



To: Members of the Balboa Reservoir Community Advisory Committee ("CAC")

From: Sue Exline and Jeremy Shaw, Planning Department
Emily Lesk, Office of Economic and Workforce Development

Date: November 20, 2015

Subject: Transportation Parameters for Discussion at the November 30, 2015 CAC Meeting

This memorandum pertains to the upcoming transportation discussion at the CAC meeting scheduled for November 30, 2015. City staff will propose the following transportation parameters based on community feedback received to date, combined with staff and consultant knowledge of transportation and public policy considerations. In preparation for the November 30th meeting, please review these draft principles and parameters, share them with your respective constituencies and solicit comments, and be prepared to provide feedback at the CAC meeting.

These parameters, as well as those discussed at other CAC meetings, will inform proposals from potential developer partners for the Balboa Reservoir site. The City will select a developer partner through a Request for Proposals ("RFP") process in which prospective developers will propose concept-level ideas for site development. The proposals will be evaluated on how the developer respondents adhere to these and other parameters articulated by the City in the RFP, as well as the developers' experience, the proposals' financial feasibility, and other factors.

Please note that the community and the City will have additional opportunities to shape the development after writing the parameters. Once a developer partner is selected through the RFP, its winning proposal will be refined with additional feedback from community members and the CAC.

In our experience, the RFP process is most successful when the development parameters balance (1) setting clear expectations about City and community priorities and (2) providing flexibility for proposals to creatively meet and exceed these priorities. The best responses allow for continued, iterative work after the developer selection and, ultimately, the strongest end result. The draft parameters below seek to strike that balance by providing high-level guidance on critical transportation issues. These draft parameters should also be considered in the light of the other Development Parameters under development by the CAC; in many instances the concepts in one category (e.g. public realm, urban design) will provide helpful contextual guidance on understanding another category.

As referenced below, there may be larger neighborhood-wide transportation initiatives that the developer partner itself cannot execute alone. We expect that a number of the comments at the meeting on November 30 will refer to these types of issues. While these issues may not be part of the specific RFP response, we will record these ideas as potential opportunities for further collaboration among City staff, the developer partner, the Balboa Reservoir CAC, and other planning and implementation processes focused on this area of the City. The next section provides context for many of the transportation initiatives already underway in the area.

BACKGROUND INFORMATION

At the November 30th meeting, City staff will present background information to help inform the discussion of the proposed parameters. Transportation improvements in the surrounding area are a critical part of that background. Based on the 2009 Balboa Park Station Area Plan, the neighborhood has recently benefitted from and will continue to undergo a number of improvements, which are increasing safety, transit access and mobility in the neighborhood. Highlights include:

Recently completed projects:

- SFMTA constructed several **Balboa Park Pedestrian Improvements** in 2014-2015. They include a signal-protected pedestrian crossing of Ocean Avenue, pedestrian wayfinding signs, and traffic and pedestrian signals at Geneva and Howth Avenues.
- In 2014, several **Balboa Park Station Area improvements** were completed. They include real-time transit arrival signs at Geneva Avenue and transit improvements to **Curtis Green Light Rail Center** at Balboa Park Station. The latter include a new accessible boarding platform and ramp on San Jose for the J and K, track upgrades and overhead wire replacement to increase reliability and efficiency.
- The **City College Bus Terminal (formerly Phelan Loop)** is a key catalyst project identified in the Balboa Park Station Area Plan. The project improved the previous bus turnaround and pedestrian connections in the area. When the adjacent Unity Plaza and steps are complete, it will provide an inviting public space, better pedestrian access to transit, and a key connection to the Balboa Reservoir site.

Current Planning, Design, Construction:

- A number of additional pedestrian-oriented, **Balboa Park Station and Plaza improvements** are also designed and ready for construction. They include: Geneva Avenue sidewalk widening, Ocean Avenue accessibility improvements, I-280/Ocean Avenue off-ramp flashing beacons, and pedestrian-scale lighting. Construction is expected to begin in early 2016.
- In the 2015 **Balboa Park Circulation Study**, the San Francisco County Transportation Authority (SFCTA) recommended certain **I-280 Interchange Modifications** to reduce traffic conflicts and improve pedestrian and bicycle conditions while balancing vehicle operational needs. Currently, the SFCTA is conducting (1) detailed traffic analyses, Federal and Caltrans-required studies, and funding strategies for the project.
- The **Ocean and Geneva Corridor Design** project provides a design framework for specific pedestrian, bicycle, transit and public realm improvements in the corridor between Manor Drive and San Jose Avenue. San Francisco Public Works (DPW) will construct the first phase of the improvements by fiscal year 2017. The improvements include enhanced crossings, sidewalk greening, and community activity spaces at key intersections. The second phase, from Phelan to San Jose, along both Geneva and Ocean Avenues, includes a concept design for a re-aligned Ocean/Phelan/Geneva intersection, additional bike facilities, trees, lighting, and pedestrian safety designs like bulbouts and wider sidewalks.

You can find additional transportation context and projects by consulting these resources:

1. Balboa Reservoir Site Study - Existing Transportation Conditions Report, March 2015
http://www.sf-planning.org/ftp/files/plans-and-programs/planning-for-the-city/public-sites/balboareservoir/Balboa-Reservoir-Study_Existing-Conditions-Transportation.pdf.
2. Balboa Reservoir Site - Additional Materials
<http://www.sf-planning.org/index.aspx?page=3989#materials>.
3. Ocean & Geneva Corridor Design Project
<http://www.sf-planning.org/index.aspx?page=3740>
4. Balboa Park Station Area and Plaza Improvements
www.sfmta.com/projects-planning/projects/balboa-park-station-area-and-plaza-improvements
Balboa Park Station Area Project Status Map
www.google.com/maps/d/u/0/viewer?mid=zcgObPKngf0.kz5cxDaz4yDQ
5. Balboa Park Bicycle and Pedestrian Connection Study
https://www.sfmta.com/sites/default/files/projects/Balboa%20Ped%20Bike%20Study%20Final%20Report_10.19.09%20-%20Part%20i.pdf
6. Geneva Harney Bus Rapid Transit Feasibility Study
<http://www.sfcta.org/geneva-harney-bus-rapid-transit-feasibility-study>
7. Muni Forward Projects <https://www.sfmta.com/projects-planning/projects/muni-forward-0>
8. Vision Zero
<https://www.sfmta.com/projects-planning/projects/vision-zero>
Vision Zero projects
<http://sfgov.maps.arcgis.com/apps/OnePane/basicviewer/index.html?appid=3650ae9a01f74cf886231901909b8d6c>

In addition, a number of local regulations, codes, and guidelines will ultimately apply to the project transportation elements, including:

1. The Balboa Park Station Area Plan, including transportation and land use area policies
<http://www.sf-planning.org/Modules/ShowDocument.aspx?documentid=1983>
2. San Francisco's Transit-First Policy
http://charter.sanfranciscocode.org/downloads/code-text/VIIIA_8A.115.txt
3. SF Better Streets Plan (SF Administrative Code Chapter 98 and Planning Code Section 138.1)
<http://www.sfbetterstreets.org>
4. Transportation Element of the San Francisco General Plan
http://www.sf-planning.org/ftp/general_plan/I4_Transportation.htm
5. The SFMTA's 2013-2018 Strategic Plan:
www.sfmta.com/sites/default/files/pdfs/FY_2013_-_FY_2018_SFMTA_Strategic_Plan.pdf
6. SFMTA Bicycle Strategy
https://www.sfmta.com/sites/default/files/BicycleStrategyFinal_0.pdf

DRAFT TRANSPORTATION PRINCIPLES AND PARAMETERS

Principle #1: *Design site access and circulation to minimize the development's congestion impacts, especially on adjacent areas, while also maximizing pedestrian and bicyclist safety.*

Draft Parameters:

- a. Determine the number and location of site access points that will best manage congestion impacts to surrounding neighborhoods and roadways, while minimizing or eliminating the need for curb cuts on streets that are heavily traversed by pedestrians and bicyclists. (Note that certain access routes may be subject to negotiation with appropriate parties, such as adjacent landowners. Such negotiations would occur following the selection of a developer partner.)
- b. Design the site's street network, vehicle circulation pattern, and placement of building and garage entrances to maximize pedestrian and cyclist safety and to minimize traffic congestion within and near the site, including on-street vehicle queuing. This goal may be achieved through designing shorter blocks, sharing off-street parking facilities, meeting Principles 2 through 4, and/or other strategies.
- c. Circulation strategies should pay particular attention to congestion and public safety impacts on Phelan, Ocean and Plymouth Avenues in the vicinity of the site, which have been identified by the community as key areas of concern.
- d. Maximize safe pedestrian and bicycle connections into and within the site.
- e. To ensure attractive, safe and useable public open spaces for all transportation modes, make street and sidewalk designs consistent with SF Better Streets Plan recommendations and other applicable standards, such as utility separation requirements.

Principle #2: *Create incentives for increasing transportation choices.*

Draft Parameters:

- a. Use the strategies herein and other creative proposals to meet the performance target of a maximum 60% automobile mode share at buildout. Monitor transportation performance on the site, report annually on all transportation demand management (TDM) and parking measures, and deploy measures to improve mode share, vehicle miles traveled (VMT) and other measures as needed. To these ends, establish a TDM budget for the development. The budget shall provide funding for a TDM manager to execute transportation strategies and coordinate with the City, City College, and other transportation partners. Creative strategies or partnerships for monitoring, reporting, and executing TDM measures to meet performance targets are encouraged.
- b. Maximize carshare availability and convenience by ensuring that each on-site household is provided with a car share membership for its first full year of residence and by pursuing one or more of the following strategies:
 - o Meeting or exceeding the number of carshare parking spaces required by local ordinance;
 - o Locating car-share parking spaces on streets for easy access;
 - o Facilitating the use of shared vehicles by families with children, by (i) providing an on-site lending library of car seats, strollers, and/or carts through the property management and (ii) providing on-site bicycle parking spaces for cargo bicycles and other larger bicycles; and

- c. Support and encourage transit use by:
- Ensuring that each household is provided a monthly transit pass or, subject to the creation of an integrated “transportation benefit allowance,” ensuring that each household is provided a transportation benefit allowance. The allowance could be used for a variety of transportation services other than private automobile parking, such as transit, bicycle parking, sharing or repair, car share usage fees, etc. The benefit should last for no less than the first full year of residence. At a minimum, the transportation benefit allowance should be equivalent to the cost of one Muni monthly pass per household;
 - In regards to employees working at the site (e.g., a residential building’s property manager, construction workers, etc.), encouraging employers to provide a pre-tax transportation benefit program and/or a sustainable transportation allowance;
 - Supporting the City’s efforts to improve the safety and comfort of bicycle and pedestrian access within the Balboa Reservoir site and from the site to the City College Bus Terminal, Balboa Park BART Station, the Muni K-line, other bus stops, community amenities and open spaces in the area;
 - Providing on-site transit-rider amenities such as benches and sheltered bus stops, if applicable.
- d. Encourage bicycling by:
- Providing secure onsite Class I bicycle storage facilities at a rate that meets or exceeds planning code requirements of at least 1.5 bicycle parking/storage space per residential unit; these bicycle facilities should be secure, contain electric charging stations, and be large enough to accommodate cargo bicycles and other larger bicycles;
 - Ensuring a safe and convenient path of travel between on-site bicycle facilities (e.g. lanes, paths, parking, repair space, bike share pods) and existing bicycle facilities on Ocean and Phelan Avenues;
 - Creating a north-south bicycle connection on or through the site, utilizing bicycle lanes and/or dedicated bicycle tracks;
 - Providing visitor bicycle parking at a rate that meets or exceeds Planning Code requirements;
 - Providing a bicycle repair facility on-site;
 - If a Bay Area Bike Share pods is not located within 250 feet of the site, providing one on-site;
 - Considering the provision of limited-time Bay Area Bike Share memberships to residents and employees.
- e. Identify and implement additional strategies to support the ability to choose alternative modes of travel, which may include:
- Facilitating deliveries by including a staffed reception area for receipt of packages or offering reception area cold storage and other forms of temporary storage for deliveries of groceries, packages, laundry and other items.

- f. Identify potential partnerships and/or accommodate capital improvements that would result in or contribute to improved safety and mobility for non-single occupant vehicle travel modes. Note that RFP responses should not assume that the Balboa Reservoir development project will be required to fund off-site improvements other than improvements required as CEQA mitigation measures. However, the City may wish to explore creative partnership and funding arrangements during negotiations with the selected developer partner. Improvements may include, but are not limited to the following:
- o Stronger pedestrian safety and access into adjacent neighborhoods;
 - o Improved bicycle infrastructure along the existing Lee Avenue to close the current gap between bicycle routes;
 - o Coordination of bicycle facilities with City College, potentially including shared storage, shared access to repair or charging stations, and appropriate supply of Class I and Class II parking to accommodate bicycles' access to either property;
 - o Improved intersection design, turning controls and signal timing for transit;
 - o Improved neighborhood mobility and access during construction;
 - o Shared parking facilities; and
 - o Off-site traffic calming measures.

Principle #3: Manage parking availability for those residents who require it.

Draft parameters:

- a. Comply with Planning Code requirement to “unbundle” parking, such that parking spaces are purchased or leased separately from residential units and households opt into the lease or purchase of a parking space. Residential parking spaces may be part of shared parking facilities and/or in on-site buildings other than that which contains the associated residential unit.
- b. Build residential parking for the entire site at a ratio that is appropriate for a site near a transit station area, at a maximum residential ratio of 0.5 parking spaces per housing unit.
- c. Proposals should describe in detail whether and how the creation of shared parking facilities and/or agreements would be effective at addressing project demands and other existing parking demand in the area. Shared parking allows for the same parking spaces to be utilized by residents during nights and weekends and by commuters, visitors, students, faculty and staff during weekdays. In analyzing the potential for shared parking, consider existing parking demand, which is identified in the ongoing TDM Study, City College surveys, and the Balboa Reservoir Site Study - Existing Transportation Conditions Report.
- d. Participate in a combined parking management plan and/or ongoing transportation demand management for the Balboa Reservoir site in partnership with City College and the City.
- e. Employee and residential parking should be priced at market rate.

Principle #4: *Encourage the use of sustainable modes of transportation (walking, biking, transit ridership, car sharing and carpooling) through coordinated programming and communications.*

Draft parameters:

- a. Offer incentive campaigns to encourage the use of non-single occupant vehicle modes of transportation.
- b. Promote the site's sustainable transportation choices through engagement and communications with new and prospective tenants, residents, visitors, employees, and neighbors. Hold annual sustainable transportation events such as a 'bike to work day' or a month-long walking competition. Consider organizing the event(s) to include faculty, staff and students from nearby educational institutions as well as on-site residents and employees.
- c. Implement a wayfinding (e.g. signage, design) program that facilitates transit ridership, biking, and walking.
- d. Install real-time information amenities to assist residents, visitors, employees, and neighbors in utilizing sustainable modes of transportation. Useful types of information may include real-time transit arrivals, availability of shared bikes, and/or availability of shared cars.
- e. Identify potential partnerships with the City, City College, and other nearby educational institutions to support local efforts to encourage students, faculty, and staff to utilize alternative modes of transportation.