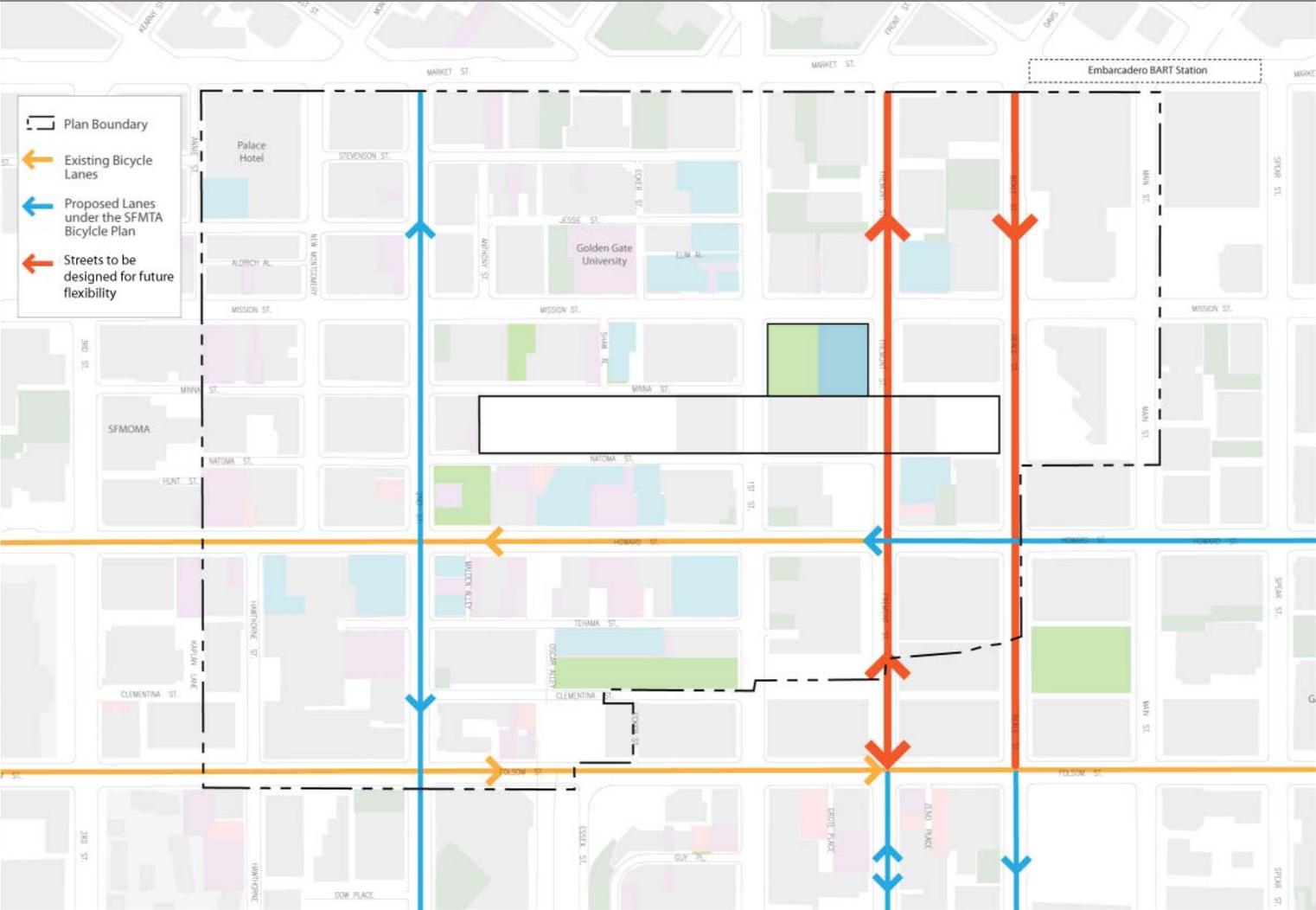
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Existing and Planned On-Street Bicycle Facilities

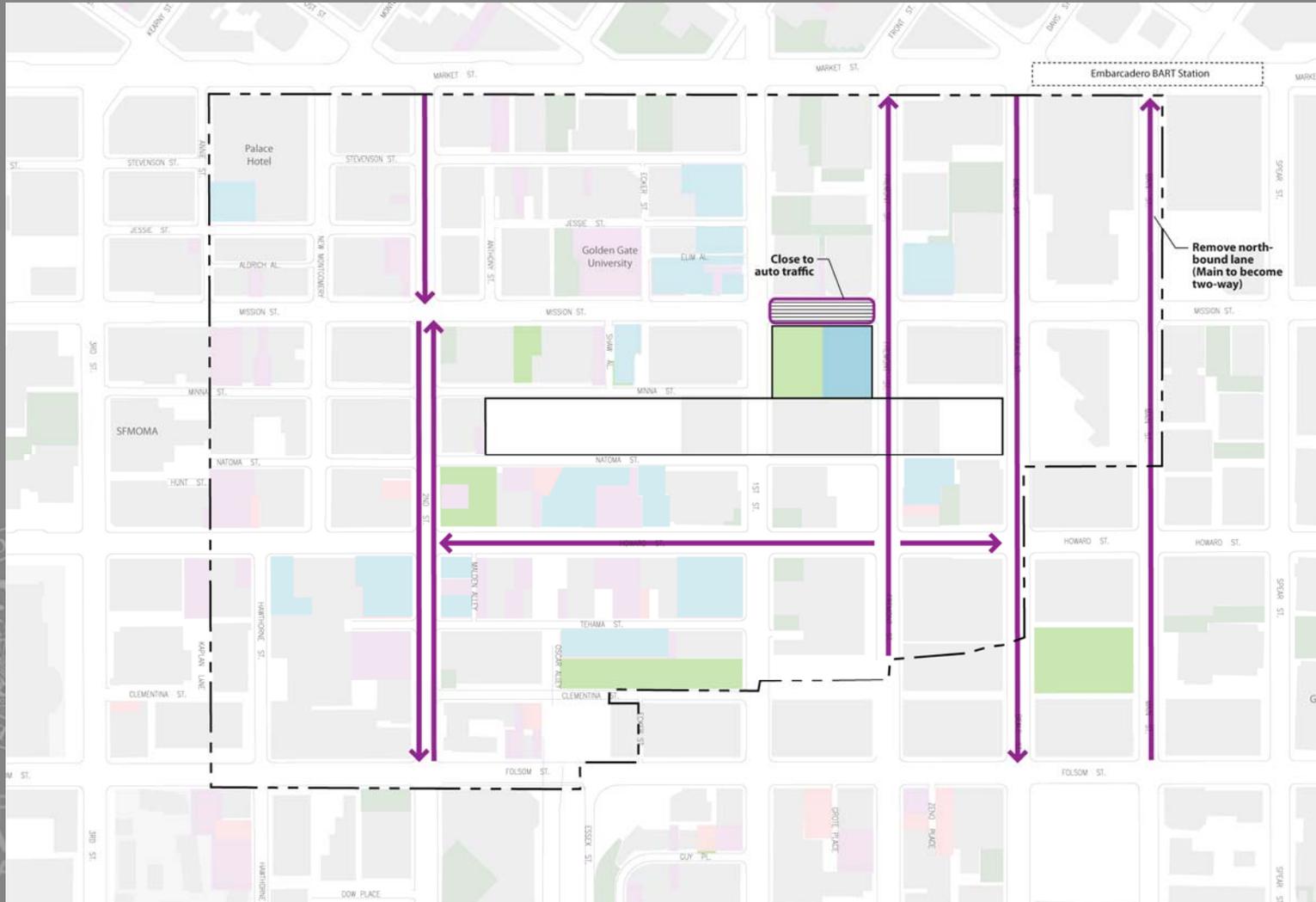


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Streets for Future Consideration of Bicycle Improvements



Proposed Traffic Lane Removal



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Mission Street between 1st and Fremont

- Projected very heavy pedestrian volumes
 - To and from Transit Center
 - To and from major new buildings
 - General background growth
- Heavy transit activity
- Front door of the Transit Center

Current narrow sidewalks

Crosswalks not large enough for projected volumes

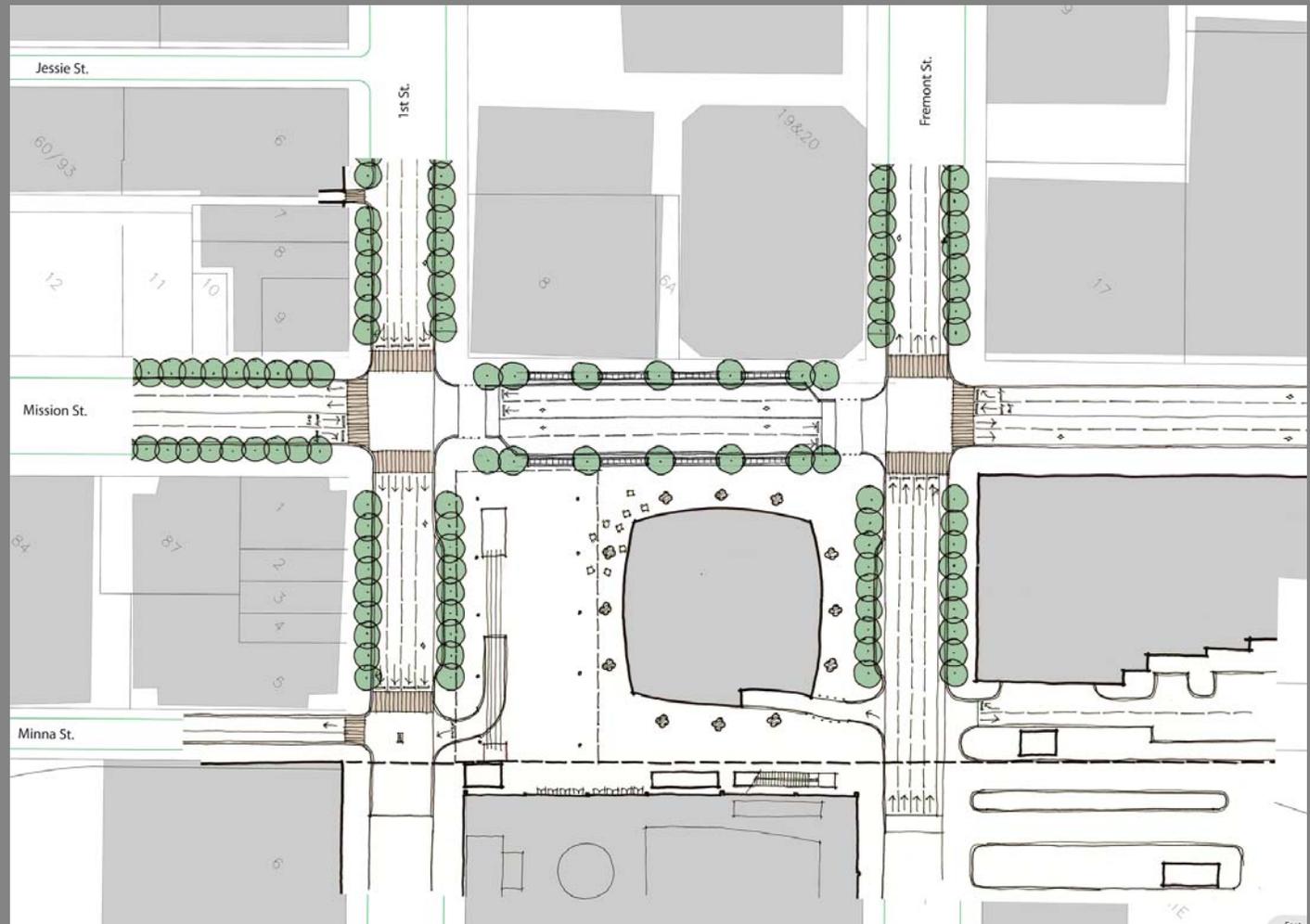


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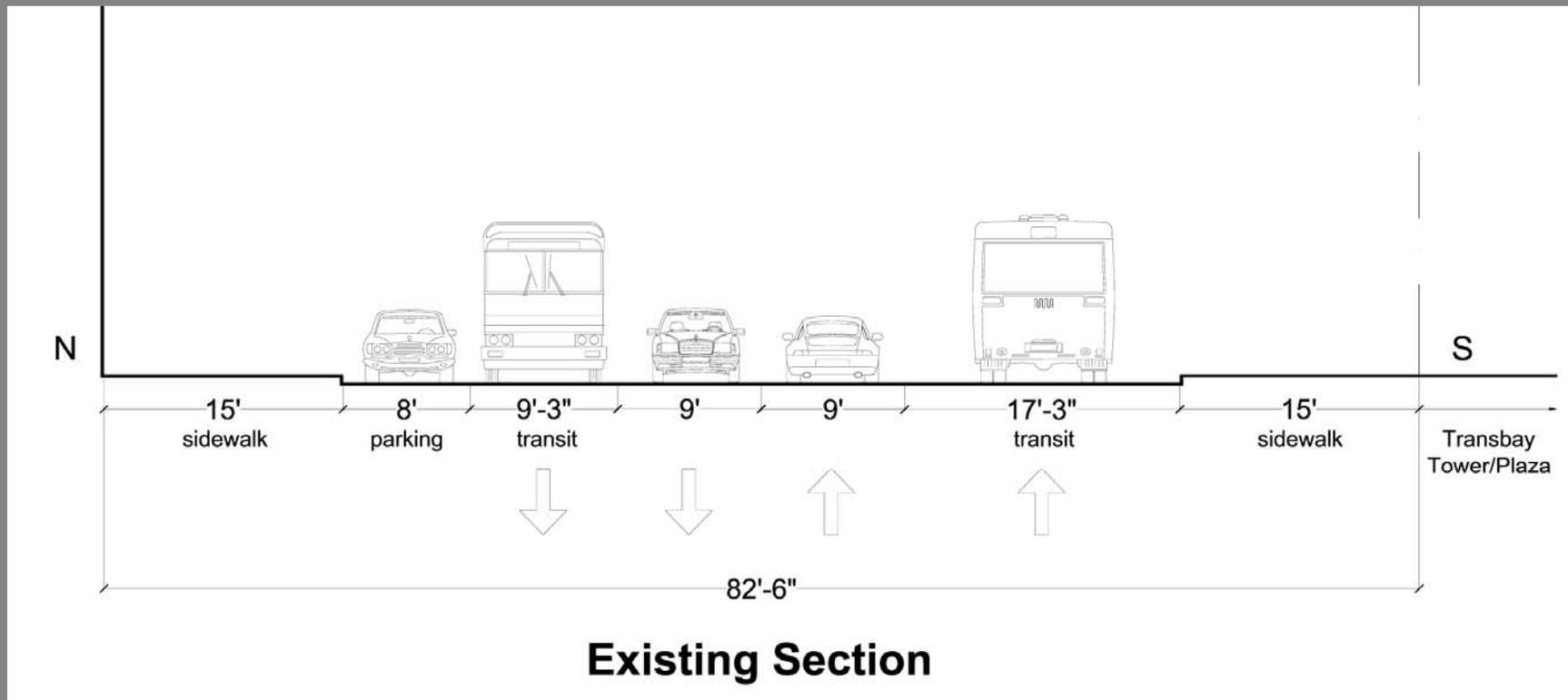
Mission Street between 1st and Fremont

- Widen sidewalk on north side of street
- Create “Super Stop” for westbound buses
- Turn Mission Street between First and Fremont into a transit-only zone

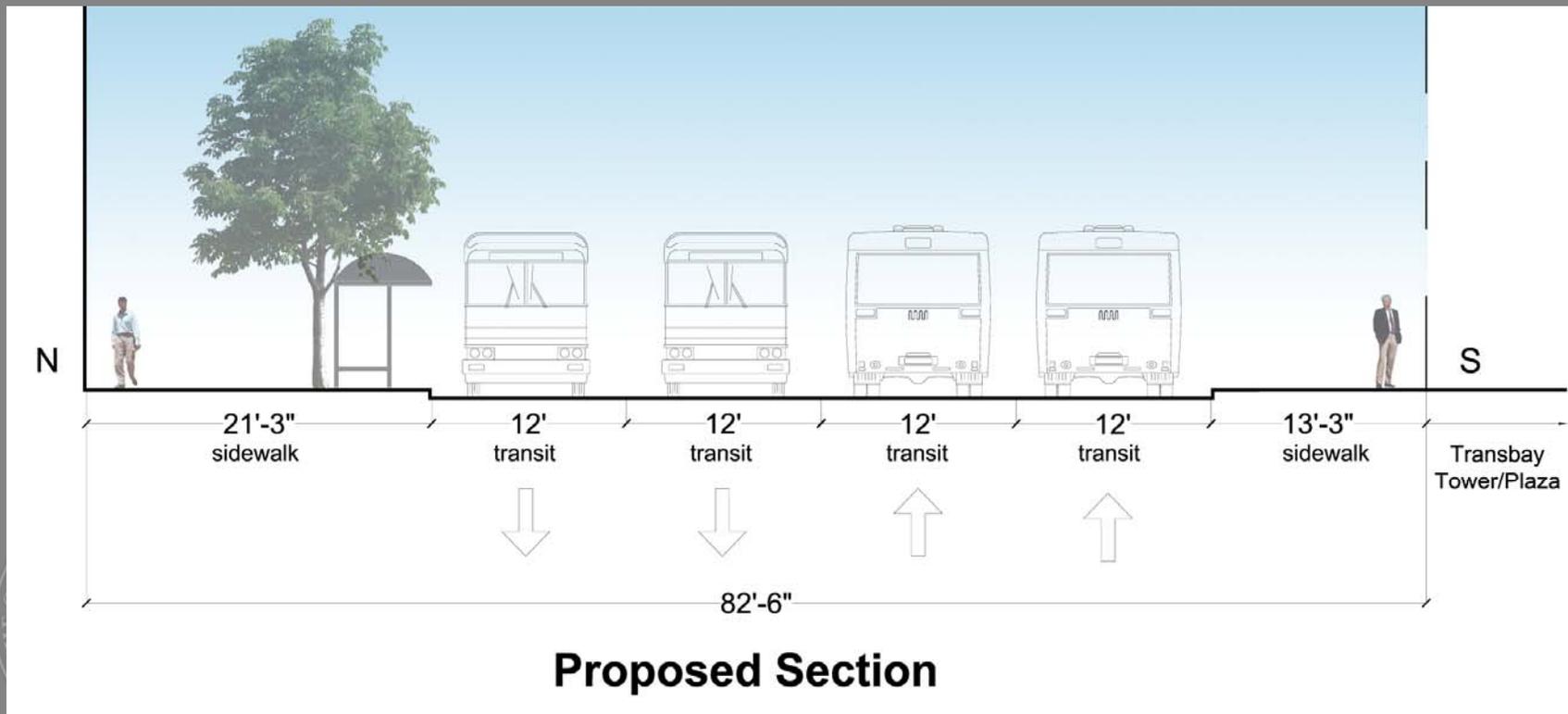


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Mission Street between 1st and Fremont



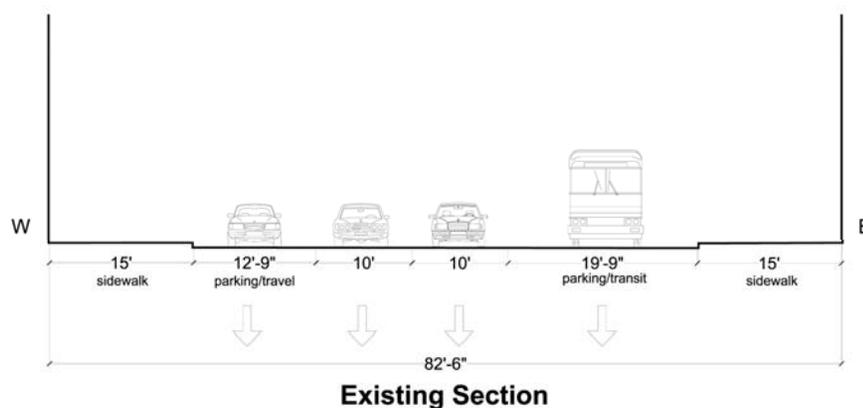
Mission Street between 1st and Fremont



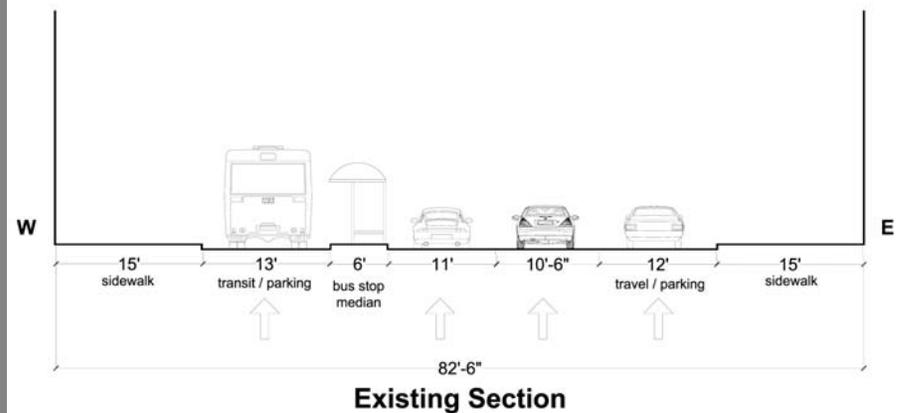
1st and Fremont Streets

- Critical pedestrian links between Transit Center and Market Street
- Widen sidewalks to handle pedestrian volumes and provide adequate landscaping/amenities
- Preserve and protect dedicated transit lanes
- Eliminate on-street parking between Market and Howard.
- Eliminate one travel lane on Fremont Street

**First Street
(between Market and Howard)**



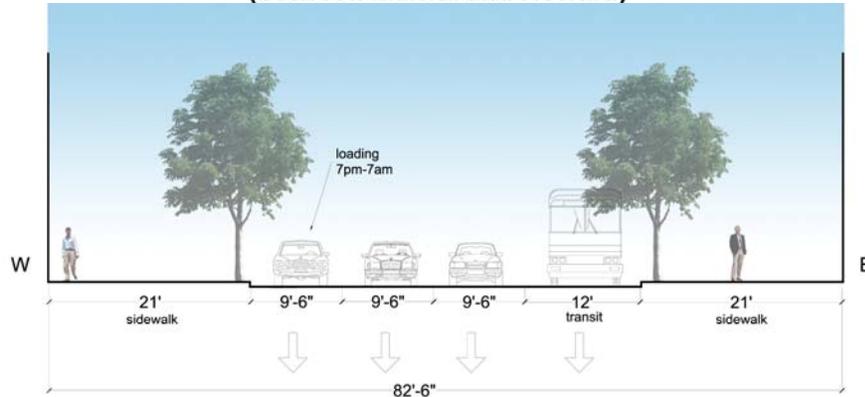
**Fremont Street
(between Market and Mission)**



1st and Fremont Streets

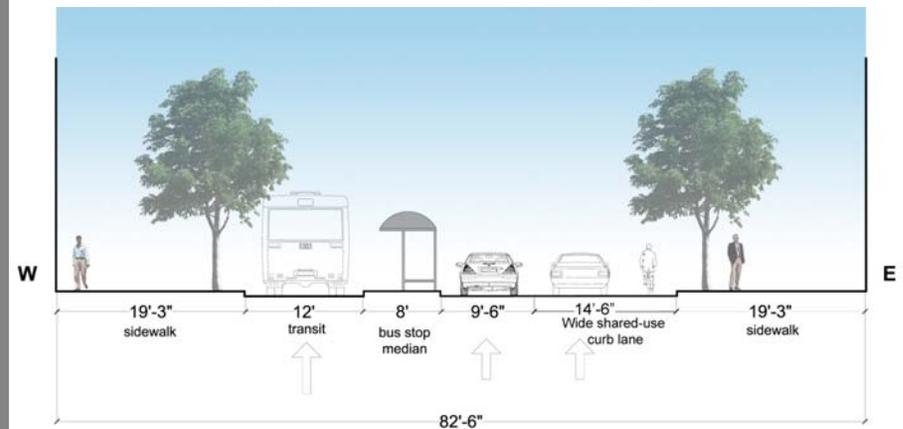
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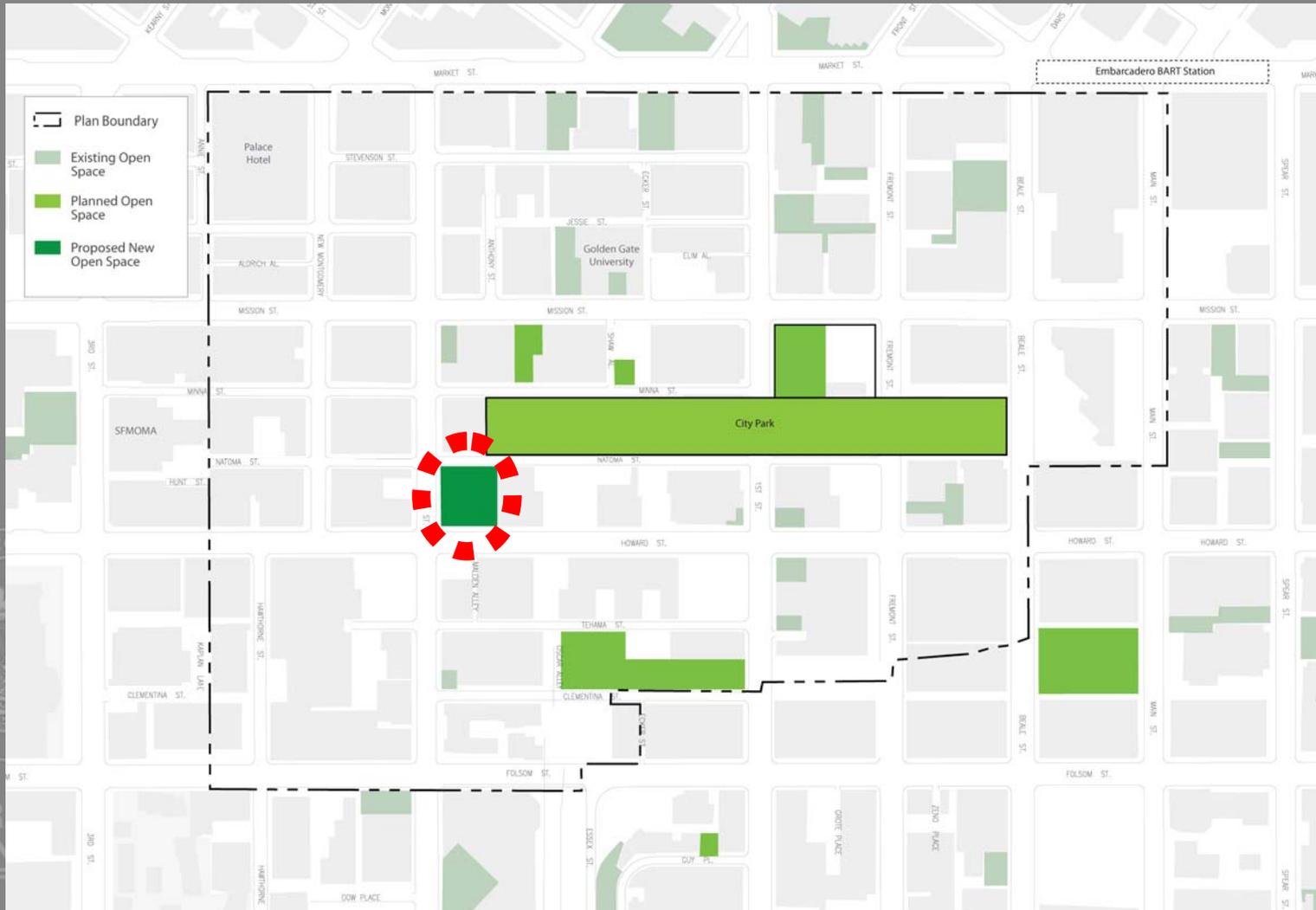
Proposed Section

**Fremont Street
(between Market and Mission)**



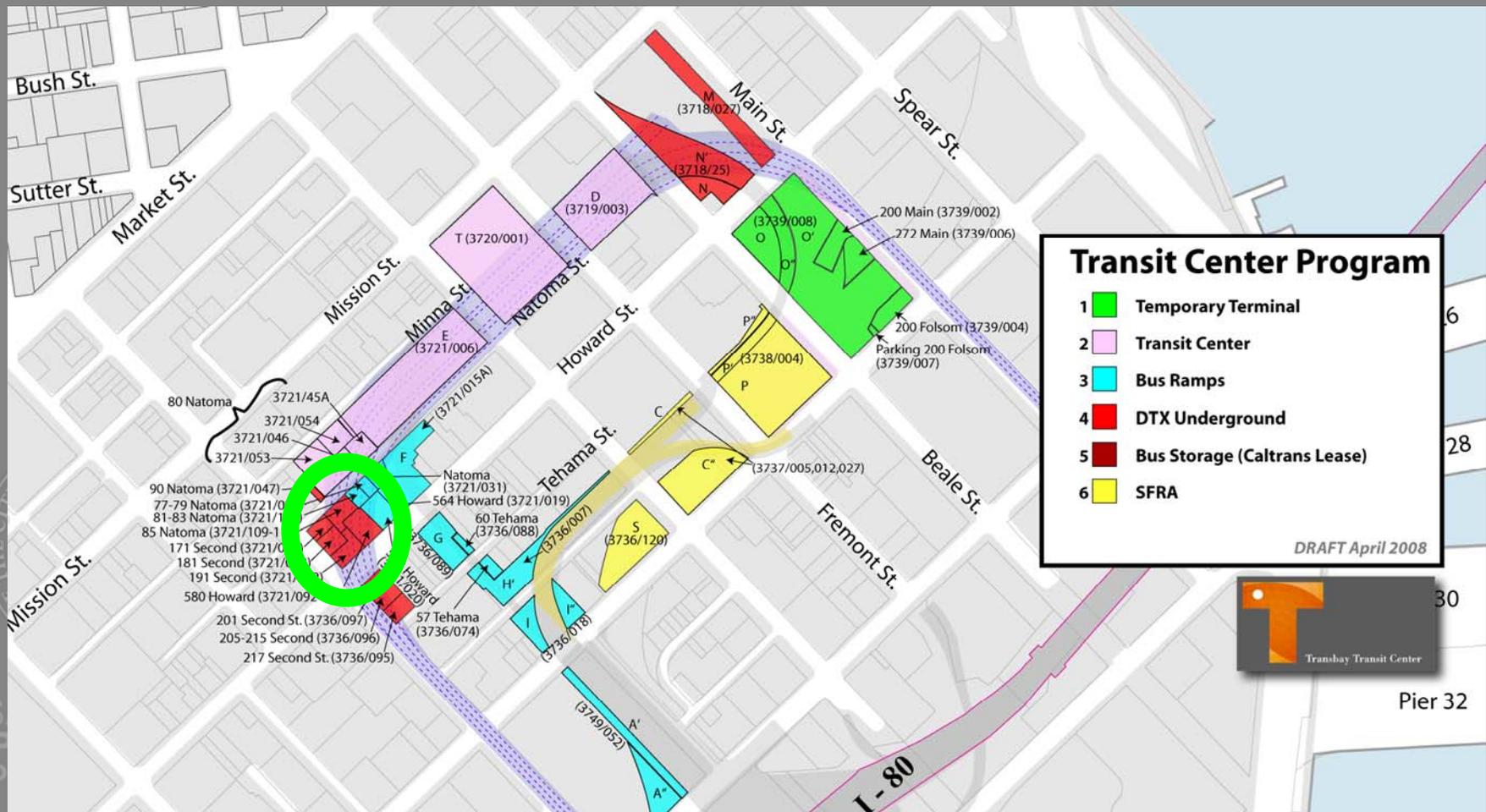
Proposed Section

Open Space



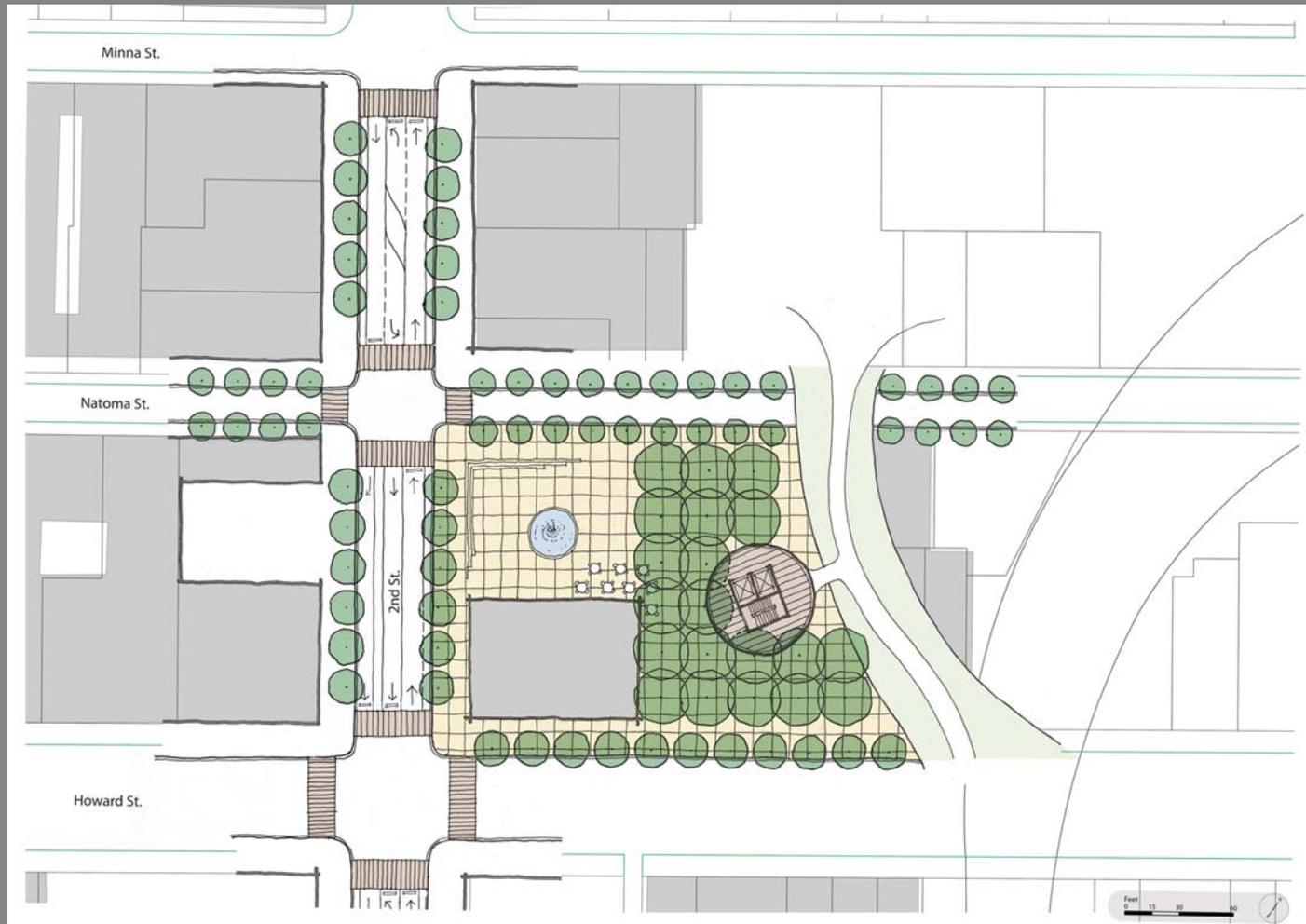
2nd/Howard Parcels – Train Right-of-Way

- Parcels to be acquired for train construction
- Severely limited development potential due to train curvature below grade
- Loss of historic buildings (except removal and return of facades)



2nd/Howard: Plaza, park connection

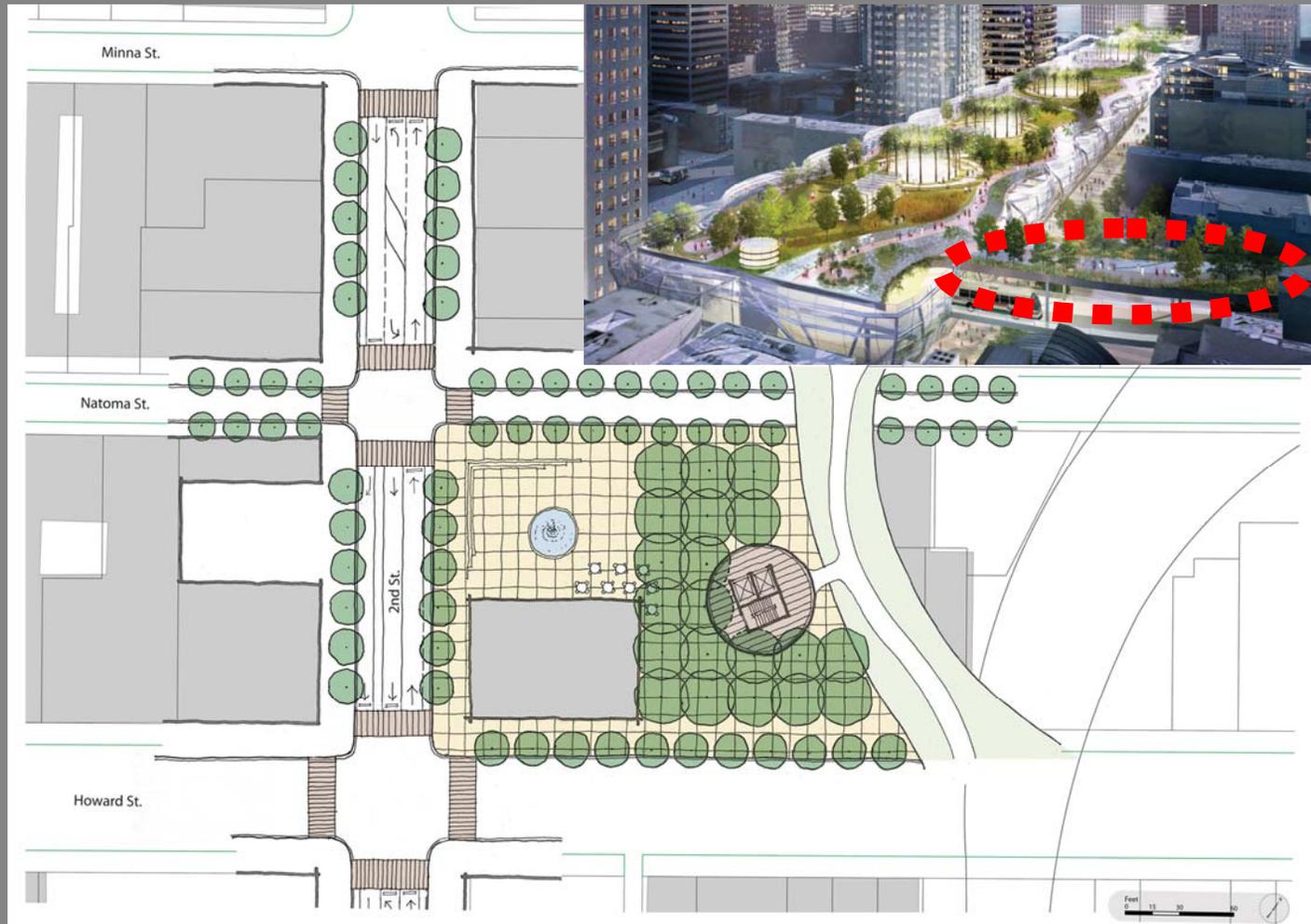
- New public plaza
- Significant signature vertical connection to City Park
- Potential incorporation of partial historic building facades
- Retail



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2nd/Howard: Plaza, park connection

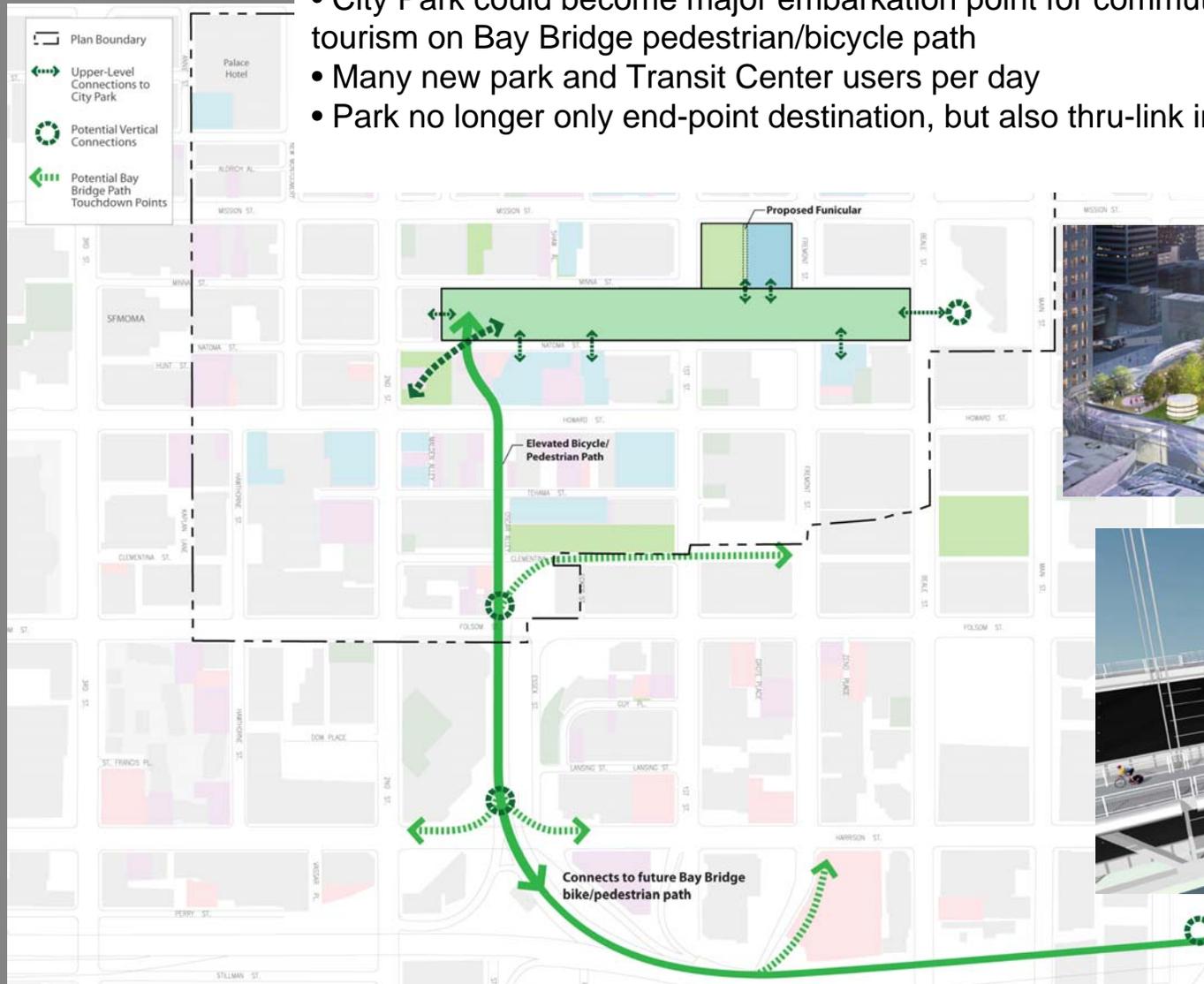
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Future Connections to Bay Bridge Path

- Park extension over bus ramps is connection to Bay Bridge path?
- City Park could become major embarkation point for commute, recreation, and tourism on Bay Bridge pedestrian/bicycle path
- Many new park and Transit Center users per day
- Park no longer only end-point destination, but also thru-link in network



Future Workshops

Mid-Late June:

**Refinements of Urban Form, Public Realm,
Historic Resources Proposal**

**Design Guidelines -- Bulk/Massing, Ground
Floor**

July:

Financial Plan/Public Benefits

Final Proposal



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Contact

<http://transitcenter.sfplanning.org>

Joshua Switzky

415.575.6815

Joshua.Switzky@sfgov.org



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Thank You



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