

**Strategic Analysis Report (SAR)
Transportation Options for a Better Market Street (2009)**

Final Scope of Work

I. Background

- A. About SARs:** This is a standard section included in all Strategic Analysis Reports (SARs). It describes the SAR development and review process and the role of the document in facilitating policy-level decision-making.
- B. History/Context of Market Street:** Historically, Market Street has been the most important development and economic activity axis in downtown San Francisco. It has also played a central role in the city's transportation system. It once functioned as a vital transit link to the region through the Ferry Terminal, and it has facilitated transit service access and distribution functions through several transformations, from the time of the horse-drawn streetcars, to the era of multiple private electric streetcar companies operating on four tracks on the surface, to the opening of the BART/MUNI tunnel in the early 1970s. Up until the 1960s, Market Street was a crowded and vibrant place, shared by throngs of pedestrians, cars and public transportation vehicles. Fundamental changes in the economy, the advent of the freeways in the 1950s and 1960s, strong suburbanization trends, and the expansion of downtown to the South of Market area had significant impacts on Market Street. Commercial activity declined along its entire length, in a particularly dramatic way in the Mid-Market section, despite the major rehabilitation and beautification effort that followed the construction of BART.

Having been a great street, Market Street has the scale, the social and historical significance, the architectural profile and the infrastructure, and hence the potential, to be great once again. The revitalization of the Market Street corridor has been a City goal for decades and, all along, agencies and stakeholders have assumed that transportation improvements would play a major role in achieving that goal. The opening of the F line of historic streetcars is a good example of a successful transportation investment intended to provide a shot in the arm to the Market Street revitalization effort.

- C. Purpose of the SAR:** Many have argued that making more room for pedestrians, cyclists and transit users would result in more robust commercial activity along the Market Street corridor and further revitalize it. In this context, the idea of auto restrictions on Market Street has been considered for many years, as a way to manage demand, improve conditions for other modes of transportation vying for space along the corridor, and promote broader economic development and neighborhood and place-making goals. It has also been argued that car traffic on Market Street may be necessary to keep it safe at night, and to keep it vital as a commercial corridor. Either way, it should be clear that any proposal to restrict access to Market Street cannot be analyzed just from the narrow perspective of transportation system performance.

Therefore, the main purpose of this SAR is not to adjudicate the issue of whether auto access restrictions are advisable or not, but rather to propose an appropriate framework for how to comprehensively study such a proposal, as part of the larger picture of how to clarify the role of Market Street in the city's transportation system and help with the revitalization of the corridor. The SAR will provide a road map with the analysis and planning steps necessary to develop the level and quality of information necessary for the Board to have an informed debate and make a well-grounded policy level choice about whether to pursue a number of changes on Market Street, including the implementation of automobile restrictions, with the benefit of: relevant information about economic impacts, a clear sense of the scale of resources and time that will be needed to achieve implementation, and full consideration of the options for the short, medium and long term.

D. Review of Other Studies and Documents: There have been a number of studies and plans addressing ways to improve transportation conditions and revitalize Market Street, including the potential to restrict automobile traffic. Several cities have implemented automobile restrictions as part of plans to revitalize key streets. This section will review relevant studies and documents, current and past that offer information on related efforts.

1. Literature review of other auto-restricted streets
2. 1997 SAR on Restricting Private Vehicle Traffic on Market Street
3. 2005 Market Street Action Plan
4. Other studies, plans or efforts related to Market Street including:
 - a. Transit Effectiveness Projects (TEP) and other modal plans
 - b. Eastern Neighborhood Transportation Implementation Planning Study (EN TRIPS)
 - c. Resurfacing and other public works plans
 - d. Land use/Area/Zoning Plans
 - e. Greening plans
 - f. CBD/Economic development plans

II. Strategic Analysis

A. Vision/Goals for Market Street: This section will summarize the vision and goals previously set by City policy for Market Street, and re-confirm a long-term vision for Market Street and its role in the transportation system.

B. Issues and Opportunities for Automobile Restrictions: This section will discuss the various ways that automobile restrictions could support or hinder Market Street revitalization goals. These include:

- a. Transportation effects - modal facility design and operational/performance benefits, impacts (e.g. effect of diversions on surrounding streets)
- b. Economic development effects – potential for revitalization, support for growth/development, potential impacts of construction or reduced economic activity resulting from implementation

- c. Neighborhood quality-of-life effects – social cohesion, public health, environmental effects
- d. Coordination opportunities – fiscal impacts, e.g. ability to leverage cost sharing/schedule coordination and cost (financial or otherwise) of missing these opportunities

C. Strategic Options. This section will outline (conceptual design and temporal) alternatives for implementing automobile restrictions on Market Street, and discuss the potential benefits and impacts associated with each. A set of detailed implementation roadmaps addressing technical, public involvement, and institutional considerations will be developed to outline how the City can maximize opportunities and minimize risks for each alternative. Alternative approaches to be addressed will include but are not limited to:

- a. Immediate short-term trial auto restrictions only
- b. Immediate short-term trial auto restrictions with complementary measures
- c. Mid-term implementation of auto restrictions, either alone or together with a broader package of improvements, e.g. coordination with scheduled DPW resurfacing project
- d. Long-term implementation, as growth, congestion and development pressures may dictate.
- e. Phased implementation, based on some combination of options a-d.

III. Next Steps/Recommendations

The SAR will develop a set of recommendations for further steps in completing a detailed analysis, including time frames, likely order-of-magnitude cost and level of effort, and responsible agencies. If appropriate, based on the results of the strategic analysis, the report will recommend a narrower set of preferred options.

IV. Bibliography

This section will identify the bibliography as well as individuals and organizations consulted in the process of developing the SAR.