



# SAN FRANCISCO PLANNING DEPARTMENT

---

## Planning Commission Draft Motion No. 18211

HEARING DATE: OCTOBER 28, 2010

*Date:* October 14, 2010  
*Case No.:* **2007.1238EMTRU**  
Better Streets Plan and related actions  
*Project Address:* Citywide  
*Project Sponsor:* Planning Department, other agencies  
*Staff Contact:* Adam Varat – (415) 558-6405  
[adam.varat@sfgov.org](mailto:adam.varat@sfgov.org)

1650 Mission St.  
Suite 400  
San Francisco,  
CA 94103-2479

Reception:  
**415.558.6378**

Fax:  
**415.558.6409**

Planning  
Information:  
**415.558.6377**

**ADOPTING FINDINGS UNDER THE CALIFORNIA ENVIRONMENTAL QUALITY ACT AND STATE GUIDELINES RELATED TO THE SAN FRANCISCO BETTER STREETS PLAN AND ASSOCIATED GENERAL PLAN AND MUNICIPAL CODE AMENDMENTS, AND OTHER RELATED ACTIONS.**

### PREAMBLE

On October 17, 2007, an Environmental Evaluation Application was submitted to the Planning Department ("Department") for Case No. 2007.1238E: Draft San Francisco Better Streets Plan. A Notification of Project Receiving Environmental Review was sent on October 22, 2008 to potentially interested parties and members of the public.

The Better Streets Plan (the Plan) creates a comprehensive guide to the design and management of the pedestrian realm of our city's streets, including detailed guidelines for street types, sidewalk widths and zones, overall streetscape layout, and design guidelines for specific streetscape elements, consistent with all applicable state and federal statutes and regulations.

The Better Streets Plan Draft for Public Review was released in June 2008, in conjunction with several public meetings to gather feedback on the Plan. Planning Department staff also received over 100 written comments on the Plan. Since that time, staff has developed plan revisions based on public and agency comment, and conducted environmental review under the California Environmental Quality Act (CEQA). Plan revisions were published in October 2009, and the Better Streets Plan Final Draft was published in July 2010.

The public process to legislate and adopt the Better Streets Plan has already been initiated. At the regularly scheduled Board of Supervisors hearing on September 21, 2010, Mayor Gavin Newsom introduced an ordinance to amend the Administrative Code, Planning Code, Public Works Code, and Subdivision Code, relating to the Better Streets Plan, and an ordinance amending the Urban Design and Transportation Elements of the General Plan relating to the Better Streets Plan. The proposed amendments would require improvements to the public right-of-way to follow the policies and guidelines in the Better Streets Plan, make these codes

consistent with the content of the Plan, and establish requirements to implement street improvements.

On July 28, 2010, the Draft Initial Study/Mitigated Negative Declaration (IS/MND) for the Project was prepared and published for public review. The Draft IS/MND was available for public comment until 5:00 p.m. on August 17, 2010. The Final Mitigated Negative Declaration was published on September 15, 2010.

On October 28, 2010, the Commission conducted a duly noticed public hearing at a regularly scheduled meeting on Case No. 2007.1238EMTRU.

On said date, the Planning Commission reviewed and considered the Final Mitigated Negative Declaration (FMND).

Planning Department staff prepared a Mitigation Monitoring and Reporting program (MMRP) as part of the FMND, shown in Attachment 3, which material was made available to the public and this Commission for this Commission's review, consideration and action.

In a letter dated June 18, 2010, and included as part of Attachment 3, the San Francisco Municipal Transportation Agency indicated its consent to implement Mitigation Measure TR-1 – Provision of New Loading Space.

The Planning Department, Linda Avery, is the custodian of records, located in the File for Case No. 2007.1238EMTRU, at 1650 Mission Street, Fourth Floor, San Francisco, California.

## **FINDINGS**

The Commission hereby approves the CEQA findings for Case No. 2007.1238EMTRU, subject to the conditions contained in "EXHIBIT A" of this motion, based on the following findings. Having reviewed the materials identified in the preamble above, and having heard all testimony and arguments, on behalf of the applicant, Department staff, and other interested parties, this Commission finds, concludes, and determines as follows:

1. The recitals herein are accurate and constitute findings of this Commission.
2. **Project Description.** The Project comprises a citywide set of guidelines and policies, to govern the design of streetscape and pedestrian features in the public right-of-way, including such features as landscaping, lighting, site furnishing, sidewalk design, and traffic calming features in the public right-of-way.

## **DECISION**

That based upon the Record, the submissions by the Project Sponsor(s), the staff of the Department and other interested parties, the oral testimony presented to this Commission at the public hearings, and all other written materials submitted by all parties, the Commission hereby finds that the contents of FMND and the procedures through which the FMND was prepared,

publicized, and reviewed complied with the California Environmental Quality Act (California Public Resources Code Sections 21000 et seq.) (CEQA). 14 California Code of Regulations Sections 15000 et seq. (the "CEQA Guidelines"), and Chapter 31 of the San Francisco Administrative Code ("Chapter 31").

The Planning Commission further finds that the FMND is adequate, accurate and objective, reflected the independent analysis and judgment of the Department of City Planning and the Planning Commission, and that the summary of comments and responses contained no significant revisions to the Draft IS/MND, and adopts the FMND for the Project in compliance with CEQA, the CEQA Guidelines and Chapter 31.

The Planning Commission **approves CEQA findings** for the Better Streets Plan and related actions, subject to the following conditions attached hereto as "EXHIBIT A" which is incorporated herein by reference as though fully set forth.

The Planning Commission has reviewed and considered the IS/MND and the record as a whole and finds that there is no substantial evidence that the Project will have a significant effect on the environment with the adoption of the mitigation measures contained in the MMRP to avoid potentially significant environmental effects associated with the Project, and hereby adopts the FMND.

The Planning Commission hereby adopts the MMRP attached hereto as Attachment 3 and incorporated herein as part of this Motion by this reference thereto. All required mitigation measures identified in the IS/MND and contained in the MMRP are included as conditions of approval of the Better Street Plan and shall be incorporated into said Plan.

The Planning Commission further finds that since the MND was finalized, there have been no substantial project changes and no substantial changes in project circumstances that would require major revisions to the MND due to the involvement of new significant environmental effects or an increase in the severity of previously identified significant impacts, and there is no new information of substantial importance that would change the conclusions set forth in the MND.

I hereby certify that the Planning Commission **ADOPTED** the foregoing Motion on October 28, 2010.

Linda D. Avery  
Commission Secretary

AYES: Antonini, Borden, Miguel, Moore, Olague, Sugaya

**Motion No. 18211**  
**Hearing Date: October 28, 2010**

**CASE NO 2007.1238EMTRU**  
**Better Streets Plan**

NAYS:

ABSENT:

ADOPTED:     October 28, 2010

## Exhibit A

# Conditions of Approval

Whenever "Project Sponsor" is used in the following conditions, the conditions shall also bind any successor to the Project or other persons having an interest in the Project or underlying property.

### Mitigation Measures

1. Mitigation measures described in the MMRP attached as Attachment 3 are necessary to avoid potential significant effects of the proposed project and have been agreed to by the project sponsor(s). Their implementation is a condition of project approval, and shall be incorporated into the Better Streets Plan.

*I:\Citywide\City Design\Better Streets\12) Adoptions\Planning Commission\Final PC resolutions  
10.28.10\FINAL\_BSP\_CEQA findings\_E.doc*



# SAN FRANCISCO PLANNING DEPARTMENT

---

## Planning Commission Resolution No. 18212

HEARING DATE: OCTOBER 28, 2010

*Date:* October 14, 2010  
*Case No.:* 2007.1238EMRTU  
*Project:* Better Streets Plan – Adopting General Plan Amendments  
*Block/Lot:* Various – Citywide  
*Staff Contact:* Adam Varat – (415) 558-6045  
[adam.varat@sfgov.org](mailto:adam.varat@sfgov.org)  
*Recommendation:* Approval

1650 Mission St.  
Suite 400  
San Francisco,  
CA 94103-2479

Reception:  
**415.558.6378**

Fax:  
**415.558.6409**

Planning  
Information:  
**415.558.6377**

**FORMULATING A RESOLUTION TO ADOPT AMENDMENTS TO THE URBAN DESIGN AND TRANSPORTATION ELEMENTS OF THE GENERAL PLAN TO INCORPORATE THE BETTER STREETS PLAN BY REFERENCE, AND TO DESCRIBE BEST PRACTICES IN STREETScape AND PEDESTRIAN DESIGN FROM THE BETTER STREETS PLAN.**

**WHEREAS,** Section 4.105 of the San Francisco Charter empowers the Planning Commission to establish and update the City's General Plan, and calls for the General Plan to contain "goals, policies and programs for the future physical development of the City and County of San Francisco." The Charter calls for the Planning Commission to periodically recommend for approval or rejection to the Board of Supervisors proposed amendments to the General Plan, in response to changing physical, social, economic, environmental or legislative conditions.

The City has previously adopted the Transit-First Policy (San Francisco City Charter Section 16.102) and Better Streets Policy (San Francisco Administrative Code Section 98.1), which calls for decisions about the use and allocation of the public right-of-way to prioritize transportation by foot, bicycle, and transit, and for the City to balance the multitude of uses and functions of the street when arriving at street design decisions. City policy acknowledges that streets play a variety of transportation, recreation, social and ecological roles and that all of these functions must be considered and balanced in the design of public right-of-ways in San Francisco.

The Better Streets Plan (the Plan) creates a comprehensive guide to the design and management of the pedestrian realm of our city's streets, including detailed guidelines for street types, sidewalk widths and zones, overall streetscape layout, and design guidelines for specific streetscape elements, consistent with all applicable state and federal statutes and regulations.

The Plan has been a collaboration between all City agencies involved in the design and management of the public right-of-way, including the Planning Department, Department of Public Health (DPH), Department of Public Works (DPW), Mayor's Office on Disability (MOD),

San Francisco Municipal Transportation Agency (SFMTA), San Francisco Public Utilities Commission (SFPUC), and San Francisco County Transportation Authority (SFCTA), all of which have reviewed and commented on the content of the Better Streets Plan.

The proposed General Plan amendments are related to encouraging safe walking and improving the pedestrian experience in San Francisco, relating to the Better Streets Plan. The amendments are related to the enhancement of streets for pedestrian accessibility, use of streets as public space, and the aesthetics, greening, and ecological functioning of public right-of-ways. The proposal would revise Objectives, Policies, and text to the Urban Design and Transportation Elements of the General Plan.

The proposed General Plan amendments would add and amend policies in the Urban Design and Transportation Elements of the General Plan identifying the Better Streets Plan and stating that improvements to the pedestrian realm in San Francisco should be governed by the Plan. It would also add text to the Transportation Element section on pedestrian transportation to identify new pedestrian features and to incorporate new concepts in the design and planning of pedestrian facilities that are described in the Better Streets Plan.

The goals of the Better Streets Plan are, on the whole, consistent with San Francisco General Plan Objectives and Policies. However, our understanding of the urban environment, multi-modal transportation system planning and the design and use of public rights-of-way has changed. The General Plan contains a number of Objectives, Policies and figures that do not fully reflect the goals and best practices that can be employed in the design of public rights-of-way that may be achieved by implementing the Better Streets Plan.

A draft Board of Supervisors ordinance, shown in Attachments 5 and 6, identifies the proposed revisions to the General Plan. The City Attorney's Office has reviewed the draft ordinance and approved it as to form.

At its regularly scheduled hearing on October 7, 2010, the Planning Commission passed Resolution #18191: Intention to Initiate Amendments to the General Plan relating to the Better Streets Plan, and directed staff to notice and schedule a hearing to consider adopting amendments to the General Plan on October 28, 2010, as a regularly calendared item on the Commission agenda.

### **Environmental Review**

The Draft Mitigated Negative Declaration (MND) was published on July 28, 2010; the Draft MND was available for public comment until August 17, 2010; and the Final MND was published on September 15, 2010. The Better Streets Plan was found to have less-than-significant environmental impacts with mitigation measures incorporated, per the Final Mitigated Negative Declaration. The Planning Commission adopted California Environmental Quality Act (CEQA) Findings with mitigation measures incorporated at a public hearing on October 28, 2010, prior to considering adopting amendments to the General Plan.

### Planning Code Section 101.1 Findings

Planning Code Section 101.1(b) establishes eight priority policies and is a basis by which differences between competing policies in the General Plan are resolved. The Planning Commission finds that the Better Streets Plan and the proposed General Plan amendments are on balance in conformity with the eight Priority Policies of Planning Code Section 101.1 and with the General Plan as it is proposed to be amended. The Planning Commission finds from the facts presented that the public necessity, convenience and general welfare require adoption of the proposed General Plan amendments.

The Planning Commission finds that the proposed General Plan amendments as set forth in draft Board of Supervisor's Ordinance, attached hereto as Attachments 5 and 6, are consistent with the eight Priority Policies of Planning Code Section 101.1. The Planning Commission finds from the facts presented that the public necessity, convenience and general welfare require approval of the proposed Planning Code amendments.

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

1. The project would have no adverse effect on neighborhood serving retail uses or opportunities for employment in or ownership of such businesses

*The Project will not negatively affect existing, neighborhood-serving retail. By enhancing the pedestrian and streetscape environment, the project will encourage pedestrian travel to neighborhood commercial districts.*

2. The project would not have an adverse effect on the City's housing stock or on neighborhood character.

*The Project would not have any effect on the City's existing housing stock. The project would result in enhancements to San Francisco's neighborhood character by guiding the creation of streetscape improvements that are consistent with neighborhood context.*

3. The project would have no adverse effect on the City's supply of affordable housing

*The Project would not have any effect on the City's supply of affordable housing.*

4. The project would not result in commuter traffic impeding Muni transit service or overburdening the streets or neighborhood parking

*The Project would not impede MUNI or other public transit service. The project will improve the pedestrian qualities of streets, encouraging walking as a mode of transportation. The project includes guidelines for the design of safe, accessible, and convenient transit stops, and other transit-supportive streetscape elements, which would encourage use of public transit*



5. The project would not adversely affect the industrial or service sectors or future opportunities for resident employment or ownership in these sectors

*The Project would have no effect on the City's industrial and service sectors.*

6. The project would improve the facility's preparedness against injury and loss of life in an earthquake

*The Project would not have any effect on the City's preparedness for an earthquake.*

7. The project would have no adverse effect on landmarks or historic buildings

*The Project would not have an adverse effect on landmarks or historic buildings. The Better Streets Plan contains policies to preserve and restore historic elements in the street environment consistent with the Secretary of the Interior's Standards.*

8. The project would not have an adverse effect on parks and open space or their access to sunlight and vistas.

*The Project would not have any effect on City parks or open spaces or their access to sunlight.*

### General Plan Conformity Findings

As required by § 4.105 of the Charter of the City and County of San Francisco and § 2A.53 of the Administrative Code of the City and County of San Francisco, the Planning Department is required to submit a report to the Board of Supervisors prior to their consideration physical changes to the design of public rights-of-way in San Francisco. In addition, General Plan amendments and Planning Code amendments require a finding of General Plan conformity prior to their adoption.

The Planning Commission finds the approval of related Planning documents and implementation measures, including a conforming General Plan Amendment, and recommending approval of the Better Streets Plan and amendments to the Administrative Code and Planning Code are, **on balance**, in conformity with the General Plan, as it is proposed to be amended, per the following discussion.

Amendments to the General Plan proposed as part of this legislation are indicated in italic underline. Proposed deletions are shown in ~~strike through~~.

### COMMERCE AND INDUSTRY ELEMENT

POLICY 4.10 Enhance the working environment within industrial areas.

Public efforts to enhance the environment of industrial areas with little or no cost to the city should also be pursued. The promotion of a limited number of small retail areas, restaurants,

small parks, and pleasant sidewalks would serve to improve the environment of many dreary industrial areas. City actions of this sort can significantly influence the attractiveness and appeal of industrial neighborhoods.

POLICY 6.7            Promote high quality urban design on commercial streets.

POLICY 6.10          Promote neighborhood commercial revitalization, including community-based and other economic development efforts where feasible.

*Discussion: The Project calls for additional streetscape amenities in commercial and industrial neighborhoods, such that areas of employment have an attractive streetscape environment and improve workers' quality of life. The Project also calls for improved streetscapes including lighting, landscaping, and site furnishings that will help to revitalize neighborhood commercial corridors and encourage use of local shopping rather than regional shopping destinations.*

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

POLICY 2.9            Maintain and expand the urban forest.

Trees planted in city parks, on public open space, on city streets and on private property, collectively form the "urban forest".

POLICY 4.7            Provide open space to serve neighborhood commercial districts.

Most neighborhood commercial districts would benefit by improving the streetscape for pedestrians and providing public open space, however small in size, that can be used by shoppers and employees as well as neighborhood residents. Typically, neighborhood commercial districts combine residential and commercial uses and the residential units have little private open space. Street and sidewalk areas, which traditionally perform some public open space function, are heavily used and have many competing uses. Nevertheless, careful planning can produce opportunities to create useful open space. For example in certain areas sidewalks can be widened and seating and landscaping can be provided.

*Discussion: The Project calls for the provision of new street trees per established guidelines, and expands opportunities for street trees. The Project also calls for the use of excess areas of the public right-of-way in neighborhood commercial and other districts, such that these areas can create pockets of social activity and public life, including lighting, landscaping, and site furnishings.*

#### **TRANSPORTATION ELEMENT**

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

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

POLICY 1.6        Ensure choices among modes of travel and accommodate each mode when and where it is most appropriate.

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

The roadway space needed by bicyclists varies between four and six feet depending on the presence of parked cars. The needs of bicyclists must be considered wherever lane widths, especially curb lanes, are proposed to be changed. Multiple turn lanes, designed to reduce congestion for autos, are confusing and dangerous to cyclists and pedestrians, and should not be used if feasible.

POLICY 14.2       Ensure that traffic signals are timed and phased to emphasize transit, pedestrian, and bicycle traffic as part of a balanced multi-modal transportation system.

OBJECTIVE 15     ENCOURAGE ALTERNATIVES TO THE AUTOMOBILE AND REDUCED TRAFFIC LEVELS ON RESIDENTIAL STREETS THAT SUFFER FROM EXCESSIVE TRAFFIC THROUGH THE MANAGEMENT OF TRANSPORTATION SYSTEMS AND FACILITIES.

POLICY 15.1       Discourage excessive automobile traffic on residential streets by incorporating traffic-calming treatments.

POLICY 15.2       Consider partial closure of certain residential streets to automobile traffic where the nature and level of automobile traffic impairs livability and safety, provided that there is an abundance of alternative routes such that the closure will not create undue congestion on parallel streets.

POLICY 18.4       Discourage high-speed through traffic on local streets in residential areas through traffic "calming" measures that are designed not to disrupt transit service or bicycle movement, including:

- Sidewalk bulbs and widenings at intersections and street entrances;
- Lane off-sets (*chicanes*) and traffic bumps;
- Narrowed traffic lanes with trees, landscaping and seating areas; and
- colored and/or textured sidewalks and crosswalks.
- Median and intersection islands

POLICY 20.5       Place and maintain all sidewalk elements, including passenger shelters, benches, trees, newsracks, kiosks, toilets, and utilities at appropriate transit stops according to established guidelines.

- POLICY 20.7 Encourage ridership and clarify transit routes by means of a city-wide plan for street landscaping, lighting and transit preferential treatments.
- POLICY 21.9 Improve pedestrian and bicycle access to transit facilities.
- OBJECTIVE 23 IMPROVE THE CITY'S PEDESTRIAN CIRCULATION SYSTEM TO PROVIDE FOR EFFICIENT, PLEASANT, AND SAFE MOVEMENT.
- POLICY 23.1 Provide sufficient pedestrian movement space with a minimum of pedestrian congestion in accordance with a pedestrian street classification system.
- POLICY 23.2 Widen sidewalks where intensive commercial, recreational, or institutional activity is present, sidewalks are congested, *where sidewalks are less than adequately wide to provide appropriate pedestrian amenities, or* ~~and~~ where residential densities are high.
- POLICY 23.3 Maintain a strong presumption against reducing sidewalk widths, eliminating crosswalks and forcing indirect crossings to accommodate automobile traffic.
- POLICY 23.5 ~~Minimize obstructions to through pedestrian movement on sidewalks by maintaining an unobstructed width that allows for passage of people, strollers and wheelchairs.~~ *Establish and enforce a set of sidewalk zones that provides guidance for the location of all pedestrian and streetscape elements, maintains sufficient unobstructed width for passage of people, strollers and wheelchairs, consolidates raised elements in distinct areas to activate the pedestrian environment, and allows sufficient access to buildings, vehicles, and streetscape amenities.*
- POLICY 23.6 Ensure convenient and safe pedestrian crossings by minimizing the distance pedestrians must walk to cross a street.
- POLICY 23.7 Ensure safe pedestrian crossings at signaled intersections by providing sufficient time for pedestrians to cross streets at a moderate pace.
- POLICY 23.9 Implement the provisions of the Americans with Disabilities Act and the city's curb ramp program to improve pedestrian access for all people.
- OBJECTIVE 24 IMPROVE THE AMBIENCE OF THE PEDESTRIAN ENVIRONMENT.
- POLICY 24.1 Preserve existing historic features such as streetlights and encourage the incorporation of such historic elements in all future streetscape projects.
- POLICY 24.2 Maintain and expand the planting of street trees and the infrastructure to support them.

- POLICY 24.3 Install pedestrian-serving street furniture where appropriate.
- POLICY 24.5 Where consistent with transportation needs, transform streets and alleys into neighborhood-serving open spaces or “living streets”, by adding pocket parks in sidewalks or medians, especially in neighborhoods deficient in open space.
- POLICY 25.4 Maintain a presumption against the use of demand-activated traffic signals on any well-used pedestrian street, and particularly those streets in the Citywide Pedestrian and Neighborhood Networks.
- OBJECTIVE 26 CONSIDER THE SIDEWALK AREA AS AN IMPORTANT ELEMENT IN THE CITYWIDE OPEN SPACE SYSTEM.
- POLICY 26.1 Retain streets and alleys not required for traffic, or portions thereof, for through pedestrian circulation and open space use.
- POLICY 26.2 Partially or wholly close certain streets not required as traffic carriers for pedestrian use or open space.
- POLICY 26.3 Encourage pedestrian serving uses on the sidewalk.

*Discussion: The Project calls for the enhancement of the quality of the pedestrian environment throughout the city, including provisions such as including lighting, landscaping, site furnishings, sidewalk widenings, improved pedestrian crossings, minimization and removal of crosswalk closures, minimization and removal of multiple turn lanes, priority pedestrian signal timing, curb ramps, traffic calming elements, and other features. It also calls for enhancement of transit stops, and streetscape design that supports transit service, which will help to improve the transit system in San Francisco. In general, by providing guidelines for the enhancement of the pedestrian realm, the Project would help to encourage greater use of alternative modes of transportation to private vehicles, including walking and transit use.*

*The Better Streets Plan reflects current best practices in pedestrian and streetscape design, which are not fully reflected in the General Plan. To that end, the project proposes to amend the policies, objectives, and text of the Transportation Element to incorporate these best practices.*

#### **URBAN DESIGN ELEMENT**

- OBJECTIVE 1 EMPHASIS OF THE CHARACTERISTIC PATTERN WHICH GIVES TO THE CITY AND ITS NEIGHBORHOODS AN IMAGE, A SENSE OF PURPOSE, AND A MEANS OF ORIENTATION.
- POLICY 1.5 Emphasize the special nature of each district through distinctive landscaping and other features.
- POLICY 1.6 Make centers of activity more prominent through design of street features and by other means.

- POLICY 1.10      Indicate the purposes of streets by adopting and implementing the Better Streets Plan, which identifies a hierarchy of street types and appropriate streetscape elements for each street type.
- POLICY ~~1.114.10~~      Indicate the purposes of streets by means of a citywide plan for street landscaping.
- POLICY ~~1.124.11~~      Indicate the purposes of streets by means of a citywide plan for street lighting.
- OBJECTIVE 4      IMPROVEMENT OF THE NEIGHBORHOOD ENVIRONMENT TO INCREASE PERSONAL SAFETY, COMFORT, PRIDE AND OPPORTUNITY
- POLICY 4.1      Protect residential areas from the noise, pollution and physical danger of excessive traffic.
- POLICY 4.2      Provide buffering for residential properties when heavy traffic cannot be avoided.
- POLICY 4.3      Provide adequate lighting in public areas.
- POLICY 4.4      Design walkways and parking facilities to minimize danger to pedestrians.
- POLICY 4.11      Make use of street space and other unused public areas for recreation, particularly in dense neighborhoods, such as those close to downtown, where land for traditional open spaces is more difficult to assemble.
- POLICY 4.12      Install, promote and maintain landscaping in public and private areas.
- POLICY 4.13      Improve pedestrian areas by providing human scale and interest.
- POLICY 4.14      Remove and obscure distracting and cluttering elements.

Discussion: The Project provides a comprehensive set of citywide streetscape and pedestrian design guidelines, including lighting and landscaping features. The Project calls for the enhancement of the quality of the pedestrian environment throughout the city, including provisions such as lighting, landscaping, site furnishings, sidewalk widenings, traffic calming elements, and other features. The Project describes appropriate strategies for different street types: for example, it calls for protection of neighborhood residential areas through traffic calming features, and buffering from busy thoroughways by using landscaping, sidewalk widening, and other buffering elements.

Additionally, the Project calls for use of excess street space for open space, social, and recreational use. Finally, by providing a consistent set of guidance on design and layout of sidewalks, the Project would result in minimization to streetscape clutter.

*The Better Streets Plan provides a comprehensive set of citywide streetscape and pedestrian design guidelines, which is not currently reflected in the General Plan. To that end, the project proposes to amend the policies, objectives, and text of the Urban Design Element to incorporate Policy 1.10 to identify the Better Streets Plan as the City's guiding document for design of streetscape and pedestrian features, and to incorporate it into the General Plan.*

#### **ENVIRONMENTAL PROTECTION ELEMENT**

OBJECTIVE 3      MAINTAIN AND IMPROVE THE QUALITY OF THE BAY, OCEAN, AND SHORELINE AREAS.

POLICY 3.3      Implement plans to improve sewage treatment and halt pollution of the Bay and Ocean.

OBJECTIVE 4      ASSURE THAT THE AMBIENT AIR OF SAN FRANCISCO AND THE BAY REGION IS CLEAN, PROVIDES MAXIMUM VISIBILITY, AND MEETS AIR QUALITY STANDARDS.

OBJECTIVE 15      INCREASE THE ENERGY EFFICIENCY OF TRANSPORTATION AND ENCOURAGE LAND USE PATTERNS AND METHODS OF TRANSPORTATION WHICH USE LESS ENERGY.

POLICY 15.1      Increase the use of transportation alternatives to the automobile.

*Discussion: The Project promotes and provides guidelines for improving stormwater management in the public right-of-way, leading to decreases in sewer overflows and improved water quality in the Bay and Ocean. The Project would help to improve air quality by promoting and providing guidelines for alternative modes of transportation, including walking and use of public transit.*

#### **COMMUNITY FACILITIES ELEMENT**

OBJECTIVE 10      LOCATE WASTEWATER FACILITIES IN A MANNER THAT WILL ENHANCE THE EFFECTIVE AND EFFICIENT TREATMENT OF STORM AND WASTEWATER.

POLICY 10.1      Provide facilities for treatment of storm and wastewater prior to discharge into the Bay or ocean. Locate such facilities according to the Wastewater and Solid Waste Facilities Plan.

*Discussion: The Project promotes and provides guidelines for improving stormwater management in the public right-of-way, leading to decreases in sewer overflows and improved water quality in the Bay and Ocean.*

**NOW THEREFORE BE IT RESOLVED**, the Commission adopts and incorporates by reference the CEQA findings in Commission Motion No. 18211 and the findings related to consistency with the Planning Code Section 101.1 priority policies and conformity with the General Plan set forth above; and

**BE IT FURTHER RESOLVED**, that pursuant to Planning Code Section 340, the Planning Commission adopts a Resolution to Adopt Amendments to the General Plan of the City and County of San Francisco, contained in the draft Ordinance attached hereto as Attachments 5 and 6, and recommends that the Board of Supervisors approve the amendments; and directs the Planning Department to update the General Plan's Land Use Index to reflect these amendments if necessary.

I hereby certify that the foregoing Resolution was ADOPTED by the San Francisco Planning Commission on October 28, 2011.

Linda Avery  
Commission Secretary

AYES: Antonini, Borden, Miguel, Moore, Olague, Sugaya

NOES:

ABSENT:

ADOPTED: October 28, 2010

*I:\Citywide\City Design\Better Streets\12) Adoptions\Planning Commission\Final PC resolutions  
10.28.10\FINAL\_BSP\_General Plan\_MR.doc*





# SAN FRANCISCO PLANNING DEPARTMENT

---

## Planning Commission Resolution No. 18213

HEARING DATE: OCTOBER 28, 2010

*Date:* October 14, 2010  
*Case No.:* 2007.1238EMRTU  
*Project:* Better Streets Plan – Adopting Planning Code Amendments  
*Block/Lot:* Various – Citywide  
*Staff Contact:* Adam Varat – (415) 558-6045  
[adam.varat@sfgov.org](mailto:adam.varat@sfgov.org)  
*Recommendation:* Approval

1650 Mission St.  
Suite 400  
San Francisco,  
CA 94103-2479

Reception:  
**415.558.6378**

Fax:  
**415.558.6409**

Planning  
Information:  
**415.558.6377**

FORMULATING A RESOLUTION TO RECOMMEND APPROVAL OF THE BETTER STREETS PLAN AS AN OFFICIAL PLAN OF THE CITY AND COUNTY OF SAN FRANCISCO AND TO AMEND THE PLANNING CODE AND ADMINISTRATIVE CODE RELATED TO THE BETTER STREETS PLAN, INCLUDING SECTIONS 132, 135, 138.1, 249.1, 428, 825, AND 827 OF THE PLANNING CODE TO ESTABLISH AND DESCRIBE REQUIREMENTS FOR STREET IMPROVEMENTS FOR NEW DEVELOPMENT, AND CONSOLIDATE EXISTING REQUIREMENTS FOR STREET IMPROVEMENTS INTO A UNIFIED SECTION OF THE PLANNING CODE, AND SECTION 98.1 OF THE ADMINISTRATIVE CODE TO INCORPORATE THE BETTER STREETS PLAN INTO THE EXISTING 'BETTER STREETS POLICY'.

WHEREAS, On September 21, 2010, Mayor Gavin Newsom introduced legislation at the Board of Supervisors that would adopt the Better Street Plan as an official plan of the City and County of San Francisco and amend the Planning Code, Administrative Code, Public Works Code, and Subdivision Code to incorporate the Better Streets Plan and related concepts.

The City has previously adopted the Transit-First Policy (San Francisco City Charter Section 16.102) and Better Streets Policy (San Francisco Administrative Code Section 98.1), which calls for decisions about the use and allocation of the public right-of-way to prioritize transportation by foot, bicycle, and transit, and for the City to balance the multitude of uses and functions of the street when arriving at street design decisions. City policy acknowledges that streets play a variety of transportation, recreation, social and ecological roles and that all of these functions must be considered and balanced in the design of public right-of-ways in San Francisco.

### Better Streets Plan

The Better Streets Plan (the Plan) creates a comprehensive guide to the design and management of the pedestrian realm of our city's streets, including detailed guidelines for street types, sidewalk widths and zones, overall streetscape layout, and design guidelines for specific streetscape elements, consistent with all applicable state and federal statutes and regulations.

The Plan is the product of a significant public outreach program. City staff held over 100 public meetings, including neighborhood meetings, walking tours, focus groups, and tabling events in public spaces, to develop content and receive feedback on the plan, and received over 1,000 responses to two surveys. In addition, staff met monthly with a 15-member Community Advisory Committee to garner directed feedback into the plan development.

The Plan has been a collaboration between all City agencies involved in the design and management of the public right-of-way, including the Planning Department, Department of Public Health (DPH), Department of Public Works (DPW), Mayor's Office on Disability (MOD), San Francisco Municipal Transportation Agency (SFMTA), San Francisco Public Utilities Commission (SFPUC), and San Francisco County Transportation Authority (SFCTA), all of which have reviewed and commented on the content of the Better Streets Plan.

### **Planning Code Amendments**

Section 302 of the Planning Code empowers the Board of Supervisors to amend the Planning Code by ordinance, in response to changing physical, social, economic, environmental or legislative conditions. Section 4.105 of the Charter of the City and County of San Francisco provides to the Planning Commission the opportunity to periodically recommend amendments to the Planning Code to the Board of Supervisors.

The Planning Code governs permitted land uses and planning standards. Conforming amendments to the Planning Code are required in order to implement the General Plan as it is proposed to be amended in related case 2007.1238M and the Better Streets Plan.

The proposed Planning Code amendments are related to encouraging safe walking and improving the pedestrian experience in San Francisco. When implemented, the Better Streets Plan will result in improvements to pedestrian accessibility and safety, use of streets as public space, and the aesthetics, greening, and ecological functioning of public right-of-ways. In order to achieve these goals, the Planning Department recommends adopting amendments to the Planning Code.

Pursuant to Planning Code Section 302 (b), the Commission will consider recommending approval of amendments to sections 132, 135, 138.1, 249.1, 428, 825, and 827 of the Planning Code. The amendments would establish and describe requirements for street improvements for public and private projects, and consolidate existing requirements for street improvements into a unified section of the Planning Code.

The proposed Planning Code amendments would add requirements for project sponsors of large projects (projects that include new construction, greater than 20% addition, or greater than 50% alteration, for projects on lots that are greater than ½-acre in size, have more than 250 linear feet of lot frontage, or whose frontage encompasses an entire block face) to provide the Department with a streetscape plan, and require the Department to consider, but need not require, street improvements consistent with the Better Streets Plan. The proposed amendments would make minor revisions to Sections 132, 135, 138.1, 249.1, 428, 825, and 827, and move

portions of Sections 249.1, 428, 825, and 827 relating to street improvements into Section 138.1, to consolidate all requirements for street improvements into a unified section of the Planning Code.

#### **Administrative Code Amendments**

Section 5.41 of the Board of Supervisors Rules of Order directs the Board of Supervisors to refer any changes to the Administrative Code that involve planning or land use issues to the Planning Commission.

The proposed Administrative Code amendments are related to encouraging safe walking and improving the pedestrian experience in San Francisco, relating to the Better Streets Plan. The amendments are related to the enhancement of streets for pedestrian accessibility, use of streets as public space, and the aesthetics, greening, and ecological functioning of public right-of-ways. The proposal would augment the existing "Better Streets Policy" (Chapter 98.1 of the Administrative Code).

The specific amendments to the Planning Code and Administrative Code are included in a draft ordinance, attached hereto as Attachment 8, and reviewed as to form by the City Attorney.

Staff recommends adoption of the draft Resolution to Recommend Approval of the Better Streets Plan as an Official Plan of the City and County of San Francisco and to Amend the Planning Code and Administrative Code Related to the Better Streets Plan.

#### **Environmental Review**

The Draft Mitigated Negative Declaration (MND) was published on July 28, 2010; the Draft MND was available for public comment until August 17, 2010; and the Final MND was published on September 15, 2010. The Better Streets Plan was found to have less-than-significant environmental impacts with mitigation measures incorporated, per the Final Mitigated Negative Declaration. The Planning Commission adopted California Environmental Quality Act (CEQA) Findings with mitigation measures incorporated at a public hearing on October 28, 2010, prior to considering adopting amendments to the General Plan.

#### **Planning Code Section 101.1 Findings**

Planning Code Section 101.1(b) establishes eight priority policies and is a basis by which differences between competing policies in the General Plan are resolved. The Planning Commission finds that the Better Streets Plan and the proposed Planning Code amendments are on balance in conformity with the eight Priority Policies of Planning Code Section 101.1. The Planning Commission, pursuant to Planning Code Section 302, finds from the facts presented that the public necessity, convenience and general welfare require the proposed Planning Code amendments.

Planning Code Section 101.1 findings are included as part of Planning Commission Resolution No. 18212 and are summarized in Attachment 7. These documents are incorporated herein by reference.

**General Plan Findings**

As required by § 4.105 of the Charter of the City and County of San Francisco and § 2A.53 of the Administrative Code of the City and County of San Francisco, the Planning Department is required to submit a report to the Board of Supervisors prior to their consideration physical changes to the design of public rights-of-way in San Francisco.

The Planning Commission finds the approval of related Planning documents and implementation measures, including a conforming General Plan Amendment, a Planning Code Amendment, and recommending approval of the Better Streets Plan and amendments to other sections of the San Francisco Municipal Codes are, **on balance**, in conformity with the General Plan, as it is proposed to be amended.

General Plan findings are included as part of Planning Commission Resolution No. 18212 and are summarized in Attachment 7. These documents are incorporated herein by reference.

**NOW THEREFORE BE IT RESOLVED**, the Commission adopts and incorporates by reference the CEQA findings in Commission Motion No. 18211 and the findings related to consistency with the Planning Code Section 101.1 priority policies and conformity with the General Plan described in Planning Commission Resolution No. 18212 (Attachment 7); and

**BE IT FURTHER RESOLVED**, that pursuant to Planning Code Section 302 (b) and Section 5.41 of the Board of Supervisors Rules of Order, the Planning Commission hereby adopts a Resolution to Recommend Approval of the Better Streets Plan as an Official Plan of the City and County of San Francisco, and to Recommend Approval of Associated Amendments to the Planning Code and to the Administrative Code contained the draft Ordinance attached hereto as Attachment 8, and recommends that the Board of Supervisors approve the amendments.

I hereby certify that the foregoing Resolution was ADOPTED by the San Francisco Planning Commission on October 28, 2010.

Linda Avery  
Commission Secretary

AYES: Antonini, Borden, Miguel, Moore, Olague, Sugaya

NOES:

ABSENT:

ADOPTED: October 28, 2010

**Resolution No. 18213**  
**October 28, 2010**

**CASE NO. 2007.1238EMRTU**  
**Amendments to the Planning Code**  
**related to the Better Streets Plan**

*I:\Citywide\City Design\Better Streets\12) Adoptions\Planning Commission\Final PC resolutions  
10.28.10\FINAL\_BSP\_Planning Code\_TU.doc*