BACKGROUND

Perhaps more than any other element, great cities are defined by the quality of their public realm, which creates the setting for great buildings, for places for people to relax and exercise, for venues for the public to celebrate or practice democratic expression, for environmental cleansing spaces, and for places of beauty that attract visitors and residents alike.

The public realm has two important parts. Streets and sidewalks provide the largest component of public open space of a city. An equally important component of the public realm in the city are the parks, plazas, and other open and usable public areas.

San Francisco is blessed to have an abundance of high-quality open space. Large parks, (such as Golden Gate Park and the Presidio), small parks and squares (such as Alamo Square and Sydney Walton Park) are among the finest examples of their type in the country. The streets in many parts of San Francisco are among the finest public pedestrian spaces to be found anywhere.

This, however, cannot be said for the Transbay Terminal area where there is no usable off-street, public open space. The streets do not provide significant usable public space because they are currently configured to carry traffic efficiently without providing pedestrian amenities. Indeed, the entire area is a gritty, noisy, polluted environment devoted almost entirely to the movement of cars, trucks, and transit vehicles.

Issues and Constraints

- Lack of parks, plazas, and other open space
- Poor quality of the street environment

The analysis that follows focuses on the open space and streets that are found in the city, their existing conditions in the Transbay area and the framework for their improvement.

STREETS AND PUBLIC SPACE FRAMEWORK

The street and public space environment in Transbay will be transformed into a framework of streets, parks, and pedestrian lanes that provide a rich, active public realm suitable for the community life of the neighborhood. Extra wide sidewalks, landscaped with art, furnishings, and special lighting will accommodate various activities while linking Transbay to the Embarcadero, Yerba Buena Gardens, the Financial District, Union Square, and the emerging nearby residential and mixed-use neighborhoods of the SoMa and Rincon Hill districts.

Transbay’s existing public environment.
Existing and Planned Public Open Space

Today the Transbay Project Area is not well-supplied with public open space, although there are significant open space amenities around the periphery. While some of these major open spaces are within a 1/4-mile walking distance of the core of the Project Area, their distribution is not ideal. As illustrated in the Existing Major Public Open Space Plan (see Exhibit 5.1), major parks either exist or are planned along the Embarcadero waterfront at Justin Hermann Plaza, Rincon Park, Brannan Street Wharf, and South Beach Park. Other nearby parks and open spaces include South Park and Yerba Buena Gardens.

Yerba Buena Gardens west of the study area.

Rincon Point Park on the Embarcadero.
Existing Parks, Plazas and Other Improved Landscapes

Within the Project Area, existing open space is entirely comprised of a limited number of small private urban plazas and courts associated with commercial office buildings and a few residential buildings. As illustrated in the Existing Plazas, Parks and other Improved Landscapes (Exhibit 5.2), these spaces are generally found in the east, the northeast, and the northern portions of the study area. While these spaces fulfill an important role as attractive pedestrian routes or as outdoor places for lunch in warm weather, they are typically unused after normal working hours and on weekends. Furthermore, they are not suited to meet the recreation needs of the neighborhood or the city; they are neither designed nor furnished to provide for any activities other than sitting or walking. In most cases, they are residual spaces left over from building development, and many receive little or no sun exposure during the day. Furthermore, they are not part of a comprehensive framework of public spaces and linkages connecting the area internally and externally.

Despite these shortcomings in the framework of existing local open space, the improvements that have been associated with development of buildings and the streetscape in recent years are generally of high quality. These spaces and the main open spaces in adjoining neighborhoods serve as a starting point for expansion and for infilling of a comprehensive framework of major open spaces, small parks and plazas, attractively landscaped pedestrian connectors, and streetscape improvements that will link the waterfront, Rincon Hill, South Park, Yerba Buena Gardens, and the Financial District. The Design for Development has identified efforts already underway to enliven the streetscape environment with public art. The Yerba Buena Partners for Arts and Education have encouraged the City to introduce public art on the sidewalks and open spaces between Yerba Buena Center and Rincon Park. Building on this vision, the streetscape of the Transbay area can benefit the city as a whole.
EXISTING PLAZAS, PARKS & OTHER IMPROVED LANDSCAPE AREAS
EXISTING SMALL PLAZAS AND PARKS
EXISTING MAJOR PUBLIC OPEN SPACE
PROJECT AREA BOUNDARY

FERRY BUILDING
RINCON PARK
BAY BRIDGE
THE EMBARCADERO
STEUART ST
SHAW ALY
HAWTHORNE ST
3RD ST
1ST ST
ESSEX S T
FREMONT ST
BEALE ST
MAIN ST
SPEAR ST
HOWARD ST
CLEMENTINA ST
MINNA ST
NATOMA ST
TEHAMA ST
FOLSOM ST
HARRISON ST
JESSIE ST
STEVENSON ST
ANTHONY ST
MISSION ST
MARKET ST
MALDEN ALY
OSCAR BRYANT ST
BRANAN ST
ECKER ALY
LANSING ST
GUY PLACE
2ND ST
SAN FRANCISCO BAY
EXISTING TRANSFER TERMINAL TO YERBA BUENA GARDENS

EXHIBIT 5.2

Mid-block connection between Main and Spear Streets.
Dow Plaza on Second Street.
Pizza at Foundry Square (at First and Howard Streets).
Existing Streets and Circulation

The Transbay area accommodates a wide range of transportation modes, including motor vehicles, transit, parking, pedestrians, and bicyclists. The area is characterized by competing regional and local traffic demands, difficult pedestrian crossings, poor bicycle facilities, and unattractive sidewalk conditions.

Although vehicular traffic in the area is high, several streets in the area provide more capacity than needed to accommodate the existing and future vehicular traffic flow. It is possible to eliminate travel lanes on these streets, and to convert the right-of-way to bicycle lanes and/or widened sidewalks. In addition, it is possible to convert some of the non-commute streets from one-way to two-way.

However, any changes to the streets in the Project Area need to be consistent with the traffic impact analysis conducted for the Transbay EIS/EIR. As a result, no substantial reconfiguration of the street network (such as converting streets from one-way to two-way) has been proposed at this time, but should be considered in the future, as part of the Planning Department’s Downtown Neighborhood Initiative.

Some roadways, such as First and Fremont Streets, serve as major regional vehicular connections, whereas other roadways, such as Spear Street, have low levels of vehicular activity. Access to and from the I-80/San Francisco-Oakland Bay Bridge is provided at the Harrison Street and Fremont Street on-ramps, and at the First Street, Essex Street and Sterling Street on-ramps. The substantial volume of traffic going to the Bay Bridge during the evening commute period results in extensive vehicular queuing along portions of many of the north-south and east-west streets.

The Existing Street Functions Plan (Exhibit 5.3) summarizes the primary functional role of each of the major streets in the Project Area. The plan illustrates four primary circulation roles:

1. Transit Corridors: Major Transit Corridors are those with multiple bus transit lines, including Muni, AC Transit, SamTrans, Golden Gate Transit and others. In some areas, particularly around the new Transbay Terminal, the transit vehicle volumes are high, making the provision of a safe and attractive street environment that links pedestrians to transit a unique design challenge, comparable to dealing with major automobile corridors.

2. Bicycle Corridors: Generally these are streets where Class II bicycle lanes or Class III bicycle routes already exist or are planned as part of the San Francisco Bicycle Plan.

3. Major Vehicular Corridors: These are corridors that are part of citywide or regional systems that cannot be substantially changed due to influences beyond the Project Area. As mentioned previously, First and Fremont Streets are the primary examples of major automobile corridors within the study area. These streets present special design problems and cause major impacts at the points where they intersect other streets.

The Project Area also includes a partial system of mid-block alleys. These serve to break up the scale of the otherwise very large blocks, to facilitate pedestrian and bicycle movements and to provide service and parking access. There are several opportunities to extend this system of alleys to provide enhanced pedestrian, bicycle, and vehicular local access throughout the area.
Existing alleys and areas under ramps around the Transbay Terminal.
Transit
Muni provides extensive service along Market and Mission Streets, including cross-town bus routes to the Transbay Terminal. Although several Muni bus lines operate within the fringes of the proposed project area, only one bus line currently provides service through the heart of the Transbay district. Regional transit providers, including AC Transit, Golden Gate Transit and SamTrans, have terminals at the Transbay Terminal, including stops along Mission and Fremont Streets.

Muni operates light rail on the Embarcadero, and bus lines on Third Street will be replaced with the new light rail line, currently under construction.

To address the rapid growth in the South of Market area, Muni prepared the “South of Market Action Plan” in 2000. The plan identified many short-term and medium-term projects, plus other possible changes for future study. Although several improvements have been implemented, others have been deferred (including the potential extension of some cross-town routes into the area). With substantial increase in residential development planned for the area (including the Transbay and Rincon Hill areas), enhancements in transit service, such as more frequent service, extension of cross-town routes, and facility improvements, will be necessary.

Parking
Surrounding the Terminal are many surface parking lots, that will be the focus of future development as described in this report. Most of these lots are temporary facilities located on parcels that previously were part of the old Embarcadero Freeway alignment. In combination with other nearby parking facilities, there are currently over 3,500 public parking spaces in the area. These spaces are used by commuters from outside the city as well as from within San Francisco (primarily from the western portion of the city). On-street parking also exists on most streets.

Development of the Project Area will result in the conversion of most of the existing surface public parking facilities sites to housing and neighborhood serving uses. In accordance with the city’s Transit-First Policy, traffic demand associated with new development in the area should be met through improvements to transit service and through improved conditions for walking and bicycling, to the degree feasible to reduce the need for new parking (See Appendix 1).

Bicycle Routes
In general, bicyclists have limited facilities in the Transbay area. A bicycle lane is provided along Folsom Street and is proposed for Howard Street. However, no north-south bicycle routes are provided between Second Street and the Embarcadero. The auto-oriented nature of most streets in the area constrain bicycle activity.
Freeway Off-ramp

Modifications to the I-80 westbound off-ramp to Fremont Street are currently being planned. The current off-ramp would be reconfigured to establish a second ramp that would touch down at the intersection of Fremont and Folsom Streets. The resulting street configuration would create a major barrier to pedestrian and bicycle connections in addition to reducing the developable area of one of the publicly-owned parcels in the Project Area. Many participants in the Design for Development process and the membership of the Transbay CAC have voiced strong opposition to this proposed new ramp. Should this new ramp be constructed, its configuration and the effect of the additional vehicular traffic on Folsom Street will need to be incorporated into plans for the future Folsom Boulevard.

Efforts should be made to work with the appropriate City and State agencies to revise the configuration of or to eliminate the ramp, in order to better accommodate the needs of the Transbay area.
STREETS AND PUBLIC SPACES
FRAMEWORK PLAN

Rebuilding of the Transbay Terminal and associated redevelopment of the Project Area present an enormous opportunity to create a legible network of open spaces and pedestrian paths. While the great neighborhoods of San Francisco all have unique and varied public open spaces, Transbay can provide a new open space paradigm with applicability throughout South of Market and other portions of eastern San Francisco that are still undergoing significant change and are challenged in their ability to provide open space and recreational facilities through traditional means.

One important foundation for the plan for streets and open spaces in Transbay is the pivotal role of this area in providing connectivity among the variety of transit facilities and other destinations of this part of the city. As illustrated in the Connectivity Concept diagram (Exhibit 5.4) certain corridors in the area are particularly important components in an area-wide system of pedestrian and bicycle linkages to serve residents, workers, and visitors. These corridors, therefore, require a special quality of improvement in order to meet this challenge.

In addition to connectivity, the Transbay area must also have an adequate supply of usable open space for its role as a downtown neighborhood. San Francisco residential neighborhoods have a variety of ways of providing open space. In most dense neighborhoods, sidewalks are relatively narrow, but include generous plantings of street trees, and open space is provided through a network of parks and playgrounds. In less dense neighborhoods, private front yards and park strips (the grassy planted area between the curb and the sidewalk) create a more generous sense of greenness; however this open space is in essence “borrowed” from the nearby homes and is supplemented with parks and playgrounds. In a few cases, a citywide or regional park provides an open space and recreation amenity to the adjoining neighborhoods, as with the panhandle area of Golden Gate Park.

In Transbay, due to the “excess capacity” of some vehicular corridors, there is an opportunity to transfer vehicular rights-of-way to the public realm of pedestrians and bicyclists, creating a linear system of usable open space, supplemented with new parks and recreation facilities. Combined, this system provides the linkages through and beyond the area to important destinations, while simultaneously creating green, usable spaces to serve the residents of Transbay.

Exhibit 5.5, the Streets and Public Spaces Framework Plan illustrates this combined system of corridors and open spaces. As shown, the Transbay public realm will include:

- Major open space — two major new parks in Transbay, one in the Rincon neighborhood, and a major new plaza at the Transbay Terminal;
- Main/Beale/Spear/Essex Street linear open spaces;
- Folsom Boulevard pedestrian promenade improvements;
- Alley additions and improvements;
- Small plazas and parks associated with new development;
- Gateway landscapes at important locations;
- Other sidewalk widenings and improvements;
- General sidewalk improvements.
Proposed Public Open Spaces

As shown in the Proposed Public Open Space Plan (Exhibit 5.6), two new neighborhood parks will be provided as part of the redevelopment of the Project Area. These will provide usable outdoor space and will complement the system of public open space that exists in other nearby parts of the city.

These neighborhood parks are located in zones where housing will be focused and where no parks or open space currently exist: the residential land use zone, framed by Main, Beale, and Folsom Streets, and the Mixed-Use Historic District, east of Second Street. While these sites will not be large enough to accommodate ball fields or other large-scale active recreation, they will provide a mix of neighborhood open spaces and smaller scale recreation facilities, similar to that found in many high-density San Francisco neighborhoods, including North Beach, Russian Hill, and Telegraph Hill.

Public Open Space Requirements

- Add two new parks in Transbay.
- Provide additional recreation facilities near and under Terminal ramps.
- Create a major civic plaza space at the new Transbay Terminal.

The plan includes approximately 112,000 square feet of public open space, including the two public parks, the retail mews, and one-half of the width of the widened sidewalks along Main and Beale Streets between Folsom and Howard Street. In addition, all of the blocks north of Folsom Street and between Main and Beale Street will include shared private open space for the residents of each block. This space totals approximately 51,000 square feet. Thus the plan includes a total of 163,000 square feet, about 3.75 acres of public and shared private open space, or approximately 50 square feet per new residential unit planned for the Project Area. Note that this total does not include all of the recreational space planned for areas under the terminal and freeway ramps. In addition, each new residential development will be required to provide additional shared private open space in the form of roof decks or podium terraces as part of an open space plan for each block.
One new park, Transbay Square, is located just north of Folsom Street, bounded by Main and Beale Streets. Similar in size to Sydney Walton Park, this park will be a well-landscaped, informally designed park frequented by nearby residents and workers alike. Framed by residential uses with front doors opening onto the park area, this park will be primarily oriented towards passive recreation activities and will be an integral neighborhood amenity.

A second park, Oscar Park, and associated recreation facilities will be provided to the west, in the Mixed-Use Historic District along the alignment of a new lane extending north from Essex Street and utilizing the space under the freeway and Terminal ramps. This area lends itself to two types of space: 1) an informally designed passive recreation green park space and 2) active community recreation facilities, such as basketball courts, skateboard facilities, and a children’s play area. In addition, there is adequate space for an indoor recreation building that might be developed and managed by the developers/owners of adjacent properties, so as to minimize city expenditures. The ultimate configuration of these facilities will need to be determined in conjunction with the final structural design of the ramps leading to the Transbay Terminal.

A third park is shown at the top of Rincon Hill on land currently publicly-owned. The Planning Department has proposed developing this vacant land into a park, which would significantly enhance open space amenities for the Rincon Hill and Transbay neighborhoods.

A major civic plaza, Terminal Plaza, is shown adjoining the Transbay Terminal on the Mission Street side. The Plaza will serve as an entry to the Terminal and as a major civic space.
Throughout the Project Area, the sidewalk environment will be improved. Even those sidewalks that cannot be widened, such as Second Street and portions of other streets, will include a variety of improvements, such as pedestrian lighting, street furniture, and trees, to greatly increase pedestrian comfort and ease of movement.

### Streetscape Improvements

Throughout the Transbay district, the street environment is poor, with few street trees, little in the way of pedestrian amenities, sidewalks that are cracked or in disrepair, and no pedestrian street lighting. Significant improvements to the sidewalk environment are needed and will be planned as a part of the redevelopment of the area.

However, conditions in the Project Area represent a unique opportunity to expand the public realm of open space and the pedestrian environment beyond the existing sidewalks. Very wide streets exist throughout the neighborhood. While on some streets this width is needed in order to accommodate the volumes of traffic associated with commute movements into and out of the city, on other streets the existing width is not required, and in essence, excess capacity exists. This excess capacity can be put to use through widened sidewalks, in effect returning more space to the pedestrian from the automobile zone.

Exhibit 5.7 illustrates the system of improved streetscape and public connections planned for the Project Area. Following is a discussion of the various elements and examples of the improvements that would be made. Examples of these street and connection improvements can also be found in Part Two within the specific subdistrict sections.

### Streetscape Requirements

- **Widen sidewalks by eliminating roadway “excess capacity,” a lane of traffic and/or converting a travel lane to a parking lane with peak hour tow-away, whenever possible.**
- **Provide corner widenings or extensions, wherever not precluded by required vehicular turning movements, to minimize street crossings.**
- **Expand the existing system of alleys for better pedestrian connectivity.**
- ** Beautify sidewalks and other pedestrian spaces and include extensive pedestrian amenities, such as street furniture, trees, and public art.**
- **Improve lighting along all streets, sidewalks, pedestrian connections, and on private property for safety and comfort.**
- **Configure land uses and provide multiple building entries along sidewalks to contribute to sidewalk activity.**
- **Use permeable surfaces throughout new streetscapes to reduce rainwater runoff.**

Throughout the Project Area, the sidewalk environment will be improved. Even those sidewalks that cannot be widened, such as Second Street and portions of other streets, will include a variety of improvements, such as pedestrian lighting, street furniture, and trees, to greatly increase pedestrian comfort and ease of movement.
STREETS AND PUBLIC SPACES

Folsom Boulevard

Folsom Street has been identified as a location for a special pedestrian right-of-way that will allow it to act as a “main street” of this new neighborhood and will provide an active link to the waterfront along the Embarcadero. It also will provide excellent views to the waterfront throughout most of the Transbay area. While Folsom Street must carry significant traffic volumes, opportunities to expand the pedestrian realm of the sidewalks exist that will allow Folsom Street to be a special pedestrian promenade, called Folsom Boulevard.

Streetscape and open space improvements on Folsom Boulevard will complement the high public character of this street and its uses. Based on the results of the traffic analysis conducted for the Transbay EIR/EIS, three eastbound lanes will be necessary on Folsom Street. However, it will be possible to extend westbound Folsom Street for two additional blocks (from Main Street to Fremont Street) to enhance local circulation and access to the new residential and commercial uses. Either configuration will include parking on both sides to support retail businesses and to buffer pedestrians from traffic. An eastbound bicycle lane will also be provided. On the north side of the street, a 15-foot setback zone exists at the eastern and western ends of the study area. Due to the preponderance of vacant, publicly-owned parcels along this edge of Folsom, this 15-foot setback will be continued throughout the length of the street roughly from the Embarcadero to the ramp overpass at Essex Street. This setback provides an important opportunity to significantly expand the sidewalk environment along the Boulevard.

Two alternative configurations of the proposed Boulevard are illustrated. Technical and cost considerations will need to be considered for each, prior to final design.

Median Configuration

In the first alternative, a tree-lined median will be added between the eastbound and westbound lanes, making for a more sheltered and human-scale environment north of the median and giving a grander look to Folsom Boulevard. The street and parking area between the median and sidewalk curb would be detailed as part of the pedestrian realm to calm traffic. This creates a 17- to 20-foot sidewalk on the north side (accommodated by the 15-foot building setback and slightly narrower travel lane widths), an ample width on this sunny side of the street for extensive landscaping, furnishings, and room for businesses and cafes. The median treatment would create a distinctive character and identity for Folsom Boulevard. As with any streetscape enhancements, it should be noted that there are technical issues with the maintenance of any planted median that need to be addressed in a future study.

This median configuration could, at a later date, be converted to a symmetric configuration compatible with the potential new Bus Rapid Transit (BRT) that has been discussed for Folsom Boulevard. (This long-term concept requires a broader analysis of street changes for the Downtown Neighborhoods not contained in the Transbay EIS/EIR, and as a result, it is not proposed in this plan, though the potential is recognized.)

Equal Sidewalks Widening Configuration

In the second alternative, the sidewalks will be widened on both sides of the Boulevard. The 15-foot north side setback enables the creation of a generous 22-foot sidewalk on this sunny side of the Boulevard for pedestrian and commercial activity. The southern sidewalk, while not within the Project Area, could also be widened to around 16 feet and can be furnished with lighting, street trees, seating, and other amenities.
ALTERNATIVE ONE:
FOLSOM BOULEVARD (WITH MEDIAN)

ALTERNATIVE TWO:
FOLSOM STREET WITHOUT MEDIAN
**Main, Beale and Spear Streets**

Main, Beale and Spear Streets present a special opportunity to create a unique, public open space type that can be a prototype for similar, developing areas of the city. As discussed earlier, excess capacity within the vehicular roadway allows a transfer of space to bicycle use and to the sidewalks. A bicycle route is provided on these slow neighborhood streets in widened, shared lanes. The sidewalk on one side will be widened to as much as 32 feet (with the other sidewalk configured at a generous 10–15 feet), creating a special sidewalk environment that provides usable open space, a linear public realm. As much as 24 feet of sidewalk width can function as this neighborhood open space. Within this zone a variety of uses can fit: tot lots, gardens, bocci ball courts, and large-scale chess boards. In areas of ground floor retail uses, this zone can also be used for sidewalk dining or floral/market displays.

A significant number of housing units will adjoin these streets and will, therefore, enjoy this unique, public open space resource and improved bicycle facilities. These streets are also the primary connectors from the Financial District to South Beach and the Embarcadero waterfront, where important...
A variety of treatments and activities can be used on the expanded sidewalk zone of Main, Beale, and Spear Streets.
open space and activity destinations, such as Pacific Bell Park, are located. These improvements can also link into and through the Rincon Hill neighborhood, providing continuous enhanced circulation and open space for this emerging high-density residential neighborhood.

This concept of the linear public realm of green and activity is a prototype that has applicability throughout evolving areas of eastern San Francisco, where streets may not need to accommodate high traffic volumes and where this invaluable public resource can be returned to the public for use as open space.

First Street

As the First Street cross-section illustrates, widened sidewalks will facilitate north-south movements toward the Terminal to the north and Rincon Hill to the south. While First Street carries high traffic volumes in peak hours, it can have widened sidewalks in some locations on one side for an improved pedestrian environment. Sidewalk widening is achieved by removing the parking lane on one side and converting an existing travel lane to a travel/tow-away lane, where parking will be allowed in off-peak hours. This configuration is provided on First Street, wherever possible, while meeting other needs, such as turning movements.
Mission Street

Mission Street is one of the most important transit corridors in San Francisco and will have increased importance as the Terminal expands. Due to the concentration of traffic and bus stops here and the desirability of retaining parking, Mission Street cannot easily be narrowed in a continuous fashion to provide for an enhanced pedestrian environment. However, due to the wide configuration of the right hand travel lane (which allows parking in non-peak hours), in some locations, sidewalks can be widened up to five feet at intersections to facilitate pedestrian crossing movements and to provide a limited amount of additional sidewalk space. The entire Mission Street corridor within and outside of the Project Area should be improved with pedestrian amenities, such as street trees, special pedestrian lighting, and street furnishings, in acknowledgement of this street’s importance and role.
Unlike other parts of the city, Transbay will be characterized by an extensive system of improved alleys that will provide greatly enhanced pedestrian connections north-south and east-west throughout the district.

A special type of pedestrian connection will be provided in the Project Area. While alleys exist throughout San Francisco, they are particularly prevalent in the Transbay and South of Market zones. These alleys provide enhanced options for pedestrian circulation and break up the scale of the urban blocks, especially where block sizes are unusually large, such as between Second and First Streets. While in some locations the alleys must also provide access for service and parking, in many locations they can be primarily pedestrian zones and can be closed to allow full use of the right-of-way for café seating or special events. In some locations, they will also be front door addresses for residential units. The alleys, therefore, need a high level of streetscape treatment and pedestrian amenities.

There are two primary considerations in the design of the alleys. Where vehicle access will predominate, curbs should be provided for pedestrian safety and to control vehicular movements. Where pedestrians will predominate, a configuration without curbs but with bollards can be used. In all cases, street trees, furnishings, such as seating, and pedestrian-scale lighting will be provided.

Exhibit 5.8 provides a key to the appropriate treatment of various alleys in the Project Area. As shown in the diagram there are four general configurations for alleys corresponding to their functional roles:

- Pedestrian-only alleys: These alleys are not required for vehicular access and can therefore be devoted to pedestrian use.
- Shared pedestrian/vehicular alleys: These alleys will accommodate both vehicles and pedestrians.
- Vehicular-primary alleys: These alleys will have significant vehicular traffic for service and/or parking access.

The diagram also indicates those alleys on which curbs will be provided to separate vehicles and pedestrians. Also shown are locations where the street configuration will be asymmetrical, in order to provide a wider pedestrian area adjacent to certain uses or on the sunnier side of the street.

**Alley Improvement Requirements**

- Extend Clementina Street to the east.
- Create a new, continuous alley alignment from Folsom Boulevard to Mission Street along the Oscar/Shaw alley alignment.
- Improve all alleys to encourage pedestrian and bicycle use.
- Use alternative paving materials in alley designs.
5.23 STREETS AND PUBLIC SPACES

Typical alley with curbs and asymmetrical layout.

Alley without curbs in pedestrian-priority situations.

EXHIBIT 5.8

ALLEY IMPROVEMENTS PLAN
CURBED ALLEY PEDESTRIAN ONLY
CURBED ALLEY VEHICULAR AND PEDESTRIAN
CURBED ALLEY VEHICULAR AND PEDESTRIAN (SERVICE EMPHASIS)
PROJECT AREA BOUNDARY

STREETS AND PUBLIC SPACES
Vehicular Circulation

To accommodate the proposed development in the Project Area, enhancements to the local transportation network are essential. Most of the streets in the area are focused towards private vehicular uses, and as configured cannot adequately address transit, pedestrian, and bicyclist needs. Strategies for improving the vehicular circulation network in Transbay include:

- Retaining capacity on First, Fremont, and Mission Streets, and on portions of Howard, Folsom and Beale Streets to support their roles as important vehicular commute corridors;
- Reducing excess capacity on Main, Beale and Spear Streets to provide additional usable open space in the sidewalk areas and additional right-of-way for bicyclists;
- Extending and adding alleys in the area to improve local vehicular access and to enhance to the pedestrian and bicycle network;
- Evaluating lane widths and reducing to the minimum needed to safely accommodate transit and vehicular traffic;
- Retain parking wherever possible, especially adjacent to retail uses.

In the long-term, there is an important opportunity to convert streets within the Project Area from one-way to two-way operation. In areas of predominantly residential use, this would help to calm traffic and improve ease of access. These improvements, however, have implications for citywide circulation and will need to be studied further at a later date. However, the impacts of establishing new alleys and of extending the two-way operation of Folsom Boulevard were evaluated as part of this study, and found to be feasible.

By reducing the width of the street right-of-way, it will be possible to add space to the sidewalks and/or to create additional bicycle facilities. These improvements will be most valuable on streets adjacent to residential areas and on streets that provide pedestrian access to the Terminal and Market Street.

However, it will be important that sufficient capacity is maintained on the streets to accommodate the morning and evening commute traffic. In addition, it will be important that on-street parking is preserved, especially near retail and commercial areas.

To accommodate new development, the local circulation network throughout the Project Area will also need improvement. Since most of the blocks are relatively large and the street network predominately consists of one-way streets, access for residents and visitors is difficult and circuitous. As a result, new north/south and east/west alleyways will be established. Folsom Street should be extended as a two-way street further west of Essex Street, which will also improve access.

It should be noted that all proposed changes to the roadway network, such as reduction in travel lanes, creation of sidewalk bulbs, and revisions to on-street parking regulations, will need to be evaluated and approved by the appropriate City agencies (including the Department of Parking and Traffic, the Department of Public Works, the Planning Department, and Muni).

Wide, underutilized streets have excess capacity during midday, non-commute hours (above).

High traffic volumes during commute hours create congestion for hours along First, Fremont, and Folsom Streets (above and below).
Circulation Requirements

- Reduce the amount of street right-of-way dedicated to vehicular circulation and use the additional space to enhance pedestrian and/or bicycle facilities.
- Coordinate bicycle, pedestrian, transit and taxi circulation with the detailed Transbay Terminal design to ensure convenient and safe access to this facility.
- Facilitate pedestrian and vehicular access into and through large blocks and extend the pattern of small, mid-block alleys that exist in the area.
The following are the proposed changes to the local streets in the study area (see Exhibit 5.10):

- **Spear Street**: eliminate one southbound travel lane between Howard and Harrison Streets;
- **Main Street**: eliminate one northbound travel lane between Mission and Folsom Streets;
- **First Street**: eliminate one southbound travel lane between Howard and Harrison Streets, and establish one southbound peak-period tow-away lane;
- **Essex Street**: eliminate one northbound travel lane and one southbound travel lane between Folsom and Harrison Streets, and establish one southbound peak-period tow-away lane;
- **Howard Street**: eliminate one eastbound travel lane between Fremont Street and the Embarcadero;
- **Folsom Street**: eliminate one eastbound travel lane between First and Main Streets, and establish one westbound travel lane between Fremont and Main Streets;
- **Alleys**: establish extensions of existing alleys for both vehicular and pedestrian use at Shaw, Oscar, Clementina and Tehama Alleys (Ecker and Malden Alleys will also have extensions for pedestrian access).

Detailed plans are shown on the following pages illustrating the lane, sidewalk, and crossing configurations of all streets in Transbay.
FIRST STREET:
ELIMINATE EXISTING PARKING EAST SIDE.
WIDEN SIDEWALK AND ESTABLISH PEAK PERIOD TOW-AWAY LANE.

ELIMINATE ONE NORTHBOUND THROUGH TRAVEL LANE ON ESSEX.
ESTABLISH PEAK PERIOD TOW-AWAY LANE ON SOUTHBOUND ESSEX.
WIDEN SOUTHBOUND EAST SIDE.
PARTIAL BUMBLE OUT CORNERS ONLY ON FREMONT STREET

TRANSITION FOLSOM FROM FOUR LANES EASTBOUND TO THREE LANES EASTBOUND BETWEEN FIRST AND FREMONT.

TRANSITION FOLSOM FROM FOUR LANES WESTBOUND TO THREE LANES WESTBOUND BETWEEN FIRST AND FREMONT.

NEW NORTHEAST THROUGH ALLEY (OSCAR) BETWEEN FOLSOM AND HOWARD.

FIRST STREET (SOUTH OF HOWARD) ELIMINATES EXISTING PARKING ON EAST SIDE ESTABLISHES (SOUTH OF HOWARD) THROUGH ALLEY.

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ESTABLISH NEW PEDESTRIAN SAFETY MEDIAN AS ALTERNATIVE PATH OF TRAVEL AT PARK AND TRANSBAY TERMINAL ENTRANCE.

CREATE PEDESTRIAN ALLEY BETWEEN BEALE AND FREMONT ON NATIONA.

SUPRIMETE ONE SOUTH-BOUND THROUGH TRAVEL LANE ON BEALE STREET BETWEEN NATIONA AND FREMONT.

SUPRIMETE ONE OF THE WEST-BOUND LANE ON BEALE STREET BETWEEN NATIONA AND FREMONT.

NEW CLEMENTINA ALLEY BETWEEN BEALE AND MAIN.

SUPRIMETE PARKING LANE ON BEALE STREET BETWEEN HOWARD AND FOLSOM.

SUPRIMETE PARKING LANE ON BEALE STREET BETWEEN HOWARD AND FOLSOM.

EXTEND CLEMENTINA BETWEEN FREMONT AND SPEAR.

EXTEND WEST-BOUND LANE FROM BEALE STREET TO FREMONT STREET.

SUPRIMETE EAST-BOUND THROUGH TRAVEL LANE EAST OF FREMONT.

SUPRIMETE PARKING MEDIAN AT THE FREMONT STREET INTERSECTION TO PROVIDE ACCESSIBLE CROSSING.

EXTEND CLEMENTINA BETWEEN FREMONT AND SPEAR.

SUPRIMETE PARKING MEDIAN AT THE FREMONT STREET INTERSECTION TO PROVIDE ACCESSIBLE CROSSING.
Parking Treatment
Attention to parking location and treatment will be an important component in transforming the Transbay area into a livable neighborhood with vibrant streetscapes. Currently, most of the on-street and off-street parking in the area is used by commuters or for longer-term parking.

On Street Parking
To meet the parking demands of visitors, there will be a combination of short-term (30 minute) and mid-term (1-hour to 2-hour) on-street spaces. Meters will be required, and the establishment of residential permit parking areas will be discouraged. Also, passenger loading spaces (white zones) and delivery spaces (yellow zones) will be established to improve access to buildings and to reduce the potential for double parking. In order for the maximum number of on-street spaces to be provided, curb cuts for new buildings (to access off-street parking and/or loading facilities) will be combined and minimized, where possible (See Exhibit 5.11). It should be noted that carpool/vanpool pick-up locations and parking spaces are currently located along Main and Beale Streets. These spaces will be maintained, or replaced with similar facilities in the area.

Off Street Parking
In accordance with the city’s “Transit First” policy (see Appendix I), the provision of off-street parking should be carefully managed to encourage travel by foot, bicycle and transit. Within new developments, the cost of parking spaces should be separate from the cost of the residential units or commercial spaces. This concept, known as “unbundling,” means that owners and tenants who do not wish to have a parking space would not be required to pay for a parking space. As a result, the residential units would be more affordable to non-car owners. In addition, the extra costs associated with having a parking space may encourage residents to reduce their auto ownership. Finally, any unused spaces could be made available to other area residents who may not have on-site parking.

To further reduce the demand for parking spaces, car sharing programs will be encouraged for each building. By having vehicles available to use for errands or short visits, it will be easier for residents to not own a car. In addition, other means to reduce the demand for auto ownership will be required of new development, such as the establishment of shuttles, dedicated carpools, local car rental services, taxi services, bicycle parking and other alternatives to the privately-owned automobile.

Parking Requirements
- Provide alternatives to private automobile use by encouraging developments that promote car sharing, shuttles, carpooling, public transit, car rental services, taxi service, bicycle parking and other alternatives to the privately-owned automobile.
- Promote short-term parking facilities for patrons of local businesses and institutions and shared parking for residents.
- Require parking to be unbundled from commercial and residential leases and ownership, and limit parking ratio to no more than 1:1.
- Minimize the number and size of curb cuts in new developments to one per block and require common vehicular access for adjacent sites, where feasible.
- Minimize conflicts between transit and vehicular access to buildings and truck loading zones.
PROPOSED PARKING AND LOADING ACCESS TERMINAL
PARKING ENTRANCES/EXITS *

PROJECT AREA BOUNDARY

* development on irregular parcels and adjacent regular blocks will share one common garage.

STREETS AND PUBLIC SPACES
Transit Framework Plan

With the new Transbay Terminal, transit activity will be substantially increased, especially along Mission, Beale and Fremont Streets. In addition, new development in the area will result in an increase in local and regional transit demand. Pedestrian and bicycle access to the main transit terminals (including Transbay Terminal, Ferry Building, Embarcadero BART/Muni station and the new Pier 30/32 cruise terminal) will be enhanced, and bus stops will be improved to enhance their attractiveness, safety and functionality (see Exhibit 5.12).

Enhancements to Muni facilities and operations

To accommodate changes to Muni bus routing with the new Terminal, dedicated transit lanes could be established along Mission, Beale and Fremont Streets. In addition, it will possible to improve transit operations for local bus lines by providing transit preferential street treatments and bus stop enhancements, such as bus bulbs and new shelters. These improvements can also be applied to future bus line extensions into the Project Area.

New Muni light rail line

As part of its long-range planning effort, Muni is considering establishing a new Geary Corridor light rail line. It is possible that this line would continue into the South of Market area as a subway, likely under Howard Street or Folsom Boulevard. An additional light rail line would substantially increase the transit options available to workers and residents in the area. Any design changes for these streets must be cognizant of this potential project. Wherever this new light rail operates, there will be a significant increase in activity and the potential for additional streetscape enhancements.
In addition, Muni’s proposed Third Street light rail line (street level) and future Third Street subway are just outside of the Project Area. There is an anticipated reduction of bus traffic on Third and Fourth Streets once light rail is in service. The Third Street service will be linked to the Terminal with consistent bus service and pedestrian-oriented streetscape along Mission Street.

**Bicycle Framework Plan**

Plans are currently in place to establish a west-bound bicycle lane on Howard Street (to parallel the eastbound lane on Folsom Street). This lane will be implemented to Fremont Street shortly, and the plans to extend it further west are currently being evaluated. In addition, the ongoing update to the San Francisco Bicycle Plan has identified new bicycle lanes on Second Street as one of the 20 key projects to improve bicycle travel throughout the city (Exhibit 5.13). Within the study area, there will be a substantial increase in bicycle activity with the new residential developments in Transbay and Rincon Hill. As such, there will be a need for upgrades to the bicycle facilities, primarily in the north-south direction. With the changes to the configuration of the neighborhood streets, new bicycle routes will be established on Main Street (northbound) and Beale Street (southbound) and will connect to the existing routes in the Financial District and along the Embarcadero. Along both streets, wider curb lanes will be created to allow safe riding for bicyclists. In addition, the residential characteristics of Main and Beale Streets, plus the Folsom Boulevard and the new alleyways, will enhance the bicyclist experience throughout the area.
The Transbay Area is comprised of four neighborhood sub-districts, each containing their own distinct identity:

1. **FOLSOM BOULEVARD**
2. **MAIN/BEALE PRECINCT**
3. **MIXED-USE HISTORIC DISTRICT**
4. **TERMINAL HUB**

Part Two highlights the existing context of each sub-district and will propose special streetscape and open space improvements and urban design characteristics that further develop the vision of Transbay.