



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

From: Jeremy Shaw, Planning Department

Date: 6/9/2016

Subject: **Recommended Updates to Transportation Development Parameters**

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This memorandum contains revisions and recommendations to the draft Balboa Reservoir development parameters pertaining to transportation. The revisions (in **red** text) reflect feedback received from members of the public and by the CAC at the December 14, 2015 CAC meeting. Since that meeting, the CAC and community members have provided transportation-related feedback in a number of forums, including at the April 13<sup>th</sup> Balboa Reservoir CAC meeting devoted to transportation and transportation demand management (TDM). Based on this public feedback from January through May 2016, staff is recommending additional updates to the transportation parameters (in **blue** text). At the May 23<sup>rd</sup> CAC meeting, staff made several technical clarifications and the public provided several comments regarding broader transportation initiatives in the Balboa Park area. With respect to these parameters, three specific edits were requested: additional context to the Balboa Area TDM Plan, a technical clarification of automobile mode share (AMS), and an adjustment of Parameter 3b. These edits are written in **green**.

Links to all CAC meeting files, including additional responses to transportation-related questions and comments, are posted at [www.sf-planning.org/brcac](http://www.sf-planning.org/brcac).

Several parameters refer to a Balboa Area "Transportation Demand Management" (TDM) Plan. As a result of public input, the **Balboa Area TDM Plan** was recently proposed and funded with the support of Supervisor Yee, the Balboa Park Station Area CAC and the San Francisco County Transportation Authority.

The Balboa Area TDM Plan will recommend measures to better manage the current and future transportation needs of commuters, families, seniors, employees, visitors, and students of all ages, means, and schedules in the neighborhood. The TDM Plan will provide a compilation of short- and long-term recommendations for the City, City College, and the future Balboa Reservoir site that allows for the most efficient use of limited transportation infrastructure while minimizing impacts on the Balboa Park community. The Plan will also identify traffic circulation needs for further study. It will also advise on the best approach to implement short and long term recommendations. For example, recommendations may be incorporated into future agreements related to the Balboa Reservoir Public Site, environmental review of the City College Ocean Campus Plan, or a memorandum of understanding between the City of San Francisco and City College (no details have been determined yet, examples are for clarification purposes only.) See more at <http://sf-planning.org/balboatdm>.

TDM recognizes that people's choices and collective transportation patterns are very complex. Transportation recommendations will have to account for these complexities by balancing the many diverse needs and priorities in the neighborhood. Priorities include transportation goals like access for students and others with constrained or limited transportation choices, fewer automobile trips in the area and better transit service. At the same time, community members have identified other priorities like open space and affordable housing. All of these goals compete for limited resources and require trade-offs. The TDM Plan will illuminate these trade-offs and demonstrate how we can best use limited resources while maximizing transportation access.

Several other transportation needs in the Balboa Park area, beyond the scope of a Balboa Reservoir project, are addressed through a number of transit operations, streetscape and station area improvements around Balboa Park Station. The "Transportation Overview" presentation provides a summary of these projects and can be found under April 13<sup>th</sup> at [www.sf-planning.org/brcac](http://www.sf-planning.org/brcac). You can also review SFMTA's map of area projects and updates at <http://tinyurl.com/MTABalboa>.

## TRANSPORTATION PRINCIPLE AND PARAMETER RECOMMENDATIONS

***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. *[---Editorial note: this Principle will become Principle number three (3) out of four (4) principles---]*

### *Draft Parameters:*

- a. 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 1 through 4, and/or other strategies.
- b. 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.)
- c. Design site circulation to minimize congestion and improve public safety on streets, particularly routes to schools within ½ mile of the site. Coordinate site circulation, parking amount, and access design with the City College master planning effort, including the Performing Arts and Education Center and/or other development on City College's reservoir property. Address congestion during morning and evening peaks, as well as during special events.
- d. Maximize safe pedestrian and bicycle connections into and within the site. Make bicycle pedestrian facility designs consistent with the SF Better Streets Plan recommendations, and bicycle facility designs consistent with the NACTO Bikeway Design Guide. ~~Design or design in support of the missing Lee Avenue northward extension as per the San Francisco Bicycle Plan.~~ As described in the Public Realm and City College Parameters, coordinate onsite connections

with SFMTA pedestrian and bicycle access improvements beyond the site, especially to and from City College.

- e. To ensure attractive, safe and useable public open spaces for all transportation modes, design streets and sidewalks to be consistent with SF Better Streets Plan recommendations, **the NACTO Urban Street Design guide**, and applicable standards, such as utility separation requirements.

**Principle #2:** Create incentives *for and improve the experience of* ~~for increasing-utilizing~~ transportation choices ~~to and from~~ *between the Balboa Reservoir Site, transit and adjacent neighborhoods.*

Draft Parameters:

- a. Use the strategies herein and other creative proposals to meet the performance target of a maximum 60% automobile mode share (AMS)<sup>1</sup>, ~~after completion of the Site development~~ for the first phase of development, with the goal of reducing AMS to the greatest extent feasible. For all phases of the development, monitor transportation performance on the site, report annually on all transportation demand management (TDM) and parking measures **following City standards**, 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 relevant City agencies, City College, and other transportation partners, **utilizing the findings and recommendations in the forthcoming Balboa Area TDM Plan**. Identify ~~Creative~~ strategies or partnerships for ~~monitoring, reporting, and~~ executing TDM measures to meet performance targets ~~are encouraged~~.
- b. Maximize carshare availability and convenience, **and incentivize its use** by providing each on-site household with a car-share membership for the household's first full year of residency 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 **Providing space for other shared motor vehicles (such as scooters);**
  - o Facilitating the use of shared vehicles by families with children, by providing **lockers for individual storage of carseats an on-site lending library of car seats, strollers, and/or other equipment through the property management** to be located adjacent to carshare pods. ~~and (ii) providing on-site bicycle parking spaces for cargo bicycles and other larger bicycles; and~~ *[---Editorial note: this clause was re-written to be consistent with the City's draft TDM ordinance and to avoid redundancies with Parameter 2(d) ---]*
- c. Support and encourage transit use by:
  - o ~~Supporting~~ **Demonstrating commitment to** the City's efforts to improve the safety, ~~and~~ **comfort and experience** of bicycle and pedestrian access within the Balboa

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<sup>1</sup> Automobile mode share (AMS) refers to the portion of all trips to and from the site made by private automobile. Developers design parking and TDM measures to achieve or stay under particular AMS targets. Accompanied by monitoring requirements, reporting and compliance regulations, AMS standards are a way the City can ensure a developer commits to limiting trips and impacts on neighborhood roads.

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; [Implement projects that enhance the adjacent public realm and projects from the Ocean and Geneva Ave Corridor Design plan to the greatest extent feasible.](#) See related City College Parameter 2(d).

- Providing each household with a monthly transit pass or ~~subject to the creation of an integrated “transportation benefit allowance,”~~ providing each household with a sustainable transportation benefit allowance. The allowance could be used for a variety of sustainable transportation services ~~other than private automobile parking,~~ such as transit, bicycle parking, sharing or repair, car share usage fees, etc. ~~Private automobile parking, tolls, maintenance, etc. would not be eligible expenses.~~ The transportation benefit allowance should ~~be provided for the life of the project extend at least through the household’s first full year of residency.~~ At a minimum, the transportation benefit allowance should be equivalent to the cost of one Muni monthly pass per household;
  - Encouraging employers to provide a pre-tax transportation benefit program and/or a sustainable transportation allowance for onsite employees (e.g., a residential building’s property manager, construction workers, etc.).
  - Providing on-site transit-rider amenities such as benches and sheltered bus stops ~~and data/electricity to support real-time displays at 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 spaces per residential unit. These bicycle facilities should be secure, contain electric charging stations, and be capable of storing 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 ~~the Lee Avenue extension or through the site~~, utilizing bicycle lanes and/or dedicated bicycle tracks, ~~as per the San Francisco Bicycle Plan, ;this connection should be provided early in the site development process;~~
  - Providing visitor bicycle parking at a rate that meets or exceeds Planning Code requirements;
  - Providing a bicycle repair facility on-site;
  - ~~Providing Sponsoring~~ an onsite Bay Area Bike Share pod if one is not located within 250 feet of the site, ~~pending agreement on siting with Bay Area Bike Share;~~
  - Considering ~~subsidizing the provision of limited-time~~ Bay Area Bike Share memberships to residents and employees.
  - Providing a once a year “how to learn to ride class” either on ~~s~~Site-/close by for all residents. See Principle 4 for additional outreach requirements.

- e. Identify and implement additional strategies to **increase the utilization of safe and affordable transportation choices**~~support the ability to choose alternative modes of travel,~~ which may include:
  - o Facilitating deliveries by including a staffed reception area to receive packages or offering reception area cold storage and other forms of temporary storage to receive deliveries of groceries, packages, laundry and other items.
  - o **Making electric vehicle parking safe and convenient, as well as lowering barriers to installing future electric vehicle charging stations (see Sustainability Parameters)**
- f. Identify potential partnerships and accommodate capital improvements that can reduce traffic impacts on surrounding neighborhoods and improve 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.) Such improvements may include, but are not limited to the following:
  - o Stronger pedestrian safety and access **along Ocean Avenue and** into adjacent neighborhoods;
  - o Improved bicycle infrastructure along **Ocean Avenue and** 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, pedestrians and vehicles;~~
  - 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 onsite residents who require it while managing parking to meet ~~coordinating parking management with~~ City College enrollment goals and coordinating with City parking policies for the surrounding neighborhoods. See related parameters under "Relationship to City College" Principle 3-[Editorial note: this principle will become Principle 1 out of four total Principles]*

*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 at ratios that are appropriate for each unit size and for a site **with access to multiple transit lines and** near a transit station area. ~~a maximum residential~~

ratio of 0.5 parking spaces per housing unit. ~~Parking may be supplied at a~~ **not exceed a rate of up to one parking space per family unit (two bedrooms or greater) and up to one parking space per four units of student housing.** The overall site parking ratio will be determined once the development is proposed and the type and number of units is determined. However, these parameters would like to set a goal for the developer to strive for a site-wide, overall ratio of no greater than 0.5 parking spaces per unit, recognizing that different household types have different parking needs and that parking supply greater than parking demand can invite additional vehicle trips to neighborhood roads. The implementation of TDM and parking management strategies should be monitored at each phase of development to ensure that development does not outpace transportation demand management and parking strategies.

- ~~c. Proposals should describe in detail whether and how a parking and TDM strategy to address potential use by the creation of Shared parking facilities and/or parking management agreements with City College and/or the City may effectively address parking demand and traffic congestion in the area. Shared parking will allow for the same parking spaces to be utilized by residents at night and during weekends and by commuters, visitors, students, faculty and staff during the day Monday through Fridays. In analyzing the potential for shared parking, consider existing parking demand from City College students, employees and other potential users. Utilize the data which will be identified in the ongoing TDM Study, City College surveys, and the Balboa Reservoir Site Study Existing Transportation Conditions Report.~~
- d.c. Participate in a combined parking management plan and/or ongoing transportation demand management for the Balboa Reservoir Site with City College and the City. Working with City College and the City, describe an appropriate parking and transportation demand management plan that accommodates City College students and employees, including for the future Performing Arts and Education Center. If expert analysis demonstrates that shared parking is a viable approach, explore accommodating City College affiliates and other non-residents in shared parking facilities (garages where the same parking spaces are utilized by residents during nights and weekends and accessible to all others, including City College students, faculty, and staff, during weekdays). [See also City College parameter 3(b)]
- d. Employee, **commuter**, ~~and~~ residential, and on-street parking should be managed by the SFMTA according to best TDM practices. ~~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~~ Create incentives and ~~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 "bike to work day," **electric and bike share demonstrations, and other information sessions**, or a month-long walking competition. Consider ~~coordinating on events with including in the events students and employees from~~ nearby educational institutions to include their populations 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 [and walking times to those options](#), 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 and employees to utilize [alternative sustainable](#) modes of transportation.