
CIVIC CENTER STUDY
Civic Center

Draft for Citizen Review

October 1994

San Francisco Planning Department

CIVIC CENTER

2.1 Civic Center Plan

Proposed Master Plan Goals, Objectives and Policies.

Civic Center Mission Statement

The San Francisco Civic Center functions as the symbolic seat of the City and County government. It is also host to monumental federal and state government and judicial buildings and is a major cultural, entertainment and educational center. It is the ceremonial public gathering place in a city whose residents vigorously pursue and defend democratic processes, often through ceremonial mass gatherings. Civic Center is the City's symbolic "public space" for fairs, rallies, festivals, markets and parades for residents, workers and visitors and for retired, unemployed and homeless people.

In support of this function and Mission, the City is committed to creating a safe, dynamic and pleasant 24-hour 'campus' of the Civic Center and environs. In doing so it should seek to achieve the following Goals:

- Maintain and reinforce the Civic Center as the City's central place for government administration, judicial services, and public gatherings and as a center for art and culture. Facilitate the orderly expansion of educational institutions, particularly those related to the arts, law and public policy.
- Improve the urban environment by increasing safety, maximizing day and nighttime activities and facilitating the sharing of public facilities.
- Preserve architecturally significant structures and enhance the architectural character of the area through proper design of new buildings, additions to existing buildings, open spaces and streets, and signage.
- Preserve and enhance view corridors to Civic Center.
- Maintain sun exposure to public plazas and open spaces and protect these spaces from unpleasant winds.

Vision of Success for the Civic Center

In the year 2000, the City anticipates that the Civic Center will serve as the City's center for government office and judicial activities, will serve as the City's ceremonial public gathering space, will be the center for local legislative activities, and will host nighttime educational, recreational, entertainment and cultural activities and their associated residential and commercial activities.

The Civic Center will remain the most attractive cluster of monumental and handsome Beaux Arts public buildings in the nation. All facilities will be safe, clean, pleasant, convenient and fully accessible to the City's residents, workers and visitors.

The Civic Center's plazas and open spaces will be safe, clean, well-maintained, well-lit, and fully accessible and will be linked by a distinct streetscape design and pedestrian trail/circulation system.

The Civic Center will be accessible by safe, efficient, accessible, pleasant and affordable public transit including day and nighttime local and regional underground rail service, above-ground buses and trolleys, and taxis. Well-lit, clean, convenient and affordable parking for visitor and commuter cars, vans and buses will be maintained.

OBJECTIVES AND POLICIES

LAND USE

OBJECTIVE 1

Maintain and reinforce the Civic Center as the symbolic and ceremonial focus for the administrative and civil judicial functions of the City, State and Federal Governments, and as a focal point for cultural, ceremonial and political activities.

The function of the Civic Center area as a governmental services and administrative district should be reinforced by locating within the area those City, State and Federal activities which require a high degree of public and interagency interaction. Public agencies which provide basic governmental services, and particularly those agencies used intensively by the public, should be located in the

Civic Center to facilitate public access and convenience.

Cultural facilities, such as libraries, archives, museums, galleries, theaters, nightclubs and concert halls, that attract a broad level of interest and day and nighttime attendance are also desirable participants in the Civic Center. They add interest and variety to the scope of activities occurring in the Center, and provide weekend and nighttime use of the area.

To accomplish the objective stated above, six broad activity or use categories have been established to provide general guidance for the future development of the Civic Center:

1. Administrative

The Administrative category includes legislative, judicial, record-keeping, permit processing, resource management, and legal activities of the executive and judicial departments of government, and those public activities which provide for the orderly management of the affairs of government at the City, State and Federal levels. It includes administrative offices of government agencies and court facilities, but does not include direct service clinics, laboratories, industrial workshops or neighborhood-based services.

2. Arts-Entertainment

The Arts-Entertainment category encompasses those entertainment, amusement, sport, convention, library, recreational, artistic, musical and theatrical activities which provide for the

continuing and increased public use and enjoyment of the Civic Center area.

3. Public Gathering/Open Space

The Public Gathering/Open Space category encompasses any major land area, open and unobstructed, which provides passive or active areas for public gathering and recreation, and for any structures incidental to and supportive of these primary uses.

4. Educational Institutions

The Educational Institution category includes day care, elementary, secondary and post-secondary schools, vocational schools and employment training programs, particularly programs closely related to the area's primary uses such as schools of the arts, law or public policy.

5. Housing

The Housing category includes residential hotels, Single Room Occupancy (SRO) units, executive suites, apartments, flats, dormitories, board and care facilities, transitional housing, temporary shelters, court-related temporary detention facilities, and other similar residential facilities.

6. Support Services

The Support Services category encompasses ancillary commercial activities which support government office, judicial and arts activities such as offices of attorneys, architects and other

consultants; food and beverage service establishments; galleries and bookstores; parking; commercial recreation facilities; convenience retail stores; and personal service establishments.

Policy 1

Promote the efficiency and convenience of governmental agencies by locating government legislative, administrative and permit functions within the Civic Center.

The Civic Center's most important function is to provide a central point of contact between the City's governmental agencies and the public which these agencies serve.

The Civic Center should serve as a "one stop" center where the public can effectively and efficiently transact its business with government. Private activities such as title companies and design and legal offices that deal with government on a day-to-day basis are appropriate for the Civic Center and adjacent areas.

Government at all levels, City, State and Federal, which involve substantial public contact or interaction should be located together within the Civic Center rather than dispersed throughout adjacent areas in acquired, leased or rented properties. Similarly, agencies which maintain close and frequent contact with each other should be located together in a single building or in close proximity.

Because the Civic Center represents the nation's most complete cluster of monumental and landmark Beaux Arts style public buildings, expan-

sion of government administrative activities within the Center must be carefully and sensitively accommodated. Public landmark office buildings should be rehabilitated and restored and, in doing so, be made more efficient for office use. Because the 16 block Civic Center core area is largely "built out", new government office activities will have to be accommodated in new buildings along the periphery of the core area. Expansion of existing landmark government office buildings is undesirable because it could harm the architectural integrity of the building and Center. Conversion of non-office Beaux Arts buildings to office use is, generally, inefficient due to the difficulty of creating office spaces in buildings with large halls and lobbies, tall ceilings and grand stairways. To accommodate efficient government office activities, consideration should be given to sensitive design and siting of new buildings along the periphery of the core area, rather than to the expansion, conversion or replacement of landmark public buildings within core area.

Policy 2

Relocate municipal government administrative activities from leased space in separate buildings to City-owned buildings in close proximity to City Hall to reduce long-term lease payment costs and inefficiencies related to employees and members of the public traveling to distant buildings.

Because the long-term leasing of privately-owned office space is not cost effective for the City, City agencies should be relocated from leased facilities to City-owned buildings in close proximity

to City Hall whenever possible. Funds used for lease payments should be re-allocated to meet lease-purchase or other debt service costs for the construction of publicly-owned office facilities. Although the magnitude of the present space needs may necessitate continued leasing into the future, leased facilities should be confined to short- or intermediate-term office use only, such as space for short-term grant-funded projects. Space for City agencies within these City-owned buildings should be organized into functional clusters. Agencies with frequent contact should share space within a functional cluster. The organization of space and agencies by functional cluster could minimize duplication of services and facilities, increase productivity of workers by creating efficient work spaces, improve electronic communication and record-keeping systems, and reduce travel time, and, in doing so, would maximize convenience and accessibility for the public.

Policy 3

Ensure the vitality of the Civic Center by locating and promoting a variety of diverse daytime and nighttime cultural facilities and activities within its area.

The Civic Center is a major cultural focus of the City. It enjoys a central place location, numerous public transit services, and is endowed with numerous handsome publicly and privately owned and operated cultural facilities. It should be further enhanced through the location and promotion in this area of complementary cultural facilities and activities such as museums, galleries, auditoriums, concert halls, theaters, libraries, archives and small live

performance venues including small theaters, cabarets, nightclubs and comedy clubs. Incorporating these activities within the Civic Center extends current government weekday activities into weekend and evening hours, increases the use and enjoyment of the area's public spaces and transit facilities, and adds to the safety and liveliness of the Center. Of particular importance is the provision of live performance facilities of varying sizes dedicated to showcasing the City's multi-cultural and cutting-edge arts groups. The Civic Center should feature year-round exhibitions and performances of a wide variety of cultural arts groups such that, on any given day, visitors to the City would be able to see a local multi-cultural performance or exhibition.

Policy 4

Design Civic Center buildings and open spaces to serve as public gathering spaces for ceremonial, cultural, recreational, political and other community activities.

The Civic Center is the functional center of Federal, State and Local legislative bodies in the City and serves as the symbolic gathering place for citizens promoting civic purposes or protesting legislative actions and/or processes. The Civic Center is the City's symbolic 'public' gathering space for parades, civic celebrations and festivals honoring history, culture and heroic actions and figures. Public open areas in the Civic Center should be designed and maintained to accommodate both passive and active individual use and intense community use for various civic events. These spaces should be retained

and improved to facilitate ceremonial and civic events appropriate to the Civic Center.

Policy 5

Promote the efficient and orderly expansion of day and nighttime educational institutions, particularly those related to the arts, law, judicial and legislative processes and public policy.

Educational institutions related to the area's primary government, judicial and cultural arts activities should be encouraged to locate and expand within the area. They should, however, design their programs to maximize the sharing of complementary resources, such as libraries, cafeterias and gymnasiums, and should maximize evening and weekend activities. Educational institutions should encourage workers and students to use transit and should, whenever possible, support affordable housing for workers and students.

Policy 6

Preserve existing affordable housing in the area and encourage the sensitive location of new housing of varying size, price and tenancy.

Housing for government workers, teachers, touring artists and arts presenters and students should be encouraged, particularly in mixed use developments along the periphery of the Center. The sensitive location of temporary shelters for the homeless, transitional housing for the formerly homeless, drug and alcohol rehabilitation board and care facilities, and short-term detention facilities for

incarcerated defendants associated with area court facilities should be facilitated.

Policy 7

Encourage privately-owned retail, eating and drinking, entertainment, recreation and personal service establishments to locate within the Civic Center and at strategic sites on the Center's periphery, particularly as the Center relates functionally to the Hayes Valley and Mid-Market neighborhoods.

The daily convenience and service needs of employees and visitors of various governmental agencies within the Civic Center require facilities such as deli's, restaurants, coffee houses, stationery stores, book stores, copy shops, news stands, video rental shops, gyms, and other specialty shops. Such establishments, in addition to fulfilling needs, add variety and interest to the Civic Center. Private business establishments, however, should not conflict with the principal public purposes of the Civic Center, and should be located on the periphery of the area or, where appropriate, within various public buildings. Sidewalk vendors selling food and beverages, newspapers, art, and shoe shines can provide convenient goods and services, safety and surveillance, and friendly information to tourists. Careful siting of these activities to create a dynamic street life while avoiding congestion, clutter, excessive noise and litter should be encouraged, particularly at night.

Policy 8

Encourage visual interest for pedestrians and pedestrian-interactive ground floor uses within existing historic buildings and in new buildings within the core area. In adaptive reuse of historic buildings, encourage the location of pedestrian-active uses on the ground floor, such as food service spaces, permit filing or records centers, government bookstores or other high volume activities. New buildings should be designed to promote pedestrian safety, interest and comfort.

The Beaux Arts style buildings were designed to inspire awe in the visitor. They are, indeed, elegant, awesome and formidable. Buildings feature grand entrances with elevation changes which emphasize a sense of grandeur. As intended, these design elements may trigger a human response of humility when entering these special places. Presently, the same buildings that delight and awe the visitor by day, may frighten them at night. Fortress-like openings, landscaped setbacks and metal grille work cast formidable shadows. Measures promoting a feeling of safety should be developed and implemented. As an example, lighting could be installed on existing historic buildings to emphasize elegant ornamentation and to illuminate "nooks and crannies". New buildings should be designed to maximize visual interaction between ground floor uses and the pedestrian.

ARCHITECTURE AND URBAN DESIGN

OBJECTIVE 2

Preserve and strengthen the urban form of the Civic Center to enhance its importance as the central place of government and a major cultural center in San Francisco.

The symbolic and ceremonial importance of major public buildings has traditionally been displayed in urban design and architecture. This is particularly true of the San Francisco Civic Center which brings together, in one setting, major governmental and cultural activities. These functions and buildings should continue to be treated in a way that emphasizes their symbolic civic and ceremonial importance to the community.

Policy 1

Protect and enhance view corridors to the Civic Center, especially to City Hall along Fulton Street both west and east of City Hall.

The symbolic importance of the Civic Center as the central place of government and cultural facilities in San Francisco depends to a large degree on its visibility and the visibility of its most prominent feature, City Hall. With the demolition of the Central Freeway, the unobstructed view to City Hall can again be appreciated from Alamo Square and Fulton Street. This strengthens the western approach to City Hall.

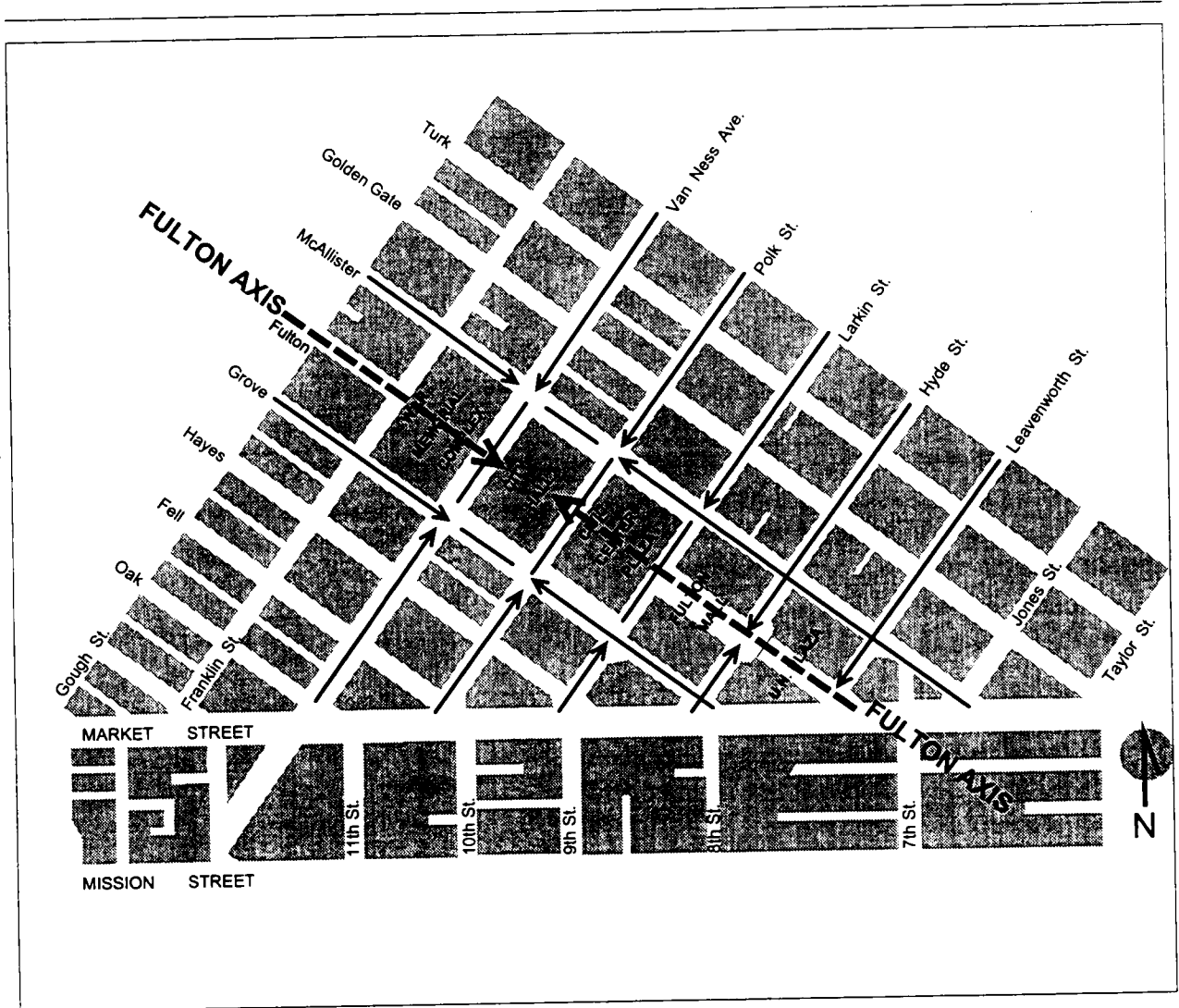
The major view corridor along the Fulton axis to City Hall should be unobstructed and clear from visual interference (Figure 2.6). Views within the Civic Center to the surrounding landmark buildings from streets and public open spaces should also be preserved. Overhead wires, projections from buildings, elevated freeways and pedestrian bridges should be avoided. Garage entrances and exits, ventilation shafts, kiosks, play equipment, vendor carts and/or planting material should be designed and sited to minimize potential view obstructions.



Fulton Street view to City Hall

Other view corridors to Civic Center are along Van Ness Avenue, and Polk, Larkin, Hyde, Leavenworth, McAllister, Hayes and Grove Streets. These view corridors offer partial views of Civic Center and should be protected from visual intrusion.

Views from the Civic Center to the surrounding areas are also of concern. The intersections of the north-south streets with Market Street mark



Civic Center Plan
Figure 2.6
Civic Center View Corridors

← View Corridors

the terminus of those streets and the edge of the Civic Center complex and require special urban design attention. The eastern gateway to Civic Center from Market Street at the United Nations Plaza particularly warrants a clearer definition and urban design consideration.

Policy 2

Promote harmony in building heights in the larger Civic Center area and maintain the predominance of City Hall in the core area.

In preserving the unique Beaux Arts composition of the Civic Center, height limits for new buildings and additions to existing buildings are of great importance. Buildings facing City Hall or fronting on Civic Center Plaza, Fulton Mall or United Nations Plaza should not exceed the height of the City Hall building base of 80 feet in height and should visually relate to its cornice line at 65 feet. (See pg. 44.) The City Hall dome with a height of 301 feet should remain the predominant visual element within the Center and from the major visual axes to the Civic Center. A second and third tier of increased heights may be appropriate at the periphery of the core area. However, the existing height of the 450 Golden Gate Avenue Federal Building or of the Fox Plaza Building should not serve as an acceptable norm to establish new building heights.

Buildings along the periphery of the Civic Center which exceed the height of core buildings (ranging from 70 to 90 feet), are visible from Civic Center Plaza, United Nations Plaza, Fulton Mall and

most streets in the area. The height, bulk, orientation and architectural treatment of these buildings are of utmost concern in maintaining and complementing the unique character of the Beaux Arts Civic Center.



View south along Van Ness from Golden Gate.

OBJECTIVE 3

Preserve and enhance the design of buildings and their spatial relationship within the Civic Center.

The Civic Center is designed in the Beaux Arts approach and style with City Hall as the prominent centerpiece and with a grand plaza framed by other monumental buildings. It is this style that gives the Civic Center its grandeur. The Beaux Arts style incorporates both neoclassical and American Renaissance styles of European architecture and the planning principles of the Beaux Arts school which emphasizes formal plan and composition of monumental buildings fronting on grand plazas, boulevards and public gathering spaces. The Center's visual image, sense of place, and civic

identity are based on the 1912 Plan developed under the leadership of Mayor Rolph by architects John Galen Howard, Frederick Meyer and John Reid.

Over time, the original design concept has been altered in several ways: certain building locations were changed within the plan, the Civic Center Plaza was redesigned and rebuilt, new functions were added, new buildings were erected. Many of these changes enhance the Civic Center in its function and identity as an important center of San Francisco. However, buildings added in the 1960's and 1970's reflect a different architectural character than the core historic buildings. More recent buildings complement the established character while also clearly being contemporary.

The collection of monumental buildings which comprise the core of the Civic Center are designed in a formal architectural style in the tradition of the Ecole des Beaux Arts. This design concept should be honored in all future work within the Center, as each building's design interacts with and contributes to the composition of the Center as a whole.

Policy 1

Maintain the formal architectural character of the Civic Center with City Hall as the prominent centerpiece.

The core of the Civic Center is comprised of Beaux Arts buildings of exceptional quality that establish the special character of the area and make it distinct from the rest of the city. City Hall is the focal

point of the Center and the most highly-rated architectural element. The overall effect of the Civic Center as a place depends on the adherence to major design elements and the relation of each building to the rest of the complex and especially to City Hall.

The siting of buildings in the Civic Center is based on the intent of showcasing City Hall as the centerpiece of the Civic Center. This is achieved by placing it prominently as the focal point of the Fulton axis, designing a grand ceremonial "forecourt" in the form of Civic Center Plaza, and creating generous, landscaped setbacks from the streets surrounding City Hall. Deep setbacks in front of the Civic Auditorium, the old and new libraries, and the State building at 350 McAllister visually enlarge the plaza in front of City Hall and increase its impressive appearance. The original design called for four strong corner buildings on the diagonals of the Civic Center Plaza to help define and articulate its form. The Public Health Building at Polk and Grove Streets is the only corner which is completed with an entrance at the corner and a chamfered building corner as designated in the 1912 plan. The remaining three corners (i.e. the NW corner of McAllister and Polk Streets, the NE corner of McAllister and Larkin Streets, and the privately owned SE corner at Grove and Larkin Streets) should be completed in the same manner with chamfered corner treatment and entrances at the corner instead of the middle of the block. The chamfered corners should not be substituted with convex corners or other forms of corner treatment.

Important design elements supporting the unity of the overall formal composition are the uniform height of cornice lines and overall building height, the tri-partite facade, the symmetrical arrangement of building openings, decorative elements, uniform color, and the consistent use of high quality materials.

New buildings should be designed to complement the Center's existing architectural character. Any elements which compete with the prominence of City Hall or distract from the unified composition of or design elements employed in the Beaux Arts buildings should be discouraged and avoided.

Policy 2

Complete the "frame" of buildings around Civic Center Plaza, United Nations Plaza, City Hall, and along the Fulton Street view axis with buildings matching in scale and architectural character the original Beaux Arts buildings.

The original formal composition of the Civic Center remains incomplete with several sites in the core area still not developed. Two major projects, the new Library and the City Civil Courts Building are in progress and will contribute to the visual unity of the Beaux Arts composition of the Civic Center. The remaining sites are the properties to the west of the Health Building on Grove Street at Van Ness Avenue; the property at the southeast corner of Larkin and Grove Streets (Wells Fargo Bank); the City's Steam Heat Power House at the northeast corner of Larkin

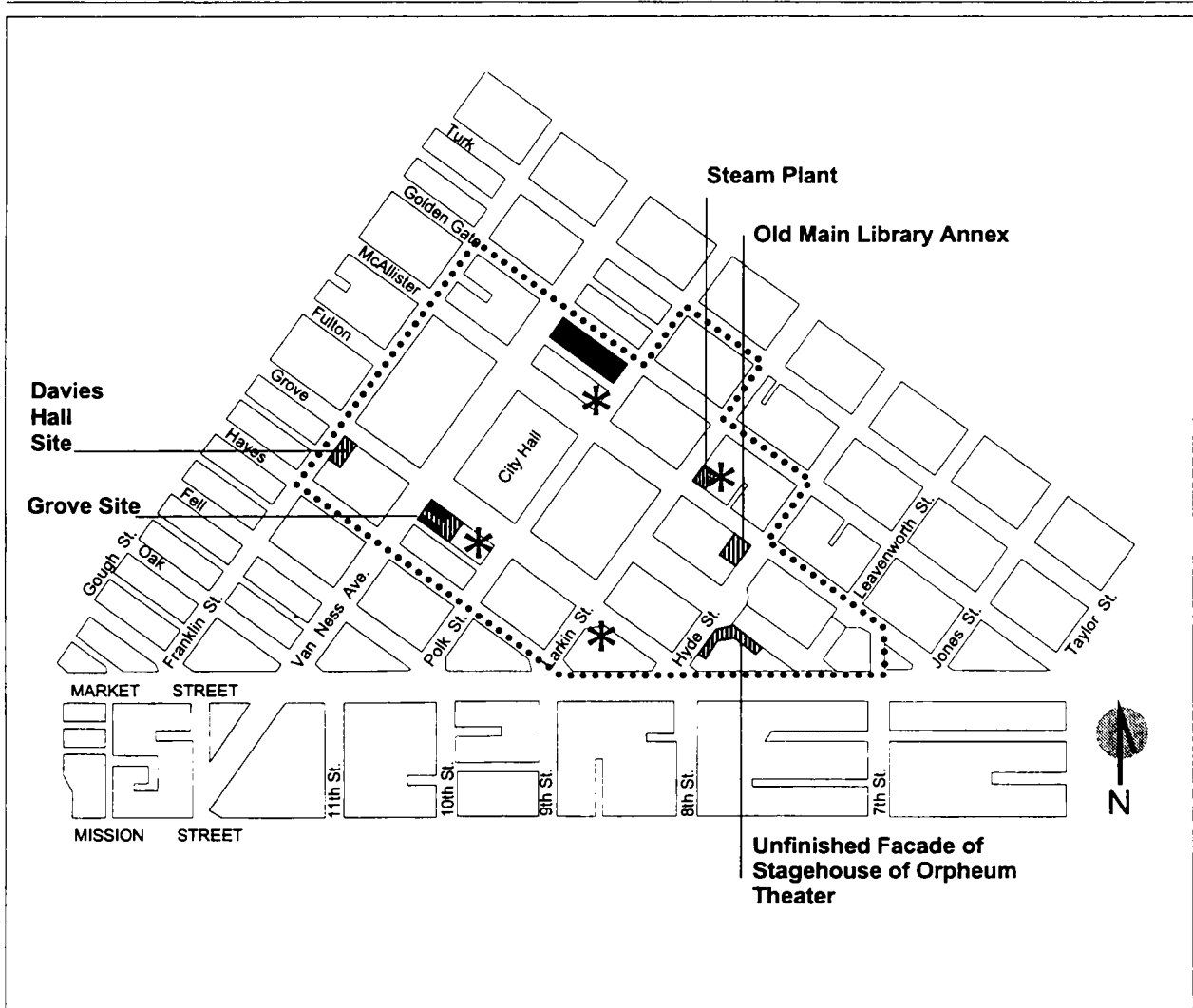
and McAllister Streets and the northwest corner of Davies Hall. These sites offer a major challenge to complete the original concept and to strengthen the image of the Civic Center. (Figure 2.7).

Another incomplete part of Civic Center is the unfinished facade of the stagehouse of the Orpheum Theater. Possible alternatives to complete the facade are to attach a stone facade, attach a trellis to the unfinished wall, or a painted facade (tromp l'oeil). All were previously proposed to be designed in the neo-classical style of the Federal Building. However, as the new Library with a deconstructivist facade across from the Orpheum Theater is under construction, it may be appropriate to reconsider the style of the Orpheum stagehouse facade after completion of the new Library.

Policy 3

Ensure that new buildings are compatible with the architectural character of the Civic Center and incorporate major common design elements. Adhere to architectural design guidelines that build on the characteristics of the core Beaux Arts buildings.





New development in the core area (i.e. sites facing City Hall, fronting on Civic Center Plaza or Fulton Street between Market and Franklin Streets) should complement the Beaux Arts composition of the Civic Center and be compatible with the established neo-classical architecture of core buildings including City Hall, the State Building at 350 McAllister Street, the Health Building at 101 Grove Street, and the old Library.



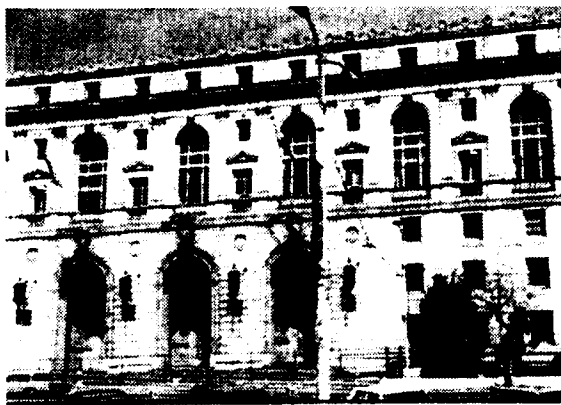
Civic Center Plan

Figure 2.7

Potential Development Sites to Complete the
"Frame" around City Hall.

-  City Owned Potential Development Site
-  Privately Owned Expansion Site Recommended for Acquisition
-  Core Area Boundary Line
-  Chamfered Corners

The architectural treatment of new buildings should be compatible with the Beaux Arts facades. The important elements are a plinth that accommodates the natural slope of the lot, a rusticated base with recessed openings, a "piano nobile" with vertically oriented solids and arched openings, a cornice line at about 65 feet in height relating to the cornice line of City Hall, an attic with a nondirectional pattern, and, in some cases, a recessed mansard roof to mask stair, elevator and utility extensions or an additional partial story. Except for the corner buildings, the main building entrance should be centrally located in the middle of the building and may be accentuated by monumental stairs. Architectural design guidelines for buildings in the Civic Center provide more detail and are included on pages 38 to 50 of this report.



State Courthouse at 350 McAllister Street.

Materials for new buildings and building additions should be similar in nobility, color and relief as those of adjacent core buildings. The

buildings are generally a light gray granite, terracotta or high quality concrete.

Buildings outside the core area should also be compatible in design but do not need to adhere as closely to design features such as height, massing, setbacks, facade design, ornamentation and materials. However, it is important that parts of buildings visible from Civic Center Plaza, the United Nations Plaza, City Hall, or Fulton Street between Market and Gough Streets do not compete with nor distract from the architectural character of the core buildings.

Architectural design excellence is strongly encouraged for both core area and peripheral sites.

Policy 4

Preserve historic Civic Center buildings and restore them in a manner which retains the buildings' established architectural style and contribution to the Beaux Arts composition of the Civic Center complex while insuring flexibility for adaptive reuse. Apply nationally and locally established standards for the treatment of historic properties in alterations of and additions to these buildings.

The significance of the Civic Center as a historic resource has been recognized in its designation as a National Historic Landmark District, the highest placement, as well as a Historic District on the National Register of Historic Places. The national designations recognize that certain properties within the District are worthy of special treatment. Planned alterations or additions to buildings within the District which involve federal funds require compli-

ance with the U.S. Secretary of the Interior's Standards for the Treatment of Historic Properties.

The designation of the area as the Civic Center Historic District would require building permit applications under the jurisdiction of the City and County of San Francisco be subject to the provisions of Article 10 of the Planning Code. Each building within the District is designated as contributory, contributory/alterd or noncontributory and is subject to certain procedures and standards intended to protect and preserve the unique character of the Civic Center. Some buildings within the historic district do not contribute to the original plan in their siting, architecture, or detailing. Such buildings should be favorably considered for replacement with structures designed to complete and complement the original Civic Center Plan.

Policy 5

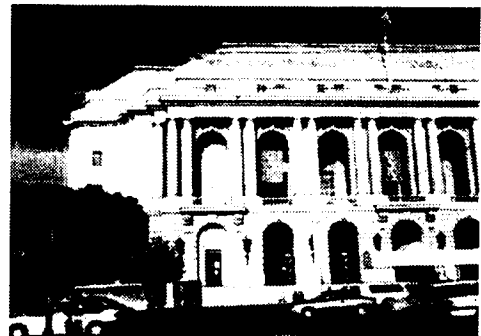
Encourage the selective use of signs and banners attached to buildings. Their design should be respectful of the architectural style of the building they are attached to.

Signs are important elements in the urban environment and are necessary to inform visitors of activities in the buildings to which they are attached. Signs should not distract from nor compete with the architectural character of the building or area and should be designed to complement the building design while providing necessary information. Existing signs on historic buildings are generally of

utmost restraint as to their size, color, contents and lettering. New signs should follow these examples and special attention should be paid to the size, material, type of lettering and illumination.

Banners attached to buildings should be subject to the same policy and guidelines as those attached to utility poles.

General advertising signs and flashing and/or mechanical moving signs are not appropriate.



Opera House

CIVIC CENTER ARCHITECTURAL DESIGN GUIDELINES



PURPOSE

The San Francisco Civic Center is an exemplary Beaux Arts complex deserving to be preserved and enhanced in its unique architectural and urban design character. In the future, several vacant sites may be developed and buildings not consistent with the Beaux Arts style may be redeveloped which offers an opportunity to complete the Civic Center as originally intended.

The purpose of these architectural design guidelines is to direct development of new buildings or alterations of existing buildings to complement the Beaux Arts Civic Center, this distinguished district in San Francisco. They are intended to further design excellence, creative architectural solutions, compatibility with the existing Beaux Arts buildings, and to avoid mere imitation or mimicry of historic buildings.

The architectural design guidelines focus on architecture and urban design issues, the physical form and character of buildings, and their interrelation, and not on uses of buildings. Land use is addressed in Objective 1 of the Civic Center Plan. Urban design guidelines which address the streetscape and open space in the Civic Center will be published separately.

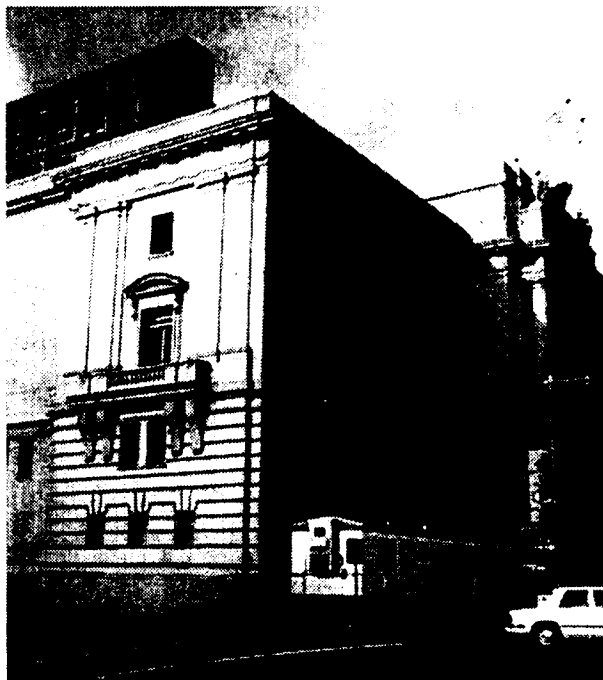
The guidelines are to be used by government agencies and private property owners in designing buildings, and by local, state and federal government agencies in reviewing permit applications for new buildings and alterations. As the City and County of San Francisco does not have jurisdiction over State and Federal property in the city, agreement on these guidelines by State and Federal agencies as well as by municipal agencies (such as the Art Commission, City Planning Commission, Bureau of Architecture, Bureau of Building Inspection, and others) is essential for their effectiveness.

These guidelines complement, and do not supersede, Master Plan policies, especially those of the Civic Center Plan and the Urban Design Element. Requirements of any other Federal, State or local legislation (for example the Americans with Disabilities Act, Secretary of the Interior's Standards for the Treatment of Historic Properties, Title 24 of the California Building Code, and the San Francisco Building Code) need to be implemented in conjunction with the design guidelines.

CIVIC CENTER ARCHITECTURAL DESIGN GUIDELINES

SCOPE

The area to which the guidelines are proposed to apply is shown in Figure 2.8. Also shown are street frontages with primary facades and secondary facades. Primary facades are those of City Hall, those facing City Hall, Civic Center Plaza, Fulton Mall and Memorial Court, and their respective returns (i.e. the continuation of the facade around the building corner for the length of one bay or to the center of the "side" facade as shown on the photo below.) Of special importance in the Beaux Arts plan of the Civic Center are the corner lots on the diagonals of the plaza with chamfered corner designs; these are also primary facades. (See Figure 2.7.)



Civic Auditorium, Return Facade

A secondary facade designation is given to the rear walls of buildings with primary facades and their respective returns. It is also assigned to those facades which exceed the height of the primary buildings and can be seen from Civic Center Plaza or Fulton Mall/Street/Memorial Courtyard. Areas of concern are properties to the north, northwest, and southwest of City Hall with 130 feet height limits, and to the south with height limits ranging from 120 feet to 160 and 200 feet. Figure 1.5 shows the height districts in the Civic Center and its surroundings.

CIVIC CENTER ARCHITECTURAL DESIGN GUIDELINES

DESIGN GUIDELINES FOR PRIMARY FACADES

The core of the Civic Center complex is comprised of monumental public buildings designed in distinct variations of the Beaux Arts style and arranged around a grand plaza with City Hall as the prominent centerpiece. The significance of this complex is based on the relationship of these buildings to City Hall, to each other and to the Plaza.

The buildings have several design elements in common, including: overall height and massing; classical facade organization of horizontal bands with vertical elements; symmetrical, balanced facades with harmonious fenestration; fine quality decorative elements; and similar color and texture of materials. However, there are also differences in the architectural design of these buildings as the Beaux Arts approach is not a uniform style and it allowed individual interpretation and expression of classical architecture. In addition, the Beaux Arts buildings in the Civic Center were designed by different architects over a span of two decades. Examples of the differences in architecture are the heights of the horizontal bands – plinth, base, shaft or piano nobile, capital or attic, and mansard roof. On most buildings, the shaft or piano nobile is crowned by a heavy cornice, but on the Main Library, the cornice is placed above the attic.

In 1987, the Urban Design Committee of the American Institute of Architects San Francisco Chapter, in conjunction with the San Francisco Department of City Planning and the Civic Design Committee of the San Francisco Arts Commission, undertook an analysis of building elements which was published in a report titled "The San Francisco Civic Center: A Study in Urban Form." This report contains many measurements and calculations of elements of the facade such as the height ranges of horizontal zones, the depth of voids in the facade and the percentage of openings of the whole planar surface. These figures are useful for general reference. In designing a building, reference should be made to adjacent Beaux Arts buildings with the goal of establishing compatibility with the existing architectural character.

CIVIC CENTER ARCHITECTURAL DESIGN GUIDELINES

For the design of new buildings or additions to buildings, it is necessary to visually analyze Beaux Arts buildings next to or in the same view plane as the subject building and to creatively transpose their patterns into a contemporary, high quality design which enhances the Civic Center complex and does not distract from the predominance of City Hall.

An analysis of the "opposite" building along the Fulton axis will also be useful. Photographs of adjacent facades will be helpful but do not replace on-site observation and measurement, especially of the depth of recesses and projections in the facades, rhythm and building massing. The City's Bureau of Architecture has plans and elevations of many buildings in the Civic Center. Additional information can be found in the Historic Structures Reports/Building Evaluation Reports for several of the core buildings prepared by Carey and Company, and in reports for designations as San Francisco Landmarks, National Historic District, Historic District on the National Register of Historic Places, and San Francisco Historic District.

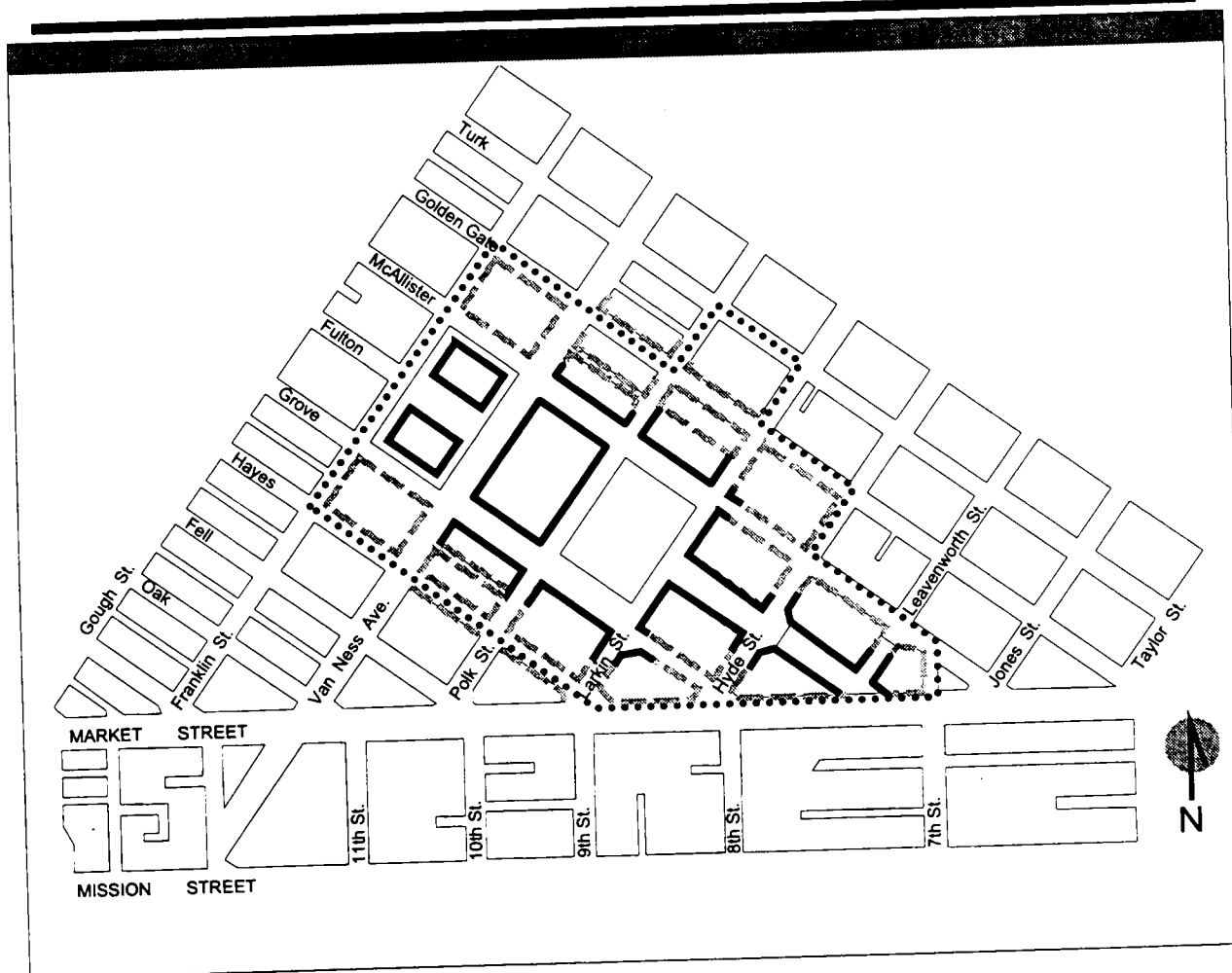
In designing additions to buildings with primary facades, the Secretary of the Interior's Standards for the Treatment of Historic Properties should be followed. Standard #9 for Rehabilitation is of particular importance:

"...The new work shall be differentiated from the old and shall be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment."

A proposed addition to a Beaux Arts building should integrate its major design elements in a contemporary approach and avoid imitation of historic features. The project should be differentiated from, but respectful of and complementary to the historic buildings and harmonious with the overall architectural character of the Civic Center.

More specifically, the design elements to consider in the visual analysis and design of a building are: Siting and Setbacks; Height and Bulk; Facade and Openings; Materials and Color; and Signage.

CIVIC CENTER ARCHITECTURAL DESIGN GUIDELINES



Civic Center Plan

Figure 2.8

Primary and Secondary Facades in the Civic Center Area

- Primary Facade**
- Secondary Facade**
- Core Area Boundary**

CIVIC CENTER ARCHITECTURAL DESIGN GUIDELINES

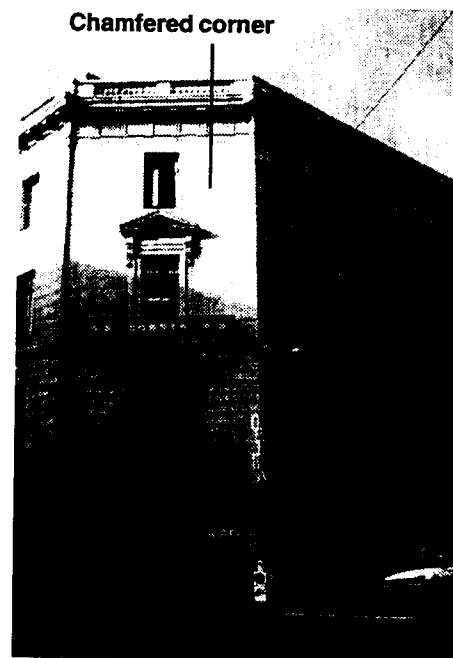
1. SITING AND SETBACKS OF BUILDINGS

In the Civic Center, the siting of buildings and their setbacks from the front property line are essential elements of the original Civic Center plan. The predominance of City Hall in the Civic Center is emphasized through generous landscaped setbacks on all four sides. (Figure 2.9). In addition to City Hall, the grand plaza is framed by three monumental buildings (State Building, Old Main Library and Civic Auditorium) which are set back from the property line thus making the plaza appear larger. Fulton Mall, between Leavenworth and Larkin Streets, is strongly defined by the deep setbacks of the abutting buildings. The War Memorial Veterans Building and Opera House feature deep setbacks on all street frontages and along the Fulton axis to provide space for the Memorial Court. The 1976 elimination of the rear setback of the Opera House should be considered an exception. Most other nearby buildings, especially those north and south of City Hall, do not have any setbacks and are built to the property line. This pattern should be maintained.

Existing setbacks, or lack thereof, should be respected by new buildings and additions to existing buildings. Encroachments of buildings into the setback area should not be permitted.

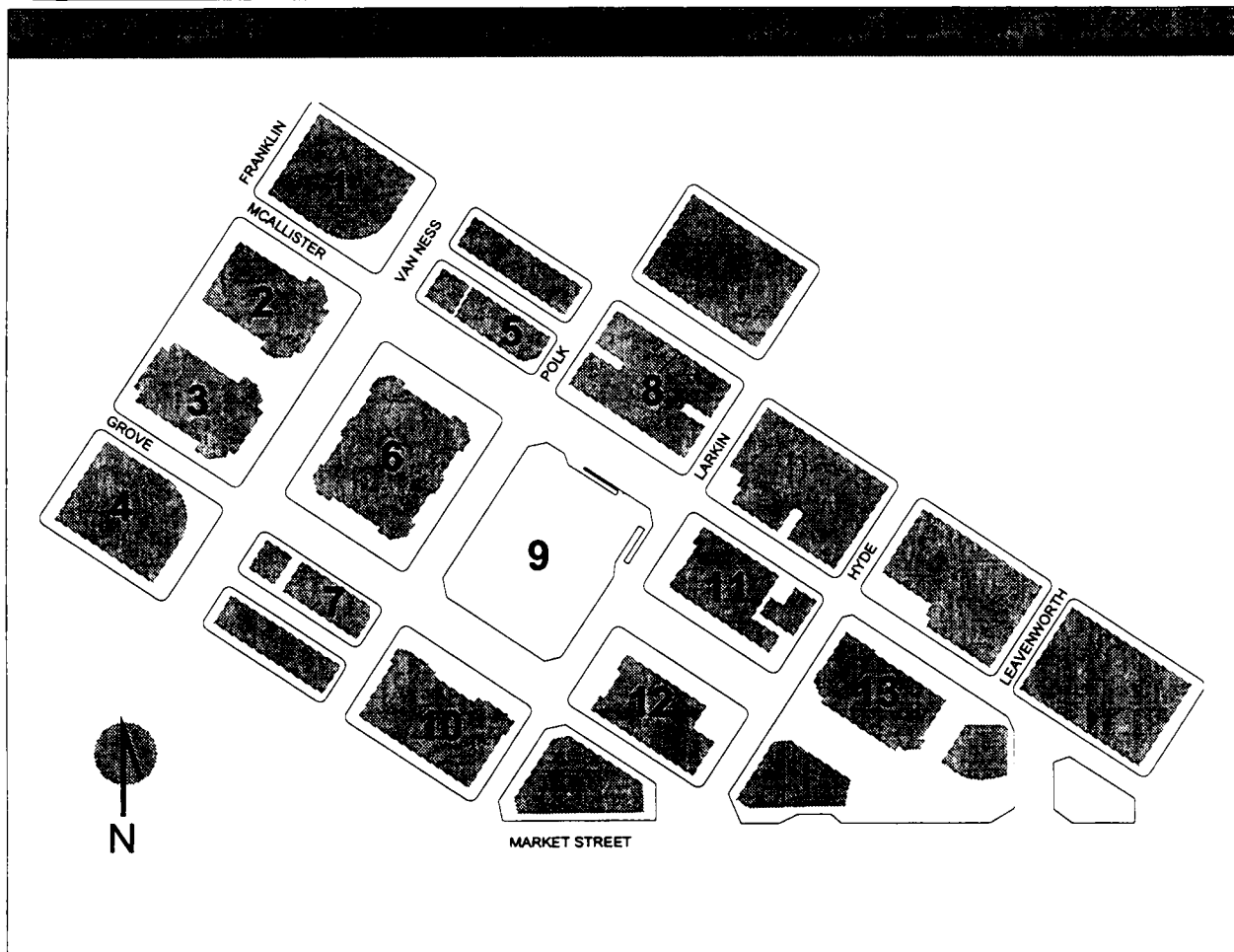
Special attention is required for the four corner buildings on the diagonals of Civic Center Plaza. The 1912 Civic Center Plan provides for these buildings to have chamfered corners and entrances at the corner instead of in the center of the facade.

The chamfered building corners should not be substituted with convex corners or any other corner treatment as this would defeat the intended effect of providing a strong definition of the Plaza.



101 Grove Street

CIVIC CENTER ARCHITECTURAL DESIGN GUIDELINES



Civic Center Plan

Figure 2.9

Setbacks in the Civic Center Area

- | | |
|------------------------------------|------------------------------------|
| 1. State PUC Office Building | 8. California State Building |
| 2. War Memorial Veteran's Building | 9. Civic Center Plaza |
| 3. Opera House | 10. Civic Auditorium |
| 4. Davies Symphony Hall | 11. Old Main Library |
| 5. New Courts Building Site | 12. New Main Library |
| 6. City Hall | 13. 50 U.N. Plaza Federal Building |
| 7. Department of Public Health | |

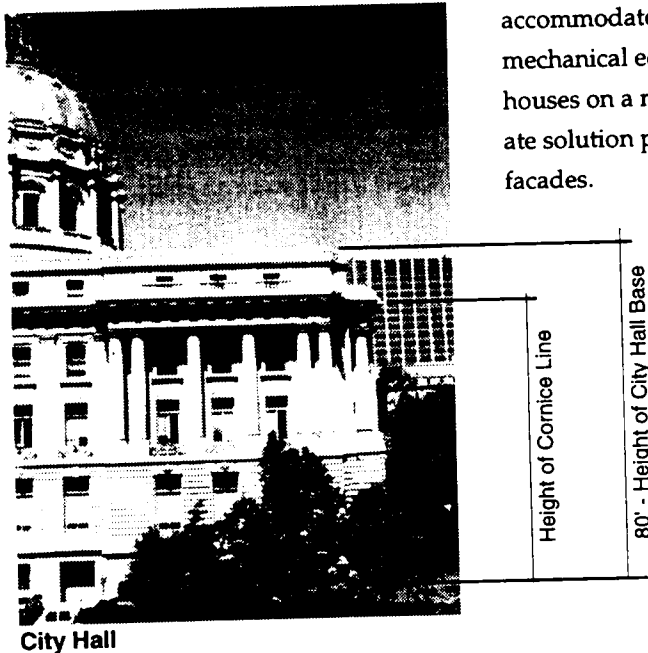
CIVIC CENTER ARCHITECTURAL DESIGN GUIDELINES

2. HEIGHT AND BULK

In promoting compatibility with the existing architectural character of the Civic Center, building height and bulk are significant design elements. However, they are also most likely subject to development pressures as they determine the size of a building and the amount of floor space to be accommodated therein.

To honor the integrity of the original plan and preserve the predominance of City Hall in the Civic Center complex, the height of the base or office wing of City Hall (about 80 feet) needs to be maintained as the standard for other building heights. The height of the cornice line of City Hall (about 65 feet) is another important visual reference point to be respected.

In some cases, it may be necessary to accommodate an additional story or to hide mechanical equipment, stair or elevator pent-houses on a roof. Mansard roofs are an appropriate solution provided they are setback from the facades.



CIVIC CENTER ARCHITECTURAL DESIGN GUIDELINES

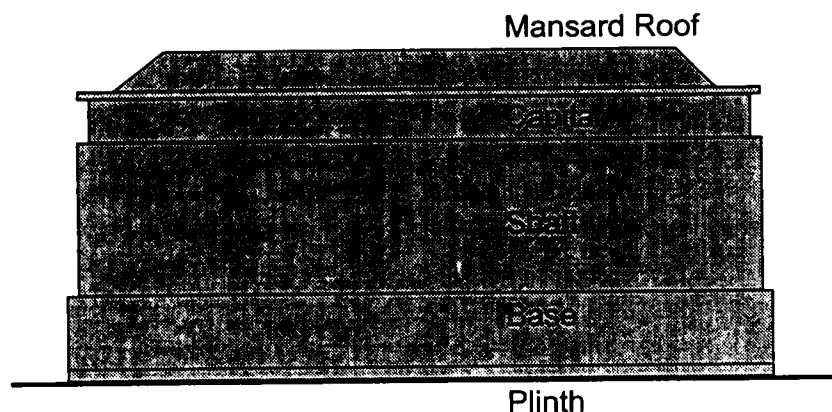
3. FACADE AND OPENINGS

The historic Beaux Arts buildings in the Civic Center share similar treatment of the facades with a vertical and horizontal tripartition, symmetry, arched entry and window forms, and decorative elements. These elements work in concert lending the Civic Center its distinguished character.

The three major horizontal elements of the facades are arranged over a plinth which accommodates the slope of the lot. They are:

- a rusticated base containing two or three stories which are indicated by rows of punched windows and often arched entry ways;
- a shaft or piano nobile, two to three stories in height, in the grand order of vertically-proportioned elements, and crowned by a heavy cornice;
- a capital or attic, one story high, with punched windows.

Several buildings also have skylights or a mansard roof which are set back from the facade.



CIVIC CENTER ARCHITECTURAL DESIGN GUIDELINES



Old Main Library



City Hall

Symmetry of massing, in the classical style, is provided by corner pavilions and axial entrances. Often above an elegant flight of stairs, the entrances are often elaborately designed with three or more decorated doorways and beautiful bronze doors.

Among the most often used decorative elements which enrich, define, and modulate the horizontal and vertical scale, are single or paired columns, pilasters, cornices, belt lines, pediments, and balustrades. Other visual enrichments are decorative metal screens over large windows, stone or metal railings, light fixtures, and cast-stone statuary.

The sculptural depth of the facades and the richness of decorative elements varies from building to building and is generally strongest in ceremonial and cultural public buildings than in government office buildings.

The pedestrian experience is of great importance and requires special attention and imagination in order to make the area pleasing, attractive and safe. Where no



Federal Office 50 U.N. Plaza

CIVIC CENTER ARCHITECTURAL DESIGN GUIDELINES

landscaped setbacks are required and facades border directly on the sidewalk, visual interest should be created at the pedestrian level and blank walls avoided. This may be achieved through articulation of the walls which is consistent with the overall facade organization, including rustication and other detailing, recesses in the depth of the facade, windows at the pedestrian level which allow views of the interior, lighting, stairs, retaining walls offering seating, and perhaps limited retail or similar uses.

When a landscaped setback is required, planting should be designed with attention to pedestrian safety and in a formal and dignified manner enhancing the Beaux Arts architecture and public space.

4. MATERIALS AND COLOR

The visual unity of the Civic Center is strongly supported by the uniform appearance and color of its materials. The older buildings are generally built in gray Raymond granite. In the buildings of the 1930's, terracotta simulating Raymond granite was used in some cases, such as the War Memorial Veterans Building and Opera House. In more recent buildings, light gray, high quality precast concrete is used successfully.

For new construction, these materials are appropriate if they maintain the light gray color, high quality surface finish, and appearance of substantial mass.

Materials to be considered for ornamentation or detailing are wood or bronze doors, wood or metal sashes, metal screens over windows, clear glazing, copper or other metals for visible roof elements. Materials such as granite, copper, bronze are costly yet they should be used so that new buildings contribute to the overall quality of the Civic Center complex.

3 MARKET STREET
CULTURAL CORRIDOR

5 SOUTH VAN NESS

CIVIC CENTER ARCHITECTURAL DESIGN GUIDELINES

5. SIGNAGE

Signage on the historic Civic Center buildings is subdued and elegant. It includes bronze plaques or letters, signage directly incised in granite or concrete, gold lettering on glass entry ways, and relief emblems.

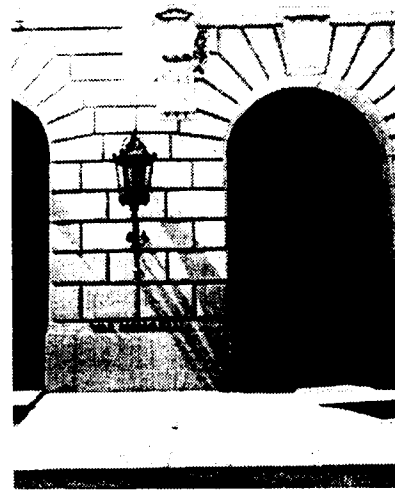
New signage should be restrained in size, color and style. It should be designed with the goal of complementing and not distracting from the architectural character.

Marquees with signage, as on the Civic Auditorium and Davies Symphony Hall, should only be permitted for these special and similar uses and should be designed to integrate in the building design.

Attaching banners to buildings to advertise exhibitions or public events has become accepted. Recently, banners were hung in large numbers from utility poles in the public right of way as well as from public buildings. Although most of the banners were well designed, more is not always better, and a program coordinating banners in the Civic Center area can help to increase their effectiveness.



City Hall



War Memorial Building

CIVIC CENTER ARCHITECTURAL DESIGN GUIDELINES

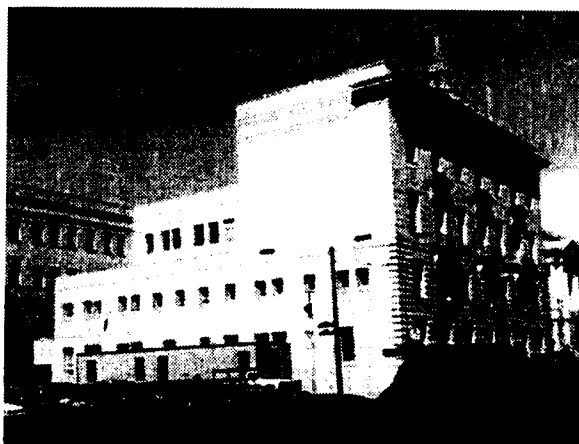
**GUIDELINES FOR
SECONDARY FACADES**

Secondary facades, as shown on Figure 2.8, are the rear facades and their respective returns of buildings with primary facades, and those facades which exceed the height of the primary buildings and can be seen from Civic Center Plaza or Fulton Mall/Fulton Street/Memorial Court.

Several historic buildings (Old Main Library, Civic Auditorium, Department of Public Health) have rear and side facades in a simpler, less elaborate and more functional design and are built in either granite or grey or yellow industrial brick. Other buildings, such as City Hall, War Memorial Veterans Building, Opera House and the Federal Building (50 Fulton Street), are designed with formal facades all around. Either approach is permissible for new buildings in the Civic Center. However, since the secondary facades are likely to be the interface between the Civic Center district and surrounding neighborhoods, they should be inviting and less formal than the primary facades. Yet they should also be of high architectural quality, respectful and deferential to surrounding historical buildings and neighborhood character, and should not compete with City Hall.

Secondary facades which exceed the height of primary buildings and can be viewed from Civic Center Plaza or Fulton Mall, should serve as a background to the rich and monumental Beaux Arts architecture of the Civic Center complex. Any eye-catching features which would compete with City Hall or distract from the architectural character of the Civic Center should be avoided.

The mass of the building as permitted by the height limits and lot size should be visually and/or physically reduced so as not to overpower the historic buildings. The height should be contained within a 20° view angle measured from the centerline of the Fulton axis. (See Figure 2.6). The design should support the symmetry of the historic buildings, and feature materials of similar colors and textures.



Department of Public Health, Secondary Facade

OPEN SPACE AND STREETSCAPE TREATMENTS

OBJECTIVE 4

Maintain streets and public open spaces within the Civic Center for the use and enjoyment of the public and to emphasize the Center's monumental architecture.

Civic Center Plaza, the streets, and other open spaces within the Civic Center are an important component of the Civic Center's composition. They provide spacing between the buildings and create the grand setting for the entire complex. By providing locations from which to view the surrounding monumental architecture, these open spaces act as "forecourts" to the buildings, and create the major view corridors of the Civic Center complex. (See Figure 2.6).

The primary open spaces of the Civic Center include: Civic Center Plaza; the Fulton Street Mall; United Nations Plaza; and the War Memorial Court. (See Figure 2.10). The primary streets include those which face Civic Center Plaza and the core Civic Center buildings.

In many ways Civic Center Plaza is the heart of Civic Center in the minds of many San Franciscans. San Francisco's most important government and civic buildings surround the Plaza: City Hall with its magnificent dome; the State Building on McAllister Street; Civic Auditorium and the Health Department building on Grove Street; the Old Main Library; and the New Main Library under construction.

Civic Center Plaza and the other open spaces within the Civic Center complex are utilized in many ways. They are visited by Federal, State, City workers, and other nearby office workers to brown bag lunch, as well as national and international tourists. People visiting the area's many cultural facilities, attending performances and other events in the Center may walk through Civic Center Plaza, and other nearby open spaces. In addition, many large public gatherings and demonstrations, marches, rallies, and parades take place at Civic Center open spaces. Indeed, Civic Center Plaza's location at the base of City Hall makes it the focal point for many, if not most, of the political demonstrations and events aimed at City government.

The roadways and landscaped building setbacks frame visual axes which allow visitors and residents alike to view the Civic Center and its Beaux Arts buildings from good vantage points. The landscaped setbacks, open spaces and roadways within the Civic Center should be retained to provide access to Civic Center buildings for office workers, residents, and tourists, and to accommodate the area's many rallies and demonstrations, as well as marches and parades.

Policy 1

Design Civic Center open spaces to serve as public gathering places for ceremonial, cultural, and other community activities.

Civic Center Plaza and the area's other open spaces provide the location for a wide variety of ceremonial, cultural, political, and other community

activities to take place. The design of these spaces makes them more (or less) successful to serve this purpose.

United Nations Plaza is rather informal, with brick paving and a large fountain. The fountain, sited off-center, is composed of massive granite blocks and has many water jets; torrents of water arc through the air.

The design of Fulton Mall is more formal, with symmetrically placed rows of trees, light standards, broad lawns, and benches.

With the construction of Brooks Hall and an underground parking garage in 1956, Civic Center Plaza was redesigned with a formal site plan which includes broad paved areas, four groupings of trees surrounding lawn areas, and a large central reflecting pool bordered on each side by three rows of pollarded trees which divide the plaza into north and south. The Plaza now has stairwells, an elevator pavilion, and air vent structures above grade constructed in 1956 to serve the underground facilities.

The War Memorial Court, located between the Opera House and the War Memorial Veterans' Building on Van Ness Avenue, is perhaps the most successful of Civic Center's open spaces. This small formal court contains a broad lawn, neatly clipped hedges and ground cover, and pollarded trees which surround a pedestrian walkway. Views of City Hall, framed by decorative gates, are a prominent feature from the Court.

Civic Center Plaza has been used as the site for many political rallies and ceremonial civic events, as well as for art shows, carnivals, and other events that appeal to San Francisco's demographically

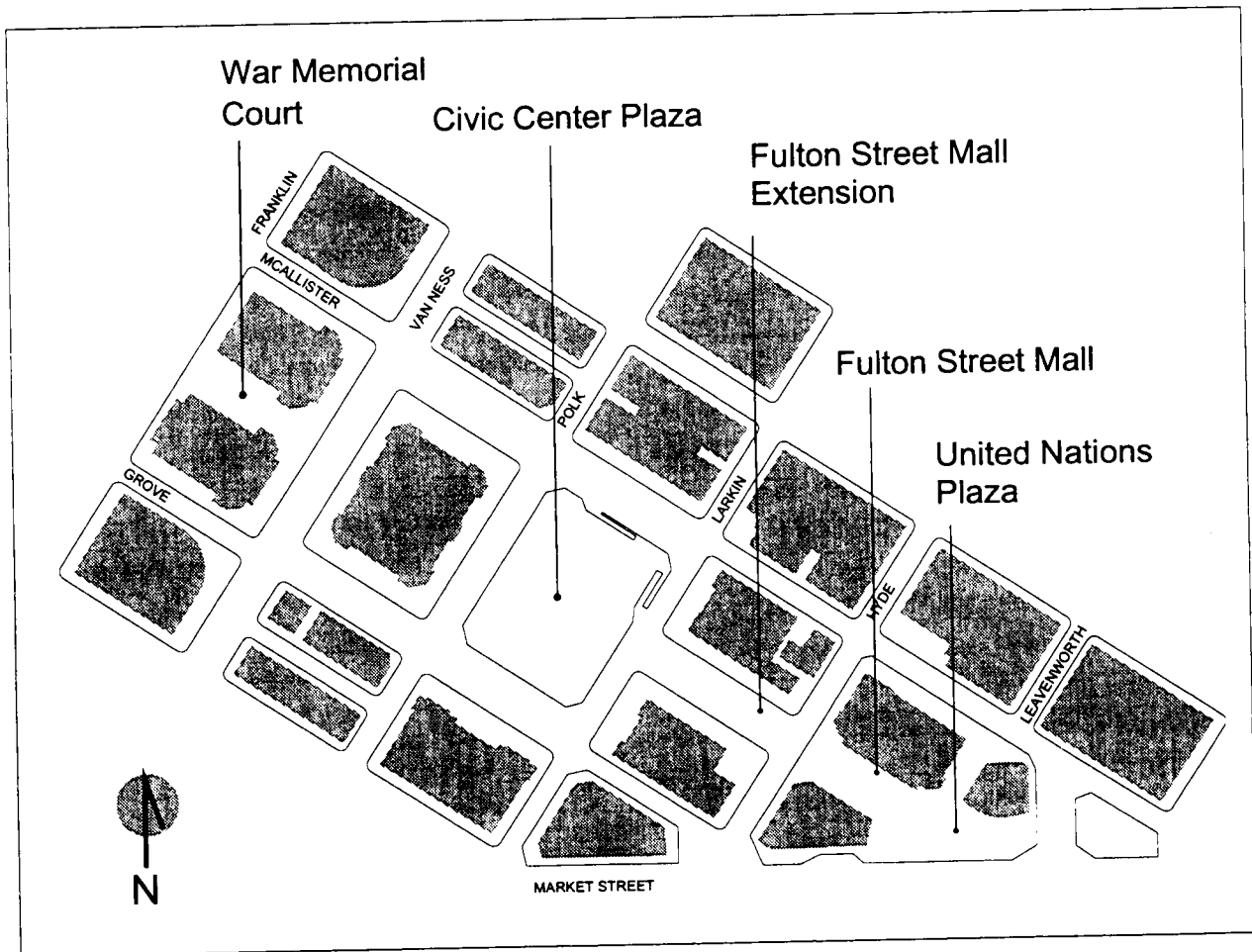
diverse population. The War Memorial Court, as well as the Plaza, is often used by nearby office workers and visitors as a place for a brown bag lunch. The court, as well as other Civic Center open spaces, also serves as the site for many cultural and social events related to the Opera, Symphony, and Ballet. The area also serves as the scenic backdrop for many tourist photographs, and professional film and video productions.

Market Street, United Nations Plaza, and the Fulton Mall are regularly used as the route for many parades, marches, and demonstrations which often terminate at the Civic Center Plaza or the steps of City Hall. The State PUC building courtyard and steps on Van Ness Avenue also is often the site of demonstrations to the State's elected officials. Similarly, the Federal Building plaza on Golden Gate Avenue is the site for public demonstrations about national issues.

The City should encourage continued use of Civic Center Plaza and other open spaces in the Center as the sites where people can gather and demonstrate their political concerns and desires, as well as to enjoy cultural events and activities. Some of the open spaces could be redesigned to better serve the diverse uses which the spaces accommodate, and better reflect the Civic Center Beaux Arts style.

Policy 2

Enhance the definition of the Civic Center as a special district by using a distinct streetscape design appropriate to the Beaux Arts buildings. Develop Design Guidelines for landscaping, pavement, street



Civic Center Plan
Figure 2.10
Civic Center Open Spaces

lighting, public signs and street furniture for the Civic Center complex.

San Francisco's Civic Center Complex is one of the nation's most complete collections of Beaux Arts buildings set in a formal plan. However, the streetscapes within the Civic Center do little to enhance the district. Design guidelines should be developed for all streets within the complex. Application of the guidelines by private developers and City agencies would strengthen and enhance the Civic Center. The City should investigate developing a design and development program to fully fund implementation of the guidelines.

The streetscape design guidelines should cover the following elements: street, sidewalk and curb design, street trees, street lamps and other lighting, signage, waste receptacles, the location, design and maintenance of public toilets, news racks, kiosks, and bus shelters. In addition, the guidelines should cover siting, design, and maintenance of food vendor carts, seating, and other streetscape elements.

Policy 3

Encourage the selective use of directional signs and banners. Their design should respect the character of the Civic Center.

Banners are attractive elements in the streetscape and may be used in the Civic Center to draw attention to public events, demarcate the district and add color and visual interest. Banners may advertise an event but not any business or

product. If the sponsor of an event needs to be mentioned, the writing or logo should be restricted to less than 15% of the area of the banner. As indiscriminately employed banners may diminish their positive impact, guidelines should be developed and agreed upon by the involved agencies to address the authorization procedures, appropriate size and design, location on buildings or utility poles, duration of exposure, and other technical details of their installation.

Directional signage, in several languages or easily understandable symbols, announcing public places and events should be designed and located in such a way as to maximize convenience to the public while maintaining the visual integrity of the architectural characteristics of the Civic Center. Public service announcements could be placed at transit shelters, public restrooms or news racks and should be avoided in parks, plazas and on public buildings.

Traffic signs provide important information to drivers, cyclists and pedestrians. However, as an overload of information diminishes its effectiveness, traffic signs should be placed selectively.

Policy 4

Develop a new design for the Civic Center Plaza based on the principles of the 1912 design plan and considering contemporary needs.

The original design concept of Civic Center Plaza by A. L. Warswick created a formal landscape in the classic tradition. Along the Fulton axis, a central space emphasized the approach to City Hall

and provided a large gathering space. The design elements of the wide open plaza included two large round fountains, formal landscaping in the form of lawns and flower beds, and decorative paving. The Plaza was framed by long row of dense trees along most of the perimeter. The four corners of the Plaza were accentuated by circular design of the sidewalks and chamfered corners of the four buildings on the diagonal corners. (See Figure 2.11).

The design of the Plaza has changed over time. In 1956, the original 1912 Plaza was demolished to accommodate construction of the underground Brooks Hall exhibition facility and Civic Center parking garage. The redesigned plaza includes a long east-west reflecting pool which divides it in two and makes it less effective for large public gatherings. Each of the two areas is further broken up into lawn areas and four areas planted with dense trees intended to act as windbreaks. The design also had to accommodate air vent structures, stairwells, an entrance pavilion and vehicular access ramps on McAllister, Larkin and Fulton Streets. These elements affect the design and use of Civic Center Plaza. In addition, in 1994, a temporary children's play area was installed in the northeast quadrant of the Plaza and is used by several child care providers and individual families during daylight hours.

Civic Center Plaza should be redesigned to eliminate or minimize the impact of these changes on the use of the Plaza and to better serve as a public gathering place. The Plaza should better accommodate large citywide cultural, political and civic

events, as well as smaller groups and individuals. The design of the Plaza should be based on the historic 1912 plan and provide a layout which better accommodates desired pedestrian travel patterns. (See Figure 2.12).

Policy 5

Restore the original intersection design concept for each of the four corners of the Civic Center Plaza.

The 1912 Civic Center Master Plan proposed a special design treatment at the four corner intersections of Civic Center Plaza. The original design proposed circular intersections at the four corners. A plan should be developed recalling the original plan, and using materials appropriate to the setting.

Policy 6

Redesign the United Nations Plaza as a primary "Gateway" to Civic Center, a major connection to Market Street and starting point of the axis along the Fulton Street Mall to the Civic Center.

The primary entrance to the Civic Center from Market Street, the City's primary thoroughfare, is the United Nations Plaza at Market and Fulton Streets. The Plaza includes the Leavenworth Street right-of-way south of McAllister Street. United Nations Plaza leads on to the Fulton Mall, which continues west towards City Hall. The Plaza and Mall were constructed in 1970, after the installation of the underground transit (BART, MUNI) systems. The Plaza and Mall are paved with brick, similar to Market Street sidewalks. Located off the center of the

Fulton Street axis, United Nations Plaza contains a large fountain in the Leavenworth Street right-of-way. The Mall, in addition to the paved areas, has grassy lawn areas and rows of sycamore trees. The Mall is the site of a farmers market each Wednesday and Sunday. Programmed uses of the site, such as the farmers market or music performances should be increased.

The current design treatment of United Nations Plaza does not successfully create the visual gateway to the Civic Center that the site demands. While the street lamps and symmetrical treatment of ground plane elements and rows of trees begin to draw the eye toward City Hall, the siting and design of the fountain, light standards, and other elements diminish the Plaza's role as the primary gateway to the Civic Center complex and City Hall. As installed, the Fulton Mall, from Hyde to Larkin Streets, is broad but not well defined.

Fulton Mall and U.N. Plaza should be redesigned to make better use of the site, and fulfill the opportunity to make this the primary gateway to the Civic Center. The City should install vertical design elements (symmetrically sited wind-tolerant trees, lighting, etc.) to frame views of the Civic Center, and direct the eye and pedestrian flow from Market Street towards City Hall. Replace the massive, squat light standards with light standards better suited to the character of Civic Center's Beaux Arts buildings and formal plan; and create a focal point for views from the Civic Center by removing the fountain and replacing it with sculpture or statuary placed in the Fulton Street centerline near Market Street (such as the Pioneer Monument), or

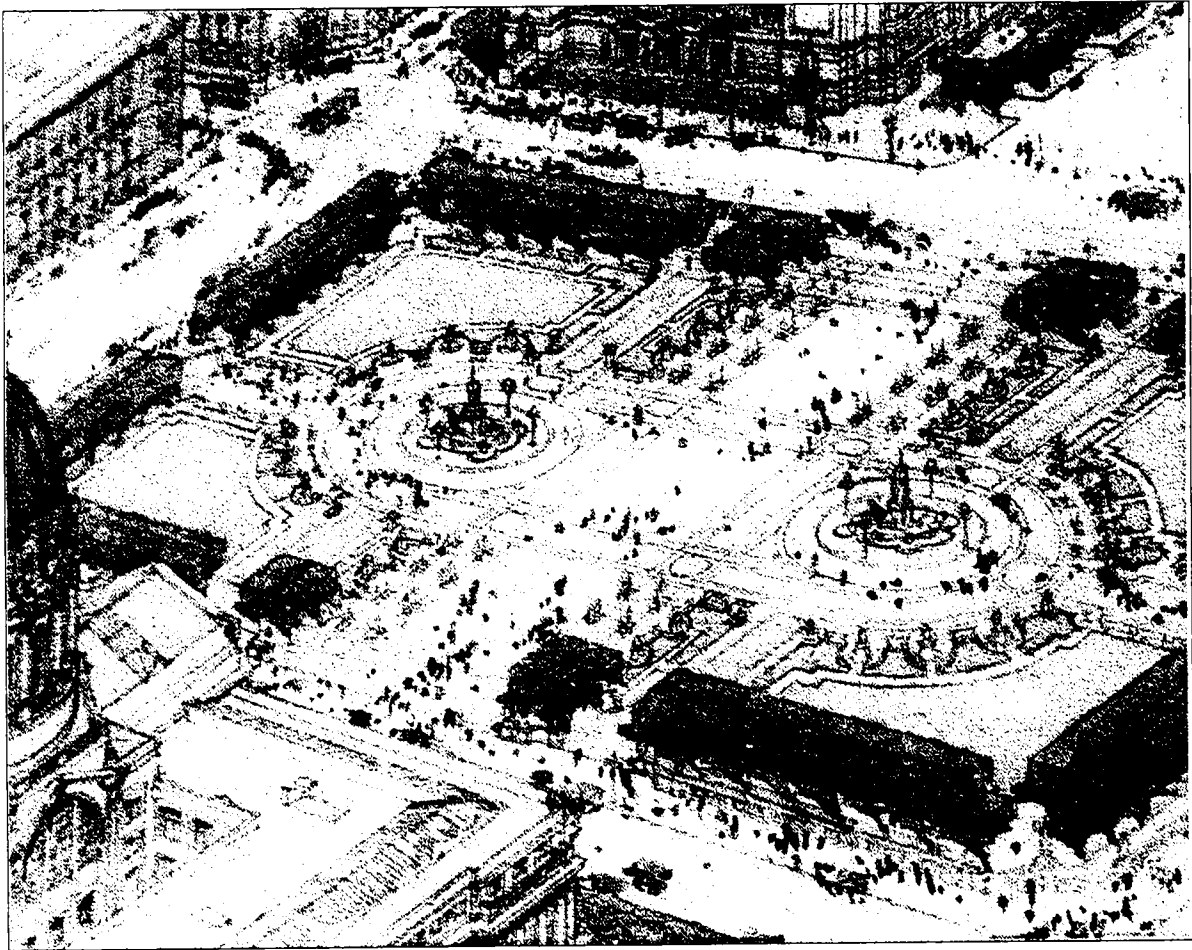
siting two elements symmetrically on either side of the centerline, in order to create a "gateway" to the Civic Center complex.

Policy 7

Extend the pedestrian Mall on the Fulton Street right-of-way between Larkin and Hyde Streets.

The Fulton Mall was conceived as a grand pedestrian mall, the main pedestrian "Gateway" to the Civic Center from Market Street, the City's "main street". As planned, it extended from Market Street through the Civic Center Plaza to City Hall, and beyond. However, the pedestrian mall was developed only between Jones and Hyde Streets. Fulton Street between Larkin and Hyde Streets contains a paved City street with two travel lanes and two perpendicular parking lanes. In 1993, the Pioneer Monument was moved from its original location at 9th and Grove street, to the middle of Fulton Street between Hyde and Larkin Streets (between the two libraries).

The City should close this block of Fulton Street to vehicular traffic and extend the pedestrian mall within the Fulton Street right-of-way from Hyde to Larkin Street, completing the mall from Market Street to Civic Center Plaza at Larkin Street, and providing a grand pedestrian connection between the new Main library and the old Main Library which may be renovated and converted to a museum. The Farmers Market should be extended onto this block, and the City should investigate other potential uses and activities that could activate the space both day and night. Truck loading/unloading spaces should



Civic Center Plan

Figure 2.11

A.L. Warswick's original design concept for Civic Center Plaza

be provided in the vicinity to accommodate the Farmers Market.

The City should install crosswalks with distinctive paving on Hyde and Larkin Streets as they cross the (extended) Fulton Street Mall. At the crosswalks, the City should consider elevating the street to the level of the pedestrian mall, or ramping the mall down to street level at the pedestrian crosswalks to make the crossing more ceremonial, and to create pedestrian safety zones.

The design treatment of the Fulton Street Mall should include special paving materials and framework devices (trees and other vertical elements) to strengthen the visual and physical connection between Market Street and the Civic Center complex. The design treatment of the hardscape should employ elements that are compatible with the Beaux Arts style of the Civic Center.

The extension of the Mall will reinforce the primary Civic Center axis, which runs along the Fulton Street right-of-way, originating at Market Street and running through the center of Civic Center Plaza, through City Hall and across Van Ness Avenue, and through the War Memorial Court, and continues west along Fulton Street.

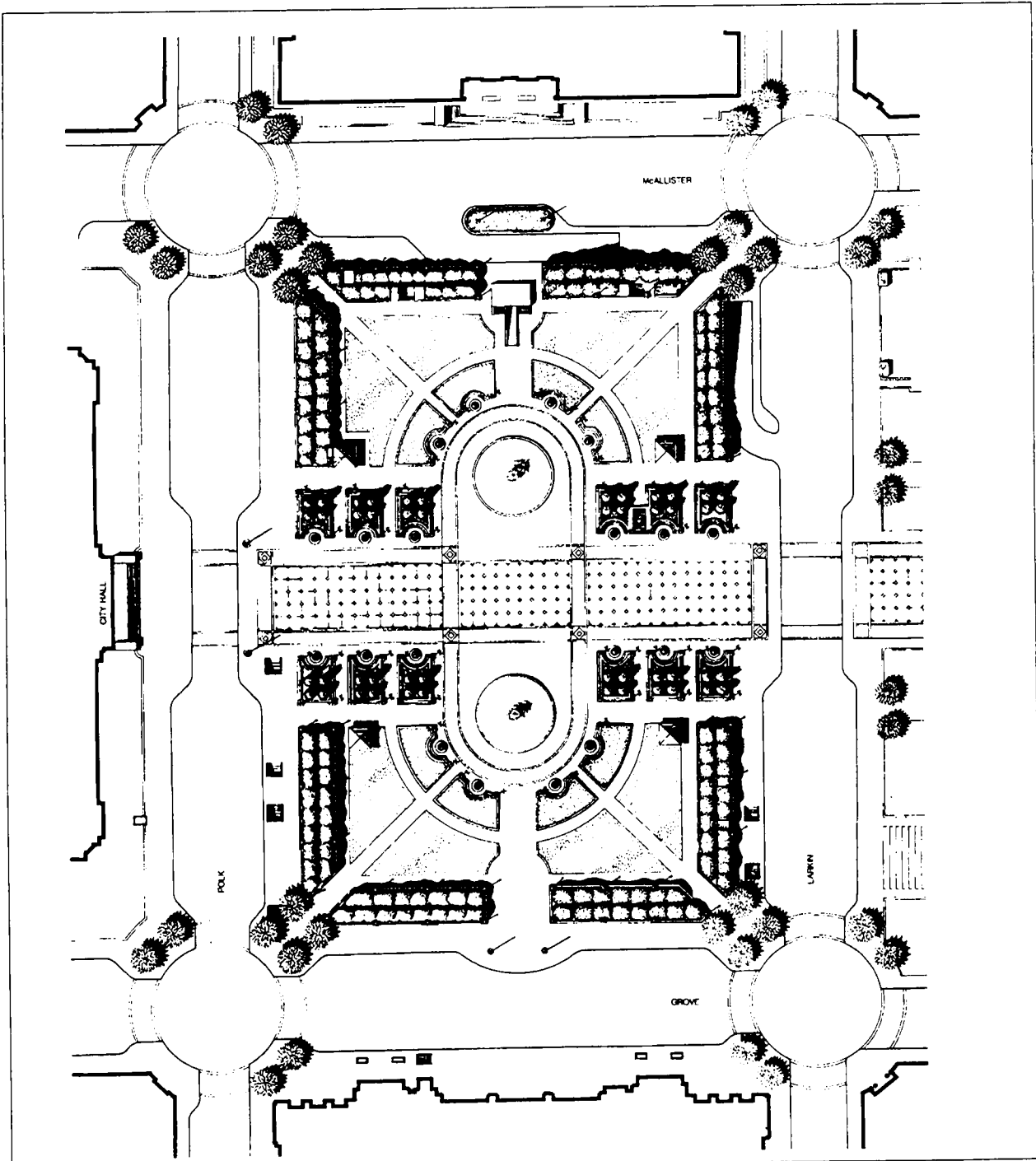
Policy 8

Emphasize the Fulton Axis on the west side of City Hall by visually and physically connecting City Hall with the Memorial Plaza between the Opera House and War Memorial Building and extending the open space west of Memorial Court to Franklin Street.

In the original 1912 Civic Center Plan by L. A. Warswick, the Fulton axis continued west of City Hall. Fulton Street, a wide, tree-lined boulevard, formed an entrance court for City Hall shaped like a crescent with a central fountain and formal ornamental landscaping. The original design concept was changed with the siting and design of the War Memorial Opera House and Veterans building by architect Arthur Brown, Jr. and the space between the buildings was integrated into the complex as a memorial court.

The War Memorial Court is a small, intimate, green space located between the War Memorial Building and the Opera House between Van Ness Avenue and Franklin Street. The Court was designed by Thomas Church in 1932 and the original design has been retained. The space is simple and elegant. Local veterans organizations solicited soil from battlegrounds around the world and planted the courtyard with this soil. Veterans' groups consider the grassy courtyard to be sacred grounds and are protective of its use. They prefer that it remain an open area with very limited passive uses.

The War Memorial Court is visually enclosed by the War Memorial Building and Opera House on the north and south, and by City Hall across Van Ness Avenue to the east. In addition, massive ceremonial iron gates, painted a muted blue and gold, frame the east and west sides of the Court and visually enclose the space. The largest part of the court is a broad "U" shaped lawn area. The lawn is bordered by a paved walkway which in turn is set



Civic Center Plan

Figure 2.12

Civic Center Plaza

Illustrative design by Richard Hedman showing possible restoration plan as based on the original A.L. Warwick design concept.

within a bed planted in ivy and surrounded by a low hedge. Pollarded sycamore trees are symmetrically placed in the landscaped border on either side of the walkway. Outside of the border, a ceremonial carriage drive provides access for opera goers, technicians, and service providers. In addition, there are sidewalks adjacent to the War Memorial and Opera House buildings. The sidewalk space just south of the War Memorial Building should be improved to minimize open grating and maximize formal and informal seating and enjoyment of the solar exposure along this building wall.

Until at least 1949, there was a direct pedestrian linkage from City Hall to the War Memorial Court between the Opera House and War Memorial buildings via a mid-block pedestrian crosswalk on Van Ness Avenue. Sometime after 1949, perhaps in the mid-1950's when Van Ness Avenue was designated a state highway, the mid-block crosswalk was removed. (See Figure 2.13).

West of City Hall, the Fulton Axis should be restored. This should be done by recreating a signalized pedestrian crosswalk on Van Ness Avenue, and by developing a plan to reclaim a small area west of the Memorial Court, currently used for parking.

Just west of the Memorial Court is a small paved area used for staff parking and off-street loading, primarily for the Opera Company. This area, within the Fulton Street view corridor, should be redesigned as a small ceremonial open space and act as a forecourt to the grassy War Memorial Court. The site should be designed as a hardscape, and

could contain a sculpture, statuary, or a similar feature, centered on the Fulton Street centerline.

Vehicular access to the carriage entrance, the Opera House off-street loading docks, and the surface parking lot west of the War Memorial building should be retained. Any parking removed by the redesign of this area could be replaced within the Performing Arts Garage, located half a block away.

Policy 9

Redesign Van Ness Avenue between McAllister and Grove Streets to enhance this important streetscape within the Civic Center.

The formal composition of the Civic Center Complex demands a visual and physical connection between City Hall and the War Memorial Court. The Van Ness Avenue streetscape for the block between McAllister and Grove Street should be redesigned to recreate the mid-block crosswalk, thereby enhancing this most important entry to City Hall on Van Ness Avenue.

The streetscape design should include well designed sidewalks and curbs, a mid-block crosswalk, and central landscaped median, designed to enhance and complement City Hall, the Veteran's War Memorial and the Opera House. The chain link fence in the median should be removed, and a pedestrian crosswalk installed centered on the centerline of the City Hall dome. Installation of the crosswalk would create an uninterrupted pedestrian linkage between Market Street, the City's main street,



Photo courtesy of San Francisco Mart.

Civic Center Plan
Figure 2.13
Fulton Street Axis—Aerial photo showing pedestrian crosswalk on Van Ness Avenue between McAllister and Grove Streets, circa 1949.

and United Nations Plaza, Fulton Mall, Civic Center Plaza, City Hall, and the residential and commercial neighborhoods to the west.

The design of the Van Ness Avenue cross-walk should employ handsome hardscape elements which are compatible with the Beaux Arts design of the Civic Center complex. The landscaped median strip along Van Ness Avenue should employ appropriate hardscape and landscape elements to enhance this important entry to the Civic Center, and to make the civic importance of this location visible and desirable. (See Figure 2.14).

Policy 10

Maximize sun exposure to public plazas and open spaces and protect these spaces from unpleasant winds.

Civic Center open spaces and plazas are important spaces for mass ceremonial gatherings, for use by area workers, clients as well as retired and unemployed residents, and for play by young children. Sun exposure and protection from unpleasant winds are critical to the full enjoyment of these spaces. Consistent (westerly) winds and tall buildings constructed on the periphery of the Civic Center have created localized micro-climates and unpleasant winds which diminish the usability of the Plaza and other open spaces. New buildings should be designed in such a way as to minimize shadows and unpleasant winds on Civic Center plazas and open spaces.

OBJECTIVE 5

Locate public art, monuments, statues, fountains and sculpture in a way which contributes to the significance of the Civic Center complex, honors the composition of the Beaux Arts Plan, and enhances the definition of the space.

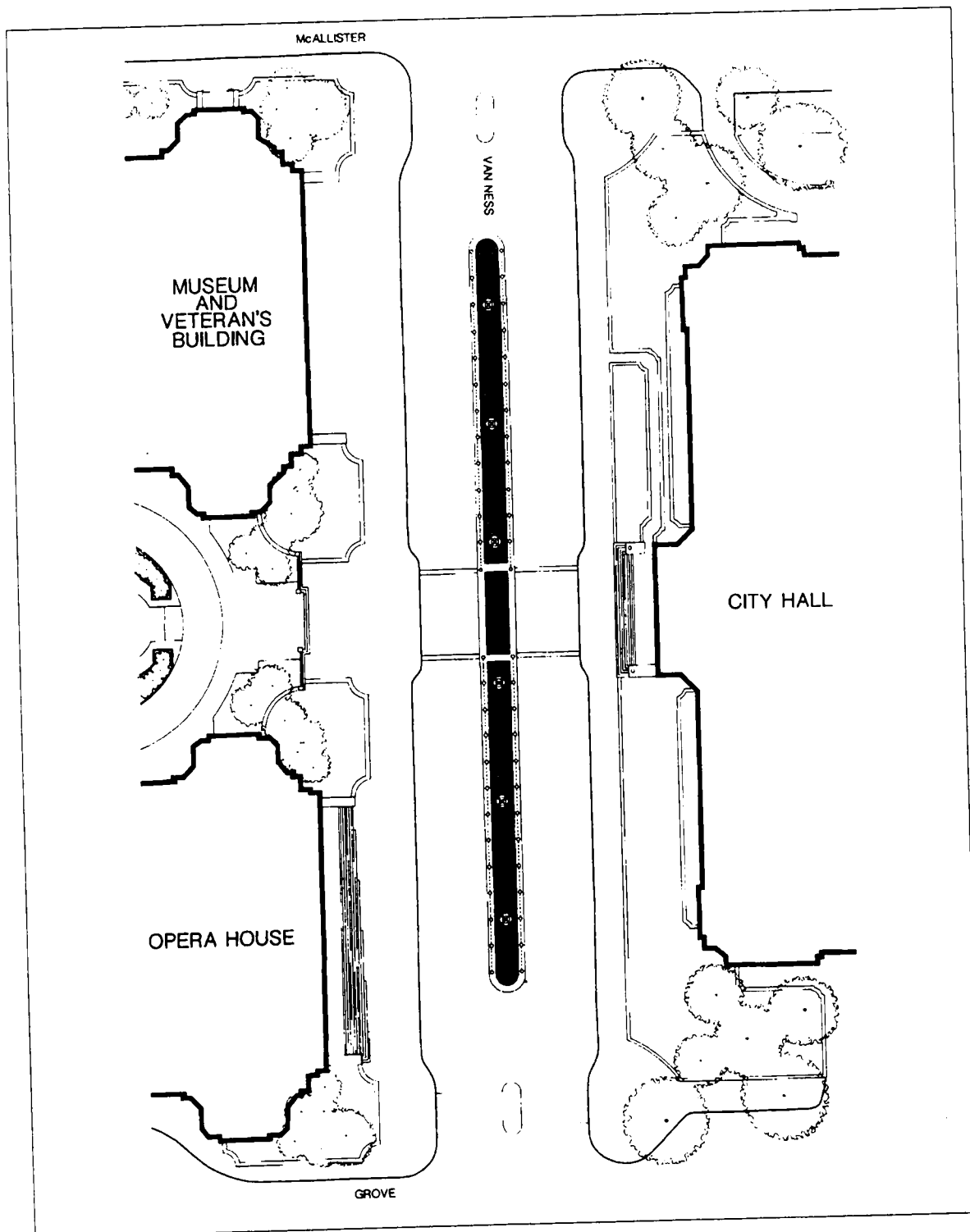
Fountains, public art, monuments, and similar features can help to define the grand spaces of the Civic Center when they are well designed and wrought, commemorate cultural or historic events, or public figures of civic, national, or international importance. They should be sited in a manner that acknowledges and contributes to an understanding and enjoyment of the Civic Center complex, its monumental Beaux Arts architecture, and formal plan.

Policy 1

Develop a plan for siting public art in the Civic Center, utilizing design principles which recognize and strengthen existing visual axes, and view corridors to and within the Civic Center.

A plan should be developed for siting public art in the Civic Center.

A number of monuments, statuary, sculpture and fountains have been installed in the Civic Center. In the future, additional public art may be proposed for installation. All public art and sculpture should be installed according to a plan which recognizes and helps to further define its relationship to the Civic

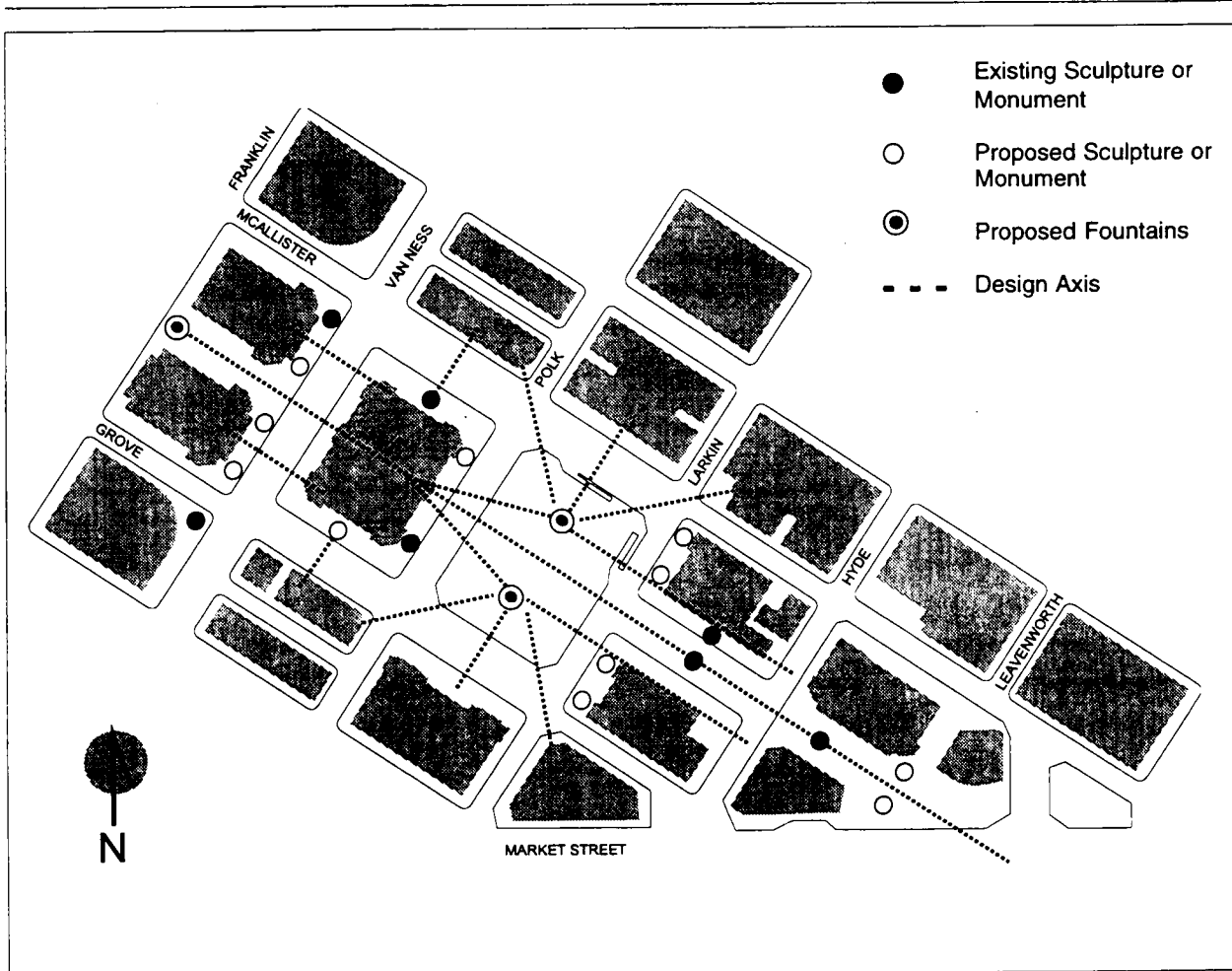


Civic Center Plan

Figure 2.14

Van Ness Avenue

Illustrative plan by Richard Hedman showing a Fulton axis cross-walk and a widened median treated in a manner consistent with the original design concept.



Civic Center Plan

Figure 2.15

Principal design axis and recommended locations for permanent sculpture or monuments.

Center's monumental Beaux Arts architecture, and grand civic spaces. The plan should recognize existing design axes and view corridors, and help to further define the important relationships between buildings and open space. The plan should identify potential locations for public art, or include guidelines for siting public art within the Civic Center complex. (See Figure 2.15).

Policy 2

Ensure that the cultural or historic event being commemorated in the public art, or person being honored by a monument or statuary is of civic importance.

Public art that is proposed to be installed within the Civic Center complex should be primarily art which commemorates an important cultural or historic event, or honors an important individual. The event or individual should be of local, state, national, or international importance. In some locations within the Civic Center, other public art of a non-commemorative nature may be appropriate.

Policy 3

Ensure that public art of a permanent nature to be installed is of an appropriate scale to the Civic Center, and is composed of materials which are durable and appropriate to the setting.

The Civic Center's Beaux Arts buildings and open spaces are composed of a limited pallet of materials which are simple, handsome, well detailed, and weather the passage of time. The materials which have been used advantageously in the Civic

Center complex to create a consistent composition include: stone (granite, etc.), terra cotta tile designed to complement stone, metals (wrought iron, bronze, etc.), well detailed and finished ferro-cement (concrete), and simple landscape elements (plantings – lawn: base plane; shrubs – mid level; trees: used to create a ceiling plane, provide vertical elements, or enclose space). A limited pallet of simple materials, textures and colors was selected and employed to develop a consistent visual composition for the Civic Center complex.

Monuments, statuary, sculpture, fountains and other public art proposed to be installed in the Civic Center should also utilize a limited pallet of durable, handsome materials which complement the Center's architecture and civic spaces. In most instances, art work of a permanent nature should be limited to materials such as stone (granite, etc), well finished and detailed concrete, metal (wrought iron, bronze, etc.) appropriate to its location, and consistent with completed elements of the 1912 Civic Center master plan. Public art which is of a more temporary nature, may utilize a wider variety of materials, but should also respect and complement the special nature of the Civic Center's architecture, grand civic spaces, and public art, fountains and monuments.

TRANSPORTATION

The successful functioning of the Civic Center as a major daytime and nighttime activity center requires a balanced multi-modal transporta-

tion system which is safe, convenient, accessible and affordable. San Francisco has a history of reliance on public transportation for both work and non-work trips, and the Civic Center is an area of the City which has a good selection of transportation alternatives from which to choose. This comprehensive transportation system must meet all applicable local, state and federal codes, including the Americans With Disabilities Act and Title 24 of the California Building Code, assuring accessibility for all travelers, including those with disabilities.

OBJECTIVE 6

Support and enhance the role of the Civic Center as a major destination and departure point for San Francisco residents, workers and visitors and meet their needs for safe, convenient and affordable travel to and from the Civic Center area.

Policy 1

Maintain and support public transit as the primary mode of transportation for the Civic Center.

In 1973, the San Francisco City Planning Commission and Board of Supervisors adopted the "Transit First Policy," giving top priority to public transit investments as the centerpiece of the City's transportation policy and adopting street capacity and parking policies to discourage increases in automobile traffic. Public transit helps reduce noise, air pollution, and traffic congestion. The Civic Center is well served by MUNI and other regional transit operators including BART, Golden Gate Transit, and SamTrans. CalTrain and AC Transit are

also accessible from the Civic Center via MUNI connections. Maintenance and enhancement of the local transit system, and improvements to regional transit links are vital to ensure an efficient transportation network. Incentives need to be developed and implemented which will encourage commuters, visitors and residents to use public transit and rideshare, thereby reducing the need for single occupant automobile use.

Transit as the primary mode of transportation assures increased access to the Civic Center for all people. Public and businesses attracting large numbers of employees and visitors should encourage the use of public transit for trips to and from these businesses. Employee commute services need to be further developed to motivate employees to commute to work by public transit or rideshare (van or carpools). The Transit First Policy encourages the use of alternatives to the single occupant vehicle as a mode of travel, and gives priority to the maintenance and expansion of the local transit system and the improvement of regional connections. The Transit Preferential Streets Program is currently being improved which will identify projects which would make transit more attractive and viable as the primary source of travel. Decisions to direct expenditures toward improving vehicular traffic congestion and parking conditions should first consider the improvement of transit operations.

Policy 2

Ensure choices among modes of travel and maintain a well balanced multi-modal transportation system for the Civic Center.

The Civic Center is rich in its various modes of travel: automobile, bus, streetcar, BART, taxi, walking, and bicycle. Mass transit should be given priority, especially for work trips and trips to recreation and cultural events. Automobiles should accommodate trips which are not suited for transit. Pedestrian access should be given priority around government and cultural centers, and along transit preferential streets within the Civic Center to facilitate pedestrian flow. Bicycling, taxis, and other modes should be maintained and developed where concentrations of activity are high. A well balanced multi-modal transportation system provides choices for the commuters, visitors, tourists, and residents of the Civic Center.

Policy 3

Ensure adequate taxi, limousine and shuttle services.

Taxis are an alternative transportation mode heavily used in the Civic Center by residents and visitors. Taxis are used for both daytime and nighttime business and pleasure trips. Limousine and shuttle services are more prevalent during special event functions and cultural activities. Sufficient taxi queuing areas at major destinations within the Civic Center should be designated to improve on-demand service without causing street congestion and idling traffic.

Policy 4

Provide safe and pleasant space for pedestrians and bicycles.

Bicycling and walking play critical roles in distributing people around transit and large activity centers such as the Civic Center. Work trips can be accomplished by walking and bicycling if the distance from home to work is minimal. Pedestrian and bicycle facilities should provide safe connections between transit, jobs, homes, shopping, and recreational/cultural activities.

OBJECTIVE 7

Develop and implement programs in the public and private sectors which will support transportation demand management for congestion management, air quality regulation compliance, mobility and business vitality.

Policy 1

Implement private and public sector Transportation Demand Management (TDM) programs.

The purpose of TDM programs is to reduce the number of single occupant vehicle trips and to bring about an overall reduction in automobile dependency through education/awareness, assistance and incentives. Building on the successful efforts implemented at private worksites, such as the downtown Transportation Brokerage Program, and tailoring these efforts to the specific needs of Civic Center commuters will ensure success of TDM programs for these commuters. These programs are employer based, both public and private.

Policy 2

Increase awareness of and develop strategies which provide incentives for individuals to use transit, car-pools and vanpools (rideshare), and which reduce the need for new or expanded automobile and automobile parking facilities.

Persons who drive alone must be made aware of the availability of alternative transportation options and should be encouraged to try them. At a minimum, dissemination of information on available alternatives, personalized commute planning assistance, and special promotional activities will help make individuals aware of travel alternatives. Strategies for transit service improvements, rideshare programs, and pedestrian and bicycle facilities should be developed. Incentives are needed, such as convenient transit ticket sales, fare subsidies, preferential parking for car and van pools, along with disincentives, such as parking pricing to create a cost differential with transit. Incentives should represent a time savings, cost savings, and/or enhanced convenience of travel by transit or rideshare, compared to travel by single occupant vehicle.

Policy 3

Use the local and regional transportation systems as a means of guiding development and improving the environment.

The transportation system should be used to ensure more than mobility of people and goods into and out of the Civic Center. The multi-modal transportation network should be enhanced to

preserve and create the desired activities and functions of the Civic Center as both a major daytime and nighttime activity center. Transportation improvements may be necessary when proposed development projects are projected to increase demands on the transportation system. Public and private developments should be designed to ensure that transportation improvements will encourage more intensive use of the Civic Center. New development employing large numbers of employees and/or attracting large numbers of visitors should be located in convenient pedestrian proximity to public transit and off-street parking facilities. Street, sidewalk and transit improvements need to be made which enhance the historic fabric of the Civic Center, protect its identity, and which is compatible with urban design and streetscape guidelines. Re-design of the Central Freeway should be done in such a manner as to best meet the needs of adjacent neighborhoods, including the Civic Center.

OBJECTIVE 8

Apply parking management techniques and strategies which provide efficient use of existing parking supply and reduce the need for new parking capacity.

Policy 1

Maximize the efficient use of existing parking.

Long-term parking, both on- and off-street, should be discouraged for the single occupant vehicle. A portion of both on- and off-street parking should be dedicated for use by ridesharing vehicles.

Off-street parking should allocate a portion of spaces for ridesharing vehicles, compact automobiles, motorcycles, and bicycle parking proportional to the travelers in the Civic Center. Hours of operation for parking facilities should be consistent with the needs of nearby users. Security and lighting within the facility should be assured. Existing parking resources should be identified, priced and marketed to adequately serve patrons, clients, students and workers by area institutions and arts presenters. Existing and new accessory parking should be made available to nearby residents and the general public for short-term and evening parking when not needed for business or institutional use.

The City should insure adequate pedestrian lighting on sidewalk spaces along major pedestrian trails between parking and transit stops and nighttime destinations.

Policy 2

Locate any new parking facilities beyond the western periphery of the Civic Center core, with direct vehicular access to major thoroughfares.

Any new parking facilities should be designed and operated to provide rapid and safe ingress/egress to prevent street congestion and avoid long idling times for vehicles entering or leaving a parking facility. Any new parking facilities need ready access to/from freeway ramps or major thoroughfares to avoid conflict with transit preferential streets, pedestrians, and concentrated group activities that occur at the Civic Center. Any new or

enlarged parking facilities should not adversely affect the livability and desirability of the Civic Center.

Policy 3

If parking demand becomes significant, consider wide-scale transit improvements as well as, or as an alternative to, additional parking as part of a balanced solution.

Where parking demand exceeds supply, there is an indication that available transit services are insufficient in terms of its convenience and accessibility. Transit improvements in-lieu of parking expansion can effectively relieve the parking demand if the transit improvements are well connected throughout the city and the region.

2.2 Civic Center Strategic Development Program

Civic Center Mission Statement

The San Francisco Civic Center functions as the symbolic seat of the City and County government. It is also host to monumental federal and state government and judicial buildings. It is the ceremonial public gathering place in a city whose residents vigorously pursue and defend democratic processes, often through ceremonial mass gatherings. Civic Center is the City's symbolic "public space" for fairs, rallies, festivals, parades for residents, workers and visitors and for retired, unemployed and homeless people.

In support of this Function and Mission, the City is committed to create a safe, dynamic and pleasant 24-hour 'campus' of the Civic Center and its environs. In doing so it should achieve the following Goals:

- Maintain and reinforce the Civic Center as the City's central place for government administration, judicial services, and public gatherings and as a center for art and culture. Facilitate the orderly expansion of educational institutions, particularly those related to the arts, law and public policy.
- Improve the urban environment by increasing safety, maximizing day and nighttime activities and facilitating the sharing of public facilities.
- Preserve architecturally significant structures and enhance the architectural character of

the area through proper design of new buildings, additions to existing buildings, open spaces and streets, and signage.

- Preserve and enhance view corridors to Civic Center.
- Maintain sun exposure to public plazas and open spaces and protect these spaces from unpleasant winds.

Vision of Success for the Civic Center

In the year 2000, the City anticipates that the Civic Center will serve as the City's center for government office and judicial activities, will serve as the City's ceremonial public gathering space, and will be the center for local legislative activities.

The Civic Center will offer daytime government administrative, judicial, educational, recreational, entertainment and cultural activities, and associated commercial services and will host nighttime educational, recreational, entertainment and cultural activities and their associated residential and commercial activities.

The Civic Center will host the most attractive cluster of monumental and handsome Beaux Arts public buildings in the nation. All facilities will be safe, clean, pleasant, convenient and fully accessible to the City's residents, workers and visitors.

The Civic Center's plazas and open spaces will be safe, clean, well-maintained, well-lit and fully accessible and will be linked by a distinct streetscape design and pedestrian trail/circulation system.

The Civic Center will be accessible by safe, efficient, accessible, pleasant and affordable public transit including day and nighttime local and regional underground rail service, above-ground buses and trolleys, and taxis. Well-lit, clean, convenient and affordable parking for visitor and commuter cars, vans and buses will be maintained.

Civic Center Stakeholder Analysis

Numerous people are "stakeholders" in the well-being of the Civic Center. They are users of government services and facilities, visitors, workers, people involved in the legislative process of government and other residents of the City. The Mission Statement, Vision for Success and Strategic Action Plan for the Civic Center must satisfy the needs and desires of the area's stakeholders which include:

Residents of the City and Area
Commuting Workers
Resident Visitors
Students of Area Schools
Clients of Government Services
Tourists
Homeless, Retired, Unemployed People
Park, Plaza and Recreation Facility users
Patrons of the Arts and Museums
Clients of Fairs, Markets
Neighborhood Groups Attending Government Meetings
Legislative Bodies
Local Business Community
Unions

Political Parties

Taxpayers

Financial Institutions

Architectural and Historic Preservation Interest Groups

Other Interest Groups

As you can see, the Civic Center is held dear by most residents, workers and visitors to the City. Hundreds of thousands of people visit the Center each year. The stakes are high for creating a safe, dynamic and pleasant Civic Center in the most efficient and cost-effective way possible.

Problems, Opportunities and Threats Within the Civic Center

Problems

- Civic Center is perceived by many as "dirty" and unsafe.
- Public buildings which have a "captive" audience during the day (courts, permit agencies and legislative bodies) are empty and dark at night.
- Poor lighting and insufficient directional signage.
- Sidewalks, plazas and transit stations are filthy and need regular cleaning, consolidation and reorganization of uses and street furniture, improved pedestrian-scale lighting, and multi-lingual directional signage.

- Lack of evening activities along the eastern edge of the Center.
- Institutional uses (schools, government offices, courts, theaters) often feature blank walls and setbacks from the sidewalk, lacking pedestrian interaction and visual interest.
- Surface parking lots and abandoned buildings stifle the area.
- Winds are often uncomfortable and can be dangerous to frail pedestrians.
- Traffic signal timing across Van Ness Avenue is too short for pedestrians.
- Taxi service is haphazard and inefficient. Major destinations within the Center need clearly marked, dedicated taxi queuing areas to increase the efficiency of taxi service, both day and night.
- Handsome landmark public buildings which delight and impress during the day appear dark, isolated and formidable at night.
- Seismic strengthening, hazardous materials removal and accessibility improvements to monumental public buildings within the Civic Center will cost over \$400 million over the next decade. The \$400 million does not count the cost of financing construction which can equal the cost of construction.

- Five landmark buildings may be in need of tenants which could adapt their use to these spaces:
 - The Old Main Library with 170,000 sq.ft.;
 - The 50 U.N. Plaza Federal Building with 183,650 sq.ft.;
 - The MOMA gallery space within the Veterans Bldg. with 45,000 sq.ft.;
 - The 856 seat Nourse Auditorium at 135 Van Ness Avenue; and
 - The 38,000 sq.ft. Hibernia Bank at Market and Jones Streets.

Opportunities

- Symbolic government center and public gathering place.
- Central place location.
- Efficient transit services and sufficient day and nighttime parking.
- Handsome architecture.
- Sun exposure and impressive view corridors.
- Concentration of arts activities in nearby storefronts, loft buildings and monumental buildings.
- Vacant lots appropriate for in-fill developments.
- The seismic strengthening and rehabilitation of major Federal, State and Local public buildings can include improvements, such as better

pedestrian-scale lighting, which can improve the physical environment of the Center.

Potential Threats

- Insufficient public support, voter support or City agency support for physical improvements, such as plaza, mall, signage, street light or furniture improvements to the area.
- Limited Bond Sales capacity to finish seismic strengthening and restoration of all public landmark buildings.
- Long construction period for all seismic work in the area will cause noise, dust and traffic congestion during periods when new customers and patrons are introduced to the Center, delaying the beneficial impacts of incremental physical improvements.

Short Term Strategic Issues for the Civic Center

Goal: Clean the area, Make it safe, and Bring destinations to the area—a reason to be there day and night.

1. **Cleanliness.** Filthy and malodorous sidewalks and trash in public spaces have contributed to the perception of the Civic Center as an unpleasant place to visit. What can we do to clean up the area and insure it is properly maintained?

- Steam clean the sidewalks, particularly along pedestrian paths from transit stops and parking facilities;
- Consolidate newsracks;
- Provide 24-hour accessible public toilets;
- Maintain manual and mechanical sweeping.

2. **Safety.** Poor lighting of buildings, plazas and pedestrian walkways have increased public perception of the Civic Center as a dangerous place and has resulted in people avoiding the area after dark. What can we do to insure safety and increase the perception of safety in the Civic Center?

- Install lighting on buildings directed toward pedestrians, building entrances and building “nooks and crannies”;
- Install pedestrian-oriented street lights on MUNI trolley poles;
- Thin trees under street lights so light penetrates to the sidewalk space;
- Install street lighting at garage/parking facility entrances and along a delineated pedestrian path to major destinations;

- Increase uniform police presence in the area, particularly at specific times such as the opening of new or rehabilitated public buildings like the Civic Auditorium, Library, or Opera House.
3. **Pedestrian Interest.** Many of the buildings are occupied exclusively by daytime uses and are empty of people at night. What can we do to attract nighttime activities to the area?
- Encourage regular performances by the City's many multi-cultural and cutting edge performing groups to be accommodated within two new small, 200 seat theaters with direct access to the street along the Center's eastern edge and linked functionally and visually to Mid-Market Street theaters;
 - Encourage and expedite permits for coffee-houses, cafes and nightclubs to locate within the Civic Center and Mid-Market area;
 - Encourage and expedite daytime and nighttime permits for street artist vendors and other licensed vendors to locate at specific sites along the U.N. Plaza and Mid-Market Street corridor;
 - Encourage small theater, film/video and literary groups to use public theaters, auditoriums and meeting rooms for public performances;

- Encourage artistic and entertainment day and nighttime performances in specific sites within plazas and other public spaces in the area;
- Encourage and expedite outdoor dining and seating permits in the area;
- Encourage window art installations along pedestrian corridors;
- Encourage nighttime hours for local libraries and educational programs;
- Encourage the construction of student housing.

Short Term Implementation Priorities

It is recommended that the following public sector investments be implemented immediately to ameliorate the poor image of the Civic Center such that the public will use the area with more confidence and private sector investments will follow this greater use of the Center's facilities. By "immediately", we mean as soon as each implementing department can identify the costs and resources required, the financing plan for implementation, and the scheduling of the workprogram to implement the activity. It is anticipated that most improvements can be undertaken in the upcoming fiscal year, beginning July 1995. Other activities are most efficiently implemented when major facilities are expected to open to the public.

The underlying "strategy" for these investments is to use existing public resources to clean and light the area in advance of introducing people to the attractions and destinations proposed to be developed or rehabilitated in the area. For example, the City's \$100 million investment in a new Main Library should be coordinated with minimal investments, using existing city resources, to steam clean the sidewalks and install pedestrian-level lighting at Market/Grove/Hyde Streets and U.N. Plaza so that the transit entrances to the library are perceived as safe and appealing. This should be done before the new Library opens its doors in 1996. If the area is perceived as clean and safe for the thousands of people who will use the new library and attend the

Ballet and Opera at their temporary quarters in the Civic Auditorium and Orpheum Theater, then they will return to other events on the Center's eastern edge as well as to other facilities within the area.

It is anticipated that the Civic Center will undergo construction activities for the next eight years. The City can take advantage of these public investments to, at a minimum, clean and light the area. This will make it a more safe and pleasant environment. Greater public confidence in the area will stimulate private sector investments in the area which will enable the City to achieve its vision of a safe, dynamic and pleasant 24-hour 'campus' of the Civic Center.

Civic Center Strategic Development Implementation Program

Task	Responsible Agency	Desired Start Date*
1. Steam clean the sidewalks at the Civic Center BART/MUNI Stations leading to the new Main Library.	Department of Public Works (DPW), Street Cleaning Division	Feb. 1996
2. Clean the BART/MUNI interior hallways leading to the new Main Library.	BART, Department of Transportation-MUNI	Feb. 1996
3. Install multi-lingual directional signage announcing the location of major Civic Center Public Facilities, including the new Main Library.	Department of Parking and Traffic (DPT)	Feb. 1996
4. Clean the stairwells to the Civic Center Garage and adapt above-ground exits so they are within view of passersby and police.	Recreation and Park Department, DPT	Jan. 1996
		*pending availability of funding

Task	Responsible Agency	Desired Start Date*
5. Trim the street trees and narrow the canopy to allow penetration of light to the pedestrian from street lights.	DPW, Division of Urban Forestry	Jan. 1995
6. Install pedestrian-level street lights on existing street traffic light poles and, where appropriate, on public buildings.	Public Utilities Commission Bureau of Light, Heat and Power	July 1995
7. Insure that public toilets in public buildings, including the Civic Center Garage, are clean and accessible for as many hours of the day as is feasible.	Numerous City Agencies	July 1995
8. Install a 24 hour accessible, free public toilet near the Seventh and Market Street intersection or within U.N. Plaza.	DPW	July 1995
9. Encourage area workers to use U.N. Plaza/Fulton Mall/Civic Center Plaza areas by facilitating permits for noontime and after work hours outdoor markets, music concerts, artist vendors, and/or outdoor cafes.	DPW, Planning, Art Commission Rec/Park, Board of Supervisors	Jan. 1995 *pending availability of funding

Once these critical investments are accomplished, the public will be able to "see", "smell" and "feel" the improvements and will, again, feel safe and confident about using the Center's facilities. Once this is accomplished, the following larger

development program will produce the Vision for the Civic Center and will fulfill the overall goal of creating a safe, dynamic and pleasant 24-hour campus of the Civic Center and its environs.

LONG RANGE DEVELOPMENT PROGRAM

GOVERNMENT OFFICE SPACE

The Master Plan seeks to concentrate government administrative activities within the Civic Center. The Civic Center is a successful center of government and cultural activities. However, at present, it is not the center of government or culture, as government has spread out throughout the Downtown and South of Market areas. Nonetheless, the Civic Center is a major center of government and the trend is for government administrative activities to leave leased space in separate buildings throughout the City and consolidate in owned facilities within the Civic Center. The following development proposals for the Civic Center could optimize government functions, reduce cost, increase efficiencies and public convenience, and strengthen its role as the City's center of government and culture. Analyses of these City office proposals are described in detail in the *Civic Center Study Government Office Space Facilities Plan Preliminary Report*, published by the Planning Department in August 1993.

Federal Office Space

The Federal General Services Administration (GSA) manages the Federal government's building resources. The Federal government owns three buildings within the Civic Center area: The 183,000 square feet office building at 50 U.N. Plaza; the 964,800 sq.ft. office/courts building at 450 Golden Gate Avenue; and the 191,300 sq.ft. courthouse at

Seventh and Mission Streets (Old Main Post Office). The Federal GSA leases 826,000 sq.ft. of office space in 15 buildings in the City and would like to consolidate a large part of these activities into one large building they would own within the Civic Center area. The Federal GSA is currently pursuing design plans for a \$172 million, 400,000 net sq.ft. office building on a parcel at Tenth and Market Streets. The GSA has been rehabilitating the 20 story office/courts building at 450 Golden Gate Avenue for a number of years. They are currently removing asbestos in ceilings and walls in a phased floor-by-floor construction program and should have all floors repaired by 1996.

The Federal GSA is also managing the seismic-strengthening and restoration of the Old Main Post Office for use as a federal appeals courthouse at a cost of \$91 million. The GSA is investigating the feasibility of strengthening the landmark 50 U.N. Plaza office building which is estimated to cost \$64 million. The GSA is investigating the most appropriate use for the 50 U.N. Plaza building and is considering converting the building to a center of Federal agencies serving San Francisco residents. Federal agencies related to serving or preserving the arts and landmark buildings, like the National Parks Service or the Smithsonian Institution, could be likely agencies. However, it may be determined that it is not cost effective to rehabilitate the 50 U.N. Plaza building for office use when a new building, less than four blocks away, would offer more efficient office space at a lower per-square-foot cost. If this is the case, the Federal GSA may consider the 50 U.N. Plaza building to be redundant for office use and

may seek other federal uses for the building. Considering its location within the convergence of Market Street and Civic Center, a cultural facility would be an appropriate re-use for the building. It may be possible to combine a consolidated City history museum with a related Smithsonian Institution museum operation within the building. Such cooperative uses for the building should be investigated.

State Office Space

The State GSA owns and manages 6 office buildings within the Civic Center, many of which were damaged by the 1989 Loma Prieta earthquake. Since its move to Oakland, Caltrans has declared surplus and sold a 150,000 sq.ft. office building on the periphery of the Civic Center at 150 Oak Street. The State GSA leases approximately 800,000 sq.ft. of office space in 28 buildings within the City. They would like to consolidate their office activities within and return their court activities to the Civic Center on land they own. They would like to seismically-strengthen and restore the 113,800 sq.ft. landmark 350 McAllister building as a courthouse at a cost of about \$70 million. They would also like to demolish the adjoining seven-story, 234,000 sq.ft. office building at 455 Golden Gate Avenue and replace it with an 800,000 sq.ft. office building on the same site at a cost of about \$170 million. If this were accomplished, the 120,000 sq.ft. office building at 525 Golden Gate Avenue, damaged by the earthquake and in need of extensive asbestos abatement, could be declared surplus and sold.

City Office Space

The Civic Center functions as the symbolic seat of San Francisco government administrative activities. The space provided by City Hall and the single City office building identified in the 1912 Plan and constructed at 101 Grove Street in 1932 was quickly absorbed by City agencies. The City owns 1.5 million sq.ft. of office space in 22 buildings both inside and outside the Civic Center. By 1992, the City rented an additional 529,670 sq.ft. of office space in 21 buildings within a 64 block area surrounding the Civic Center at annual rents of \$8.8 million.

Costs associated with offices for government administrative workers in separate buildings within the 64 block area include: Staff time and wages devoted to traveling to and from buildings for meetings with divisions within the agency or with staff of closely related agencies; costs for duplicative support services, equipment and facilities; and rent costs. Reorganizing the space distribution of City agencies into functional clusters could save millions of dollars each year in increased work efficiencies, in elimination of duplicative services and facilities, and in rent savings. Improved work space and electronic communication and record-keeping systems, high speed banks of elevators and multi-lingual directional signage would increase work efficiencies and public convenience.

The Planning Department conducted a comprehensive City office space facilities planning study in Spring of 1993 which resulted in the publication of the previously mentioned August 1993 Government Office Space Report. The study recom-

mended the development of new City office buildings to house functional clusters of City agencies to achieve the following goals.

Goal: Improve service, reduce costs and maximize convenience.

- Facilitate the efficient use of public resources by minimizing duplication of services and facilities, by consolidating administrative functions, by sharing resources and by occupying City-owned facilities.
- Increase productivity of government workers by creating efficient work spaces, improving electronic communication and records systems, and by locating agencies together with, or in close proximity to, other agencies with which they maintain frequent working relationships.
- Maximize convenience and accessibility to services for the public.
- Facilitate the implementation of Civic Center Master Plan policies.

To accomplish these goals, the study identified the following agency location criteria.

Agencies to be located in City Hall and its environs within the Civic Center should be sited based on the total square footage needed for the agency, as part of a functional cluster, measured by the following hierarchical criteria:

1. Legislative Activity—frequent large public hearings.
2. Public Interaction—direct public contact, frequent public contact.
3. Close working relationship and frequent personal contact with an agency meeting criteria 1 or 2.
4. Need transit accessibility.
5. Ceremonial or historic presence within the area.

Functional Clusters of City Agencies

Based on these principles, the following clusters of functional relationships emerged. The functional clusters are listed in the order of efficiency for location within City Hall, adjacent to City Hall, or outside of the 16 block Civic Center core area.

Inside City Hall

Function: **Legislative Bodies**

Agencies: Board of Supervisors

Mayor's Office

Mayor's Citizen's Assistance Center

Function: **Government Administration—General**

Agencies: Purchaser

Recorder's Office

Registrar of Voters

Function: **Government Administration—Finance**

Agencies: Audits Division of the Controller

Payroll/Personnel Services

Tax Collector--Business Tax Division
Assessor's Office
Controller's Office
Risk Management Program (CAO)
Treasurer's Office

Adjacent to City Hall

Function: **Planning and Development Services**
Agencies: Mayor's Office of Community Development
Mayor's Office of Housing
Mayor's Office of Economic Planning and Development
Planning Department
Bureau of Building Inspection (BBI)

Function: **Capital Asset Management**
Agencies: Chief Administrative Officer (CAO) Administration
Bureau of Construction Management of DPW
Bureau of Engineering of DPW
Real Estate Department
Bureau of Architecture of DPW
Office of Capital Resources Management of DPW
Housing Authority
San Francisco Redevelopment Agency
Convention Facilities Department
Moscone Convention Center Expansion
Financial Management/ Administration of DPW
Subdivisions, Surveys and Mapping of DPW

Function: **Legal Services**
Agencies: Legal Services--Civil
City Attorney
Commission on the Status of Women
Human Rights Commission
Rent Board
Relocation Appeals Board
Assessment Appeals Board
Board of Permit Appeals
Municipal Court--Civil
Superior Court--Civil
Small Claims Court
Law Library
Sheriff's Department-Bailiffs and Civil Division

Function: **Cultural Arts Services**
Agencies: San Francisco Art Commission
War Memorial/Performing Arts Center
Film and Video Arts Commission
Grants for the Arts

Function: **Information Services**
Agencies: Information Services Division of Controller
MIS--Computer Services of Dept. Public Health (DPH)
ISD Systems and Programming of Controller
Management Information Systems of PUC
Dept. of Electricity and Telecommunications of DPW

<p>Electronic Info. Processing of CAO ISD of Controller Computer Services Division of DPW Reproduction (Print Shop)</p> <p>Function: Personnel Services Agencies: Health and Safety of PUC Health Service System Personnel and Training of PUC Protective Services of PUC Retirement System Personnel Administration Division of DPW Employee Assistance Program of DPH Employee Relations Division of the Mayor's Office Civil Service Commission</p>	<p>Community Mental Health Services (CMHS) Central City Seniors Office of Senior Health Services of DPH City Clinic Annex of DPH Conservatorship Services of DPH Lead Program of DPH Mental Health, Substance Abuse and Forensic Services of DPH AB 75 Program of DPH EMS Agency of DPH Tobacco Free Project of DPH Wedge Program of DPH AIDS Services of DPH</p> <p>Function: Social Services Agencies: Mayors Office of Children, Youth and the Family Department of Social Services Commission on the Aging Public Administrator/Public Guardian S.F. Council of American Legion (Veterans)</p>
<p>Function: Transportation Services Agencies: Department of Parking and Traffic (DPT) Traffic Engineering Division of Parking and Traffic Residential Parking Permit of DPT Traffic Court of DPT Municipal Railway of PUC Transportation Authority of Board of Supervisors Waterfront Transportation</p>	<p>Function: Recreation Services Agencies: Recreation and Park Department</p> <p>Function: Educational Services Agencies: San Francisco Unified School District S.F. Community College District Child Care Services (some should be based within the Civic Center core area to serve legislative and judicial activities)</p>
<p>Outside the 16 Block Civic Center Core Area Function: Health Services Agencies: Department of Public Health Administration</p>	

Function: **Utilities**
Agencies: Bureau of Energy Conservation of PUC
Solid Waste Management of CAO
Hetch Hetchy Water and Power
Utilities Engineering Bureau of PUC
Water Department of PUC
Public Utilities Commission Administration

Function: **Public Protection**
Agencies: Fire Department
Police Department

Function: **Legal Services—Criminal Justice**
Agencies: Mayor's Criminal Justice Council
Sheriff's Department
Police Department
Public Defender
District Attorney
Adult Probation
O.R. Project
Coroner's Office

Function: **Misc.**
Agriculture/Weights and Measures (CAO)
Port
Airport

Reorganization of Agencies into Functional Clusters and Siting of Agencies

The economic benefits of increasing work efficiencies by combining similar functions to share resources, by reducing wasted staff time through greater proximity of related activities, and greater convenience to the public warrant consideration of constructing new City office buildings rather than have many functions remain in disparate, leased space.

An analysis of Civic Center services indicate that they are, by and large, permanent, institutional services that should be placed in permanent, City-owned facilities. Substantial economic savings can be achieved by reducing staff travel time within agency buildings and between disparate agency locations as staff travel to meet with same or other functionally-related agencies. Investment in five new buildings with sufficient banks of high-speed elevators, desk top access to electronic files and records, and electronic telecommunications can achieve a minimum savings of one hour of travel time for each of the City's 4,000 functionally-related administrative office employees. This translates to a minimum of \$6,148,500 in wages presently devoted to travel time each year. This, combined with the \$11 million the City pays in rent for disparate administrative office space, costs the City \$17.2 million a year. Investing in City-owned buildings within which functionally-related agencies could be located could save over \$300 million in wage efficiencies and in rent over a 30 year period.

Purchasing existing nearby office buildings at "bargain" prices may not optimize work efficiencies or public convenience and therefore may not be viewed as the most efficient long-term solution. Leasing and/or purchasing vacant nearby office space should be viewed as an interim solution to the relocation needs of City agencies during the period the government office buildings are repaired and seismically strengthened.

Clearly, not all administrative office functions could or should be located within the Civic Center area. Some are better suited to be located near their major functionally-related agency or resource. A criminal justice cluster should be located near the criminal courts and detention facilities. Health services would be most efficiently and conveniently located near the Public County hospital, S.F. General. The Government Office Facilities Plan study looked at functional relationships, space needs and location criteria of all City administrative agencies.

Optimal Government Office Locations

The Master Plan seeks to concentrate government administrative activities within the Civic Center. The Civic Center is a successful center of government and cultural activities. The following development program proposals for the Civic Center could optimize government functions, reduce cost, increase efficiencies and public convenience, and strengthen its role as the City's center of government and culture. These proposals warrant consideration as a first step to developing a long range approach for public administrative facilities.

Inside Civic Center

The most efficient siting of functional clusters called for locating some agencies in new buildings outside of the Civic Center; these are described below. In all cases, in addition to the new library and a new courthouse within the Civic Center, the need for two new office buildings is suggested: an annex to 101 Grove Street to house agencies that relate closely to functions in City Hall; and a new office building located within one block of City Hall to house planning, building and permit processing services and asset management clusters.

The most cost effective and efficient City government office development scenarios feature a new City office building next to 101 Grove Street. This would complete the "framing" of City Hall on its southern block and would house an information services cluster, a personnel services cluster and a cultural arts cluster of agencies which now pay more than \$1.3 million in rent for 144,424 sq.ft. in 12 buildings.

Also included within this scenario is a transportation cluster comprised of seven transportation agencies located within a City-owned (COP purchase) building in Civic Center. With relocation of the bus repair facility, the 80 year old MUNI office building at 949 Presidio could be adapted to revenue-generating residential and/or commercial uses which may be better suited to that neighborhood.

The third element of this scenario features a new large City office building located within one block from City Hall, preferably on the half-block north of Redwood Street between Van Ness and Golden Gate Avenues. The height limit of this site, at

130 feet, would allow sufficient square footage to accommodate the planning and development (permit services) and capital asset management functional clusters which critically need to be located within the Civic Center core area for greatest efficiency and public convenience. This development is viewed as the most efficient and cost effective because it would house the largest number of City agencies with high public contact, high interaction, and similar functions.

Because of the delicate urban design context of the monumental landmark buildings comprising Civic Center, buildings immediately surrounding City Hall must not exceed a certain height and must feature exterior finishes which complement the older landmark buildings. Nonetheless, the construction of the proposed 80 foot tall civil courthouse on the block north of City Hall and the construction of a 70 foot annex to 101 Grove Street should be pursued to complete the "framing" of City Hall as proposed in the 1912 Civic Center Master Plan. On the block north of Redwood Street, the cost of land acquisition, relocation of businesses, residents and, possibly, the State phone switching unit at 525 Golden Gate Avenue, along with the costs of demolition of buildings, construction, financing and tenant improvements could be off-set by long-term wage and rent savings associated with functional clustering.

In all cases, City Hall is recommended to be repaired and restored as the ceremonial and administrative center of government and legislative processes. As the headquarters of local legislative processes, the Mayor and Board of Supervisors

would be relocated therein as would public meeting and hearing rooms. To make these meeting room efficient to City staff representing their agencies at hearings, it is recommended that there be a City staff work room attached to each hearing room where staff could bring computer discs to work on projects/cases while they await their item at the public hearing. The work room should have several desks each equipped with a telephone and a personal computer and should have a laser printer and photocopy machine to be shared by staff. The work room should have a sound system to enable staff to monitor the progress of the hearing. It should also have a paging system for the commission, board or committee secretary or clerk to be able to notify staff when their case is soon to be heard. This system would make more efficient use of staff time while they await their case to be heard.

A consolidated print shop/reproduction center, a government vehicle parking facility, and a consolidated law library are also strongly recommended within the Civic Center. Within clusters of related agencies, further analysis of functions may identify opportunities for consolidation for elimination of duplicative services.

Outside Civic Center

In addition to these Civic Center improvements, a consolidated criminal legal services center constructed next to the Hall of Justice is strongly recommended. This could accommodate the 153,115 sq.ft. of criminal justice-related office space in the Hall of Justice as well as the 62,639 sq.ft. of office

space leased nearby at an annual rent of \$1.4 million. A 1987 study of City court space needs and efficiencies (the Sobel report) recommended a combined civil and criminal courthouse at the Hall of Justice. Demands for jail facilities expansion, along with some reluctance by judges and attorney users of the civil courts, tabled this suggestion. Nonetheless, a criminal-division legal center next and connecting to the Hall of Justice courts and detention center should be analyzed for its long-term efficiencies and savings. This new building could free up 150,000 sq.ft. within the Hall of Justice for expanded criminal court and detention facilities, resulting in substantial savings of fees paid to other jurisdictions to house incarcerated defendants, travel time in transporting them to and from court, as well as the cost of federal fines due to jail overcrowding.

The City Hall civil courts and Hall of Justice criminal courts and detention facilities have been the subject of numerous studies. Each study has demonstrated the overcrowded conditions of each facility and has recommended measures for improving efficiencies. The Hall of Justice court facility is crowded and chaotic. This is a major factor in the civil court judges' and lawyers' resistance to moving to a combined civil/criminal courthouse at the Hall of Justice. Clearly, an additional 150,000 sq.ft. of space at the Hall of Justice will not adequately house a combined civil/criminal court system. It would, however, provide much needed space for existing criminal courts and detention facilities which are under tremendous pressure due to overcrowding. Criminal court facilities need separate public, judges and inmate circulation systems; they need protected

jury rooms, protected witness waiting rooms and child care for child witnesses, children of witnesses and children of jurors. These facilities have been eliminated or severely compromised at the Hall of Justice because of overcrowding.

The Federal Marshall's office at the Federal courts at 450 Golden Gate Avenue is faced with a similar problem. The Marshall is seeking a facility within the City to contract for space to house from 20 to 100 incarcerated Federal court defendants during their trial periods. The Marshall presently transports inmates to the courts from the Federal detention facility in Pleasanton at great expense in travel time. A Federal detention contract for services at the Hall of Justice may help support greater efficiencies in City detention facilities which are being delayed due to financial constraints.

A new Hall of Justice office annex can relieve much of the pressure on the criminal courts and detention facilities. A new parking facility, developed as a joint venture with the Unified School District, the Recreation and Parks Department and the Parking Authority, can provide accessory parking for Hall of Justice operations at Seventh and Harrison Street. The school district is considering developing a new "space saver" multi-level elementary school above a parking garage at a Seventh and Harrison Street site owned by Rec./Park while Rec./Park develops a large grassy park at the Bessie Carmichael school site.

Numerous possibilities exist to solve the space needs of the criminal courts and detention facilities. These possibilities should be given further focused attention to test their feasibility.

A new office building housing a health services cluster is suggested to be located near S.F. General Hospital. This office building could increase the efficiency of 63 percent of the Health Department's office employees and could save \$ 1.2 million now paid annually in rent for office space in disparate locations. In addition to the construction of a new health services cluster office building near S.F. General, the City should create a citywide electronic patient medical records system which would enable a health service provider at any facility in the City's system to "look up" the medical records, particularly diagnosis and treatment, in an electronic file. Electronic files can speed treatment, eliminate duplication and save time and space devoted to retrieving and filing hard copy medical records. This system can be extended to the social service system as well.

A new building to house a social services cluster next to their 170 Otis Street headquarters is also strongly recommended. This could increase the efficiency of service delivery, reduce travel time of over 600 employees, and save annual rents of \$3.4 million. Over a 30 year period, a new building next to the Otis Street headquarters could save over \$112 million in wage and rent savings. A new building with ample ground floor client seating, intake and interview areas, upper floor employee workspace, high speed elevators, and electronic files would pay for itself in wage and rent savings in about 13 years.

CULTURAL FACILITIES

The 1987 *Civic Center Development Program* suggested a number of new cultural facilities for the Civic Center. As part of the current Civic Center Study, the Department reviewed and analyzed those suggestions and identified new resources and development opportunities. The findings of the current study are described in a report entitled *Civic Center Study Cultural Facilities Plan Issues and Findings Report, Draft for Citizen Review*, published by the Planning Department in April 1994. The cultural facilities study recommendations are summarized below.

The survival of the arts in San Francisco is inextricably tied to the ability of the city to attract visitors, particularly visitors who will stay in the City's 29,000 hotel rooms. The majority of funding for cultural activities and facilities is provided by the City's hotel tax fund ("Transient Occupancy Tax"). With severe budget constraints limiting the City's ability to provide health, safety and other services, funding for other basic services, such as arts and education, is greatly diminished. Funding for the arts is continually vulnerable to budget cuts; many programs traditionally supported by the General Fund have been transferred to the more limited Hotel Tax Fund which, of course, is dependent on the number of visitors staying in the City's hotels. In 1992, 3 million visitors stayed in San Francisco hotels; 18 percent were attending local conventions. The average hotel stay for all visitors was 3.9 nights and, at an average 70 percent occupancy for the City's 29,000 hotel rooms, the City generated \$ 55 million in

hotel tax revenues. Current Hotel Tax revenue projections are \$ 61 million for fiscal year 1993-94. Of this amount, over 40 percent of the revenues will support the Moscone, Civic Auditorium and Brooks Hall convention facilities; 16 percent will support publicity and advertising of City events; 10 percent will support the Convention and Visitors Bureau; and, on average, about 18 percent will support arts activities and facilities. Of the approximately \$11.6 million allocated to arts facilities in the 1993-1994 fiscal year, over half (\$6 million) was allocated to the operation and maintenance of the three buildings comprising the War Memorial Performing Arts Center—Davies Hall, the Opera House and the Veterans' Memorial Building. The Fine Arts Museums, consisting of the de Young Museum and the Palace of the Legion of Honor Museum, was allocated \$3.4 million while the Asian Art Museum was allocated \$1.3 million. The City's Arts Commission which, although headquartered in the Civic Center, administers programs and operates facilities city-wide, was allocated \$1.2 million in project-specific grant and General Fund monies.

Without question, the Civic Center is undergoing tremendous growth and change. Monumental public buildings which were damaged by the 1989 earthquake must soon undergo extensive repair and seismic safety rehabilitation. Over \$100 million dollars will be invested in rehabilitating public cultural facilities within the Civic Center over the next decade, during which time the City's services and arts resources must be relocated. Budget limitations have caused some agencies to cut, reduce

or consolidate services. Other agencies seek resources to modernize their facilities to achieve greater efficiencies, greater access and convenience to the public, and greater protection of valuable art, artifact, archive and other cultural resources. These include electronic communications and record-keeping systems, high speed elevators, and sensitive temperature control and security systems. Clearly, Civic Center cultural facilities are capturing the bulk of the City's arts funding and, therefore, it is imperative that these facilities are managed and maintained in the most efficient and equitable way possible.

The payment of the \$100 million construction costs to repair these facilities, along with the \$60 to \$100 million interest payments on the general obligation bond sales to finance this construction, will severely drain the City's ability to fund arts programming, facilities operation and maintenance, or new facilities over the next few decades. Clearly, the City must expand its revenue base for the arts in order to support even current levels of facilities and current levels of programming. With all the demands on General Fund monies, it appears likely that the only funding for the arts will come from the Hotel Tax Fund. Currently, less than 20 percent of Hotel Tax revenues are allocated to the arts, the remainder is allocated to convention and sports facilities, publicity, housing and administration. It does not appear likely that the percentage of Hotel Tax funds allocated to the arts will increase, as the bulk of the funds are committed to paying off convention facilities debts. It appears unlikely that the percentage of the tax on hotel rates will increase

substantially. At 12 percent, it is competitive with the Los Angeles and Anaheim rates and is higher than the San Diego rate of 9 percent and the Las Vegas rate of 7 percent. It appears that the most probable strategy for increasing funding for the arts is to increase the number of tourists who stay in the City's hotels. The City must promote the city to tourists. It must protect its current tourist attractions, identify and market new attractions, facilitate the movement of visitors between their hotels and attractions, and identify ways and means to make the tourist's stay a safe and pleasurable experience. The City should develop a strategic plan for tourism which would identify the visitor market, the San Francisco niche within this market, current and potential attractions, City infrastructure and facilities needed to service the visitor, including hotels, transit and multi-lingual signage, and should establish a timeline for capital investments to accommodate the visitor industry.

San Francisco enjoys a competitive advantage as a destination for tourists over other cities in the country. Many of the City's attributes can be further enhanced to increase its attraction to tourists, especially the tourist who is interested in life enhancement attractions rather than the "get away from it all" sea and sand or theme park tourist. The "life enhancement" tourist tends to stay longer, spend more and return frequently to his/her favorite cities. San Francisco, because of its special character, amenities and central location within the Bay Region, attracts life enhancement tourists who are generally over 40 years of age, have high incomes and are big spenders. In 1992, 13.4 million visitors collectively

spent \$4 billion dollars in the City. This is equivalent to an average daily visitor population of over 110,000 people.

Although the U.S. tourist/leisure travel industry is stagnant, growing by only 2 to 3 percent in absolute numbers of travelers per year, it remains the number one industry in the country in generating expenditures, ahead of agriculture, chemicals and motor vehicles. In 1992, tourism in the U.S. generated \$380 billion in expenditures and was the nation's leading export, creating a \$20.4 billion trade surplus as international visitors spent more here than U.S. travelers spent abroad. The U.S. travel industry, generating 5.9 million jobs, is second in employment behind health services. In the U.S., California is the number one tourist destination, ahead of Florida and Hawaii. The California tourist industry generates 733,000 jobs and over \$1 billion in local tax revenues. Survey data indicate that about 30 percent of U.S. tourists want art and culture as destinations.

California's diversity is the main attraction for its visitors; its diversity in geography, cultural experiences and activities. Although the travel industry giants (airlines, travel agency networks) are pushing packaged tours and theme parks to prospective travelers, California's visitors express a greater interest in new attractions, authenticity and quality service.

San Francisco is not a city with warm beaches, theme parks or casinos. However, San Franciscans nurture and broadly support the arts, culinary arts, sports, neighborhood-based cultural diversity, conventions and shopping. Fort Mason military base was transformed into a dynamic multi-

cultural visual and performing arts center. Plans for the Presidio would attract visitors interested in nature, recreation, health science, global peace and preservation of the environment. Treasure Island once hosted a world's fair. San Francisco has a competitive advantage over other cities in the country in attracting tourists because of its physical location. It is next to an efficient international airport which is the port of entry for flights from many countries. It is centrally located for short trips to the Marin headlands, the wine country, the East Bay, and the Carmel/Monterrey/Big Sur area. San Francisco is a beautiful, cosmopolitan city with handsome architecture and a mild climate affording year-round accessibility to the City's diverse attractions: Views of the city landform and natural areas beyond; thousands of restaurants; hundreds of museums, galleries, theaters and music halls; educational institutions; sports and recreational events; the Golden Gate and Bay bridges; and the Cable Cars. Numerous San Francisco neighborhoods are tourist attractions because of their cultural diversity, history or shopping experiences. Most favored of the neighborhood destinations in the City are Fisherman's Wharf, Chinatown, North Beach, the Haight, Golden Gate Park and the Civic Center. The Civic Center is a major photo opportunity for tourists as well as a destination for the arts. The adjoining Hayes Valley neighborhood is fast becoming a multi-culture arts and culture destination, linked to the Civic Center by Hayes Street.

Numerous Civic Center cultural institutions wish to expand within the area. Others wish to

locate there to take advantage of opportunities to share facilities with other similar institutions, to benefit from the synergy of being close to other creative resources, to take advantage of the central location and identity of the Civic Center, and to benefit from well established transportation services and ancillary services for their patrons (cafes, restaurants, gift shops) as a means to expand their audience base.

Despite the outstanding benefits of operating cultural institutions within the Civic Center, compared to other areas of the City, there are problems in the area and higher operating costs associated with these problems. These include higher costs of publicity and security and lower ticket prices. The Civic Center is perceived by many as "dirty" and unsafe. Handsome monumental buildings which delight and impress workers and visitors during the day appear dark, isolated and formidable at night. Many patrons of Civic Center nighttime venues flee the area after the performance or exhibition rather than stroll the Center's plazas and boulevards. As vital and accessible as the Civic Center is during the day with students, government workers, clients of the courts and city agencies, tourists, and art patrons strolling about, the area is the reverse at night. People scurry past darkened government buildings and homeless encampments to their cars, cabs or transit facilities to beat a quick retreat.

The Civic Center has not developed to its full potential; it has not achieved its goal of functioning as the City's symbolic and ceremonial center of government and culture. This is due to several

factors including, notably, (1) the concentration of cultural facilities at its western edge with few nighttime cultural "destinations" provided at its eastern edge; (2) the lack of smaller spaces available to local multi-cultural groups; and (3) the area's poor lighting and lack of multi-lingual directional signage.

Notwithstanding these constraints, the Civic Center continues to function as the City's center of large venue performance spaces. Unfortunately, at this time, the demand for large venue facilities by San Francisco performing arts groups is small. Most local performance groups are small and poorly-funded and cannot afford the production costs associated with large venue facilities. Often times, because they are located within the neighborhoods, they have a small audience base and cannot be assured that they can attract 3,000 to 7,000 people to fill the large Civic Center facilities. Indeed, even long-established and large scale production companies like the Opera, Symphony and Ballet do not support their use of these public facilities by ticket sales alone. Over \$6 million a year in public funds are allocated to operation and maintenance of facilities used by the Opera, Symphony, Ballet, Museum of Modern Art and Veterans groups. It can be surmised that the "effective demand" for these facilities is not great enough to sustain their operation without subsidies; that is, the people who wish to see these productions cannot afford to pay for the production costs. This is not dissimilar to other arts facilities in the City or across the country. Artistic production companies and facilities are experiencing financial difficulties or crisis. Production companies are always seeking non-ticket sales funding and are

constantly trying to expand their audience base through publicity, critical review, word-of-mouth, prestigious awards or road trips/touring.

For numerous reasons, Civic Center facilities are not widely used by the City's multi-cultural groups. Over time, these groups, performing in small- to medium-size venues in the City's other cultural centers, can develop greater exposure and a broader audience base and can "grow into" the larger Civic Center's venues. This audience base growth by multi-cultural performance groups may take as long as 10 years. When these local groups are able to attract 2,000 to 3,000 people to a performance, the War Memorial Performing Arts Center facilities should be made readily available to them. Whenever these large venue spaces are not in use they should be made available for lease to other groups. Leasing these performance halls to the public for benefits, concerts, receptions, exhibitions, weddings or other ceremonies can increase the facility's and Civic Center's audience base and can generate private monies for the Center's operating and maintenance costs.

To induce greater audiences to the Civic Center, a number of improvements to the physical environment should be made to improve its safety, to achieve its proper grandeur, to fully utilize its monumental public buildings, and to firmly establish itself as a safe, dynamic and pleasant 24 hour "campus" for government, culture, education, and public gathering activities.

Area schools and government facilities are generally closed to the public at night. Existing Civic Center cultural facilities which seasonally offer large

venue performances are, by and large, inaccessible to most of the City's multi-cultural and "cutting edge" dance and theater performance groups. The area needs a number of small- and medium-size venues to serve as "destinations" to create a "critical mass" of people walking the area at night: theaters, galleries, museums, libraries, restaurants, cafes, coffeehouses, nightclubs, comedy clubs, schools, gyms, hotels, dormitories and other residences. The Civic Center can be developed into a year-round daytime and nighttime "campus" of mixed uses combining government, educational, cultural, entertainment, retail and residential activities. It can do this most expeditiously and with the greatest economies by linking itself, visually and functionally, to existing neighboring cultural centers—Hayes Valley, the Geary Street Theater District, YBC and the Embarcadero. The link is Market Street. Unfortunately, portions of Market Street leading to the Civic Center are perceived as unclean and unsafe at night. It, too, is in need of venues to serve as destinations for visitors and residents.

It is within this context that this Civic Center Cultural Facilities Development Program seeks to identify and "fix" the deficiencies of the Civic Center, as measured by the goals and objectives of the Civic Center Plan. The study identifies strategies for making most efficient use of existing facilities, and identifies strategies and resources to create new facilities which can attract a larger audience to the area. More people on the street, whether patrons of the arts, students, residents, tourists or street vendors, create a "critical mass" of people which pro-

vides greater surveillance--eyes on the street—for increased safety, visual interest and entertainment. Providing appropriately-sized performance and exhibition spaces to showcase the City's diverse cultural visual, sound, movement and performing arts groups would provide a "destination" for the area, particularly along its eastern edge. This investment would serve as a catalyst for private-sector investments in clubs, cafes, cinemas and other venues that wish to capture this audience.

This program identifies short-term, medium-term and long-term strategies for efficient and full utilization of cultural facilities, both public and private, within the Civic Center area and its environs, particularly along Market Street and in Hayes Valley which are the subject of separate development plans. The development plan presented herein identifies what is believed to be the least expensive yet most cost-effective series of investments which would attract the strongest audience to the Civic Center, linking it to existing nearby cultural centers and concentrations of tourist hotels.

Goals of the Civic Center Cultural Facilities Development Program

- Strengthen the City's tourist industry by exposing visitors to the City's rich and diverse art, culture and history showcased in Civic Center area facilities;
- Improve and enhance the Civic Center as a safe year-round focal point for daytime government, judicial, cultural and educational activities and

for nighttime multi-cultural entertainment and cultural arts, educational and residential activities; and

- Maximize accessibility, efficiency and public use of existing and new cultural facilities by all of the City's cultural organizations.

Objectives of the Civic Center Cultural Facilities Development Program

- Develop the Civic Center as a safe, attractive and dynamic daytime and nighttime destination by developing small visual arts and live performance venues for mainstream, multi-cultural and "cutting edge" groups at strategic locations along Market Street leading to the Civic Center from the Embarcadero/YBC/Geary Street cultural centers;
- Improve the physical environment of Market Street and the Civic Center by maintaining clean sidewalks, providing 24-hour accessible free public toilets at strategic locations, and increasing lighting and multi-lingual directional signage;
- Introduce visual art displays, including storefront galleries and illuminated rooftops of landmark buildings, at strategic locations along Market Street which would create a visual "beacon" leading visitors and workers along Market Street to Civic Center and Hayes Valley destinations;

- Encourage the consolidation of closely-related cultural arts archives, artifacts and museum collections into a cultural arts library within the new Main Library;
- Encourage sharing of cultural facilities by area arts schools and production companies;
- Encourage expansion of nighttime classes in existing and new Civic Center educational facilities, particularly those related to the arts, law and culinary arts; and
- Encourage the development of affordable housing for area workers, students, teachers, artists and other people who would enjoy a dynamic day and nighttime neighborhood.

War Memorial Complex Franklin/Grove Parcel

As in the 1987 *Civic Center Development Program*, this report recommends the construction of a new performing arts facility on the undeveloped Davies Hall site at Franklin and Grove Streets. The current proposal suggests an 80,000 sq.ft. mixed use, multi-purpose cultural arts facility on the approximately 9,000 sq.ft. undeveloped lot (now in staff parking use) which could include: Administrative offices for the Opera and Symphony volunteers, a multi-purpose reception/party space with kitchen facilities for arts-related fund-raising events; classrooms, rehearsal studios and small performing spaces for music students; and classrooms, kitchens

and dining facilities at ground and basement levels for a culinary arts school. Replacement parking should be provided within the Performing Arts Garage.

The corner of Grove and Franklin is an important corner. It is the gateway to the Civic Center's cultural facilities from the culturally rich Hayes Valley neighborhood, an arts and dining destination in and of itself. Many patrons of the arts park at the Performing Arts Garage and at parking lots within Hayes Valley. This, of course, will change over time as the eastern edge of the Civic Center and the Civic Center Plaza is improved with lighting and more dynamic nighttime uses such that patrons would then feel safe using the Civic Center, Merchandise Mart, Holiday Inn and Fox Plaza garages. It can also be anticipated that parking lots within Hayes Valley will be developed for housing.

Nonetheless, the Grove/Franklin corner lot is a prime location and should be developed with pedestrian-friendly uses at ground level with large windows and inside activities which will illuminate the sidewalks and activate the area at night. The blank walls of the Nourse Auditorium, Zellerbach Hall, Davies Hall, Opera House, Board of Realtors, Ballet Building, Veterans Memorial and the California Bar Association buildings deaden the street for the pedestrian. The lights from windows at night would brighten the area and create a friendlier space for the pedestrian. A culinary arts school with kitchens and dining areas open to view of the patrons and pedestrians would provide an interesting and convenient use for this site. It could provide lunch

meals for area workers and students and pre- and post-performance meals for art patrons.

Veterans Memorial Building

The War Memorial Trustees should investigate the possibility of replacing the spaces vacated by the Museum of Modern Art (MOMA) with a high volume patronage cultural arts activity. The ground floor and second floor spaces presently occupied by Veterans organizations and the War Memorial Performing Arts Center's administrative offices do not attract large volumes of visitors or clients. This is an underutilization of space within the building. The landmark building, which by its location within the Civic Center and by its scale and monumentality, could and should accommodate much more intensive public uses. With the loss of the MOMA activity, the building is need of an intensive cultural arts use. Temporary use by legislative activities of City Hall will attract new people to the building. When legislative activities are returned to City Hall and the Veterans Building's seismic strengthening is complete, a new cultural use should be housed in the building, preferably on the ground floor.

The 928 seat Herbst Theater is an attractive and historic space, having served, along with the Opera House, as the site of the signing of the United Nations Charter in 1945 and the Japanese Peace Treaty in 1951. The Herbst Theater functions predominantly as a lecture hall due to the small size of its stage. The Herbst stage is 49 feet wide and 34 feet deep which cannot adequately accommodate dance or theater performances. By comparison, the

Opera House stage is 134 feet wide and 84 feet deep and the Orpheum and Nourse Theaters are 95 feet wide and 39 and 35 feet deep, respectively. There is limited demand for the smaller Herbst stage. This demand may be diminished in the future when the new Main Library's 260 seat auditorium, with a 38 feet wide and 12 foot deep stage, is open and available for lectures, readings, and film and video presentations. The existing 139 seat auditorium at 101 Grove Street, the 200 seat auditorium at 501 Van Ness Avenue (PUC building), the 300 seat auditorium at 50 Oak Street (International Center), and the 856 seat Nourse Auditorium at 170 Fell Street may provide more economical space for lectures and film showings. At present, none of these auditorium facilities are suitable for theater performances as they lack backstage areas for props and sets, greenrooms and theatrical lighting.

Because of its small stage, poor acoustical system, and high union labor costs, the Herbst Theater may not be able to compete with nearby auditorium facilities and may become severely underutilized. In order to avoid a potential "white elephant" in one of the City's most important cultural venues, improvements to the Herbst Theater stage and sound systems should be investigated. A larger stage, a backstage/fly area, a green room suitable for theater performances and a wood-sprung stage floor suitable for dance performances should be considered. Such improvements can be accomplished during the seismic-strengthening construction plans for the Veterans Building.

With the loss of the Museum of Modern Art gallery and gift shop, and the limited operations of the Veterans' ground floor trophy room, it is of the utmost importance to introduce a cultural arts activity within the Veterans Memorial Building which would attract large volumes of people, both day and night.

Main Library Block

Old Main Library

The City should pursue the adaptive reuse of the old Main Library for the Asian Art Museum's art collection, educational programs and temporary exhibitions. The Asian's program for the old Main Library would also introduce a cafe, bookstore and small theater which would have direct access to the street and which could be open to the public in the evening hours when the museum is closed. This would provide a positive addition to the eastern edge of the Civic Center. It is suggested that the Asian Art Museum pursue funds to expand the old Main Library building to include a new wing located at the 45 Hyde Street site within which a small performance theater with direct access to the street could be constructed. This theater should offer regular and frequent performances by local multi-cultural groups, particularly those related to Asian arts.

Should the adaptive reuse of the old Main Library for Asian Art Museum prove infeasible, conversion to a consolidated City history museum, or combination City history museum and City art gallery, should be investigated. In any case, a small performance theater with direct access to the street

should be provided within the old library building or at the 45 Hyde Street site. If the selected tenant of the old Main Library does not wish to provide a theater with direct access to the street within the library building and does not wish to expand on the 45 Hyde Street site, the existing office building at 45 Hyde Street should be demolished and replaced with student housing above a ground floor performance theater.

New Main Library

The new Main Library lower level is designed to provide a 260 fixed seat auditorium for lectures, readings and film and video presentations. There will be a meeting room with dividable space to accommodate two simultaneous meetings of up to 250 people. There will also be a 1,500 square feet Exhibit Gallery and a 50 seat cafe; all of which will have direct access from the street so that they can be operated outside of library hours. These facilities will generate significant use and activity on the Civic Center's eastern edge and will contribute to the "critical mass" and safety for this area. It may be appropriate to increase this activity by adapting the Library auditorium for theater performance use by enlarging its stage and installing a backstage/fly space. The costs and feasibility of such improvements should be investigated immediately so re-design can be accomplished prior to construction of the Library's interior spaces.

Federal Office Building at 50 U.N. Plaza

Should the Federal government choose to declare surplus the landmark 50 U.N. Plaza office building, the City should investigate the feasibility of acquiring and converting the building to an appropriate cultural arts use. The Federal government seeks to construct a major office building at 10th and Market Streets in the Civic Center area. The building would cost approximately \$170 million to construct on a site donated to them by the City of San Francisco. The City of San Francisco donated the 50 U.N. Plaza parcel to the federal government in the 1930's to build office space. This Federal office building, built in 1936, is a handsome landmark building, monumental in scale, but not very efficient in office space utilization. It is in need of seismic strengthening costing about \$64 million. With the 964,000 sq.ft. courthouse/office building at 450 Golden Gate Avenue and the new 400,000 net sq.ft. office building at 10th and Market Streets, the Federal government may find the older 183,000 sq.ft. 50 U.N. Plaza building redundant and expensive to restore. It is conceivable that the Federal General Services Administration would offer it to the City for adaptive reuse as a cultural facility. Should this be the case, the City would have to invest in the seismic improvements. A non-profit cultural organization could raise funds for tenant improvements. A consolidated City History museum which includes nighttime activities related to the collections should be investigated for re-use of this building. A city history museum with a Barbary Coast-type musical review and/or a San

Francisco jazz club/coffeehouse would be a positive nighttime use at this location.

Alternative Proposals

If the previous recommendations prove too costly, an alternative development program should be considered which would, at a minimum:

- (a) Improve the 856 seat Nourse Auditorium with state-of-the-art sound, lighting and air conditioning equipment and a wood-sprung stage floor for public use;
- (b) Convert the MOMA gallery space in the Veterans Building to a City history museum, an art gallery, another museum or a high technology art/educational exhibition space; and
- (c) Install a backstage/fly area to the new Main Library stage to accommodate full theatrical productions by San Francisco multicultural groups.

CONVENTION FACILITIES

The Civic Auditorium is currently undergoing seismic-strengthening construction as well as accessibility improvements for compliance with the 1990 Americans with Disabilities Act (ADA). These improvements will require alterations to building exits and stairways which will affect exhibition floor plans of the underground Brooks Hall. Brooks Hall is a 90,000 square feet exhibition hall used primarily by trade shows, often in conjunction with their use of the Civic Auditorium. The Moscone Convention

Center, with over 400,000 sq.ft. of exhibition space, has a comparably-sized 95,000 sq.ft. hall. The Moscone exhibition spaces are currently fully booked by activities serving nearby hotels. Brooks Hall, in combination with the Civic Auditorium, is used for local-serving activities. Many Civic Center performance and exhibition facilities will be 'off the market' at various times over the next eight years as over seven major buildings in the area will undergo seismic strengthening construction. This construction activity will create noise, dust, fumes, traffic and other impacts which will reduce the attractiveness of the area and the marketability of the Civic Auditorium and Brooks Hall.

During seismic strengthening construction of the Opera House, the Opera and Ballet companies will use the Civic Auditorium and the Orpheum Theater, which will introduce new patrons to the Civic Center's eastern edge. The improvements to these facilities for the Opera and Ballet companies' use will enhance the attractiveness of these facilities and will introduce a broader audience to these spaces and to the neighborhood. Increased lighting and cleaning/maintenance of the eastern edge of the Civic Center, particularly to and from transit or parking destinations, should be programmed, funded and implemented prior to the opening of the new Main Library and prior to the Opera and Ballet companies' move to the Center's eastern edge.

PUBLIC GATHERING SPACES

The City should improve the public parks, plazas, sidewalk spaces and boulevards within the Civic Center to strengthen and facilitate their use as ceremonial gathering spaces, recreational areas, areas for parades, fairs, rallies, marches, outdoor markets, resting, schmoozing and people watching. At a minimum, the City should immediately improve outdoor lighting for both pedestrian and vehicular use.

Civic Center Plaza

The Civic Center Plaza (James Rolph, Jr. Plaza) should be redesigned to better serve as a public gathering place for programmed major events as well as small group and individual passive resting and recreational activities. The Plaza is used by nearby office workers during lunchtime and by retired people, unemployed and homeless throughout the day. It is used as a photo-opportunity for tourists and is the City's most frequently used site for mass rallies, marches and demonstrations as well as for other community events and parades. A recently installed temporary children's play area is used throughout the day by individual families and by nearby child care providers. The long reflecting pool divides the Plaza in two; each of the two areas is further broken up into lawn areas and areas planted with trees. While this does not negatively affect the use of the Plaza by individuals, the plan divides the plaza in a way that makes it less effective for large group events. Civic Center Plaza should be rede-

signed in a way that better accommodates individuals, groups and large public events. Care should be taken to avoid installing elements and features that do not work well within the local microclimate (such as large fountains that local winds spray passersby) or that physically or visually intrude upon the grand and formal plan of the plaza.

United Nations Plaza and Fulton Mall

The primary entrance to the Civic Center is from Fulton Mall as it begins at Market Street, the City's primary thoroughfare. The area, including the Leavenworth Street right-of-way south of McAllister Street, is also called United Nations (U.N.) Plaza. The Plaza is separated from the Fulton Mall by Hyde Street. Fulton Mall, for the purposes of this discussion is the area between the two libraries along the Fulton Street right-of-way between Hyde and Larkin Streets. The U.N. Plaza was constructed in the 1970 after the installation of the underground MUNI and BART transit system. The plaza is paved with brick, similar to Market Street sidewalks. As designed, U.N. Plaza contains a large fountain in the Leavenworth Street right-of-way. The Plaza, in addition to the brick paving, has grassy lawn areas and rows of Sycamore trees. The Plaza is the site of a certified farmers market each Wednesday and Sunday. Programmed uses of the site, such as farmers markets, music performances or artist vendors should be increased. The fountain should be removed and replaced with a small performance area or additional seating. The area should be protected from increased shadows cast by new building

developments. The Plaza, as an element of the Fulton Axis, should be extended from Leavenworth across Hyde, Larkin and Polk Streets, through City Hall and across Van Ness Avenue, through the Memorial Court to Franklin Street and beyond to the proposed Hayes Valley Pedestrian walkway so that the pedestrian mall would extend fully from Market Street to the western edge of Civic Center.

War Memorial Court

The War Memorial Court is a small, intimate, green space located between the War Memorial Building and the Opera House between Van Ness Avenue and Franklin Street. The Court was designed by Thomas Church in the 1932 and the design has been retained since. The space is simple and elegant. Local veterans organizations solicited soil from various cities around the world where Americans had been in battle and planted the courtyard with this soil. Veterans' groups consider the grassy courtyard to be sacred grounds and are very protective of its use; they prefer that it remain an open area with very limited and passive uses, like a brown bag lunch.

The largest part of the court is a broad, 'U' shaped lawn area. The lawn is bordered by a paved walkway which in turn is set within a bed planted in ivy and surrounded by a low hedge. Pollarded sycamore trees are symmetrically placed in the landscaped border on either side of the walkway. Outside of the border, a ceremonial carriage drive provides access for opera goers, technicians and service providers.

The War Memorial Court is visually enclosed by the War Memorial Building and Opera House on the north and south and by City Hall across Van Ness Avenue to the east. In addition, massive ceremonial iron gates, painted muted blue and gold, frame the east and west sides of the court and visually enclose the space.

Just west of the Memorial Court gate is a small paved area used for staff parking and off-street loading, primarily for the Opera Company. This area, within the Fulton Street view corridor, should be redesigned as a small ceremonial open space and should act as a forecourt to the grassy War Memorial Court. It should welcome visitors arriving from the western neighborhoods and the Performing Arts Garage. The site should be designed as a hardscape, and could include a small sculpture, statuary, or a similar feature with care taken to protect views of City Hall. It should be noted that development guidelines for parcels vacated by the Central Freeway viaduct in the Hayes Valley area recommend development of a pedestrian walkway through each of those parcels which would link the Hayes Street commercial and arts district with the Civic Center via the Fulton Axis. Any new design of the Memorial Court area should consider this potential link. In addition, the sidewalk space just south of the War Memorial Building should be improved to minimize open grating and maximize formal and informal seating and enjoyment of the sun exposure along that wall.

Vehicular access to the carriage entrance and the surface parking lot west of the War Memorial

building should be retained. Any parking removed by this redesign could be replaced within the Performing Arts Garage, located one block away.

Any modifications to the Court area and its environs should be carefully designed to prevent intrusions into the view corridor along the Fulton Axis, particularly the view of City Hall from the Court. All designs should protect and respect the character of the Memorial Court as a place which honors and mourns victims of war.

EDUCATIONAL FACILITIES

There is strong interest in attracting the public high school for the arts and the Conservatory of Music to the Civic Center area to increase their audiences, to expose them to the "laboratory" spaces of the area's numerous cultural facilities, and to increase the creative synergy of the area. The undeveloped lot next to Davies Hall at Franklin and Grove Streets could accommodate approximately 60,000 square feet of classroom, rehearsal, studio and small performance spaces for the Conservatory of Music, which could also be used by music students of a future location of the public high School of the Arts. Approximately 20,000 square feet of office and reception space for the Opera and Symphony staff and volunteers as well as classroom space for a culinary arts school could be accommodated within the building in addition to the ground floor kitchen and dining areas.

The City should encourage the preservation and conversion of the landmark 135 Van Ness Avenue school district administration building and

the historic Commerce High School and Nourse Auditorium to a high school of the arts (SOTA) program. SOTA students should be encouraged to "intern" with nearby for-profit and non-profit arts institutions to expand their studies and use nearby facilities as laboratory space. A consolidated cultural arts library at the new Main Library would attract greater daytime and nighttime pedestrian traffic to the eastern edge of the Civic Center. New state funding for "space saver schools" should be pursued for the development of the SOTA. The 41 Van Ness Avenue parking lot and the International Center on Oak Street could be used to provide additional facilities for the SOTA. Relocation of the school district's administrative offices can be analyzed as part of a revised Civic Center government office facilities study.

UTILITIES/INFRASTRUCTURE Transportation Facilities

Transportation improvements within the Civic Center should concentrate on those projects which make travel in the area more accessible, efficient, distinct and pleasing. A significant element of the transportation system supporting the Civic Center is the Central Freeway. The re-design of the Central Freeway will have both direct and indirect transportation impacts on the Civic Center. The re-design needs to consider broad transportation systems needs as well as the needs of adjacent neighborhoods, including the Civic Center.

Transit Preferential Streets

This program includes the designation of streets for exclusive transit use; sidewalk widening at bus stops; traffic signal modifications to improve traffic flow; reduction and relocation of bus stops; removal of any unnecessary stop signs along transit and bicycle routes; and modification to on-street freight loading and parking zones. Several projects have been selected for development which may benefit transit within the Civic Center. In particular, Van Ness Avenue and Mission Street are targeted for transit preferential street projects and treatments to facilitate transit operations. Other improvements may be programmed in the near future. Funding for implementation of these improvements should be pursued. Within the Civic Center core area, streetscape improvements should adhere to urban design guidelines established for the district.

Transit Stations

Underground transit stations serving the Civic Center are conveniently located along Market Street although they are cluttered at street level with excessive numbers of newsracks, unauthorized sidewalk vendors and panhandlers. The Grove/Hyde Civic Center BART and MUNI station at street level is filthy and is one of the most unappealing transit stations in the City. The City is investing over \$100 million to repair the Civic Auditorium and to construct a new Main Library which will be served by this transit station. The Grove/Hyde transit station at street level should be thoroughly steam cleaned and maintained free of clutter and should

provide multi-lingual directional signage to inform transit riders of the location of major destinations within the Civic Center. This should be completed well in advance of the opening of the new Main Library and the temporary use of the Civic Auditorium and Orpheum Theater by the Ballet and Opera companies.

Transportation Demand Management Program

The City currently operates a Transportation Demand Management (TDM) Program for City employees. TDM programs are designed to maximize the people-moving capacity of existing transportation systems by increasing transit ridership, increasing the number of persons per vehicle, and by influencing the time of travel. The following TDM projects are scheduled which should benefit the Civic Center area:

- A City Employee Commute Program to encourage the use of commute alternatives;
- A San Francisco Trip Store Program which supports the establishment and operation of multi-service transportation information and assistance for travelers. A strategic location for such a trip store should be found within the Civic Center;
- A Visitor/Traveler Program which would identify travel behavior patterns of visitors and would develop strategies to emphasize transit as the transportation mode choice. The program

would provide visitors with an on-line source of reliable transit information; and

- A Non-Commute Program designed to target non-work-related travel to major City destinations to develop strategies which will encourage travelers to use transit, to walk or bicycle to these destinations.

Bicycle Facilities

The City should implement Bicycle Plan recommendations for the Civic Center which include bicycle routes, storage facilities, and activities which would make bicycling safer and convenient. Whenever possible, businesses should make provisions for bicycle users, including safe storage of bicycles and provisions of showers and lockers for employees.

Parking Facilities

Parking Management Plan

The City and County of San Francisco should publish an inventory of existing off-street parking resources within walking distance of Civic Center. This inventory should include the name of the facility, the location, the number of spaces, the hours of operation, and rates. This inventory should be vigorously marketed by area government office, judicial, educational and cultural institutions and private businesses to their clients, workers, students and patrons.

The City should develop a parking management plan and implementation strategies for the Civic Center area. Existing parking resources should be identified and marketed to area institutions.

Areawide implementation strategies should include (1) pricing policies which discourage commuter parking and solo drivers; (2) standardized pricing policies for all area parking garages; (3) hours of operation for garages and lots which can accommodate courts and office workers and their clients during the day and patrons of the arts at night; and (4) discount pricing for car- and vanpools.

City Vehicle Parking

The City should provide dedicated off-street parking for City vehicles at an existing parking garage within the Civic Center. Much employee time is devoted to searching for parking spaces for City vehicles, searching for the car parked by other employees, and walking to and from the vehicle to their work site. This is a very expensive and wasteful allocation of City resources. There are presently over 400 City vehicles assigned to employees working within the Civic Center. Most of these employees circle the area in search of parking. During construction of City Hall and other buildings within the Center, these employees will be assigned to other areas of the City. When all the construction work is completed, and City employees return to the Civic Center, parking reserved for City vehicles should await them.

The Civic Center Garage is under the jurisdiction of the San Francisco Recreation and Park Department. The Department leases the 840 space garage to a private operator. Rent revenues from this lease support the Department's operating activities. At present, the Civic Center Garage is operating at only 50 percent capacity on an average day; this

increases, of course, when there are special large events in the area such as parades, fairs and trade shows. It may be possible to dedicate 400 spaces within the Civic Center Garage for City vehicle use without the Recreation and Park Department experiencing a loss of revenues. This should be investigated prior to the completion of construction of City Hall.

Replacement Parking

The Performing Arts Garage has 568 spaces and is well used by area workers and patrons of the arts. The height limit for the site would allow expansion which could double the capacity of the garage. As new developments displace existing parking lots in the Civic Center and Hayes Valley neighborhoods, expansion of the garage should be considered. The new design should provide 24 hour "in-and-out" access to the facility to facilitate monthly rental of spaces for area residents and workers.

Accessibility Improvements

As the Civic Center is the City's foremost center of government and public gathering spaces, it must be made accessible to all people. Federal, state and local governments should insure that all public spaces, buildings and transportation facilities meet Americans with Disabilities Act (ADA) standards for accessibility. Furthermore, street furniture, signage and other streetscape elements should be designed to maximize accessibility and convenience for people with limited abilities.

Steam Heat Facilities

The City's Steam Power House at the corner of McAllister and Larkin Streets was constructed in 1915 to provide heat for City buildings within the Civic Center area. The system serves over a million square feet of floor space in City Hall, Brooks Hall, Civic Auditorium, the Main Library and 101 Grove Street buildings. The steam heating system has been in operation for over 75 years, nearly twice the anticipated 40 year life span of the such systems. A 1970 assessment of the distribution system found that it had "long ago passed its normal useful life". Over the past 25 years, several studies have suggested improvements, replacement and abandonment. The present system is inefficient due to deteriorated insulation in the steam loop system. In 1992, a \$20.8 million Bond Issue was suggested for replacement of the steam heat system with a hot water heating system. Recent proposals suggest that the City sell the system to a private utility who would improve or replace the system and sell heat to the City as a private utility. Should this occur, the Powerhouse site at Larkin and McAllister Streets could be available for another public use. New development should follow the urban design policies of the Civic Center Plan as well as urban design guidelines established for the Civic Center.