



THE SAN FRANCISCO CIVIC CENTER:
A STUDY IN URBAN FORM

OCTOBER 1987

URBAN DESIGN RECOMMENDATIONS FOR SAN FRANCISCO'S CIVIC CENTER
UNDERTAKEN BY
THE URBAN DESIGN COMMITTEE
AMERICAN INSTITUTE OF ARCHITECTS • SAN FRANCISCO CHAPTER

DEVELOPED IN CONJUNCTION WITH
THE SAN FRANCISCO DEPARTMENT OF CITY PLANNING
&
THE CIVIC DESIGN COMMITTEE • SAN FRANCISCO ARTS COMMISSION

SPONSORED BY
THE ARCHITECTURAL FOUNDATION OF NORTHERN CALIFORNIA

• PREFACE/ACKNOWLEDGEMENTS •

The report presented herein is the culmination of a design charrette undertaken to reawaken public interest/civic spirit in the Civic Center Area. The goal of this study is to facilitate the completion of a world-class civic center begun in the early 20th century. The vision of this special urban place and the current physical form is the combined efforts and talents of many individuals. With sensitive reinforcement, we believe the vision of civic leaders, nearly 80 years ago, can be fully realized. It is our hope that this study can act as a catalyst in evolving this vision and that the continued completion of this great civic composition is accomplished.

The charrette study took place on the 13, 14, 22 and 23 of July 1987. We wish to acknowledge the valued participation of the following individuals:

Clark Manus, Chairperson
Alex Bonutti, Steering Committee
F. Lee Moulton, Steering Committee
Bruce Race, Group Leader
Philip Enquist, Group Leader
Michael Stanton, Group Leader

Erin Bell, Camilo Carrillo, Marien Coss, Norman Davis, Mary Dooley, Lester Gerstman, Rob Gibson, Maria Gray, Ricka Hale, Lisa Kramer, Jerry Lee, Alex Lui, Maureen Hart, Sandy Miller, Caesar Quitevis, Andrej Scarica, Makato Takashima, Tom Trimbue

In addition, we would like extend our thanks for the support, encouragement and contribution of the following individuals:

George Rockrise, James Chappell : Architectural Foundation of Northern California
Dean Macris, George Williams, Richard Hedman, Calvin Malone : Department of City Planning, City of San Francisco
Chris Nelson, Edward Michael : Foundation for the Preservation of San Francisco's Architectural Heritage
Peter Henschel : Office of the Mayor, City of San Francisco
Deborah Learner : Recreation & Parks Department, City of San Francisco
James Haas, Diane Filippi, Marilyn Smulyan : Friends of the Library
Claire Isaacs, George Rockrise : San Francisco Arts Commission
John Kriken
Adam Krivatsy
Rai Okamoto
Marie Farrell, Liz O'Hara, Mark Mattocks : A.I.A. / SF Staff

• TABLE OF CONTENTS •

• EXECUTIVE SUMMARY	1
• CONTEXT	
• Background	2
• Urban Design Analysis	4
• Architectural Analysis	6
• RECOMMENDATIONS	
• Urban Design Concepts	8
• Architectural Concepts	16
• Actions	21



• EXECUTIVE SUMMARY •

OVERALL GOAL

- Enhance the Civic Center as a setting for cultural and government activities providing opportunities for every citizen to utilize the district as a community resource.

PLANNING RECOMMENDATIONS

- Provide for a continued focus and diversity of government office, retail and cultural activities to maintain the Civic Center as a safe and active area both during the day and evening.
- Review the balance of cultural activities citywide identifying the role of the Civic Center as a cultural district.
- Locate additional cultural and evening activities on the east side of the plaza to facilitate wider use of the Civic Center as a cultural district.
- Expand government and cultural facilities within the Civic Center district in priority sites as identified in this report.

URBAN DESIGN RECOMMENDATIONS

- Complete and restore the original 1912 Civic Center master plan in concept providing a formal Civic Center composition and character for the district.
- Enhance the definition of the Civic Center as a distinct district utilizing a stronger streetscape, open space framework and architectural guidelines that build on the characteristics of the classical core buildings.
- Improve the arrival experience at the Civic Center MUNI/BART stations by posturing future development on the south side of Market street toward United Nations Plaza.

URBAN DESIGN RECOMMENDATIONS

- Reintroduce traffic along the Fulton Street Mall to improve access, activate the mall and improve the arrival experience to the Civic Center.

ARCHITECTURAL DESIGN RECOMMENDATIONS

- Maintain the existing perceived height and scale of the classical core area.
- Select materials for the infill civic center buildings that are similar in nobility, color and relief as the classical core buildings.
- Compose the infill buildings' elevations in the context of the adjacent classical tri-partite facades.
- Consider Proposition K requirements for the public open space in the important context of completing the Civic Centers' established formal Beaux Arts design.

RECOMMENDED ACTIONS

- Fund and execute a comprehensive design and facilities plan for the Civic Center district to realize the center's opportunities to unite the diverse and civic elements of the city.
- Budget and implement a formal open space and streetscape master plan for the Civic Center district to provide the necessary setting for community and cultural events and enhance the traditional role of the area as a place for government and culture.

• CONTEXT •

Background

SCOPE OF STUDY

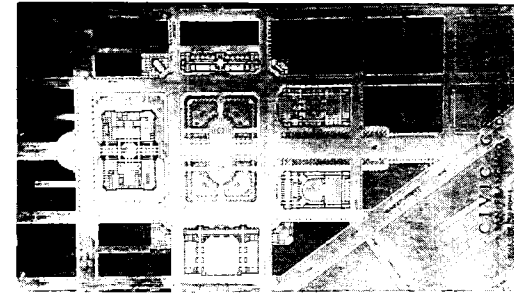
The focus of this study is the analysis of and suggestions for the physical form of the study area, an area that includes not only the core area that is traditionally considered the Civic Center, but also the areas adjacent to it.

PURPOSE

The intent of this study is not to suggest specific uses for the various components of the Civic Center; but, rather, to focus on the more general issues which define the physical form of the Civic Center Area, and suggest ways of enhancing the vitality of the Civic Center.

The study addresses not only the historic core but also adjacent areas because it is the belief of the participants that the experience and use of the Civic Center must be viewed within the larger context of the surrounding city.

It is hoped that this study will serve as the basis for consideration of the Civic Center study area described herein as a zoning district, and lead to the preparation of District Guidelines that serve as a mechanism to assist the realization of the vision of a Civic Center that is based on a respect for the past, present consideration of the disparate needs of the city's inhabitants, and an understanding of this area's role in molding the future.

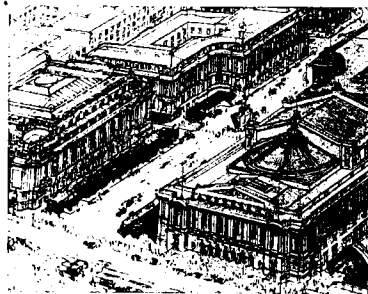
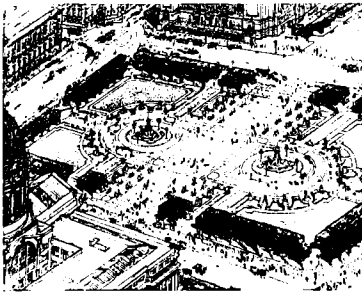


HISTORY

The rich history of the San Francisco's Civic Center grew from the "City Beautiful" movement spawned by the 1893 Chicago World Fair to create an organized center of civic buildings. The 1906 earthquake leveled the newly completed City Hall and created the opportunity to explore a grand plan such as the 1905 Burnham plan. The reform government of James Rolph in 1912 put the development of a civic center at the forefront of city policy, including the Panama-Pacific Exposition. Initial plans by John Galen Howard, Fred Meyer and John Reed Jr. called for the dome of City Hall to be on axis with both Fulton and Eighth Streets placing City Hall on the east side of the plaza. Part way through the competition, the City Hall was interchanged with the Opera House and Library creating a grand entrance to the Civic Center. The original designers recognized that to properly define such a large plaza, great strength and unity of design were required. All fronting buildings were given bold colonnades as were the identical four corner buildings. Constructed in 1915, in time for the Exposition, the plaza became a central ceremonial way following the visual axis along Fulton Street, flanked by the two fountains on the cross axis of the State and the Exposition (Civic Auditorium) Buildings. The Bakewell & Brown designed City Hall opened later that year. The George Kelham designed Library was built in 1917 amid some hint of impropri-

• CONTEXT •

Background



ety due to its resemblance to other public libraries. The State Office Building, by Bliss and Faville, was completed in 1926 after two years of delays resulting from City-State land swaps, World War I, and criticism of the design which departed from the horizontal divisions and characteristics that united the other buildings. The expanse of blank walls along the Fulton and Hyde Street sides of the 1926 Orpheum Theatre directed the city to buy a ten inch setback to construct a proper facade. But, with the 1929 Stock Market Crash and mismanagement of funds set aside for the project, the walls have since remained blank.

Efforts to build an opera house and museum were reactivated, in effect protecting City Hall from inappropriate neighbors to the west. The American Legion was brought in as a partner in the creation of the War Memorial in addition to assisting with the fund raising. The site provided the needed space for an expanded program and extended the formal frame of the Civic Center. The Health Building, at the corner of Polk and Grove Streets, remains the only corner building built, though it is not as strong as suggested in the master plan. The old Federal Building on Fulton Street, completed in 1935, was the last project within the Civic Center managed by Mayor Rolph. To secure appropriate development, the site was not turned over to the Federal Government until the Mayor was given satisfactory proof that the building would conform to the other Civic Center buildings. The depression, the retirement of Mayor Rolph, and

the demands of WWII brought active work on the Civic Center to a close for a period of almost twenty years.

With the Civic Center Plan of 1953, the formal arrangement along the Fulton axis was partially abandoned in favor of a more open and irregular pattern. Development brought the central freeway across the Fulton axis on the west, blocking views from and towards City Hall and limiting the extension of public services in that direction. Between the 1953 plan proposal and the officially adopted plan of 1958, Brooks Hall and a parking garage were placed under James Rolph Plaza. The Plaza by Douglas Bayliss retained many of the qualities of the original design while adding more trees, hedges and flowers to create more wind protected seating. But eventually, a reflecting pool was added, interrupting the ceremonial pathway.

The 1958 plan, a joint venture by Wurster, Bernardi & Emmons and Skidmore Owings & Merrill, called for the expansion of exposition facilities, the construction of four, nearly block sized, parking garages, and the extension of the complex to the north. Elaborate new open spaces around the 1962 Federal Building, designed by John Carl Warnecke & Associates, became unusable due to the severe wind problems in the area. In the 1960s, the 1953 idea of introducing greater informality in the arrangement of buildings was abandoned. With the construction of BART and the use of Federal funds, the city implemented the proposal to create a one block mall and plaza where Fulton meets Market Street.

Recent additions to the Civic Center include Davies Hall, to the south of the Opera House, and the equally monumental State Office Building, north of the War Memorial Complex. Both buildings, by Skidmore Owings & Merrill, face the reentrant corner of City Hall. The heart of the Civic Center remains incomplete while major public structures have been added to the periphery. The chance of realizing the visual unity of the central composition is still possible today.

EXISTING COMPOSITION

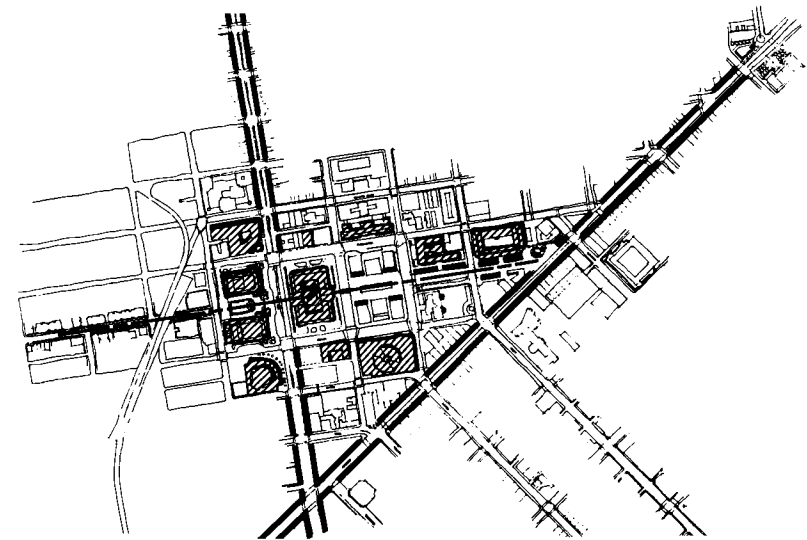
The classical, pre-1930s buildings that surround the Civic Center plaza are the core of the original Beaux Arts plan. It is the collection of buildings that make the Civic Center distinct in San Francisco, the formal bridge between Market Street and Van Ness Avenue. The following points summarize key observations about the existing urban design composition:

- The 1960's plaza and government buildings lack the subtle secondary compositional plan elements of the 1912 plan.
- The international style plaza design does not respond to the existing north-south or diagonal circulation patterns.
- The City Hall axis resolution at Market street is weak. It is too open and without a deliberate street wall. Fulton Street and U.N. Plaza are ill-defined.
- Van Ness Avenue provides a strong formal interface between the district and points north and south.

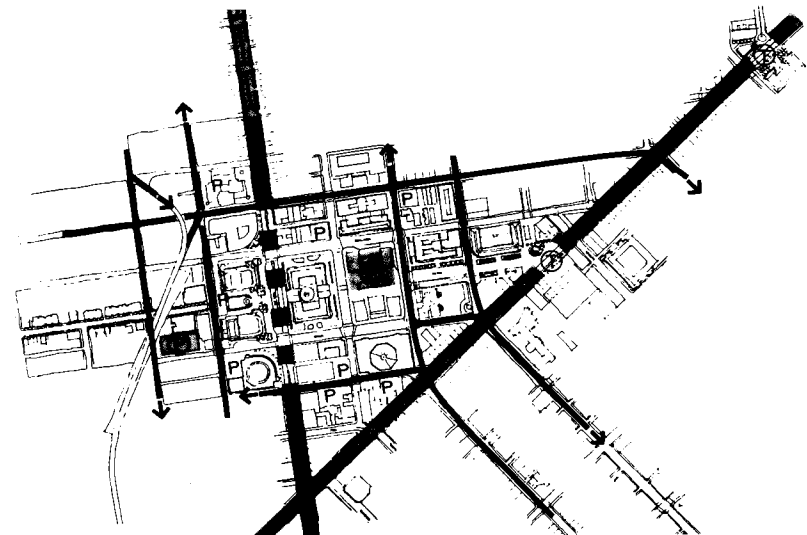
VEHICULAR CIRCULATION

A review of vehicular circulation yielded the following observations:

- Most vehicular circulation paths near the Civic Center are oriented to divert traffic around the Center's Core.
- Paths that do penetrate the core are configured to facilitate movement primarily in a north/south direction.
- McAllister provides the only direct east/west path through the core.
- The Fulton Street right-of-way, the central east/west axis through the Civic Center, is closed to through traffic east of Civic Center Plaza.
- Most of the traffic on streets adjacent to the area is routed as a series of one way couples.
- Several of these couples accommodate the transition between the wider South of Market and the tighter North of Market street grids.
- The Eighth/Ninth Street couple fails to enhance the experience of entering the Civic Center Core. North bound traffic enters at the rear of the Civic Auditorium complex, adjacent to the loading dock. South bound traffic exiting is diverted around Pioneer Monument, diminishing its importance as a historic landmark in the area.

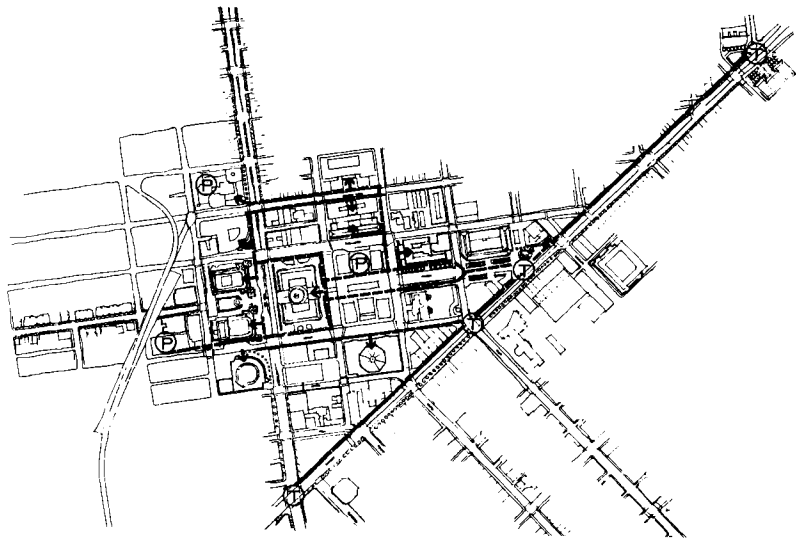


COMPOSITION

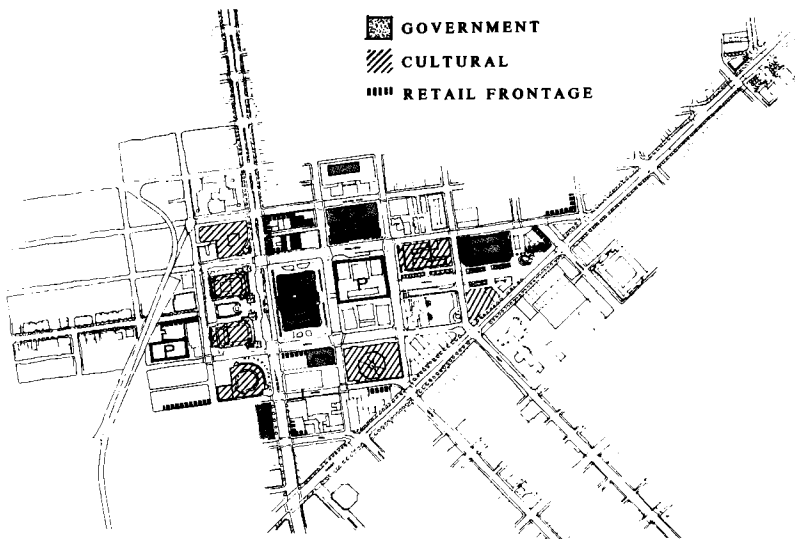


VEHICULAR CIRCULATION

• CONTEXT •
Urban Design Analysis



PEDESTRIAN CIRCULATION



EXISTING ACTIVITIES

PEDESTRIAN CIRCULATION

An analysis of pedestrian movement within the Civic Center has led to the following conclusions:

- Primary flow occurs in the east/west direction.
- During the day, the heaviest flow is between the Market Street BART/MUNI stations, available parking areas and government facilities surrounding the Civic Center Plaza.
- North/South flow is limited, for the most part, to destinations between facilities within the Civic Center.
- At night, the heaviest flow continues in an east/west direction, though most of it occurs west of Larkin, between Brooks Hall and its parking facilities, the Performing Arts Complex and the Cultural Facilities on the west side of Van Ness.
- Partly due to the lack of activity along the Fulton Street right-of-way between UN Plaza and the Civic Center Plaza, this portion of the pedestrian path is not heavily used at night.
- The configuration of the open space components in the Civic Center, such as crosswalks and the design of the plaza, does not facilitate east/west pedestrian movement

EXISTING ACTIVITIES

The Civic Center is the focal point of government and some cultural activities for the city. This district also provides the backdrop for citywide gatherings, whether political, cultural or civic. Related and support services are located at the district's edges. The Civic Center's areas include:

- The diverse activity core of Van Ness between City Hall, Davies Hall, the War Memorial Complex, and the State Building.
- Government offices are represented in the Civic Center, though not centralized. Workers are not served by retail outlets, typical of other districts in the city.
- The Plaza and other open space provide for city-wide functions, including parades, rallies, and a temporary market. Individual users encounter a social and physical environment that can be controlled by territoriality.
- The eastern portion of the Civic Center, lacks diverse day and evening activities. Other than special events and the market, this area is not utilized by local workers. At night, it is avoided altogether.

• CONTEXT •
Architectural Analysis

EXISTING BUILDING FORM ANALYSIS

As an urban area, the Civic Center Core buildings are different from the rest of the city. The common expression of the buildings strengthens the comprehension of the Civic Center as a **place** rather than a collection of buildings. At the most general level, the heights, widths, massing and distribution of the built volumes in the area are related to one other. These volumes are of three general types, (1) those that stretch the full length of city blocks on the east/west axis, (2) those that define the 'corners' of the principal open space and (3) those buildings that straddle the city's street grid (City Hall). All of these types have comparable heights of between 72-86 feet, including the base portion of City Hall.

More specifically, all the buildings have a uniform architectural style: the 'heroic' or 'civic' Beaux-Arts style, and a uniform palette of building materials. Buildings outside the core area, whether visible from it or not, are dissimilar in either style, material selection or both.

The diagrams on the adjacent page summarize some of the principles that define the treatment of the facades of the existing buildings in this area. They are derived from an overlay of all the primary buildings within the core area. These principles include:

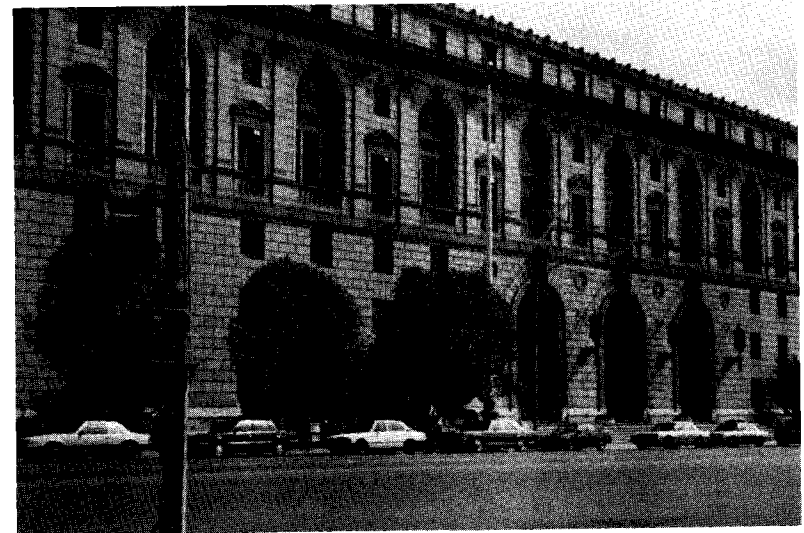
Principles:

- Axial entry at the center of the east/west facades.
- A plinth that accomodates the natural slope of the land.
- A deep, horizontally rusticated base ranging from 19'6" to 31'6" in which openings are recessed a maximum of 1'8", and occupy a maximum of 20% of the surface.
- A shaft between 33'6" and 45'6" in height, with vertically oriented solids and voids at least 2'6" deep, with a maximum of 50% surface in openings.

- A cornice line at about 65'0" in height.
- A 'capital' of about 15'0" in height, with a non-directional pattern and a maximum of 60% in voids, the voids being a maximum of 8" deep.
- A mansard roof, where appropriate, whose slope aligns with the angle from the floor at the midpoint of the entry to the top of the 'capital' band.

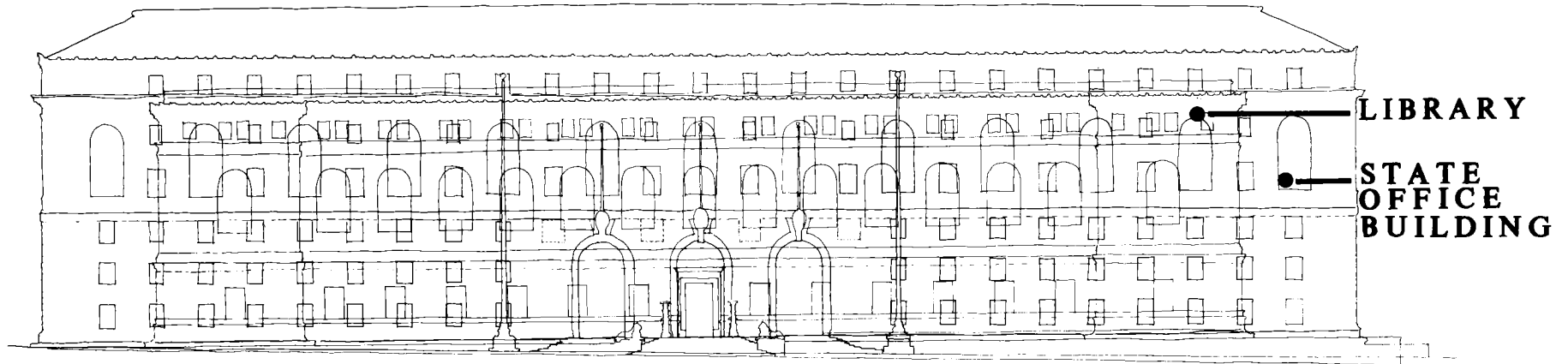
Materials:

- Plinths of predominantly gray granite with gray limestone above.
- Terne coated or colored metal work with clear or grey tinted glazing.

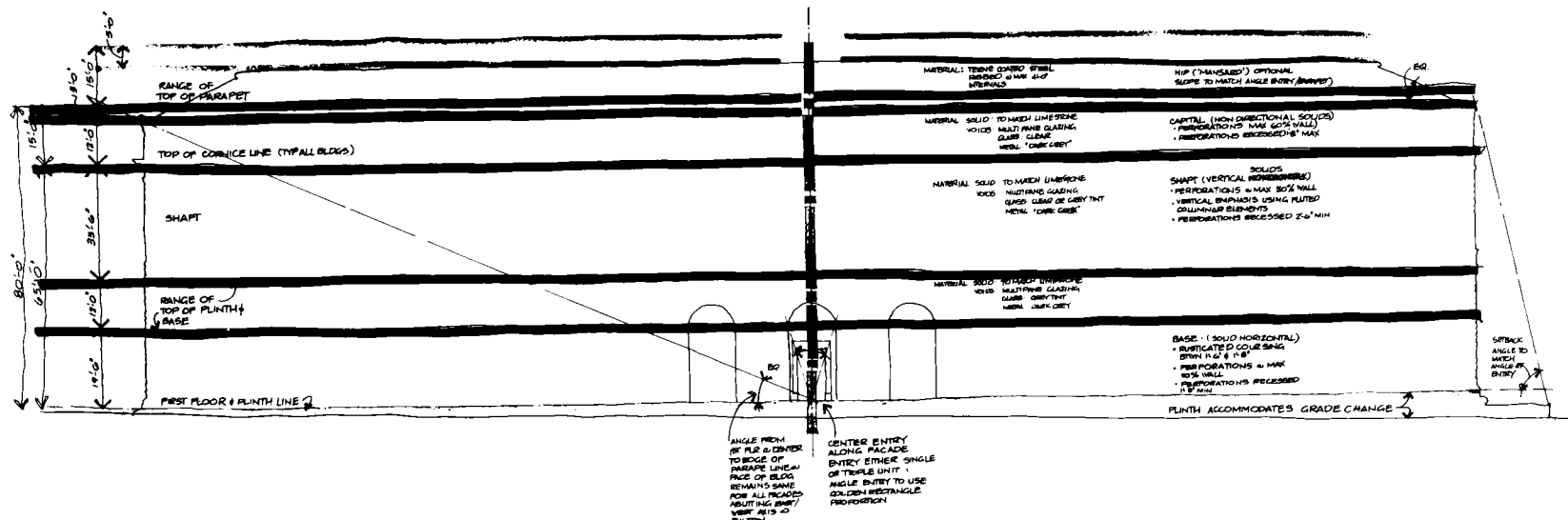


STATE OFFICE BUILDING

• CONTEXT •
Architectural Analysis



FACADE ANALYSIS
Range of Deviation



EXISTING BUILDING ANALYSIS
East-West Facades

• RECOMMENDATIONS •
Urban Design Concepts

OVERALL URBAN DESIGN FRAMEWORK

The overall design framework for the Civic Center has to complete the formal plan to enhance its identity as the center for government and the arts. This must be achieved within the context of an evolving setting with a diversity of bordering and support activities.

As the focus for government and cultural activities, it has considerable influence on contiguous areas. Supporting restaurants, retail and galleries have located within this area to take advantage of cultural patrons and lunchtime meals. The Van Ness corridor has new buildings that express "Classical" tendencies to take advantage of the positive market influence of the Civic Center cultural hub. The Civic Center continues to evolve as an area charged with integrating cultural and civic elements.

The Civic Center complex represents one of the strongest Beaux Arts plans and finest collection of neo-classical buildings for a municipality in the United States. The City Hall, State and Federal Office buildings, and cultural facilities constructed prior to 1930 compose the core of this as yet incomplete formal composition. The recommended plan places a high priority on completion of this composition with the first phase building being located on the Marshal Square site. Second priority buildings would be located on the diagonal corner sites.

This formal building group, the ordering axis of the City Hall, and the dome float in between two key civic streets. Van Ness

Avenue and Market Street are bridged by the Civic Center linking 'Commercial' Market Street and 'Cultural/Mixed Use' Van Ness. Not perceived to be a part of the Civic Center, the transit stop at the U. N. Plaza is more of an entry to the district rather than a part of it. The architectural response along Market is one of indifference to the incidental intersection of the City Hall axis. This is contrasted with the aesthetically enhanced and economically invigorated Van Ness Avenue. The recommended concept plan builds on these relationships in physical design terms. It includes increasing the intensities and diversity of activities on the eastern section.

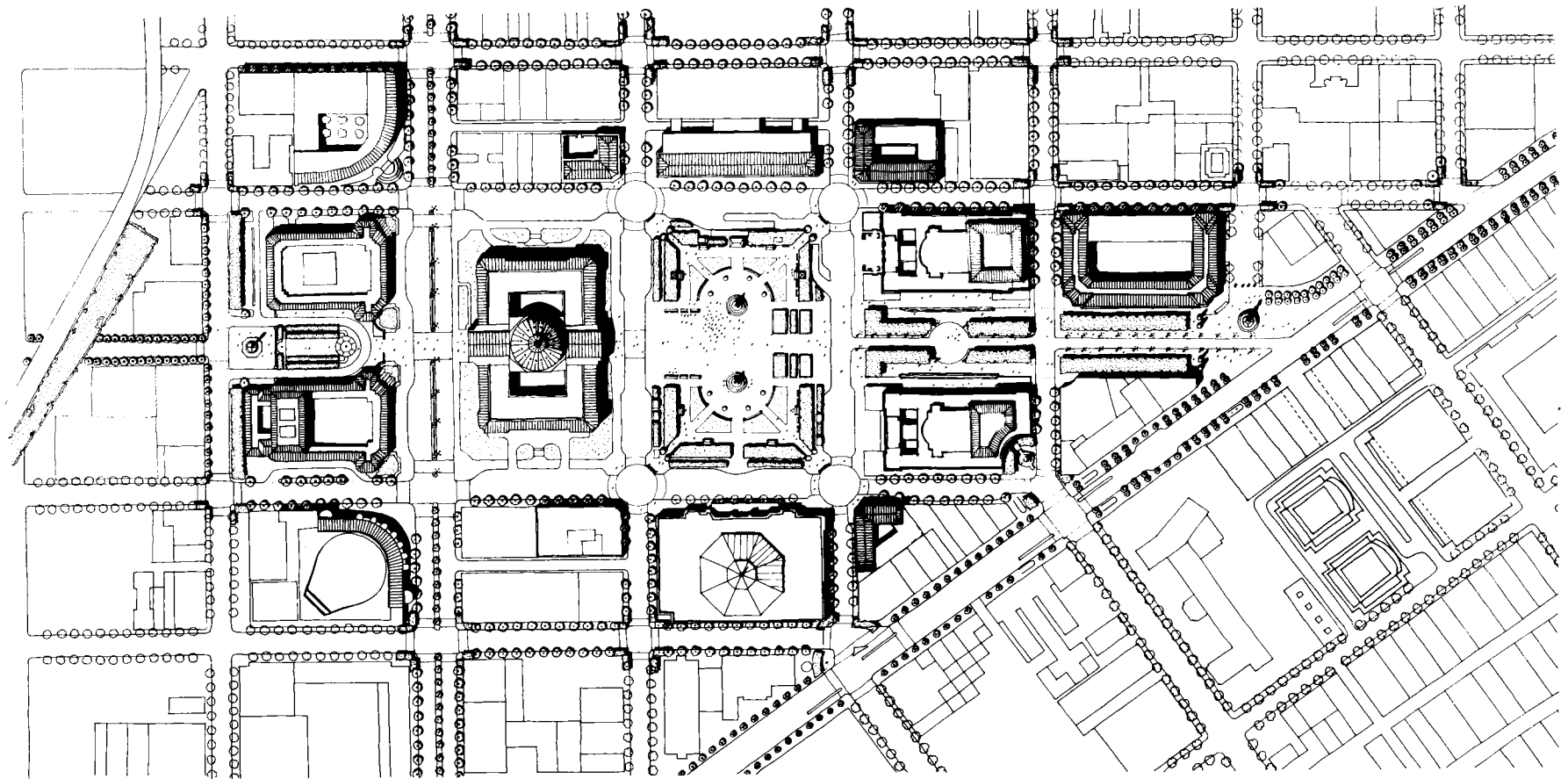
The overall goal guiding the development of the recommended concept envisions the Civic Center as an enhanced setting for cultural and government activities. There must be opportunities for all citizens to utilize this community resource, day or night.

More detailed design framework recommendations fall into five subject areas. They include:

- Defining the limits of the Civic Center
- Composition of the urban design plan
- Circulation
- Activities
- Streetscape

The following pages summarize these overall design framework issues and focus on recommended design criteria for distinct subareas within the Civic Center.

• RECOMMENDATIONS •
Urban Design Concepts



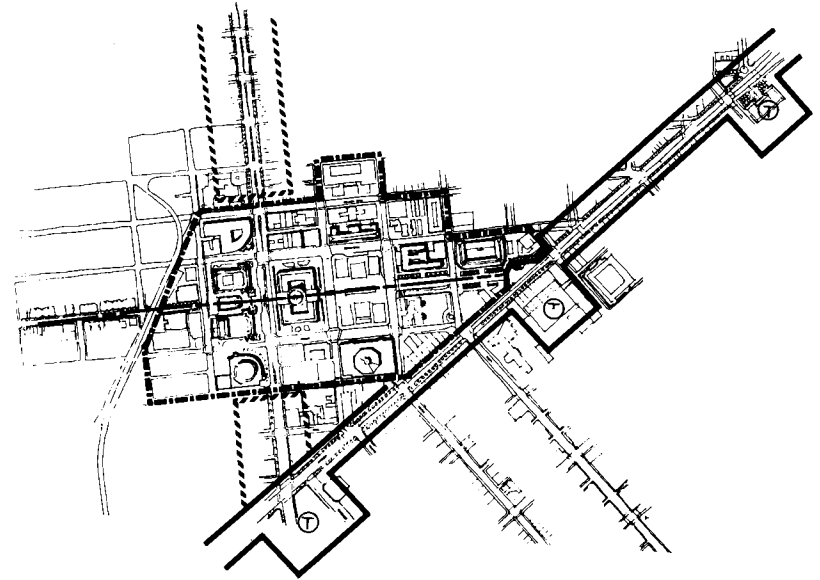
RECOMMENDED PLAN

• RECOMMENDATIONS •
Urban Design Concepts

DEFINING THE LIMITS

Defining the boundaries, entries and edges of the Civic Center area is essential. The limits of the area enhance the perception of special activities and the civic importance. The following recommended policies address this issue:

- Create a strong and distinctive streetscape framework for the district utilizing thematic elements for open space treatment.
- Building massing should establish a base streetwall height within the district. Full block and half-block development patterns and consistent heights enhance perception of the formal importance of the district.
- Building materials should be light in color, have high relief and similar elevation characteristics (i.e. tripartite composition) inside the district while contrasting these characteristics at established edges.

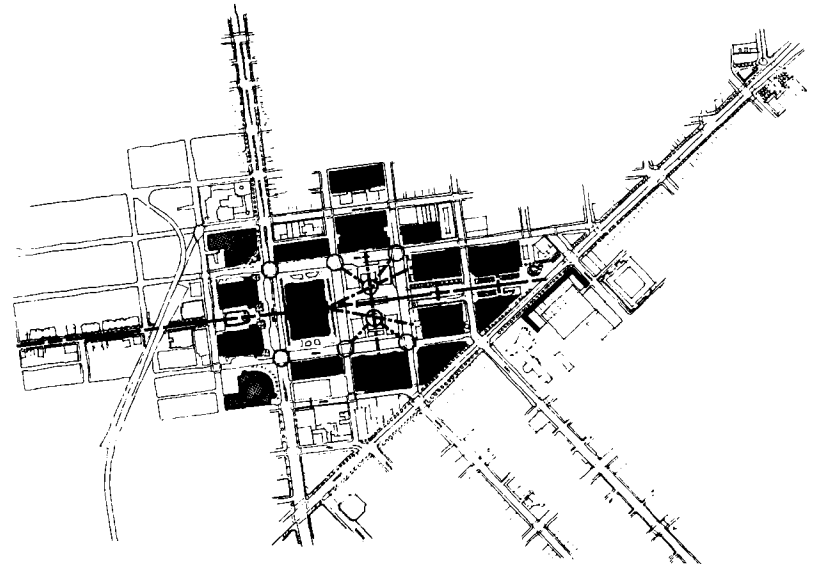


DEFINING THE LIMITS

COMPOSITION OF THE URBAN DESIGN PLAN

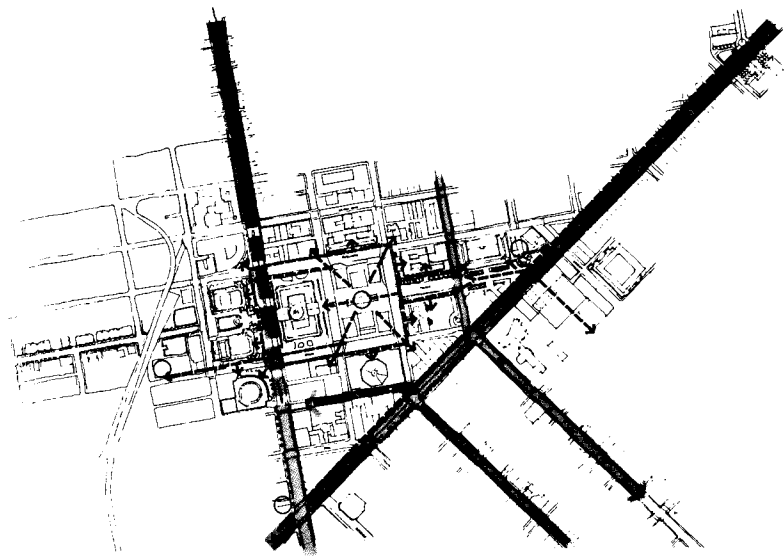
The primary recommendation of the urban design composition is the development of the Civic Center area along the lines of the 1912 master plan. The following summarizes specific recommendations regarding future plan composition of development in the Civic Center:

- Development of all future Civic Center projects should be developed as an integral part of the formal plan.
- The Marshall Square site and corner sites facing the plaza are to orient themselves formally toward the Civic Center Plaza.
- Development around UN plaza should fill out the streetwall in order to define the plaza as integral to Market Street, while enhancing it as the entry to the Fulton Street Mall.
- The blocks directly north and south of City Hall should be considered as part of the Civic Center facing Van Ness Avenue and linking McAllister and Grove Streets to the plaza.
- Building entries, lobbies, courtyards and architectural elements should be located and expressed as formal components of the overall composition.

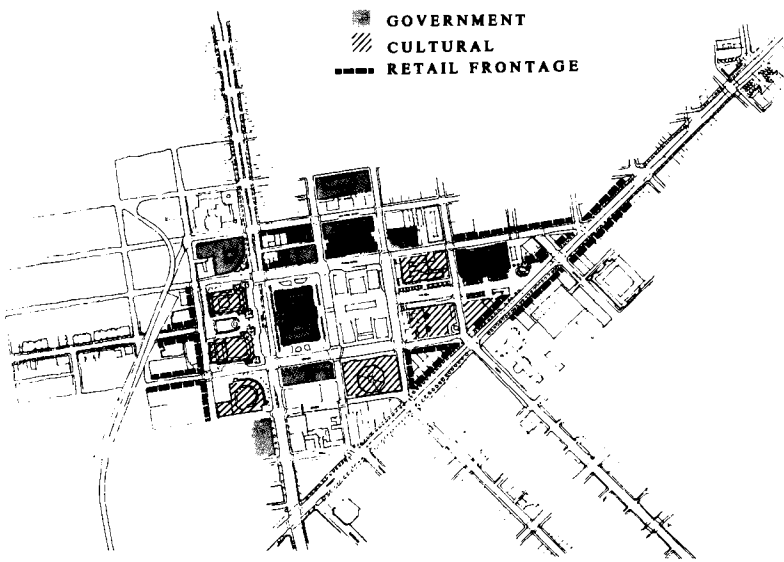


COMPOSITION

• RECOMMENDATIONS •
Urban Design Concepts



CIRCULATION



ACTIVITIES

CIRCULATION

Both vehicular and pedestrian circulation to and through the Civic Center could be greatly improved by the following :

- Strong consideration should be given to reversing the Eighth/Ninth Street couple. This provides more direct access to the area from the Lick Freeway, and permits entry to the area on axis with the Pioneer Monument, enhancing its landmark status.
- Some limited vehicular access in a western direction on Fulton Street Plaza would enhance the accessibility to the proposed Fulton Street Mall activity areas.
- Gracious stoplight controlled crosswalks at Fulton/Larkin Streets, on axis with City Hall entries at Van Ness and Polk Streets would address the differing directions of primary pedestrian and vehicular circulation.
- A redesigned Civic Center Plaza could provide a clearer axial east/west path for pedestrians from UN Plaza to City Hall.
- A redesigned Fulton Street Mall with activities along both sides could enhance use of mass transit elements along Market Street.
- A controlled crosswalk at Market Street and UN Plaza could enhance access to additional evening/night activities on the south side of Market Street.

ACTIVITIES

The activities of the Civic Center should maintain and foster a mixture of government, cultural and related retail activities solidifying the district's image. New facilities should reinforce the governmental center, balanced by day and evening activities through cultural and retail facilities. The civic center should continue to act as a city-wide forum for programmed users and spontaneous assemblies. These activities could include:

- The Marshall Square site should house a cultural activity. The site should be culturally activated, providing day and evening activities.
- UN Plaza should provide for programmed uses such as the open air market. This use should continue westerly on Fulton Street Mall.
- The Civic Center Plaza should be used for special city-wide events with daily use by local workers and visitors, with space for food vendors within 'plaza architecture'.
- Support retail should continue to be encouraged at the fringes, providing balanced services for local workers and visitors.
- New corner buildings, the Library and the Marshall Square site facing the Fulton Mall, should house food outlets and culturally related retail.

• RECOMMENDATIONS •
Urban Design Concepts

STREETSCAPE

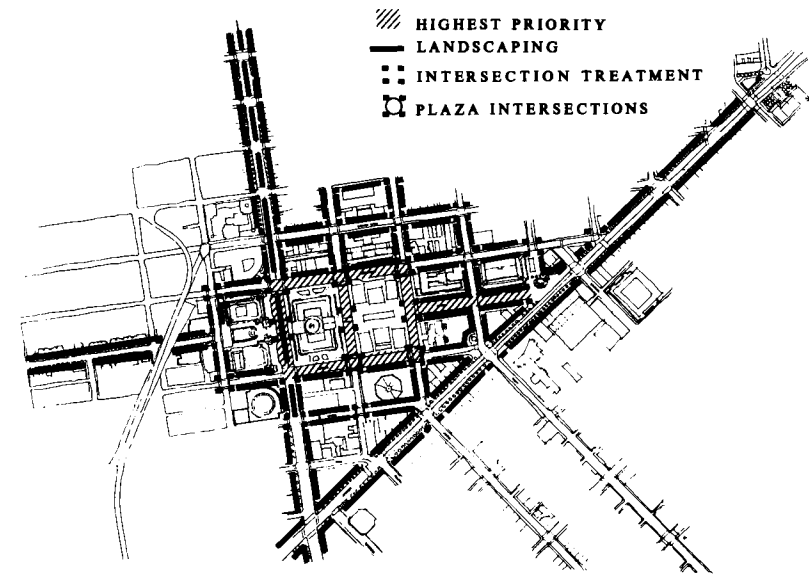
The following are suggestions for streetscape treatment within the study area:

Design:

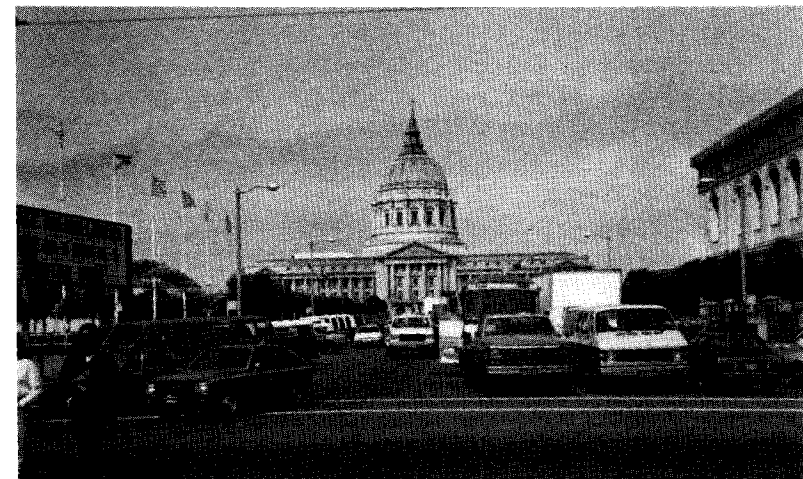
- The Fulton Mall: The treatment of the Fulton Street Mall should include consideration of framework devices (colonnades, trellises, etc.) that would accommodate a multiplicity of uses between the central circulation path and the adjacent building walls.
- Van Ness Avenue at City Hall: The creation of a pedestrian crosswalk, defined by texture and color, and a median strip enhanced with the introduction of formal vertical elements, would reinforce the special role of this portion of Van Ness and provide for east/west pedestrian circulation throughout the Civic Center.
- Streets bordering Civic Center Plaza: A recollection of Beaux Arts planning principles at these streets could be accomplished through:
- Treatment of the four corners of the plaza to recall their originally proposed circular design.
- Treatment of hardscape elements in a style appropriate to the Beaux Arts style of the buildings
- Provision of allees of street trees that complement, by their form, the architectural style of the surrounding buildings.
- Main View Corridors in the Surrounding Area: The existing character of the adjacent major street corridors, namely Van Ness, Market and Fulton Streets, should be enhanced and not compromised.

Phasing:

- Highest priority should be placed on improving the form of the streets and sidewalks in the following order: (1) The Fulton Mall, (2) the Van Ness corridor between the War Memorial/Cultural complex (3) City Hall and the area surrounding Civic Center Plaza.



STREETSCAPE



• RECOMMENDATIONS •
Urban Design Concepts

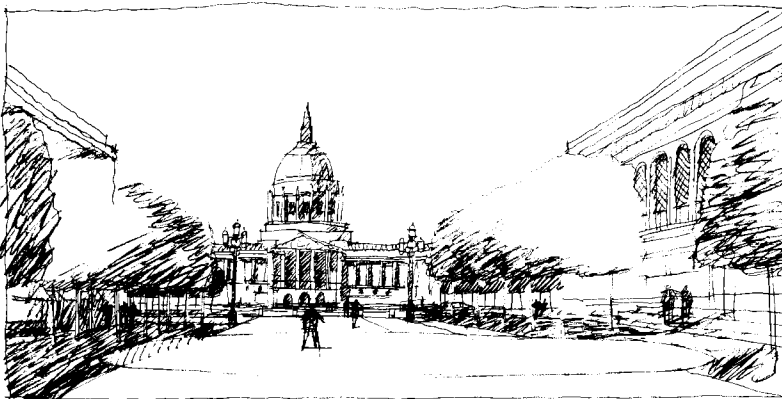
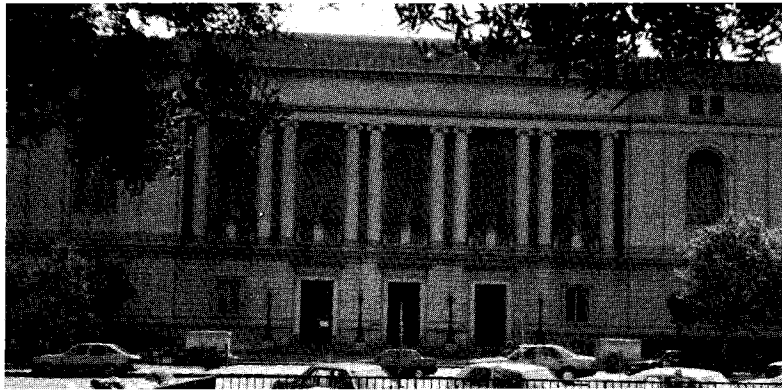
SUB AREA 1: THE CLASSICAL CORE

Definition:

This area is characterized by buildings that radiate from the Civic Center Plaza. The primary buildings (City Hall, the State building, the Library and the Auditorium) are all circa 1920. The Plaza serves as the forecourt to City Hall acting as town hall which is the visual terminus of the east-west axis.

Recommendations:

- Construction of a building on the Marshall Square site with civic/cultural function.
- Redesign of the Civic Center Plaza to serve as a public gathering place with programmed activities that facilitate major congregations.
- Inclusion of garden structures to provide support services for large gatherings.
- Construction of a building at the intersection of McAllister/Polk for governmental functions.
- Definition of the four major intersections around the Civic Center Plaza.



FULTON MALL

SUB AREA 2: THE FULTON MALL

Definition:

This area is the linear promenade bordered by the facades of the Library, Federal building and Market Street commercial development. This space is marked by the ceremonial process which leads to the City Hall forecourt.

Recommendations:

- Increased expansion of transitory market usage.
- Introduction of traffic on a limited basis (this may take the form of automobile or the historic street car line.)
- Acknowledgement of the Pioneer Monument via consideration of redirecting traffic north on 9th street to create a Civic Center gateway from the south. (An alternative would be: the relocation of the monument to an appropriate location, such as United Nations Plaza which would maintain its role as a Market Street element.)

• RECOMMENDATIONS •
Urban Design Concepts

- Definition of Hyde Street as a ceremonial vehicular crossing of the mall.
- Creation of retail along the plinthes of the Library and Marshall Square site.

SUB AREA 3: MARKET STREET

Definition:

This area is the key intersecting node for the Civic Center. United Nations Plaza and Ninth Street are the significant entry points to the Civic Center.

Recommendations:

- Create a built gateway to Fulton Mall as the start of the Civic Center procession.
- Redefinition of United Nations Plaza Fountain composition, sculpture.
- Response of private development on south side of Market Street to Civic Center axis; although this site is an integral element of Market Street, the visual attitude is part of the visual terminus of the east/west civic axis.
- Reorientation of Pioneer Monument.
- Ghosted profile building or physical build out of the gore site to define gateway.

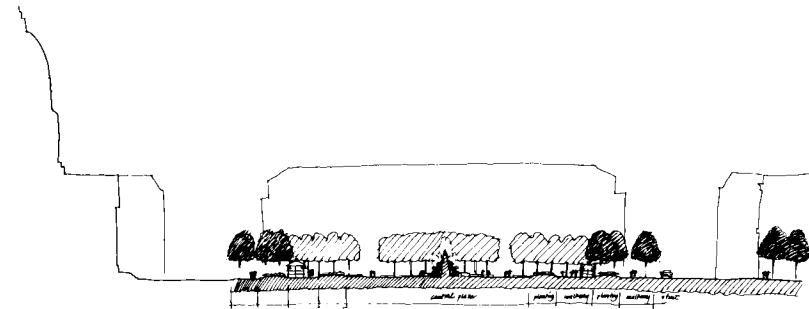
SUB AREA 4: WEST OF OPERA HOUSE AREA

Definition:

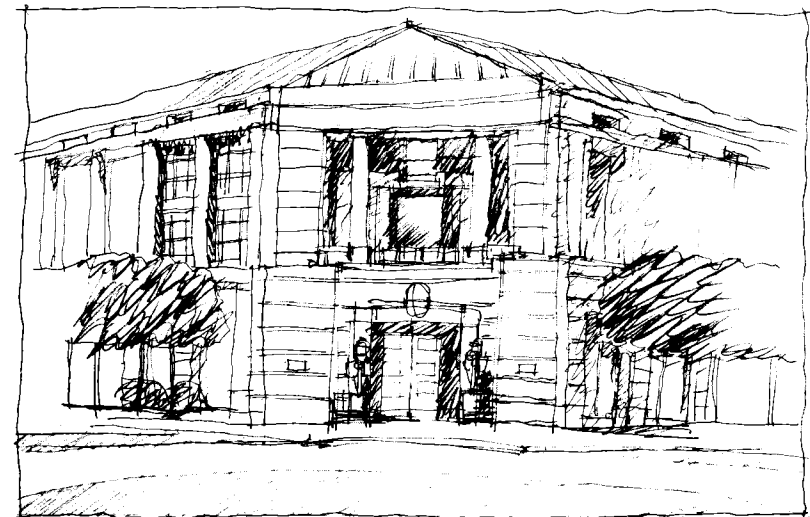
The area west of Franklin Street is characterized by small scale retail and cultural uses. Upscale restaurants, art galleries, the ballet shop, etc. have grown up as "support" around the larger institutional uses. The recent construction of the new San Francisco Ballet building and Performance Arts parking garage are evidence of the vitality of this area.

Recommendations:

- Continue the retail and cultural support activities currently in the area.
- Maintain the small-scale pedestrian character in any future development.
- Consider a storefront retail requirement for this area.
- The small scale facade elements and variety of materials and colors express the non-institutional uses; this character should be encouraged.

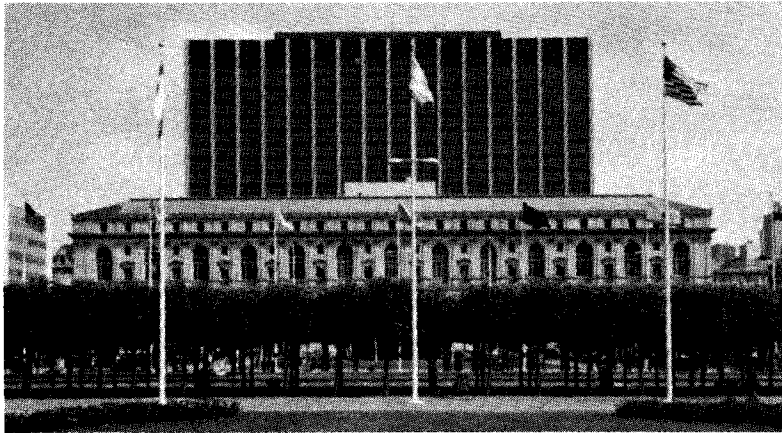


PLAZA SECTION



CORNER BUILDING ENTRIES

• RECOMMENDATIONS •
Urban Design Concepts



SUB AREA 5: VAN NESS AVENUE

Definition:

This area, once the edge of the civic center, now functions as a formal space between the Cultural buildings to the west and City Hall. This north/south boulevard is significant as a vehicular experienced corridor.

Recommendations:

- Create formal and generous east/west pedestrian crossings.
- Eliminate high vegetation between Grove and McAllister Streets.
- Create architectural elements and lighting of scale and design consistent with the expression of the War Memorial Complex and City Hall.
- Add a vertical element in the War Memorial Garden at Franklin Street.
- Add a hanging garden from the aerial freeway above Fulton Street.



SUB AREA 6: NORTH CIVIC CENTER

Definition:

This area is defined primarily by the presence of the Federal high-rise office building, Hastings Law school, and small-scale supporting retail. Small restaurants, law bookstores, and copy shops are typical uses.

Recommendations:

- Strengthen the streetscape and crosswalk elements which would clearly include this area as part of the Civic Center.
- Strengthen the framework of landscaping to be consistent with the rest of the Civic Center.
- Maintain the small scale pedestrian and supporting retail uses.

• RECOMMENDATIONS •
Architectural Concepts

ARCHITECTURAL RECOMMENDATIONS

The architectural recommendations are directed at unifying the architectural elements which will complete the Beaux Arts plan while accommodating more intense activities - cultural and "related retail" uses in some of the new buildings.

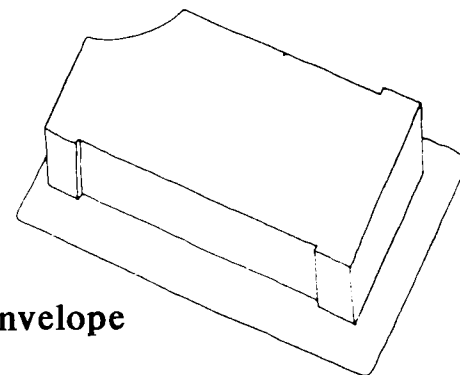
The major recommendations focus on:

- Design guidelines for the primary and secondary buildings which complete the Beaux Arts composition around the Plaza and Fulton Street.
- A new entrance element to the Civic Center promenade at U.N.Plaza
- Additional underground parking
- The garden pavilion character of small service buildings in the plaza.

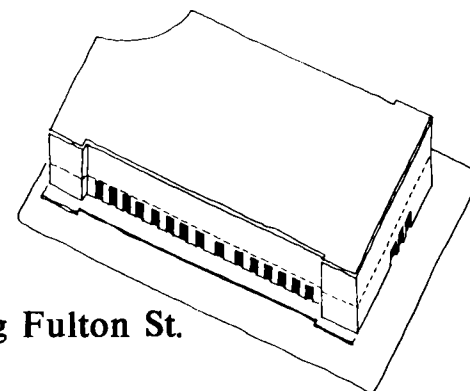
PRIMARY BUILDING DESIGN GUIDELINES:

The Marshall Square site and the Library site are the only unbuilt or incomplete primary building sites. In order to respond to the other Beaux Arts buildings, the Marshall Square Building should have the following characteristics:

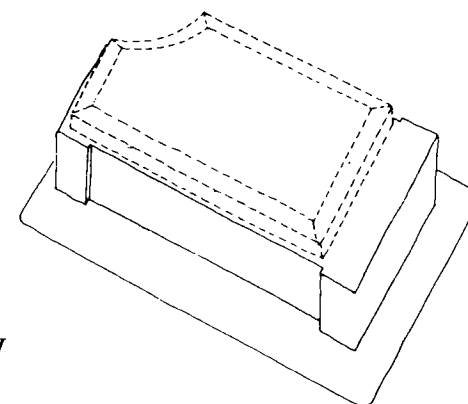
- (1) The building envelope should extend to the property lines on Hyde and Grove streets. Setbacks along Fulton and Larkin streets should be similar to the Library.
- (2) The cornice height should be identical with the Library.
- (3) The major horizontal divisions in the four facades should correspond to those of the library.
- (4) A rusticated base (usually two stories)
- (5) Grand orders or architectural elements similar in scale, proportion, and tripartition (both horizontally and vertically) should be used above the rusticated base.



Building Envelope



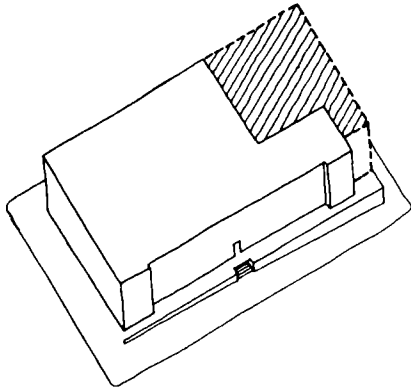
Retail along Fulton St.



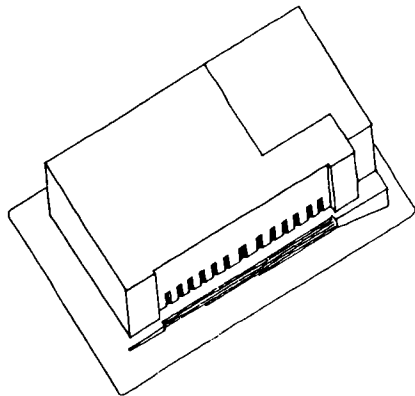
Attic Story

MARSHALL SQUARE

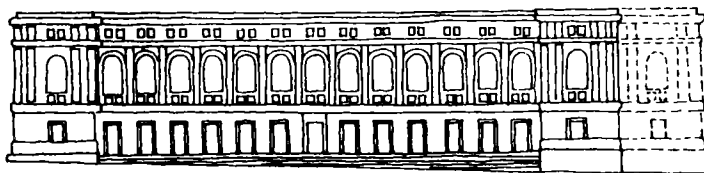
• RECOMMENDATIONS •
Architectural Concepts



Extension to Hyde St.



Special Retail along Fulton St.



Suggested Fulton St. Facade

LIBRARY

(6) A similar scale to that of other primary buildings should be employed in the double height entrances, and double height windows in the facade facing the plaza.

(7) Architectural elements, such as doors, windows, and colonnades should be recessed to similar depth as existing Beaux Arts buildings.

(8) Percentage of solid to void should be similar to the existing Library, with the rusticated base maintaining a lower percentage of openings than in the upper "Grand Order" level.

(9) The profile, angle of roof, and the angle determining the height and setback of one possible additional attic story should be similar to those used in the existing Beaux Arts buildings.

(10) A central major entrance should be off Larkin Street. An additional secondary entrances off Fulton Street are encouraged.

(11) Light colors should be used in the materials.

(12) Noble materials should be used.

(13) "Tern" color should be used on any sloping roofs.

LIBRARY

(1) The library building should be extended east toward Hyde street replacing the office building at 45 Hyde Street. This addition should match the existing Library in height, facade expression and materials.

(2) The ground level, fronting Fulton Street, can be modified to accomodate more active uses, such as specialty retail and cafes.

(3) The main entry to the Library building should remain on Larkin street fronting Civic Center Plaza.

SECONDARY BUILDING DESIGN GUIDELINES

CORNER BUILDINGS

- (1) The building corners facing the plaza should be reentrant corners similar to the Health Building.
- (2) The entrance should be on the corner and should be double height.
- (3) The building envelope should extend to the property lines. Setbacks are not recommended.
- (4) Proportions of facade elements should respond to adjacent buildings.
- (5) Percentage of solid to void should respond to adjacent buildings. Punched windows should be employed, as contrasted with grand orders, ribbon windows, etc.
- (6) Additional embellishment and detailing of the fenestration above the rusticated base level should be encouraged at the corner entry facade.
- (7) All other primary building design guidelines apply, (i.e. light color, noble material, terracotta for roof material).

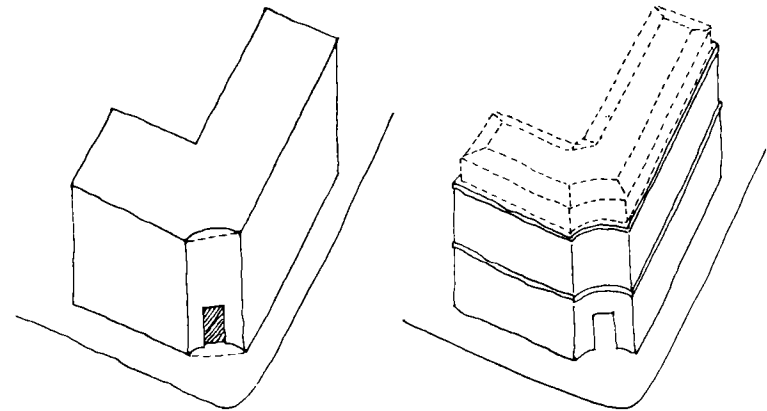
ORPHEUM THEATER

Temporary solutions to the blank walls of the Orpheum Theater should be investigated as a way to integrate this building into the Civic Center district.

Potential solutions might take the following forms:

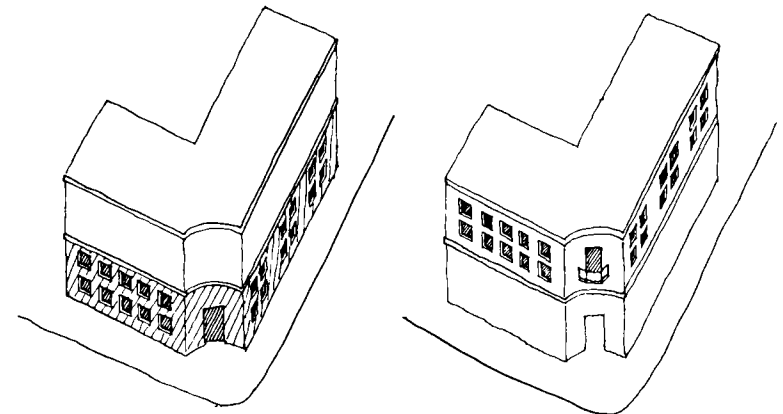
- (1) a painted facade (tromp l'oeil) which would reflect the expression of the Federal Building
- (2) a trellis which would recall the Beaux Arts order and window expression common to the Civic Center buildings.

A long term solution to the blank wall is a stone facade following the architectural guidelines for primary buildings.



Corner Entry

Attic Story

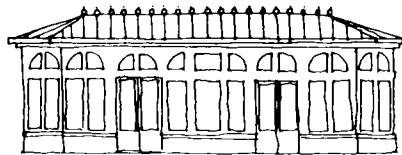
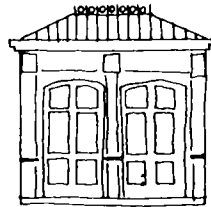
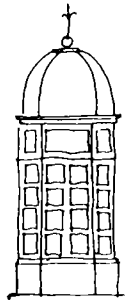
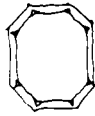


Rusticated Base

Upper Floor Fenestration

CORNER BUILDINGS

• RECOMMENDATIONS •
Architectural Concepts



PLAZA BUILDINGS

PLAZA ARCHITECTURE

Any food service structures, flower stands or miscellaneous service / maintenance buildings which may locate in the plaza should have the following “garden architecture” characteristics:

- (1) The structures should be of painted metal and glass.
- (2) The building footprint should be round, octagonal or square.
- (3) The building facades should be designed symmetrically with the intention of being approached from all directions.
- (4) The square footage of each building should be as small as possible, housing only the essential functional elements.

CIVIC CENTER GATEWAY AT MARKET STREET

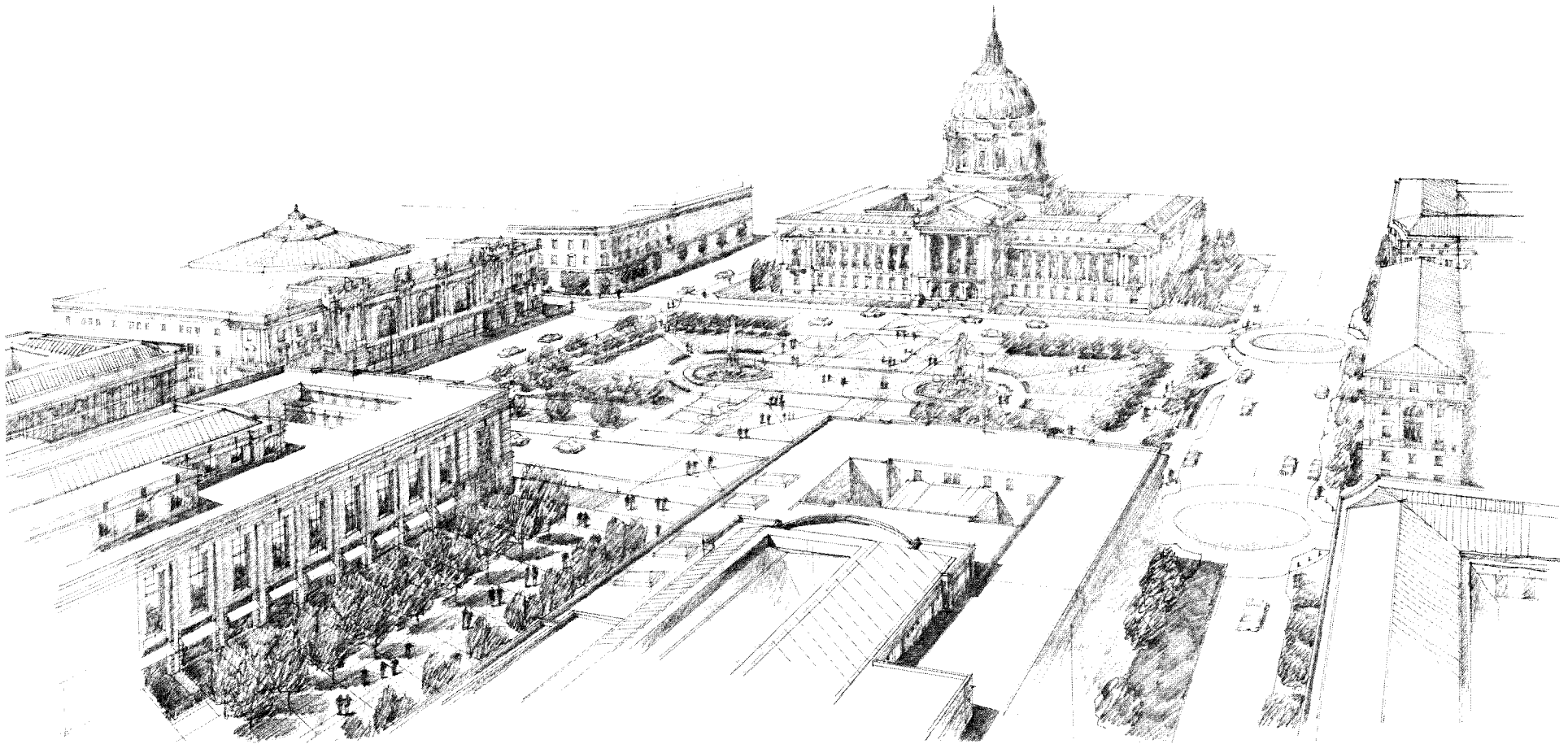
An entrance “gateway” to the Civic Center is desirable at the Market Street- United Nations Plaza entrance. The gateway can be defined as a landscape, architectural or sculptural element.

ADDITIONAL UNDERGROUND PARKING

Building on the Marshall Square site and the unbuilt portions of the existing library site creates the opportunity to add additional parking under these sites and Fulton Street. These could be additional public or staff parking for the city.

Construction on these sites creates the opportunity to consolidate the service elements for both buildings. This would allow the service ramp for Brooks Hall to be moved off Fulton Street. This is an important step in completing the Beaux Arts plan. Entrances and exits should not be located on Larkin or Fulton. Hyde is a preferable location.

• RECOMMENDATIONS •
Architectural Concepts



RECOMMENDED PLAN
AERIAL VIEW OF CIVIC CENTER PLAZA

• RECOMMENDATIONS •
Actions

ACTIONS

What is required to complete the Civic Center? A comprehensive Master Plan that would be codified in the form of Special Zoning District Legislation would further this goal. This would include the following components:

- A government facilities plan.
- A cultural facilities plan.
- A streetscape master plan.
- A public and city government parking plan.
- A coordination of public and institutional master plans.
- Architectural guidelines.

PHASING PRIORITIES - BUILDING

- Marshall Square is the most significant site remaining in the Civic Center and should be addressed first. Construction on this historic site will complete the formal frame of the Plaza and provide the city an opportunity to introduce civic/cultural activities to an underutilized area.
- The corner sites on the Plaza are secondary to the Marshall Square site. And of the three remaining, the corner at McAllister and Polk Streets should be developed first.
- The remaining two corners and other available sites within the Civic Center can be developed by the city as needs arise. The City's offices and civic functions need to be concentrated to create an identifiable government center.
- To complement the Civic Center, surrounding developments should be planned in conjunction with the Master Plan. While these developments are not part of the Civic Center District, the opportunity for future developments (such as the Greyhound site and Hastings) to enhance and benefit from proximity to the Civic Center should not be lost.

PHASING PRIORITIES - OPEN SPACE

- Once the Marshall Square development site is completed, the mall on Fulton Street should be created. Formalizing the main view axis, this open space will provide for increasing use as exists in the portion of the mall to the east.
- The Civic Center Plaza should be re-built following the design guidelines presented herein. The plaza could thereby become the town square for civic events, and also be usable by local workers and residents on a daily basis.
- A new plan for United Nations Plaza and the proposed entrance is necessary to formalize the entrance to the Civic Center and interface with adjacent Market Street development.
- As an ongoing process, the city should prepare a Master Plan for the streetscape, so that in time, the entire Civic Center will be further unified.

CREDITS

Walker Repro Graphics
Pac Tel Info Systems, Pine Street
Blue Print Service Company
Department of City Planning, Graphics