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MEMO

Categorical Exemption Appeal Outside Lands Use Permit

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RE: Planning Case No. 2019-000684APL
Appeal of Categorical Exemption for Outside Lands Use Permit
HEARING DATE: April 2, 2019
ATTACHMENT(S): D - Outside Lands 2018 Transportation Management Plan

PROJECT SPONSOR: Dana Ketcham - Director of Property Management, Permits and Reservations San Francisco Recreation and Park Department - 415-831-6868
APPELLANT(S): Richard Drury on behalf of Andrew Solow and Stephen Somerstein – 510-836-4200

INTRODUCTION

This memorandum is a response (“Supplemental Appeal Response”) to a supplemental letter of appeal (“Supplemental Appeal Letter”) dated March 22, 2019 submitted by Richard Drury on behalf of Andrew Solow and Stephen Somerstein (“Appellants”) to the Board of Supervisors (“Board”) regarding the Planning Department’s (“Department”) issuance of a categorical exemption under the California Environmental Quality Act (“CEQA determination”) for the proposed Second Amendment to the San Francisco Recreation and Park Department (“RPD”) – Outside Lands use permit (“use permit”). The Department submitted an appeal response memorandum on March 25, 2019 (“Original Appeal Response”) that addressed concerns from the original February 14, 2019 appeal letter. The Original Appeal Response and the Supplemental Appeal Letter are available as part of Board File No. 190198.¹

PLANNING DEPARTMENT RESPONSE

The Department’s Original Appeal Response dated March 25, 2019 includes Responses 1 through 4. This Supplemental Appeal Response includes additional responses, identified as Responses 5 and 6. The substantive concerns raised in the appeal letters dated March 22 and March 27, 2019 that were not addressed in the Original Appeal Response are addressed in the responses below.

Response 5: The project would not cause a significant transportation impact.

As stated under Response 1, the project meets the criteria of a categorical exemption Class 23 and 4 and none of the exceptions, including whether an unusual circumstance exists, apply to the project. The categorical exemption is consistent with determinations for other projects in San Francisco with similar

¹ Available online at: <https://sfgov.legistar.com/LegislationDetail.aspx?ID=3868638&GUID=7EC7B82D-B9D6-40F5-AA72-277FA97EDD5B&Options=ID|Text|&Search=190198>.

characteristics and does not involve any unusual circumstances that could result in a reasonable possibility of a significant effect. Events with large number of attendees are a common occurrence at the western end of Golden Gate Park and throughout San Francisco. These events, which have continued annually since about 1968, are part of the existing conditions and due to the temporary nature of the event, would not result in a significant impact on the environment. This supplemental appeal response addresses new concerns related to transportation raised by the appellant in its March 22, 2019 appeal letter. Additionally, it should be noted that these transportation concerns were not raised in the original February 14, 2019 appeal letter, and therefore the department could not have been addressed these comments in the March 25, 2019 appeal response; counter to what the appellant stated in their March 27, 2019 appeal letter.

The appellant contends the following transportation effects would result because of the project: 1) the large volume of attendees should be subject to additional environmental review; 2) there are substantial transportation demands resulting from the event, including to transit and pedestrian facilities; 3) the event results in transportation hazards from attendees leaving in the dark; 4) the project results in transportation impacts from congestion. The appellant also states that there's no comparison to baseline transportation conditions.

Significant transportation impacts would not occur from this temporary three-day event because the use permit for Outside Lands requires both the preparation of a transportation management plan (see Attachment D) and coordination with the San Francisco Municipal Transportation Agency (SFMTA), San Francisco Police Department (SFPD), San Francisco Recreation and Park Department (SFRPD), and private transportation network companies (TNC's) to ensure that adequate planning and transportation resources are being provided the event. These requirements ensure that there is enhanced Muni service, event-specific local and regional shuttle service, taxi stands, passenger loading zones, and an active transportation hub, which includes bike valet and parking as well as multiple bikeshare options. Some streets are closed to reduce congestion and ensure high-quality Muni service during the event. This information is also made available to the public on the following SFMTA website: <https://www.sfmta.com/project-updates/outside-lands-supplemental-service>. Additionally, the use permit requires that a transportation management plan be prepared for each year of the event with information collected as part of the event transportation monitoring, and that the transportation management plan may be adjusted annually to address any new concerns that arise from the previous year's event. Prior examples of changes in the transportation management plan include expanding traffic enforcement and addressing passenger unloading and pickup from TNC's to and from the event. Therefore, the use permit addresses the appellant's concerns regarding transportation impacts of the event through the requirement that the permittee address the project's transportation needs for transit, bicycle, and passenger loading facilities through a yearly transportation management plan and agency coordination.

Additionally, the appellant states that Outside Lands would result in traffic congestion during the three-day event, and baseline traffic conditions were not collected when the event was not occurring. However, traffic congestion itself is not a physical environmental impact. On March 3, 2016, the Planning Commission adopted resolution 19579, which found that automobile delay, as described solely by LOS or similar measures of vehicular capacity or traffic congestion, shall no longer be considered a significant impact on

the environment pursuant to CEQA, because it does not measure environmental impacts and therefore it does not protect environmental quality.²

Additionally, it should be noted that the use permit is an extension to an existing event that has occurred since 2009, and therefore this three-day event does not represent a substantial change in the environment.

The appellant also states that because the event ends in the evening, after dark, the event results in traffic hazards from people leaving the venue. However, neither the appellant nor the transportation consultant provide any substantial evidence supporting a fair argument supporting the assertion that traffic hazards have or would occur due to darkness at the time the event concludes. The appellant also does not provide evidence that the alleged traffic hazard could be ameliorated simply by ending the event before dark. It should be noted that the event areas and all surrounding areas are well lit at night.

The project would not result in a permanent change in the transportation conditions to the project site, and the temporary demand on transportation facilities are addressed by agency coordination and the transportation management plan that is required by the permit issued by RPD. Temporary events with large numbers of attendees per day are not an unusual circumstance in a highly urbanized environment such as San Francisco and this specific event has occurred in Golden Gate Park annually since 2008. Accordingly, the department determined the proposed project meets the criteria of both Class 4 and 23 categorical exemption and none of the exceptions, including the exception related to usual circumstances, apply to the project. Therefore, neither an initial study nor an EIR is required.

Response 6: Clarification regarding the departments noise analysis, and determination that the project would not result in a significant noise or historic resources impacts.

The appellant states in the March 27, 2019 appeal letter that that department found that there was no significant noise impact because the project would not cause hearing loss, and that the department did not address the expert evidence provided by the noise consultant Wilson Ihrig. This is not accurate. As stated in the department's March 25, 2019 appeal response letter, a substantial noise increase under CEQA is based upon several factors including the existing ambient noise levels, the noise level increase from a project, and the duration and intensity of the noise levels. As stated in Response 3, a three-day event would increase existing ambient noise levels for those in the surrounding neighborhood; however, given the limited duration, the increased noise is not considered substantial under CEQA. This duration (three days annually) of increased noise levels is considered to be a level of noise increase that rises to annoyance, but it is not considered a substantial increase in the ambient noise for CEQA purposes. Noise is considered very subjective and can be experienced differently by different people. In an urban context of San Francisco, it is not unusual to occasionally hear event noise, and it is not considered a significant impact under CEQA.

The department has not ignored the evidence provided by the by the noise consultant, Wilson Ihrig; however, their evidence was based on an incorrect interpretation of local noise ordinances. Additionally, Wilson Ihrig made arguments regarding potential impacts to historic resources from noise; however, the

² For more information on the history of automobile delay and vehicle miles traveled analysis in San Francisco, refer to San Francisco Planning Department, "Executive Summary, Resolution Modifying Transportation Impact Analysis", March 3, 2016 and San Francisco Planning Department, "California Environmental Quality Act: Vehicle Miles Traveled, Parking, For-Hire Vehicles, and Alternatives", February 23, 2017.

noise consultant did not provide substantiation (such as qualifications or a resume) that they are subject matter experts on historic resource analysis. Wilson Ihrig stated that people visiting nearby historic resources within the Golden Gate Historic District would be impacted by the noise from Outside Lands. While visitors of nearby historic resources could be annoyed by the noise produced by the event, the noise consultant nor the appellant have provided substantial evidence that this would have a significant impact on the historic district. As stated in Response 1, the Outside Lands event is temporary and would not impact any of the contributing resources or character-defining features within this historic district. Therefore, because the project would not result in a significant impact to a historic resource, the exception to a categorical exemption relating to historic resources does not apply.

CONCLUSION

For the reasons stated in the Original Appeal Response and in this Supplemental Appeal Response, the CEQA determination complies with the requirements of CEQA and the project is appropriately exempt from environmental review pursuant to the cited exemption. The department therefore respectfully recommends that the board uphold the CEQA categorical exemption determination and deny the appeal of the CEQA determination.



Transportation Management Plan

Outside Lands 2018

Prepared for:
Another Planet Entertainment
October 2018

SF18-0977

FEHR & PEERS

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Introduction

This Transportation Management Plan (TMP) is a result of several months of coordination with Another Planet Entertainment (APE) to develop a set of best practices and recommendations for the transportation element of the Outside Lands Music Festival (OSL). APE has been producing OSL in San Francisco's Golden Gate Park since 2008. This document is meant to be a summary of Fehr & Peers' work and a reference for future event planning. The development of this TMP started prior to the 2018 festival and observations were performed during the 2018 event. While most of the recommendations were implemented for the 2018 festival, some were not and may be incorporated into planning for 2019 and beyond.

TMP Purpose

The purpose of this TMP is to identify strategies to provide convenient and efficient access for all modes of travel to and from Golden Gate Park during OSL. The identified strategies are intended to minimize conflicts between vehicles, pedestrians, bicycles, and transit before, during, and after the festival. While the strategies in this report are recommended for implementation for the 2018 festival, some may only be feasible for 2019 and beyond. This TMP is meant as a flexible document that should be modified from year to year as conditions change, and based on experience and input from additional parties, including the San Francisco Municipal Transportation Agency (SFMTA), Golden Gate Park representatives, private transportation providers (such as shuttle providers, Uber/Lyft, bikeshare operators), attendees, and members of the public.

TMP Objectives

The purpose of the TMP is to outline strategies to optimize access to and from the Festival area in Golden Gate Park within the constraints inherent to a large public event. The TMP considers the travel characteristics of Outside Lands attendees, office workers, retail patrons, and all other visitors to the site. Its main goal is to ensure safe and efficient access for all modes with a particular focus on promoting pedestrian, bicycle, and transit access to the Event Center and adjacent mix of uses, thereby reducing vehicular impacts to the Richmond and Sunset Districts and other nearby neighborhoods.

The objectives of the TMP are:

- Managing intense travel demand associated with the event
- Influencing the utility associated with various travel and mode choices
- Accommodating heavy pedestrian flows at selected locations
- Accommodating those who use public and private transit
- Accommodating for the circulation and staging of TNC vehicles
- Mitigating temporary capacity constraints and bottlenecks



Event Description

OSL is a three-day music and arts festival held annually in San Francisco's Golden Gate Park since 2008. In 2018 the festival was scheduled for August 10-12 and headlined by The Weeknd, Florence & the Machine, and Janet Jackson. Gates opened at 12 PM all three days with live music concluding by 9:55 PM on Friday and Saturday and by 9:35 PM on Sunday evening. Total weekend ticket sales in 2017 was approximately 210,000, with approximately 70,000 per day. 2018 attendance was expected to be very similar to 2017 attendance.

Site Location

The 2018 OSL festival grounds included the area between Crossover Drive and the Polo Field in central Golden Gate Park. Golden Gate Park is located in western San Francisco between the Richmond and Sunset Districts. Major stages were located at the Polo Field (Lands End Stage), Hellman Hollow (Twin Peaks Stage and Panhandle Stage), and Lindley Meadow (Sutro Stage).

Site Access

The festival closed off several roads within Golden Gate Park including John F Kennedy Drive and Middle Drive making the festival area a pedestrian only space. Very limited parking was available inside the Park and only available to VIP pass holders and guests with mobility disabilities. Pedestrian and bicycle access was provided near entrance gates and the Box Office. Key pedestrian access points included 30th Avenue/JFK Drive, Crossover Drive/25th Avenue, JFK Drive/Crossover Drive, and Middle Drive/Metson Road near Martin Luther King Jr Drive. Additional public transit access, OSL shuttle access, and Transportation Network Companies (TNC) (e.g. Uber/Lyft) access was provided along Fulton Street, Balboa Street, Judah Street, and 36th Avenue. More details on specific access is described in the Transportation Staging Plan chapter.

Challenges

Planned special events, such as day-long and multi-day music festivals, pose a unique and diverse set of challenges to stakeholders responsible for maintaining safety, mobility, and reliability.

During OSL 2017 (with similar results observed in 2018), the peak period saw between 15k and 20k people departing during that period alone. Data provided by Uber showed that their completion to request rates dropped by 50% and average wait times almost doubled, compared to typical weekend levels. Excessive congestion occurred due to high demand for TNC vehicles with no system to efficiently match vehicle location with the requesting passengers. The combined delays resulted in increased driver frustration and

a dampened guest experience for many users, as reported by Uber, OSL, and further confirmed by field observations. For 2018, road closures were in place to prevent TNC drivers from approaching the park along Fulton between 38th Ave and 28th Ave.

For future OSL events, one of the key challenges is expected to continue to be accommodating for the circulation and staging of TNC vehicles. This challenge is focused on achieving the goals of:

- Mitigating potential safety risks
- Reducing traffic congestion
- Expediting pickups and drop-offs
- Providing a positive experience to OSL attendees
- Reducing disturbances to Golden Gate Park neighbors

With the increase in demand for TNC services, it is recommended that APE uses effective communication – plan your trip tool and effective wayfinding, to be discussed later in the TMP – to encourage guests to use other forms of transportation to access and exit the site.

Thus, this TMP may be used as a response to these transportation challenges. The TMP is expected to provide a more orderly flow of traffic and enhance safety by reducing conflicts and improving driver routing and expectations.

Travel Characteristics of Attendees

In order to make effective planning decisions with respect to how best to utilize the roadway system and facilities and services for transit, biking, and walking, it is important to first understand the travel demand associated with OSL attendees. As described previously, the estimated peak daily attendance for OSL 2018 is 65,000 attendees. The sections below describe the travel characteristics of these attendees.

2017 Attendee Survey

OSL, in coordination with Fehr & Peers, administered a survey to those 2017 attendees who registered their wristbands to better understand travel characteristics and transportation sentiments of attendees. There were a total of 1,965 completed responses to the survey. A summary of the results are presented below. See **Appendix A** for complete survey results.

Origins and Destinations

The majority of attendees who responded (72%) traveled to the festival from within San Francisco. Of those, the majority of attendees traveled from the nearby Sunset and Richmond Districts and Mission District. Outside of San Francisco, 11% traveled from East Bay, 5% from North Bay, and 12% from the Peninsula and South Bay. For the most part, destinations matched origins meaning attendees are mostly traveling from and to similar destinations before and after the festival.

Mode Split

Overall, the mode split of individuals arriving and departing OSL is very similar, with the majority of people taking TNCs (40 percent), and about 15 percent of people walking. Over 60 percent of attendees arrived or left via a driving mode (TNC or private vehicle), roughly 20 percent arrived or left using transit, and 2 percent of attendees bicycled. Of attendees who took transit, 61 percent took Muni (primarily the N-Judah and 5-Fulton), and 38 percent used the Outside Lands Shuttle.



Transportation Sentiments

Overall, attendees felt satisfied to neutral (86 percent) about their transportation experiences, with only 14 percent indicating a “not great” experience. Those who took a shuttle (private or OSL), bicycled, walked, or took paratransit were the most satisfied.

“ The N is great getting to OSL, but is harder on the way out. ”

“ Compared to any other music festivals I've been to, the ingress and egress of
Outside Lands has by far been the best... ”

“ Uber/Lyft is easy, just can be costly. Had trouble finding my driver at the end of OSL. ”

“ I thought Muni was fairly easy to catch and the entrances to the festival were
clearly labeled. ”

“ Muni was packed but easy to navigate. I know the city well, but it seemed pretty easy to get
there using public transportation. ”

“ Sending out a map to all the people attending OSL whether that be by email
or mail of where the entrance and exits are for the event would be helpful. As
well as clearly marked signs for where to go along the roads around the park. ”

“ I suggest better signage for all the Muni, and more Muni running. ”



Transportation Staging Plan

Fehr and Peers prepared a detailed staging plan for various transportation modes associated with transporting people to and from the Outside Lands festival. Recommendations in this section were specifically prepared for OSL 2018, but as previously noted can be used for future event planning as well. See **Figure 1** for recommended staging locations by mode. **Appendix B** includes rationale on why specific locations were and were not considered for staging. Some recommendations are simply a confirmation of what has been implemented and successful in past years, while some recommendations were implemented in 2018 for the first time. Other recommendations are meant to be suggestions for future years, as noted in each subsection below.

Pedestrian

Pedestrian access should continue to be accommodated and planned for at several places around the park, including the ADA and VIP gates, as well as the Main and South gates. Pedestrian queues should also be accommodated around the Box office during the festival, especially on the first day. Pedestrian accommodations should ensure that pedestrians have sufficient space to queue and circulate without spilling over into roadways or bike paths. It is recommended that proper wayfinding be set up to assist people navigating between the different locations within the park. Pedestrians have been accommodated in this way for several years and should continue to be with slight adjustments as access points are refined.


Bicycle

Although the survey results estimate that only 2% of attendees arrive by bicycle, this mode represents a potential growth area for future events. To meet the demand for bicycle parking, staging is recommended for personal bicycles at valet parking and self-parking areas. Both docked and dockless bikeshare bikes should also be staged and marketed ahead of time to encourage people to use active transportation instead of other vehicular modes to try to reduce the overall congestion associated with the event. It is recommended that APE create an effective communication plan (as discussed later in this document) to ensure customers know of the number of bicycle staging options along JFK Drive.

Bicycle Self-Parking

Self-parking staging area should continue to be available at 2 places within the park; the eastbound direction of JFK at the east side of the festival, as well as near the junction of Metson Road and Martin Luther King Jr Drive at the south side of the festival. It is recommended that these staging areas be placed





off road and that bike stands be made available for people to secure their bicycles. Bicycle stands will also help organize the self-parking area and minimize the likelihood that people will lock their bicycles to other objects. Bicycle self-parking has been staged in this way for several years and should continue to be accommodated in this way.

Bicycle Valet Parking

Bicycle Valet Parking has been offered for a number of years and should continue to be offered for festival attendees. The staging of valet parking should continue to be located in the area between Overlook Drive, Middle Drive, and Transverse Drive. A third party service provider manages and operates the valet parking during the festival. This site helps to establish an active transportation hub in the vicinity of JFK Drive and Transverse Drive along with other bicycle staging areas. Bicycle valet parking has been staged in this way for several years and should continue to be accommodated in this way.

Bikeshare

Docked and dockless bikeshare bikes may be available to attendees at OSL. An agreement has been made between Jump and SFMTA to allow a designated number of bikes to operate within the Park. Dockless bikes are suitable for the festival because they usually have locks built into the frame and users can use GPS technologies within their app to geo-locate the bicycles. These bikes do not require docking infrastructure for attendees to drop the bikes off at the festival. It is recommended that a designated space be made available for dockless bikeshare bikes for attendees to drop off and pick up the bikes as they travel to and from the festival. Such a space could be made available alongside the self-parking staging on the eastbound side of JFK Drive. It is recommended that a designated staff member assist attendees manage the dockless bikes during the festival. Ford GoBike operates a docked bikeshare program in San Francisco, and should be able to locate/operate a temporary dock within the Park. Docked bikeshare should be accommodated along JFK Drive near dockless bikeshare and other bicycle parking areas. 2018 marked the first year that docked and dockless bikeshare have been accommodated in the park for OSL.

Transit

SFMTA operates Muni services during the event. Muni staging occurs along Fulton, Geary, and Lincoln Streets. To help facilitate the loading process of attendees onto buses and to improve transit travel times, local roads surrounding Fulton between 38th Avenue and 25th Avenue should be closed to through traffic only. Designating curb space for bus staging and limiting cross traffic are important to ensure smooth travel for buses and to ensure transit travel times are reasonable. To further assist efficient transit loading, SFMTA staff or event staff should be stationed at key locations to assist with rider wayfinding and boarding. Transit

has been staged in this way for several years and should continue to be accommodated in this way. Each year as the transit capacity and availability changes slightly, the staging should be adjusted to accommodate the staging demand.

Muni

Muni services are a valuable resource for the transportation of attendees during the OSL festival. Therefore, several best practices are recommended to maximize availability and impact of Muni services, including:

1. Maintain clear Muni routes where and when possible during the event
2. Avoid placing any staging locations along Muni service routes
3. Provide clear wayfinding signage to key Muni routes

SFMTA has identified potential staffing issues which could impact Muni effectiveness. A potential solution is to provide additional OSL shuttle services to supplement Muni services and effectively increase the frequency and supply of buses. This may require additional coordination between APE and the SFMTA as the frequency of buses will be higher. A second OSL staging area may be appropriate in order to account for the increase in the number of buses that arrive during the festival. Possible additional staging locations includes the Fulton Street between Hyde Street and Larkin Street (Pioneer Monument).

Shuttle

Another element of transport are shuttles/buses operated by APE and other companies. It is important to provide a designated area for these vehicles to load and unload passengers, and a staging area for guests to wait before being picked up. **Figure 1** shows the staging area and circulation for all shuttles and buses should be consolidated on the East Lot immediately adjacent to the main festival entrance.

OSL Shuttles

APE has committed to providing a shuttle service to attendees that purchase a shuttle pass. This shuttle service transports people between downtown San Francisco, at the Bill Graham Civic Auditorium, and the festival. The Bill Graham Civic Auditorium is located adjacent to several transportation options including, BART and Muni. It is key to provide an organized staging area with space for passengers to queue to load and unload passengers efficiently and safely from the shuttles. **Figure 1** shows the recommended staging area for all shuttle buses at OSL. This site was chosen because of its proximity to the south gate, which requires only a short walk to the festival gates. OSL Shuttles have been staged in this way for several years and should continue to be accommodated in this way.



Regional Shuttles

For the first time in 2018, a third party operator ran regional shuttles, in addition to short-range shuttles to Bill Graham Civic Auditorium. Regional shuttles ran to the North Bay, South Bay, and East Bay (with stops in Mill Valley, Oakland, Palo Alto, Sacramento, and San Jose). Staging for regional shuttles should be similar to the staging for APE shuttles. 2018 marked the first year regional shuttles were offered and staged in this way.

TNCs

Transportation Network Companies (TNCs) (e.g. Uber and Lyft) have gained in popularity among attendees traveling to and from OSL over the past several years. Representatives from APE have recognized that a TNC staging area is critical to minimize the impact on the local residential neighborhoods and improve the overall guest experience. As such, 2018 marked the first year that Uber and Lyft were engaged in the planning process for the event and staging area(s).

Approximately 40 percent of the respondents from the 2017 survey stated they used TNCs or Taxi to travel to or from the OSL festival. Additional analytical data provided by Uber explained that approximately 15,000 to 20,000 riders requested an Uber driver during the peak period (two hours after the end of the last concert) alone in 2017. Uber also provided additional analytical data in the form of pick-up heat maps and potential designated staging zones. Although analytical data was only provided by Uber, the results are expected to be similar to Lyft data and thus Uber data was used as a proxy for all TNCs. It is expected that TNCs use will continue to grow in popularity as a transportation choice for OSL attendees.

A TNC staging location on Balboa Street between 30th and 32nd Avenues (at George Washington High School) was used to accommodate the TNC loading process away from the park so as not to conflict with Muni operations. However, even with this designated staging location, representatives from APE identified significant issues associated with TNC use including:

1. Loud crowds roaming the residential streets due to long wait times
2. Surge pricing due to high demand
3. Confused passengers due to a lack of communication
4. Poor communications (between passengers and TNC drivers and between TNC companies and City/Event staff)
5. Slow dispersion

Uber identified that using their internal analytics that these problems were in part, a results of:

1. Not enough curb space / roadway capacity at 30th and Balboa and the surrounding streets
2. The full curb space around GW High School was not fully utilized
3. 2017 Year over year increase in trips was between 7-12%

4. Road Closures adversely impacted vehicles routing
5. Peak hour saw vehicle demand needed to support approximately 15-20k riders
6. During peak, completion to request rates dropped by 50% and average wait times almost doubled

It is essential to provide an efficient staging plan that allows attendees to source and locate a TNC driver to reduce the overall impact on surrounding residential neighborhoods while safely, efficiently, and economically dispersing attendees after the concert each night, and maximizing the customer experience.

Discussed TNC Proposals

After analyzing TNC operations in 2017, and looking at TNC projections for 2018, Fehr & Peers made several recommendations to improve TNC efficiency. Due to a lack of lead and coordination time and limitations in technology, not all recommended procedures were possible to implement in 2018. As this is an emerging transportation trend, new procedures should be considered each year. One key consideration related to TNC planning is the amount of time it will take to coordinate among all TNC companies, City officials, and APE staff.

Recommendation 1: Maintain TNC staging at George Washington High School

Given the popularity of TNCs in 2017 and 2018, APE should continue to request to use this space as a staging area for this year's event. One key improvement to operations at this location would be to plan prescribed routes for arriving and departing TNC vehicles. Routes should be planned to optimize efficiency and minimize potential conflicts with pedestrians and other TNC vehicles. TNC staging was staged at George Washington High School in 2017 and 2018, and should continue to be accommodated in this way.

Recommendation 2: Implement Southside Staging Location

A second staging area is recommended on 36th Ave between Irving St and Judah St on the west side of the street. This recommendation is made to help spread large crowds on the north side of Golden Gate Park to other areas to then disperse them out of the area more quickly after the event. This staging area was chosen based on two benefits:

1. Green buffer on the west side, to muffle noise from loud crowds
2. Safe and direct pedestrian access from Golden Gate Park

2018 marked the first year that TNC staging was also accommodated at a designated southside location for OSL.



Recommendation 3: Implement Driver Matching Signage

Driver matching signage is recommended at all TNC staging areas to improve the number of people the staging areas can serve per hour. This method relies on physical markers within the staging area for drivers and attendees to meet. For example, if a driver is located at a space marked with “Staging Space A,” she or he could communicate with the attendee that they are waiting at the marker A. Markers should be clear and large signs and should be well-marketed to drivers and passengers prior to the event. **Figure 2** illustrates the recommended layout of the staging area with matching conditions. 2018 marked the first year that TNC staging included matching signage, however the effectiveness was less than desired. Some modifications to the matching conditions should be made in future years including larger signage and advanced communication with drivers and passengers.

Recommendation 4: Implement First-In First-Out Scenario

Additional improvement in terms of vehicle and person throughput would be expected from establishing a First-In First-Out scenario at the staging areas instead of the matching scenario. Given the substantial digital infrastructure required by the TNC companies, this scenario will require significant lead time and coordination. This scenario would simplify the matching process between attendees and drivers, as it would not require that attendees to personally locate their driver. Instead, attendees would line up in the staging area, where they would be matched with a driver based on their position within the queue. **Figure 3** shows the staging areas and traffic flow under the FIFO scenario. First-In First-Out conditions were not implemented in 2018, but is suggested to be implemented in future years.

TNC Staging

If needed, additional staging areas could be established for TNC vehicles to wait prior to the event ending. Rather than circulating on residential streets, TNC drivers could wait in designated lots until being dispersed for a ride. If desired, staging lots should be identified and additional coordination between parking lot operators and TNC operators would be necessary to inform drivers. If used, prescribed routes from staging lots and TNC pick-up areas should be designated. Additional TNC staging lots were not utilized in 2018, but could be accommodated in future years if deemed necessary.

Taxi

Taxis continue to play an important role in accessing the festival. Taxis provide attendees on demand transportation without the need for a digital interface. This is particularly important for people who don't have access to smart mobile phones during or after the event and those with mobility disabilities. A taxi zone should be designated along the Fulton Street between 29th and 28th Avenues. Taxis have been staged in this way for several years and should continue to be accommodated in this way.



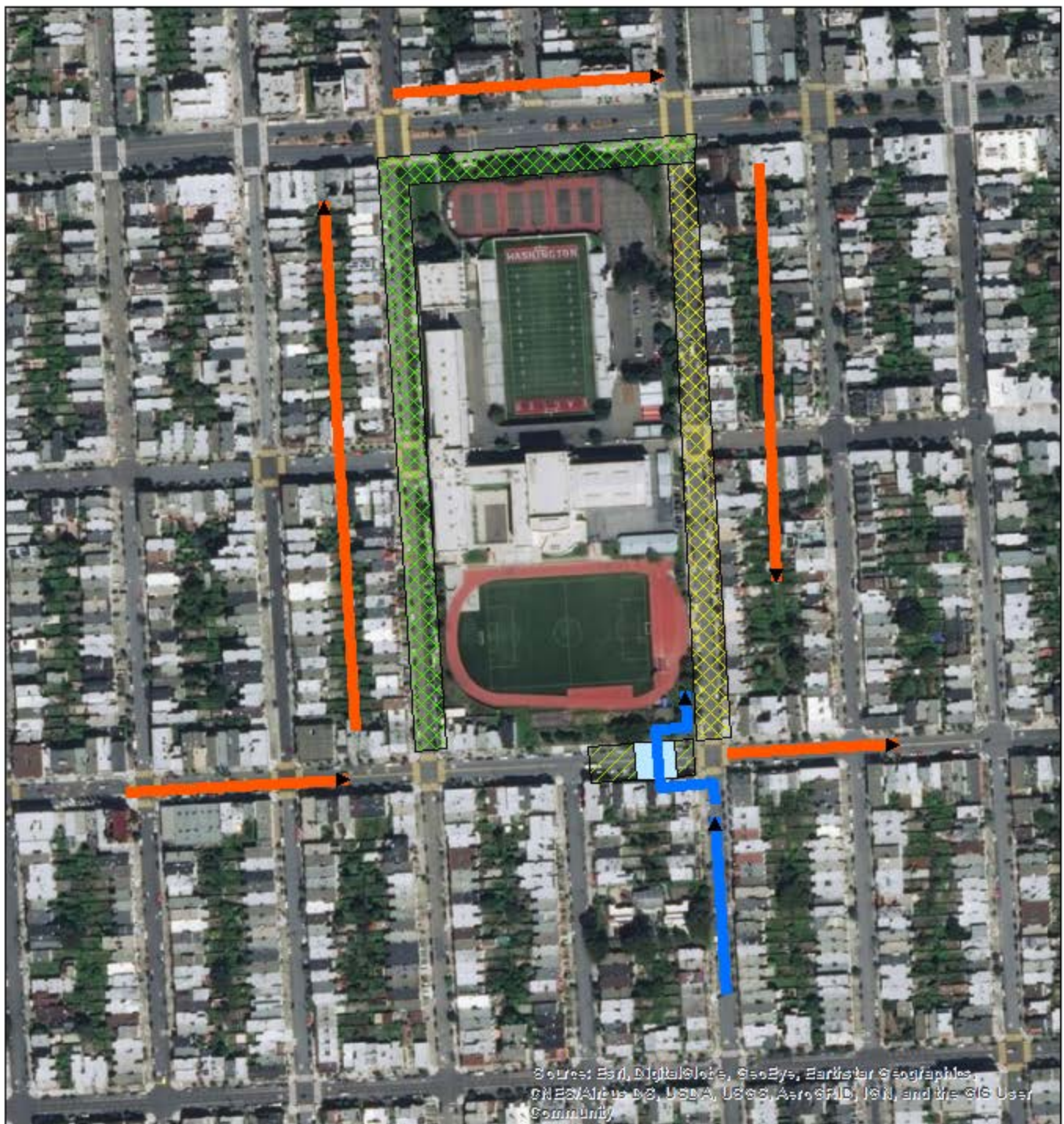
Legend

- ▲ Staging Markers
- Staging Area
- ▶ People Movement
- ▶ TNC Driver Movements

0 0.025 0.05 0.1 Miles



Figure 2 - TNC Driver Matching Conditions



Legend

-  TNC Vehicle Movement
-  People Movements
-  Ped Crossing
-  Loading Area
-  Street_Closure
-  Vehicle Storage

0 0.05 0.1 0.2 Miles



Figure 3 - TNC First-In First-Out Conditions

Communication to Attendees

Communication is important to increase education and awareness related to transportation options available to attendees. APE has developed a guest-facing festival website and smart phone app to communicate important festival information to attendees and potential attendees. There is currently little information regarding transportation options or trip planning. Fehr & Peers developed the framework of a tool which can be incorporated into either one or both the website and app. Although the tool was not implemented for the 2018 festival, with more lead time it can be implemented prior to the 2019 festival.

Plan Your Trip

APE seeks to streamline visitors' transportation experience at OSL and minimize the event's transportation impact on the neighborhood. The following event access information sharing tool (Plan Your Trip Tool, PYTT) addresses both goals by providing attendees with information related to transportation options so that attendees can make informed choices about their modes of travel.

It is recommended that the PYTT be easily accessible from the front page of the OSL website and smart phone app if applicable. The tool itself consists of three steps:

1. A map interface where attendees choose which Bay Area region they will be coming from to attend the event
2. A list of transportation options for the selected geographical region
3. Descriptive text and links to resources (maps, trip planners, etc.) for each transportation option, which the user can review by clicking on each mode

Starting at the OSL front page, users will be able to review helpful transportation information in as few as three clicks. A mocked up version of the Tool and more detailed information about the three steps are included in **Appendix C**.



Event Transportation Monitoring

Event monitoring is key to identifying areas for improvement and developing potential solutions. APE staff have been informally monitoring transportation components of OSL since its inception. In 2018, Fehr & Peers created a more formalized monitoring plan and observed transportation conditions during the event at key locations during peak times. This section describes some of the monitoring objectives, methodologies, and results from this year's event.

Monitoring Objectives/Methods

Monitoring and refinement of the TMP will be ongoing to accomplish the following objectives:

- Refine traffic control, wayfinding, TNC operations to improve the overall efficiency and safety of guest arrivals and departures
- Refine TMP strategies to make non-vehicle travel options more attractive and effective
- Refine TMP strategies to respond to evolving neighborhood concerns related to transportation

To achieve the above objectives APE has decided to deploy a variety of data collection methodologies to populate a comprehensive Transportation Report Card to document the progress year over year.

Transportation Report Card

Fehr & Peers developed a Transportation Report Card to describe transportation conditions for the 2017 festival as well as provide framework for future monitoring. If useful, OSL can update the report card each year after the event to provide a comparison of transportation conditions and challenges to share with key stakeholders. The report card consists of data collected from OSL related to event attendance and digital media usage, from a survey to festival attendees related to mode share and origins/destinations, and from cell phone data providers related to vehicle speed on key corridors. Additionally, all data was confirmed by Fehr & Peers staff during field observations during the 2018 event. Key observations from 2018 are summarized on **Figure 4**.

Figure 5 shows the results of the report card for 2017. As shown in the figure, the majority of attendees accessed the festival from within San Francisco and the majority of guests are traveling to the area by TNC vehicle. Overall attendees felt satisfied about their transportation experience. Speed data suggests that traffic eastbound on Fulton Street and eastbound on Lincoln Way (two key routes used to depart from the event) slows slightly during the event weekend when compared to a typical weekend.



Figure 4
Outside Lands 2018 Key Transportation Observations

OUTSIDE LANDS 2017

TRANSPORTATION REPORT CARD

DIGITAL MEDIA

WEBPAGE HITS*: **186,191**

OSL APP USERS: **56,600**

QR SCANS: **N/A**

TRIP PLANNING TOOL: **N/A**

*"Travel & Accommodation" webpage views from the time tickets went live through the event start

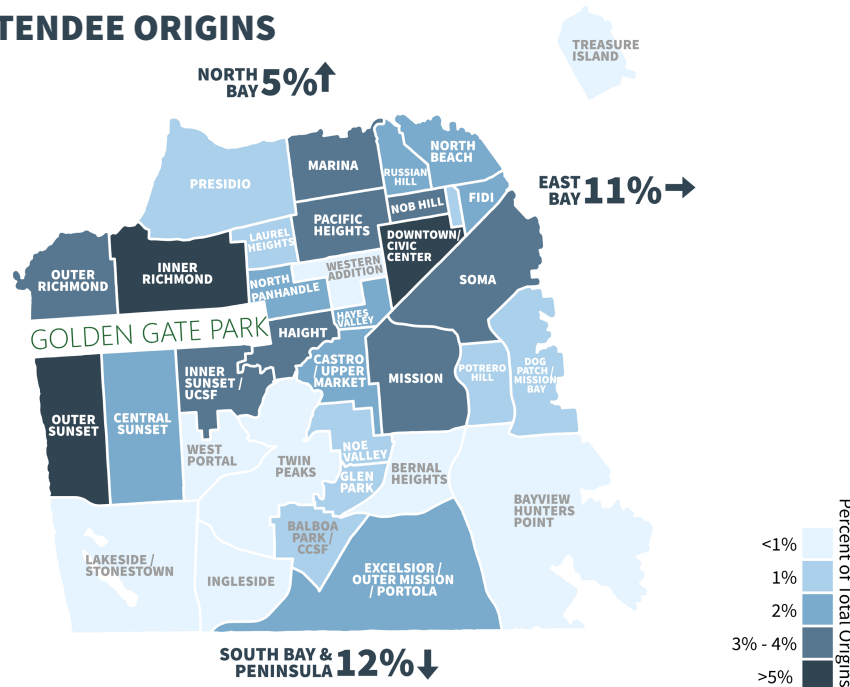
ATTENDEE SATISFACTION



WAYFINDING



ATTENDEE ORIGINS



EVENT ATTENDANCE BY DAY

FRIDAY: **70,000**

SATURDAY: **70,000**

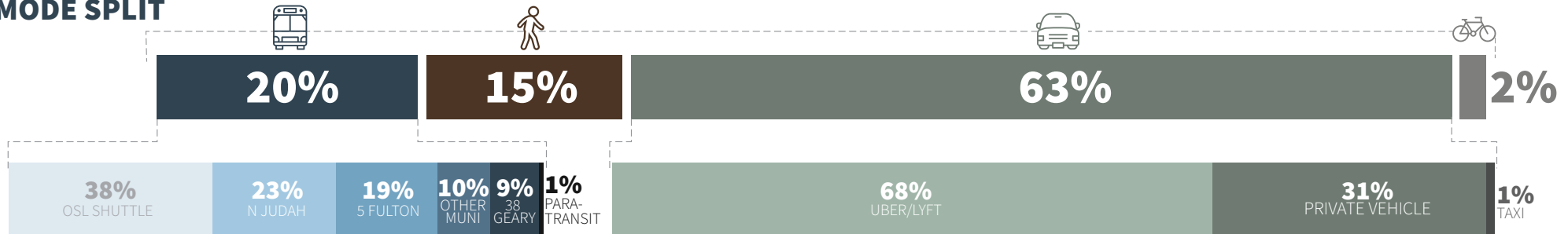
SUNDAY: **70,000**

WEEKEND TOTAL: **210,000**

ANNUAL NOTES

- Uber is OSL official ride-share Sponsorship Partner.
- John F Kennedy Dr closed to pedestrians post event.
- One TNC hub at George Washington High School.
- TNC availability, surge pricing, neighborhood disturbance are biggest issues.

MODE SPLIT



TRANSIT DEPARTING OSL

OSL SHUTTLE RIDERSHIP

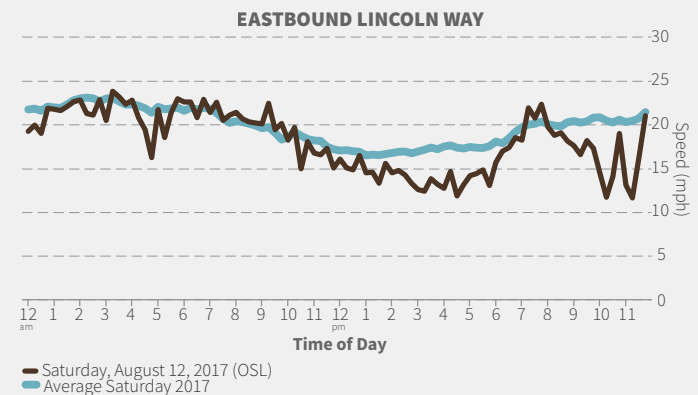
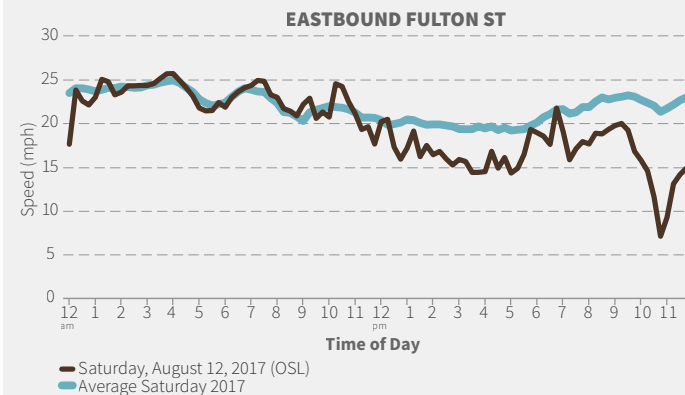
LOCAL: **6,719 riders**

SHUTTLE PASS COST: \$50 (3-day pass)

REGIONAL: **N/A riders**

SHUTTLE PASS COST: **N/A**

TRAFFIC SPEED DATA



Appendix A – Attendee Survey Results

Outside Lands Transportation Management Plan

October 2018

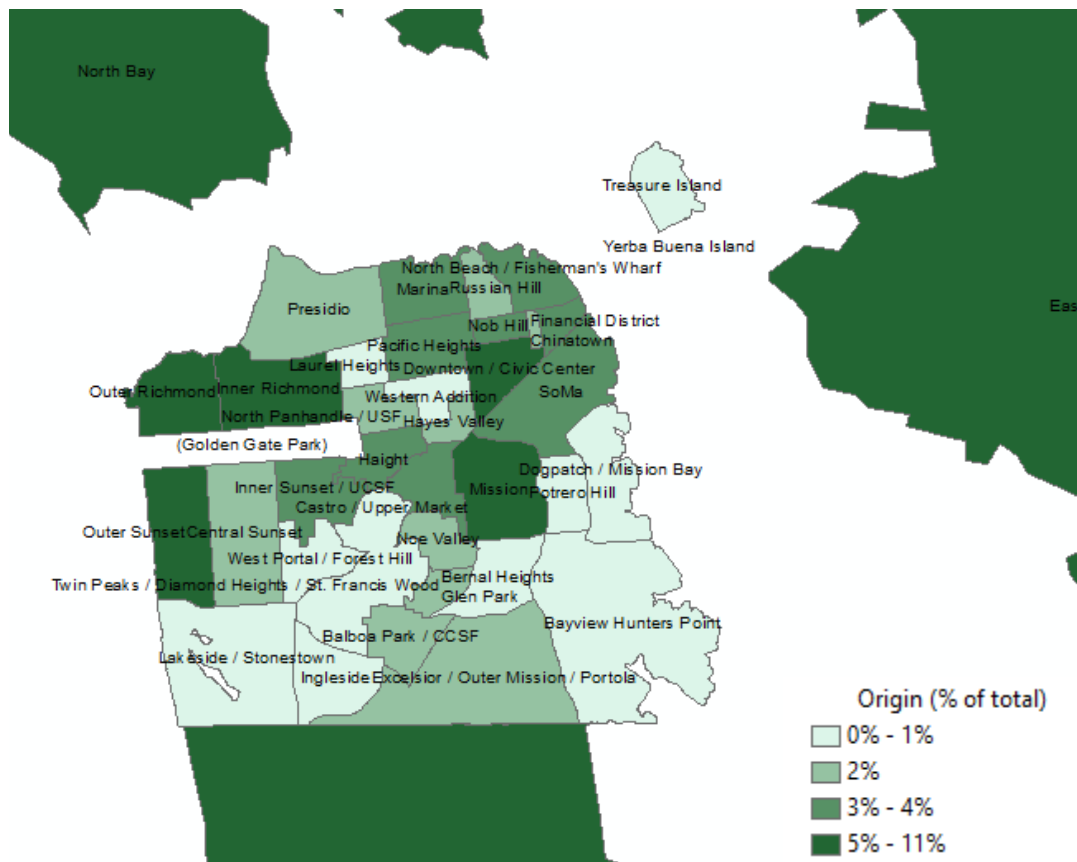
SF18-0977

Outside Lands 2017 Survey Summary

- 1965 responses (completed surveys only, excluding responses before 6/11)

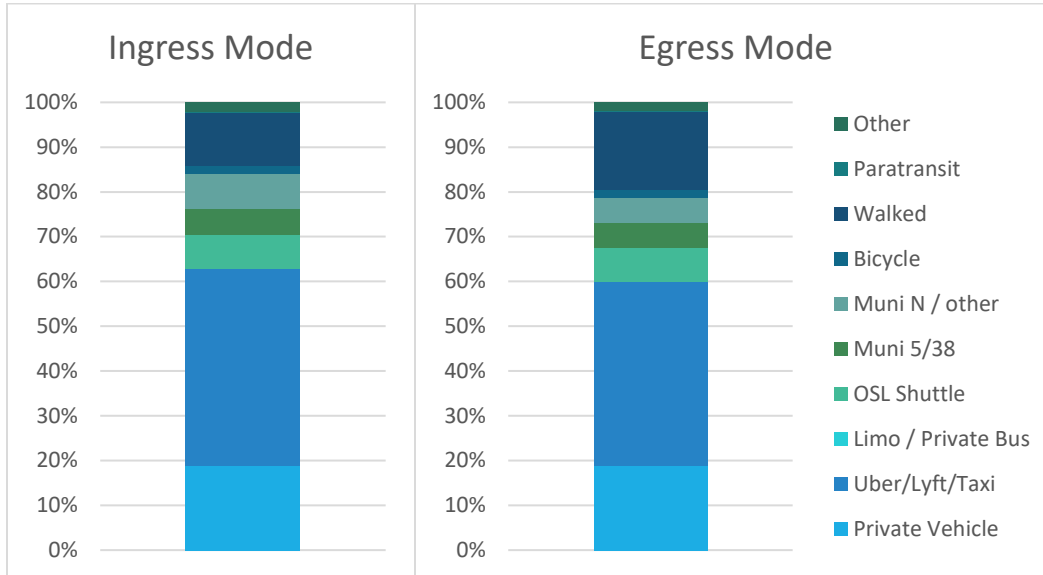
Origin/Destination

The majority of attendees (72%) traveled to Outside Lands from within San Francisco. Of those, the majority of attendees are traveling from nearby neighborhoods (Sunset and Richmond), and NE neighborhoods (Mission, Civic Center, etc.) Outside of San Francisco, 11% traveled from East Bay, 5% from North Bay, and 12% from the Peninsula and South Bay. For the most part, destinations matched origins.

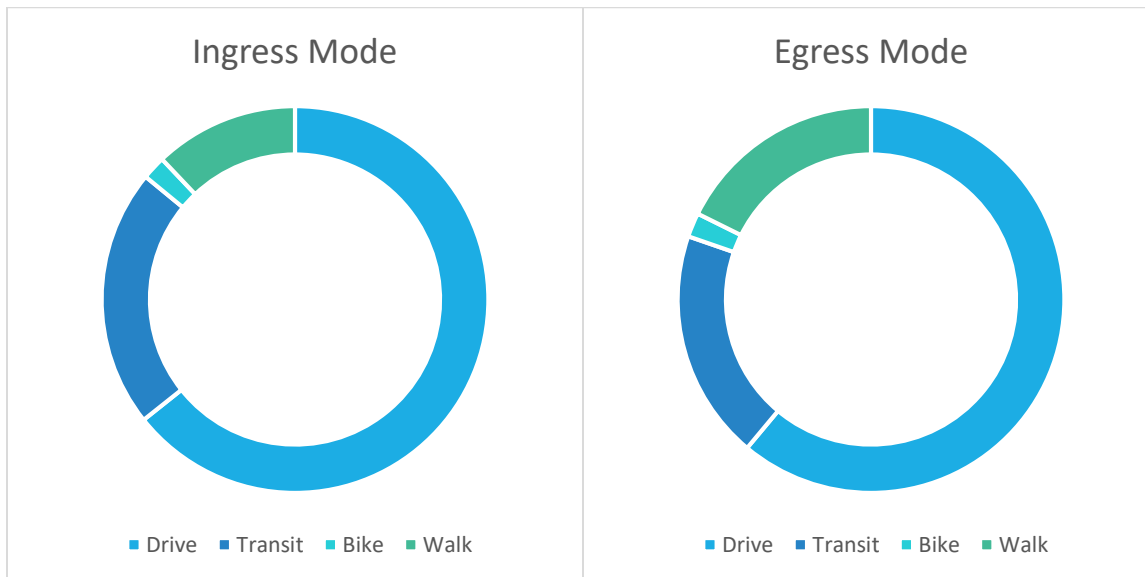


Mode

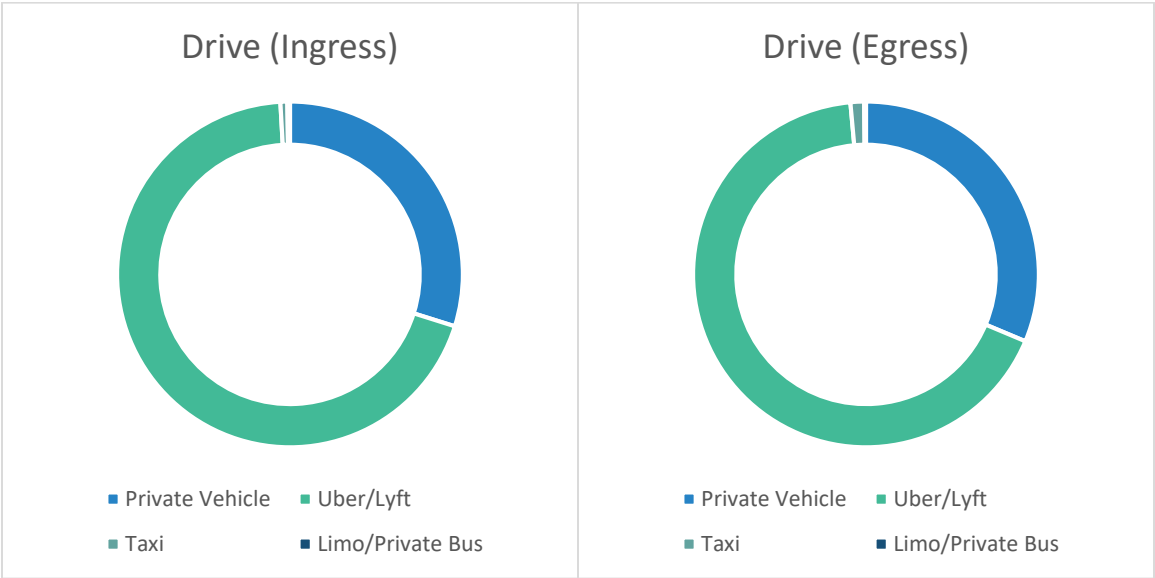
Overall, the mode split of individuals arriving and leaving OSL is very similar, with the majority of people taking TNCs/taxis (40%), and about 20% of people walking or taking a private vehicle. The major difference between ingress and egress is slightly fewer people taking Muni, and slightly more walking.



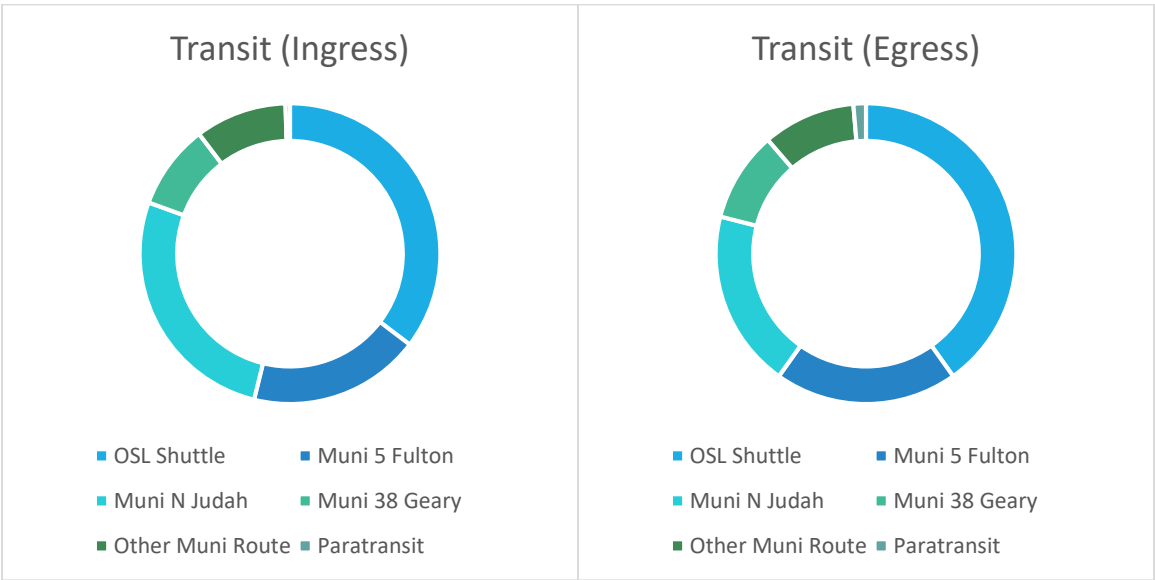
Over 60% of attendees arrived or left via a driving mode (TNC or private vehicle), roughly 20% arrived or left using transit, and 2% of attendees bicycled. More people left by walking than arrived (18% and 12%).



Of those who arrived or left by driving, two thirds took an Uber or Lyft, and nearly one-third used a private vehicle (drive alone or carpool), with very few taking taxis or private buses.



Of attendees who took transit, 60-65% took Muni (primarily the N-Judah and 5-Fulton), and 30-35% used the Outside Lands Shuttle.



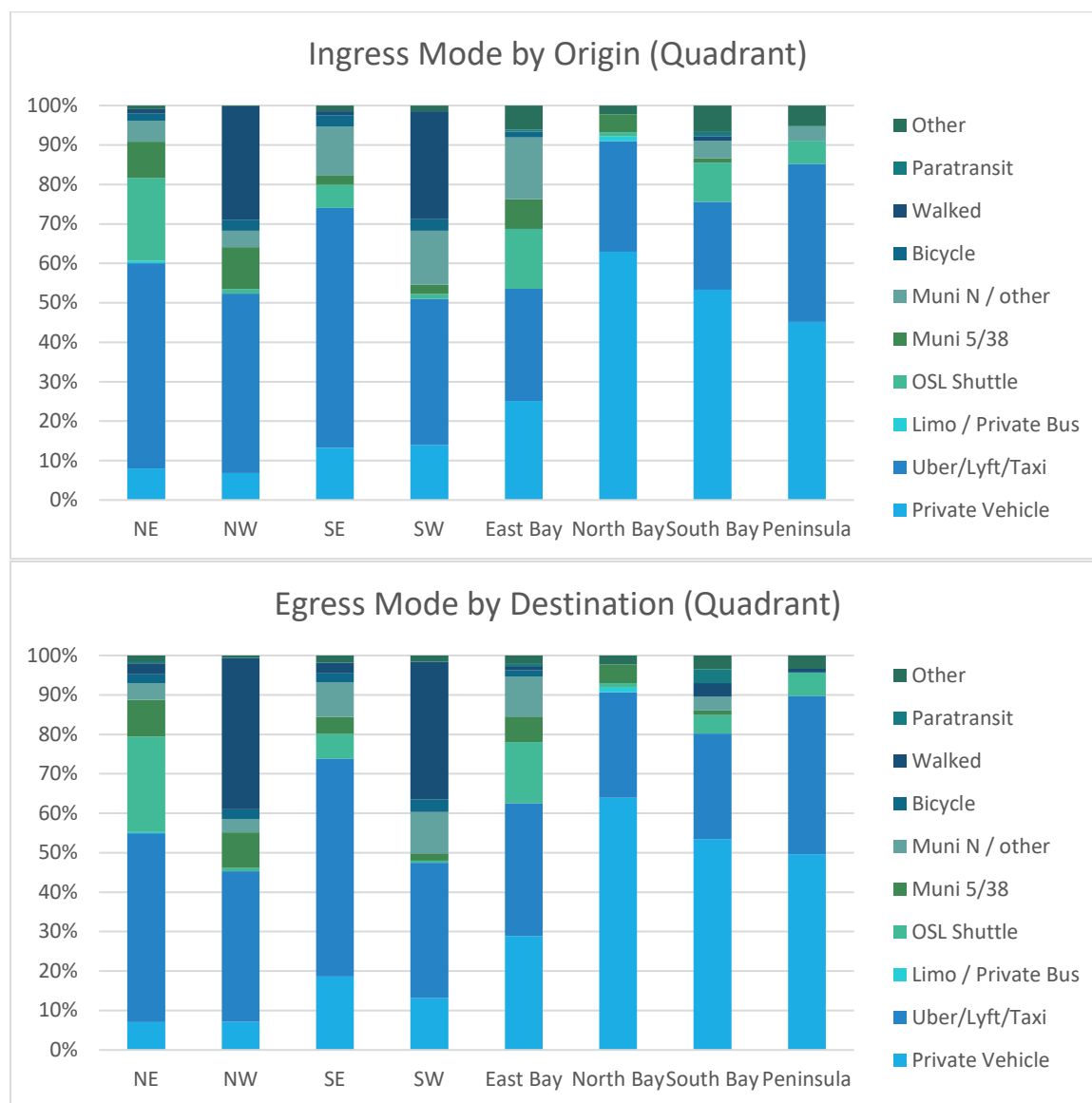
Ingress/Egress Mode Matrix

Throwing this here because it's interesting to look at. Generally, attendees used the same mode to arrive as to depart. Notable exceptions are those who arrived by Muni switching to TNCs/taxis (25%) or walking (11-16%), those taking private buses or walking switching to TNCs/taxis (33% and 13%), and 11% of those arriving by TNCs/taxis switching to walking.

		Access								
Departure	Mode	Private Vehicle	Uber/Lyft/Taxi	Limo / Private Bus	OSL Shuttle	Muni 5/38	Muni N / other	Bicycle	Walked	Para-transit
	Private Vehicle	83%	4%	0%	4%	3%	5%	0%	3%	0%
	Uber/Lyft/Taxi	10%	75%	33%	5%	26%	24%	3%	13%	0%
	Limo / Private Bus	0%	0%	67%	0%	0%	0%	0%	0%	0%
	OSL Shuttle	1%	1%	0%	88%	2%	2%	0%	0%	50%
	Muni 5/38	1%	4%	0%	0%	45%	7%	0%	2%	0%
	Muni N / other	0%	3%	0%	1%	4%	49%	0%	1%	0%
	Bicycle	0%	0%	0%	0%	1%	0%	97%	0%	0%
	Walked	5%	11%	0%	1%	16%	11%	0%	81%	0%
	Paratransit	0%	0%	0%	0%	2%	0%	0%	0%	50%

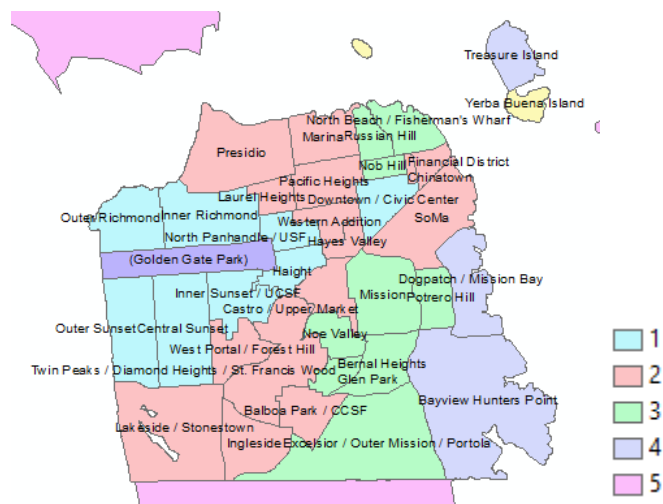
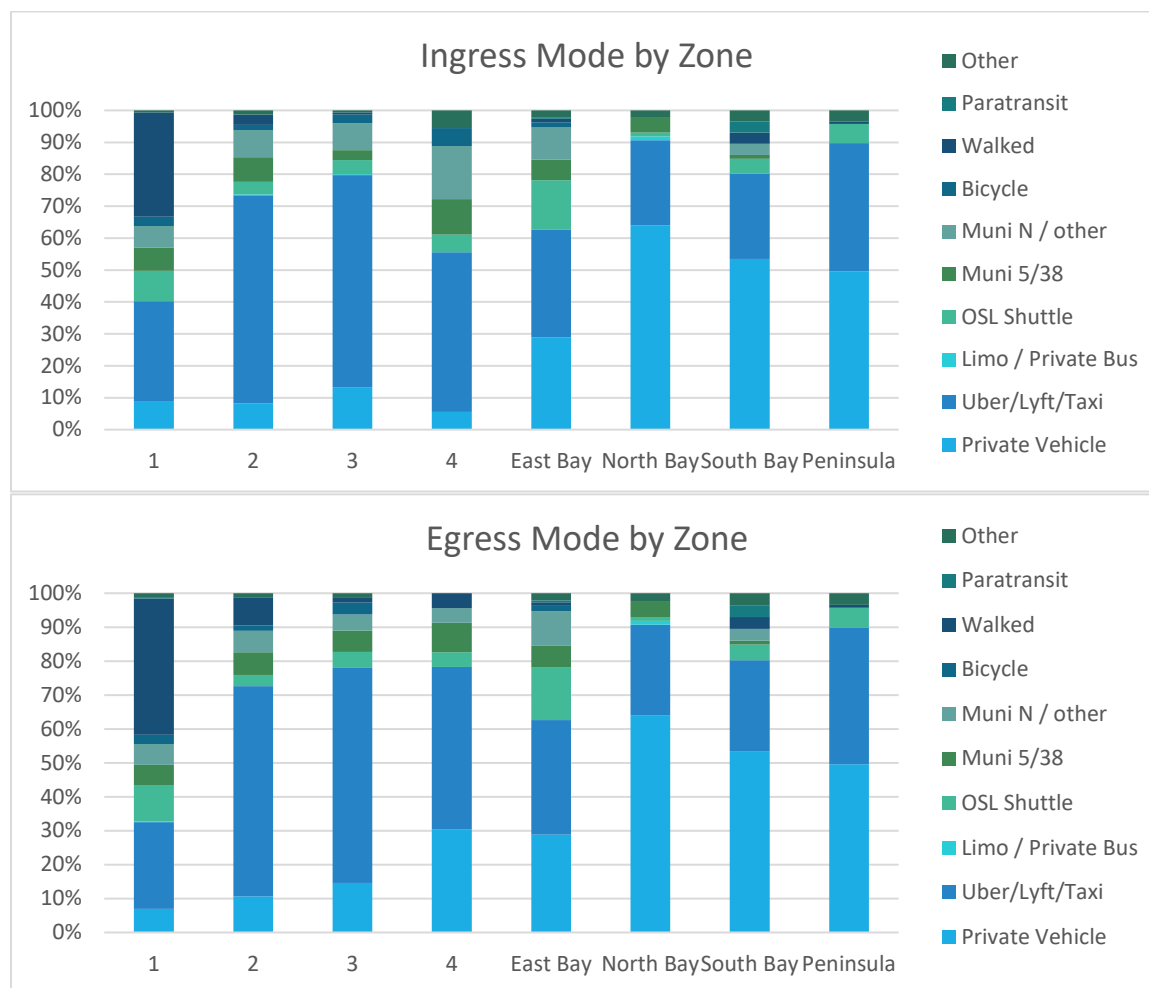
Ingress and Egress Modes by Quadrant

The vast majority of people traveling to OSL 2017 used the same mode when traveling to or from the festival. For the most part, TNCs/taxis are the preferred mode, particularly within San Francisco. Over half of attendees traveling from North Bay, South Bay, or the Peninsula drove in a private vehicle. Attendees traveling from the NW or SW quadrants were more likely to walk (>25%), and those traveling from the NE quadrant or East Bay were more likely to take the OSL shuttle (15-20%).



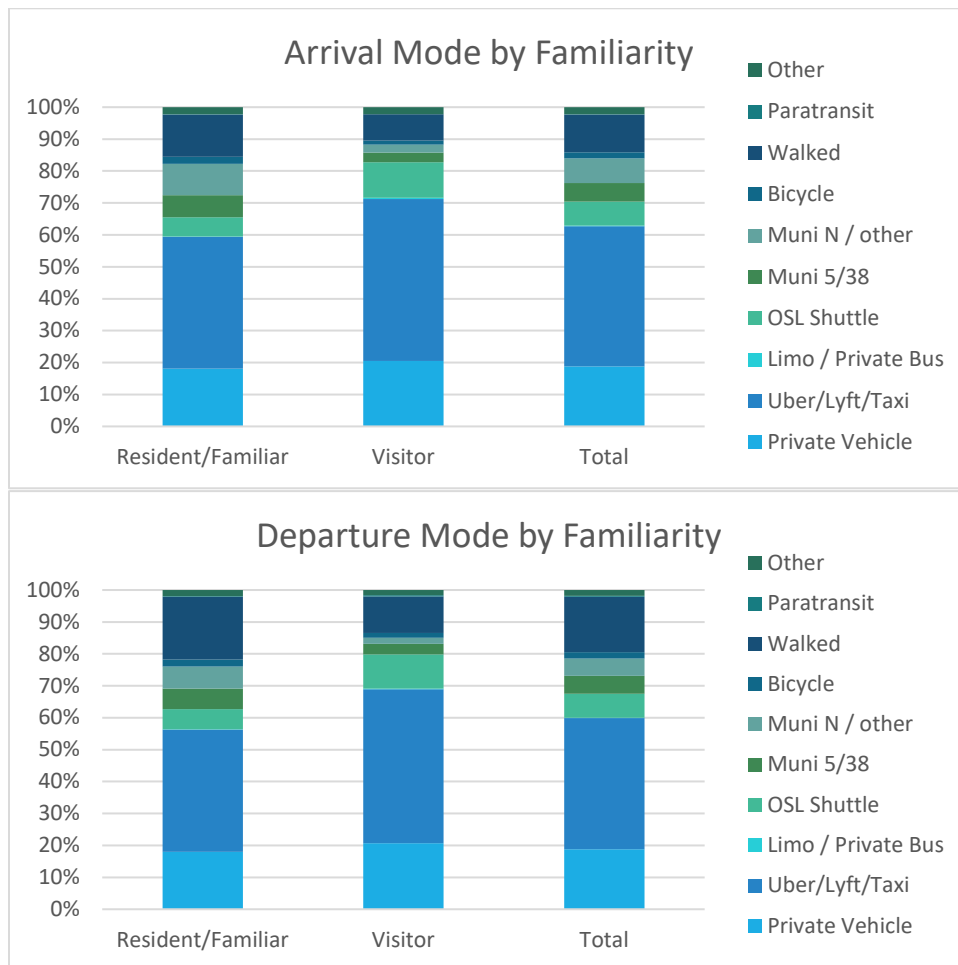
Ingress/Egress Mode by Zone

Breaking attendees out by “Zone” shows that those in neighborhoods nearest the festival had much higher rates of walking (Zone 1, 30%), while those farther in San Francisco tended to take TNCs/taxis (Zones 2-4). Over half of attendees traveling from North Bay, South Bay, or the Peninsula drove in a private vehicle. Given the large number of attendees traveling from relatively accessible neighborhoods by TNC, it could make sense to invest in Muni passes for attendees (or bike-/scooter- share if the area is serviced) or run shuttles to a few locations other than Civic Center – the Mission or Marina might be good candidates.



Mode by Familiarity

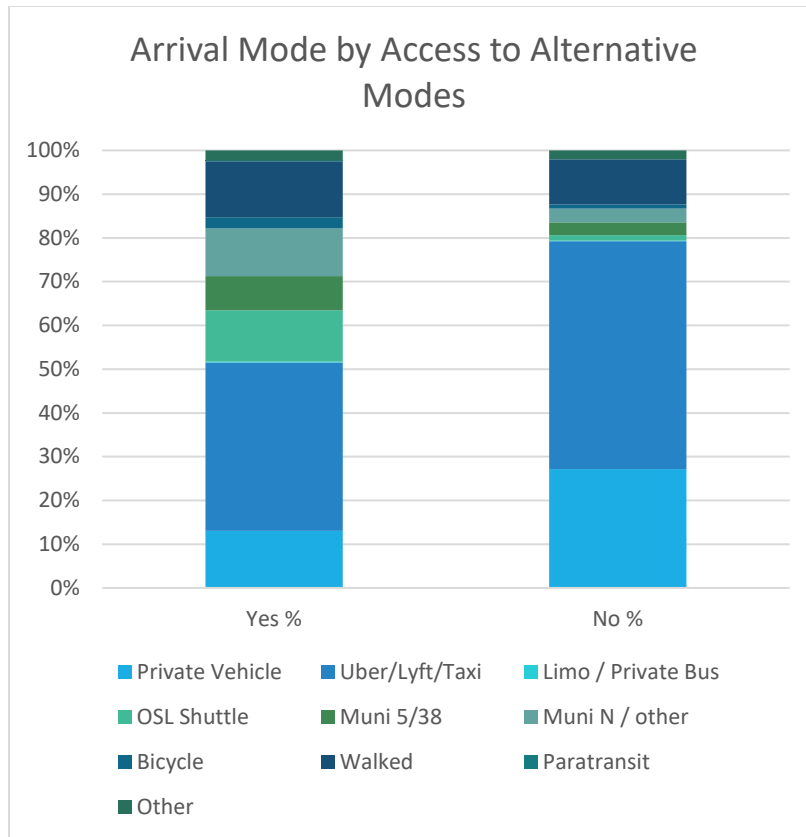
Residents or those familiar with transportation in San Francisco¹ were somewhat more likely to walk to the festival.



¹ Based on IP address and having a Clipper Card or Ford GoBike membership

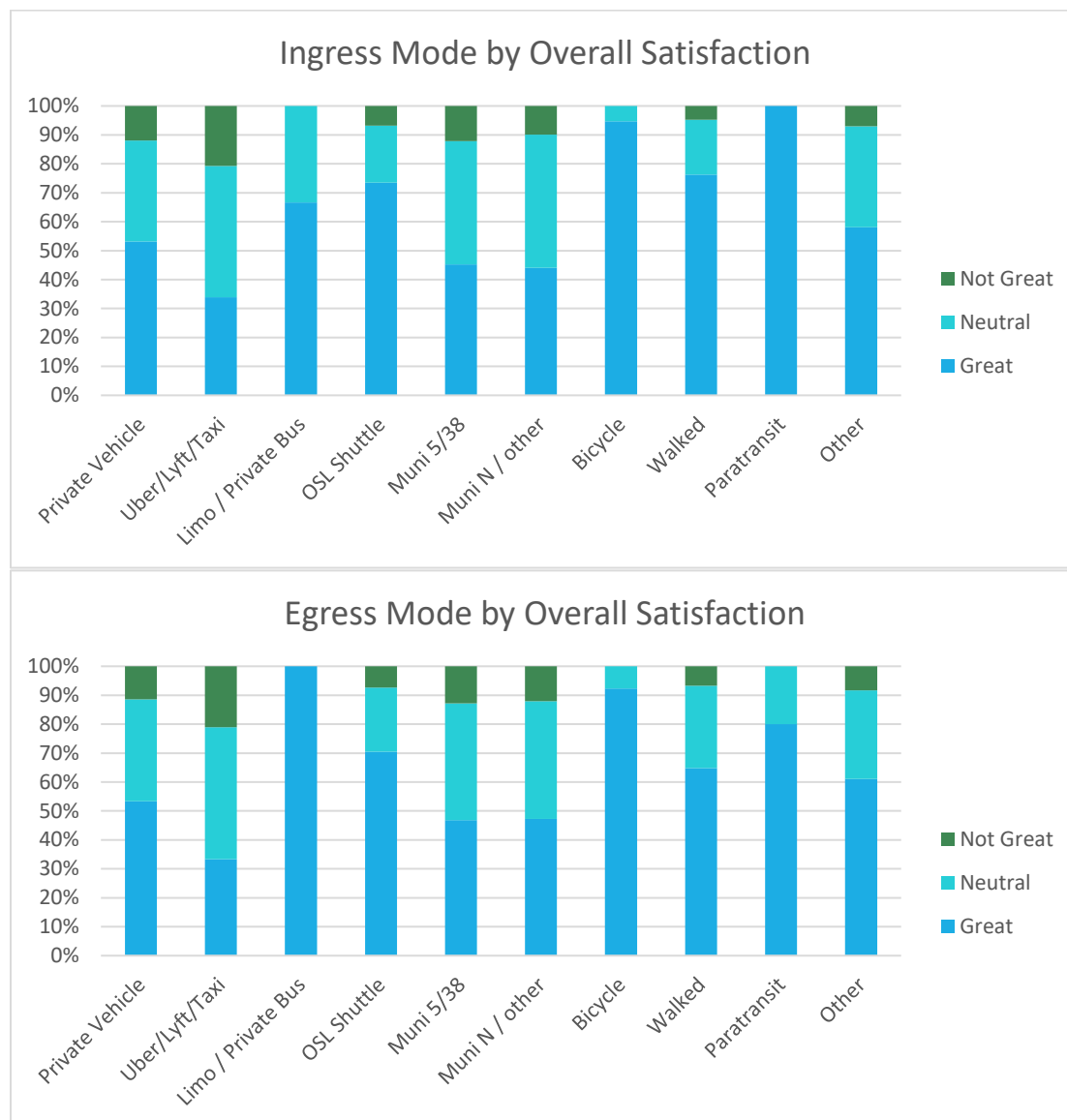
Access to Alternatives

Attendees with access to alternative modes (defined as having access to non-vehicle modes – Clipper card, bike share membership, scooter share, OSL shuttle pass, etc.) were half as likely to drive, and 10% less likely to take TNCs/taxis to the festival.



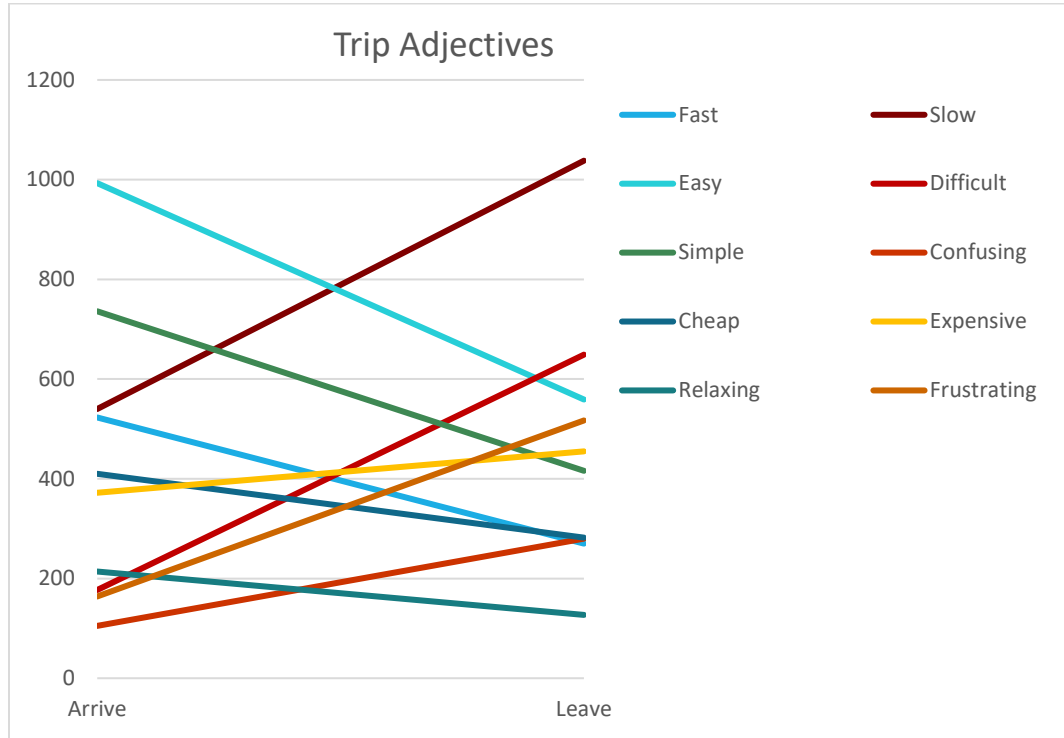
Mode by Satisfaction

Overall, attendees felt satisfied or neutral about their transportation experiences, with only 14% indicating “Not Great” experiences. Those least satisfied with their experiences took either TNCs/taxis or Muni. Those who took a shuttle (private or OSL), bicycled, walked, or took paratransit were the most satisfied.



Adjectives!

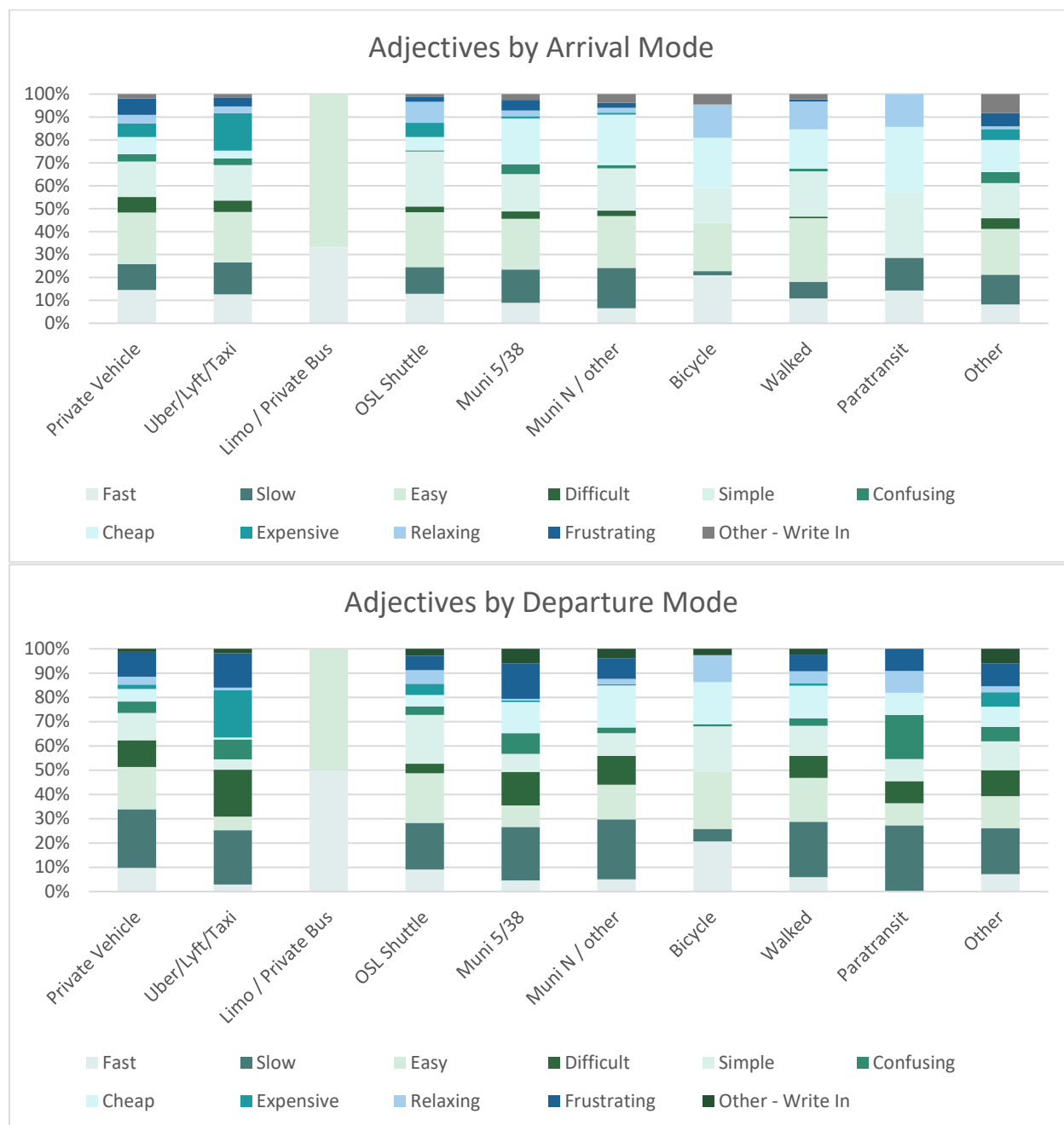
The survey asked attendees to characterize their trips to or from the festival. Broadly speaking, the use of positive adjectives decreased, and negative adjectives increased, when describing egress compared to ingress.²



² Note that the unit of analysis here is out of all adjectives used, not by % of attendees.

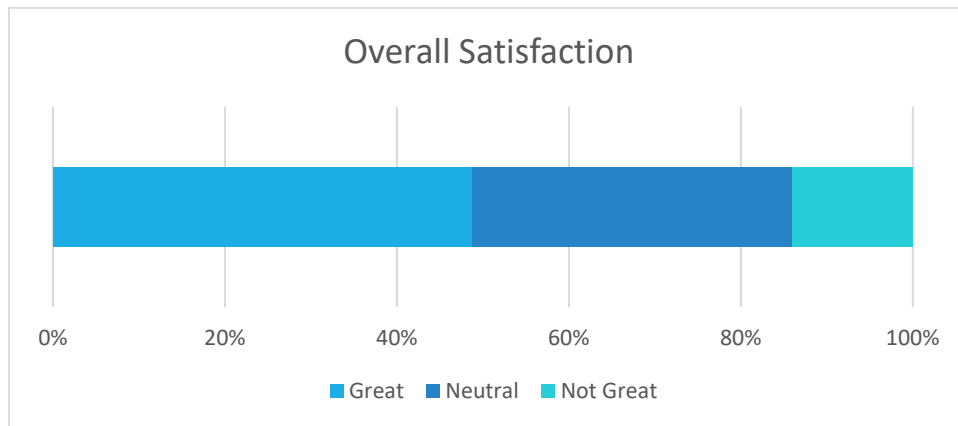
Adjectives by Mode

Breaking this out by mode, those arriving by private bus or bicycling had overall positive experiences. Those taking the OSL shuttle described it as slow, but also relatively easy and simple. Attendees arriving or leaving by other modes tended to use more negative adjectives when describing their egress experiences – with a jump in trips described as slow, difficult, or frustrating. Expense is primarily an issue for those taking TNCs/taxis. Wayfinding signage to help people taking Muni, or a managed ridehailing system, could help to make it easier, less confusing, and less frustrating to leave OSL, and also increase satisfaction.



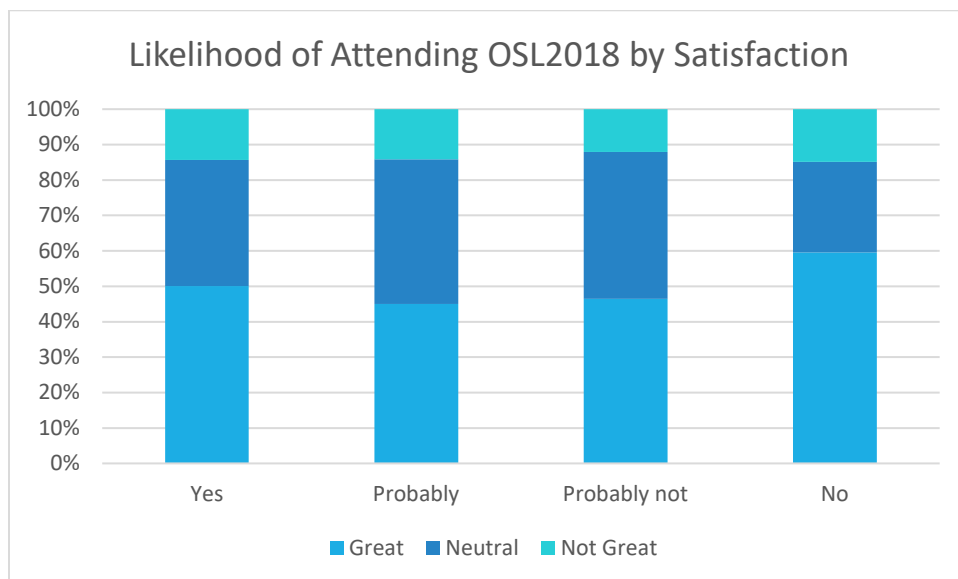
Satisfaction

Nearly half of all attendees had a positive experience with transportation to/from OSL 2017. Only about 14% of attendees described their experiences as “Not Great”



2018 Attendance by Satisfaction

Poor transportation experiences in 2017 don't seem to have an impact on attendees' likelihood of attending the festival in 2018.



Appendix B – Transportation Staging Rationale

Outside Lands Transportation Management Plan

October 2018

SF18-0977



OUTSIDE LANDS CONCEPTUAL PICK-UP DROP OFF PLAN

Introduction

It has been agreed that Fehr and Peers will deliver a staging plan for various transportation modes associated with moving people to and from the Outside Lands festival. Staging options are described below, in addition to the various tools created to assist in the planning process. Priority was given to options that minimize complexity and support safe and easy access to the festival and staging locations. Local residential neighborhoods were also prioritized, mainly to limit excessive noise and residual parking on local streets. In all, this staging plan hopes to provide a roadmap to minimize the issues associated with transportation during the Outside Lands (OSL) festival.

Recommendations for the following transportation options are described below. Benefits and drawbacks (pros and cons) are included for each recommendation.

1. Muni Services
2. OSL Shuttle
3. TNCs
4. Taxis
5. (Vehicular) travelers with disabilities (ADA)
6. Bicycles (Valet and Self-Parking)
7. Bike share (docked and dockless)

The following is broken down into 4 sections.

1. Interactive Google Staging maps
2. Wayfinding
3. Visitor Google Routing App
4. Staging Choice Logic Report

Key take away from this staging plan include:

Organize staging using Google MyMaps. Google MyMaps makes it easy to create, edit, and share maps that highlight and showcase user-defined information. These maps can serve a variety of purposes, including spot location and wayfinding. Data from MyMaps can be downloaded and used in popular GIS software packages as KML data.

Promote wayfinding: Wayfinding is recommended to assist visitors in accessing the festival, as well as the various staging locations around Golden Gate Park. Wayfinding best practices are recommended below and several tools have been developed to assist in planning wayfinding during the time leading up to the festival. A wayfinding route and sign placement map was created as a demonstration of how data from Google MyMaps can be used in creating a wayfinding strategy.

Establishing a transportation hub along Sunset Blvd. The benefits of establishing a hub along Sunset Blvd include access to safe and convenient pedestrian infrastructure, centralized transportation staging, and a green sound barrier to suppress the impact of noise on the local residential space.

Establishing a bicycle hub along John F. Kennedy Dr, near Transverse Dr and Crossover. A bicycle hub is recommended as a staging place for various bicycle related options, including bike share (docked and dockless), valet parking, pedi taxis, and self-parking. This hub would facilitate easy movement between visitors and their bicycles, and facilitate wayfinding cyclists, the festival, and their home.

Section 1. Interactive Google Maps

Google MyMaps makes it easy to create, edit, and share personal maps¹. These maps can serve a variety of purposes, including spot location and wayfinding. FP has created several maps as tools for Another Planet Entertainment to use during Outside Lands. A list of maps includes:

1. OSL 2018 Conceptual Pick-up and Drop-off Locations
2. Visitor Version - OSL 2018 Pick-up and Drop-off Locations
3. Potential Wayfinding Route to Potential Staging Options
4. OSL Festival Grounds

These maps were created to assist in the travel management process for:

1. Current staging placement
2. Future staging planning
3. Visitor wayfinding
4. Creating and using geospatial data

The following describes three valuable

¹ <https://www.google.com/maps/about/mymaps/>

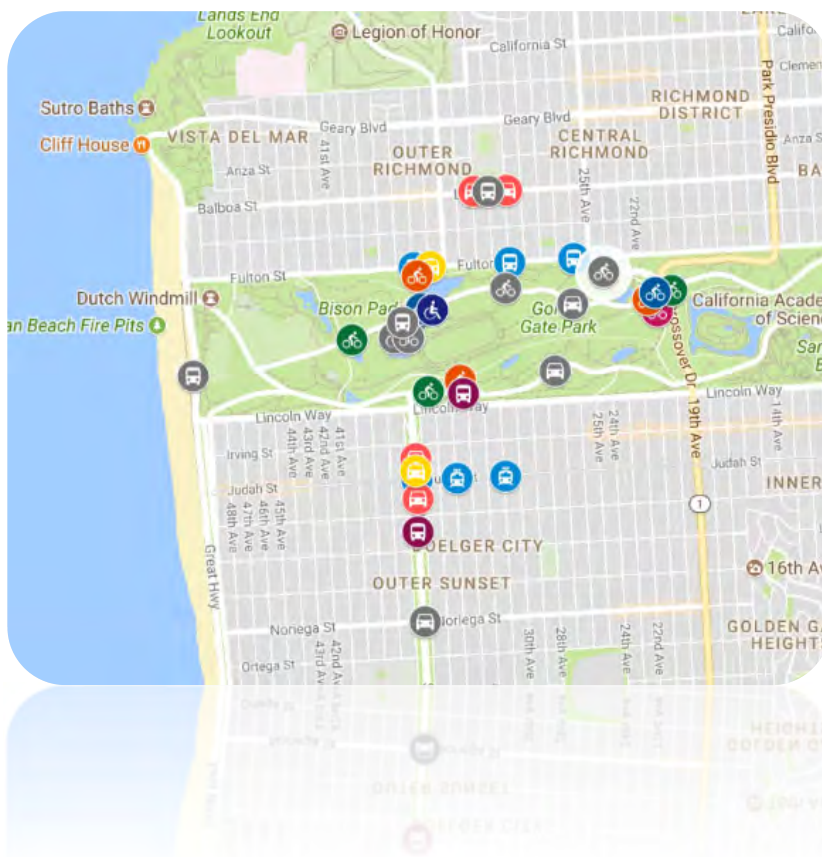
Map: OSL 2018 Conceptual Pick-up and Drop-off Locations

The OSL 2018 Conceptual Pick-up and Drop-off Locations map includes all recommended staging locations, as well as locations not recommended but considered in the planning process.

<https://drive.google.com/open?id=1AuAHf3CP4BL4FJLmtFJqiyvLgKsDedIH&usp=sharing>²

The intentions of this map include, but are not limited to the following:

1. Internal discussion and organization
2. Relaying information to transportation service providers
3. Post festival processing, including note taking on which places worked and which should be adapted
4. Future planning – reuse the maps in years to come



² If you currently do not have access to this map and need to gain access, please reach out to Daniel Patterson (d.patterson@fehrandpeers.com) or Drew Levitt (d.levitt@fehrandpeers.com) for assistance.

App: Visitor Version OSL 2018 Pick-up and Drop-off Locations

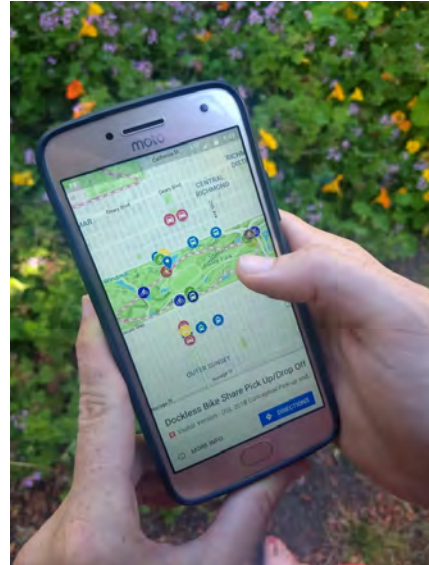
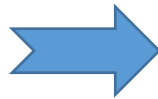
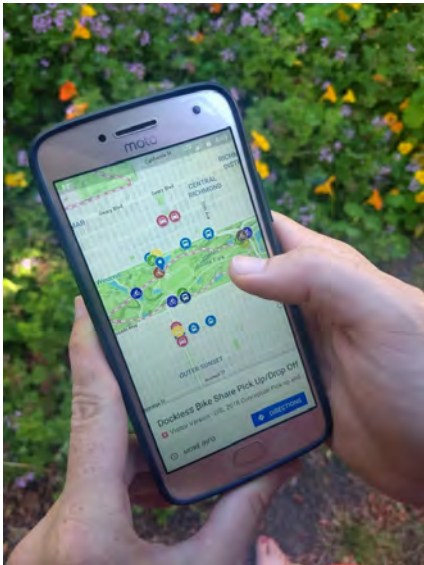
The Visitor Version OSL 2018 Pick-up and Drop-off Locations map is recommended to organize and manage visitors' transportation options during the days leading up to the festival as well as during the festival. This map includes only final staging options that will be available to visitors during the event, including

1. TNCs
2. Bike Self Parking
3. Bike Valet
4. Bike Share Dockless
5. Bike Share Docking
6. OSL Shuttle
7. Taxis
8. Public Buses

This map is publically accessible and a link is provided below that can be combined with the OSL festival website or a QR code. ***It is recommended that APE place a link and/or QR codes to this map signs within the venue during the festival.***

A link to the map is included below:

https://drive.google.com/open?id=1ywUINTQL_SWky9Yn3RxinyvMh1Sn-nY&usp=sharing



Map: Visitor Wayfinding

Using the data from aforementioned maps, a wayfinding visual was created to assist in planning the recommended wayfinding routes for Outside Lands. Routes were established using the walking direction choice from Google between festival gates and recommended staging locations.

This map is intended to be used for planning the routes, as well as during the days leading up to the festival. Notes are included on the map, suggesting signage placement, direction, and wayfinding sign content.

To maximize visitor wayfinding, it is recommended that QR codes and/or web links are placed on each sign that connects to the Google Visitor Version map. This way, visitors will easily be able to find their way during the event.



Recommendations

Muni Services

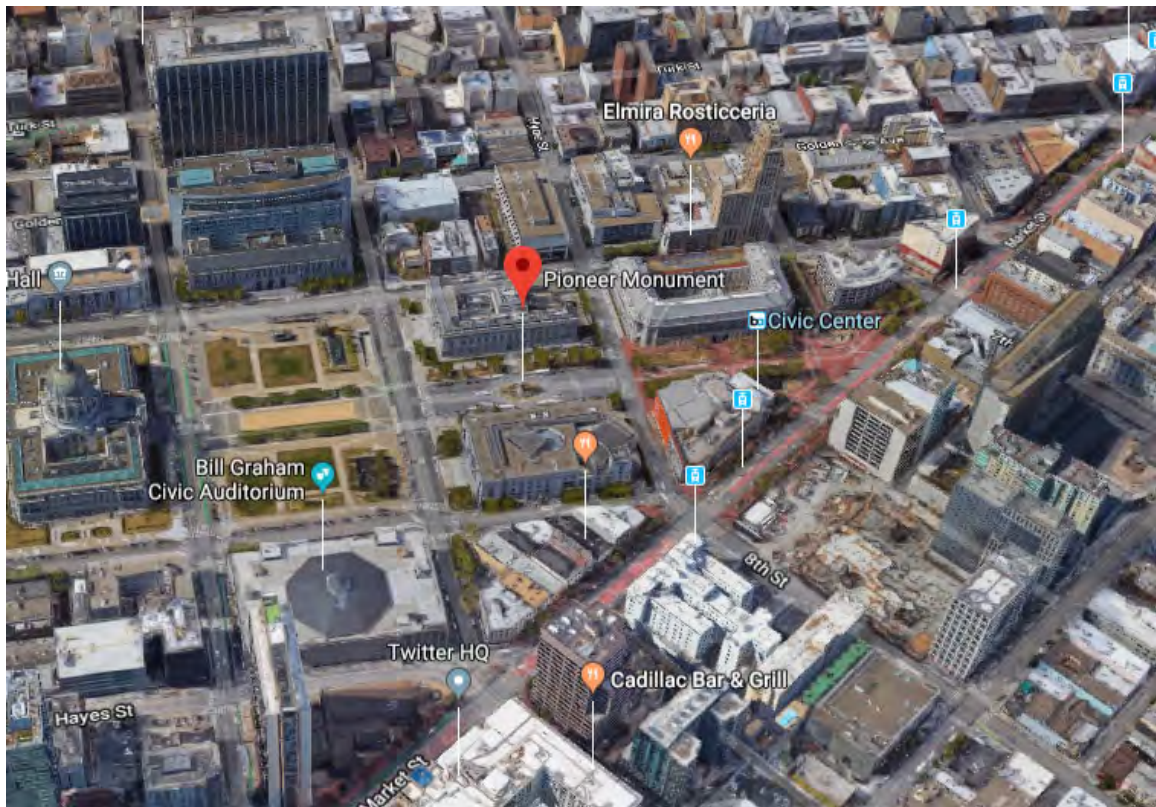
1. In 2017, Outside Lanes ran 5 lines and 50 vehicles
 - a. 5 Fulton (11:00 – 11:30) – along Fulton on the north side of Golden Gate Park
 - b. 5R Fulton Rapid (14:00 – 20:00) – along Fulton on the north side of Golden Gate Park
 - c. 5X Fulton Express (20:00 – End) – along Geary street, four blocks north of the Golden Gate Park
 - d. 28 Shuttles (2pm – 8pm,, then shifted to 5X) – along 19th, Crossover Dr, and Park Presidio Blvd
 - e. N Judah Supplemental Service –Along Carl St toward Irving St and Judah St.
2. Since Muni services are maintained by the city of SF, no additional recommendations are made for staging Muni buses during the event.

OSL Shuttle

Recommended at Civic Center

Pioneer Monument (Fulton Street) is recommended for the downtown staging of the OSL shuttle. The monument is adjacent to main arterial routes, with ample space for visitors to board the shuttle

Pros	<ul style="list-style-type: none">• Pioneer Monument notable landmark• Adjacent to BART/Muni platforms• Does not directly compete with nearby Muni services• Possible inbound connection via Oak St or Fell St
Cons	<ul style="list-style-type: none">• Additional turns when compared with other options



OSL Shuttle

Recommended at Golden Gate Park

Martin Luther King Jr Dr, between Middle Dr W junctions

Pros	<ul style="list-style-type: none">• Nearby to southern gate – short walk for visitors• Access to arterial streets for inbound/outbound shuttles• Does not compete with north side traffic
Cons	<ul style="list-style-type: none">• Increases demand for south gate entrance

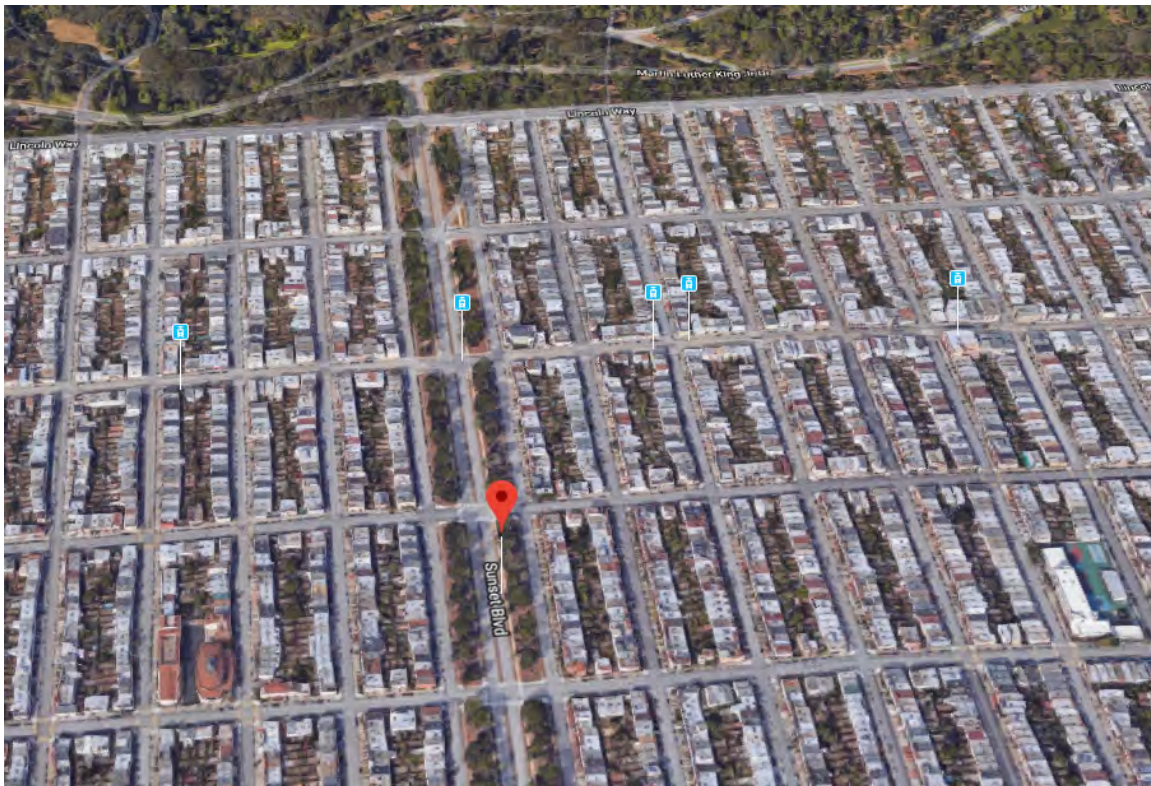


Private Hire Buses

Recommended

Sunset Blvd – Between Kirkham and Lawton St

Pros	<ul style="list-style-type: none">• Does not place demand on north entrance• Green space sound buffer• Creates transport hub along Sunset
Cons	<ul style="list-style-type: none">• Places demand on south gate• Requires additional parking closures along Sunset



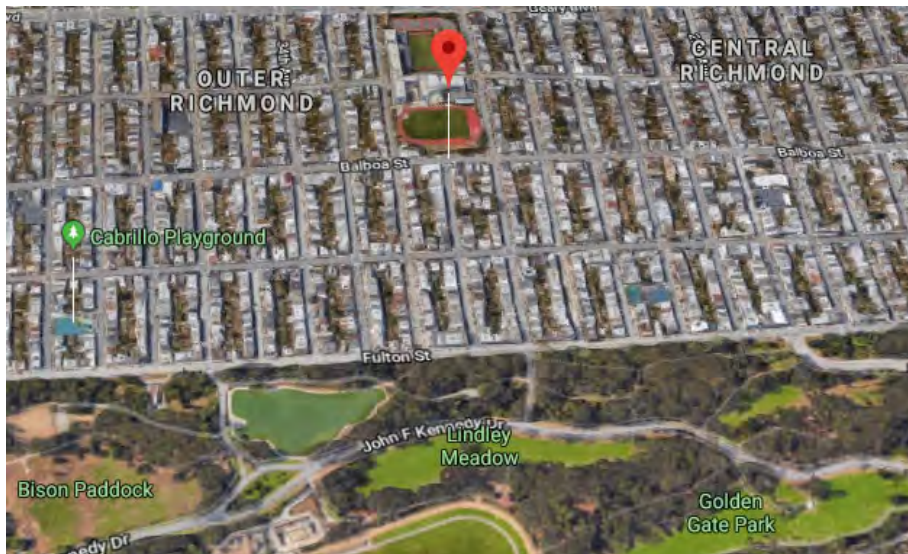
Transportation Network Company (TNC)s

Recommended

Two locations are recommended for TNCs in order to account for visitors leaving the north and southside gates.

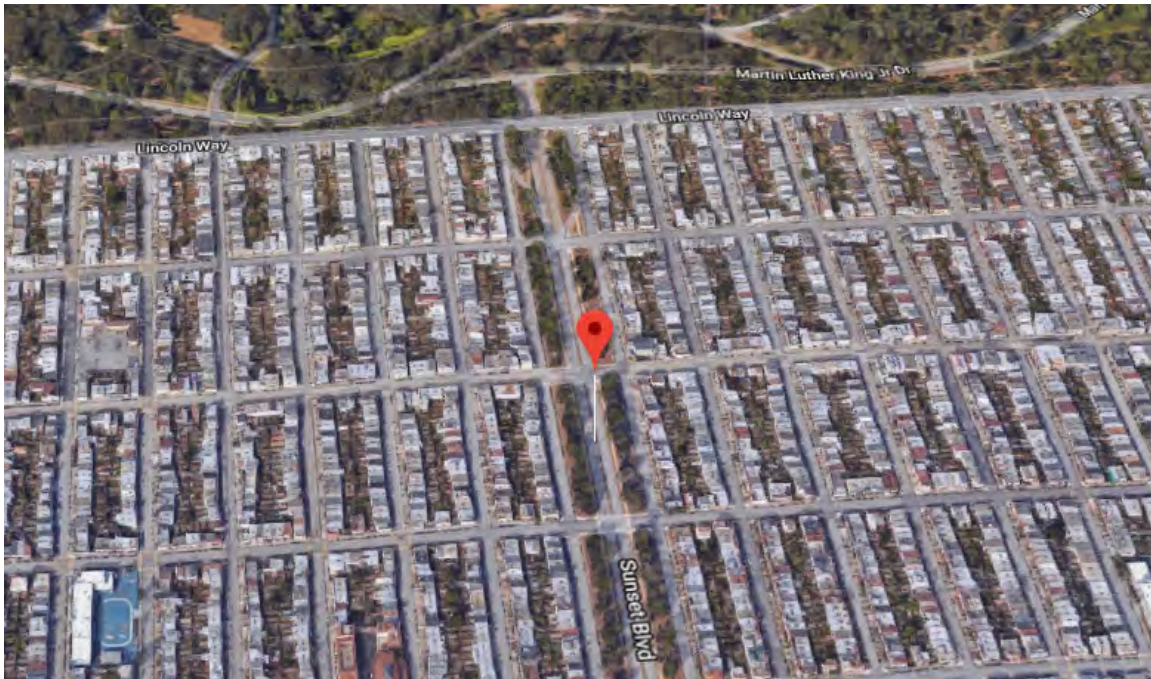
George Washington High School (expand westward, Baboia to 32nd)

Pros	<ul style="list-style-type: none"> • Expansion increases driver capacity • Minimizes standing vehicles along residential side streets • Short walk from/to park • Push TNC drivers away from park
Cons	<ul style="list-style-type: none"> • May require additional street closures • Does not provide coverage to the southern gate • May not be enough space to handle TNC driver demand • No sound barrier for adjacent residents



Sunset Blvd between Judah and Kirkham St

Pros	<ul style="list-style-type: none">• Direct and safe infrastructure to southern gate• Facilitate staging transportation options along nonresidential streets• Green sound barrier
Cons	<ul style="list-style-type: none">• Increases visitor demand at southern gate• TNC drivers may be inclined to use Judah

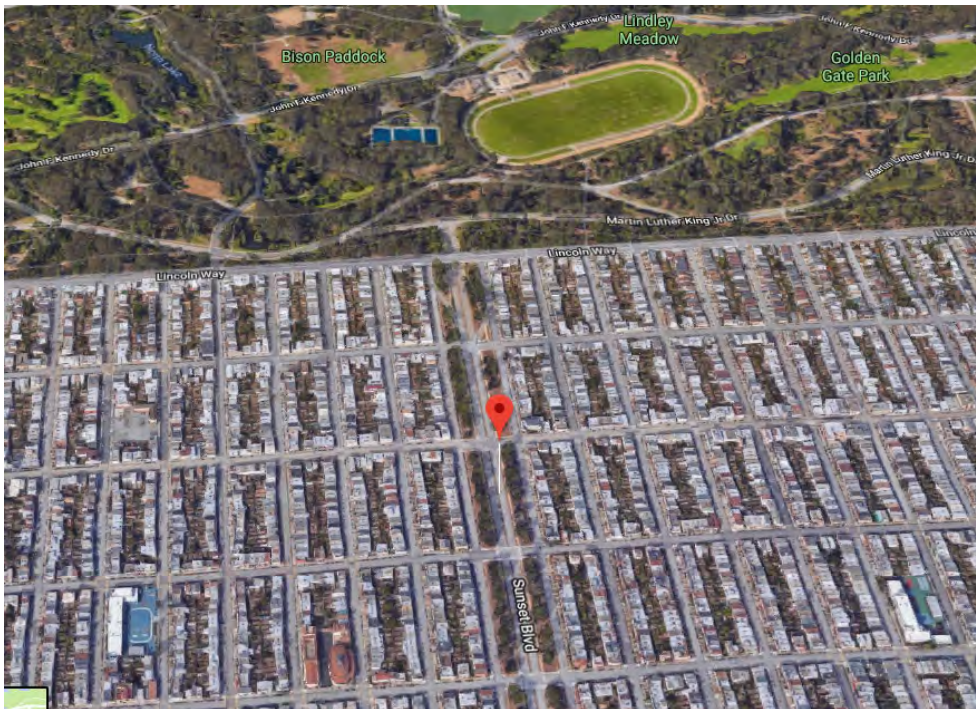


Taxis

Recommended

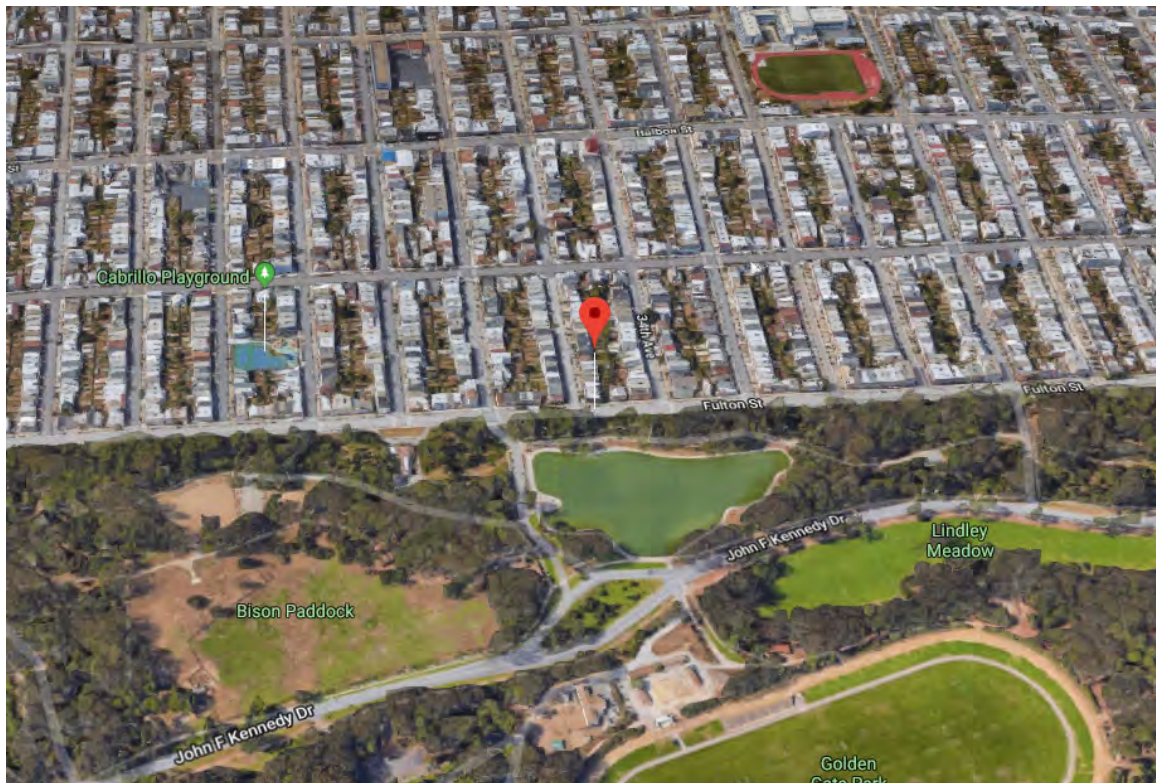
Sunset Blvd between Judah and Kirkham St

Pros	<ul style="list-style-type: none"> • Direct and safe infrastructure accessible from southern entrance • Multiple lanes to handle large number of TNC drivers • Facilitate future though link analysis using StL
Cons	<ul style="list-style-type: none"> • Increases required capacity at southern gate • Taxi drivers may be inclined to use Judah • May add to late night congestion at southern gate



Fulton between 35th and 34th east bound

Pros	<ul style="list-style-type: none">• Direct and safe infrastructure accessible from north entrances• Parking spaces that can be blocked off for staging
Cons	<ul style="list-style-type: none">• Competes with Muni services along Fulton• May add to late night congestion if demand by taxi drivers exceeds supply of spaces

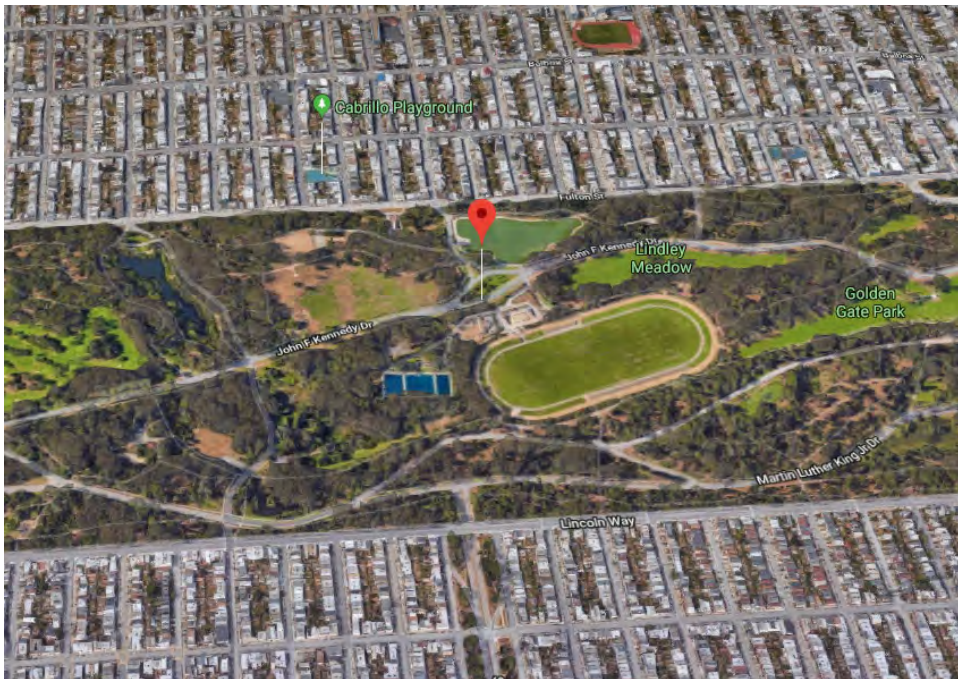


(Vehicular) travelers with disabilities

Recommended – Drop Off

John F. Kennedy Dr. south of SFMYC around road island

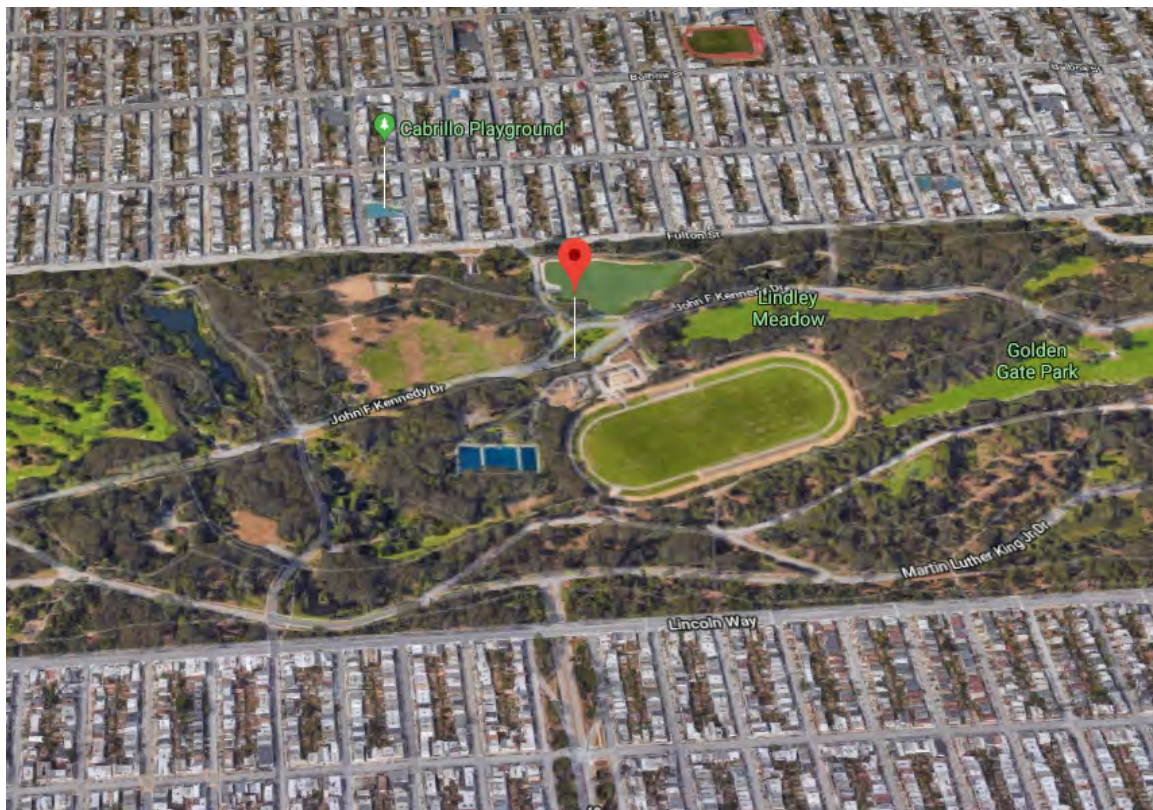
Pros	<ul style="list-style-type: none">• Near to ADA Gate• Nearby pedestrian infrastructure• Would minimize impact on John F. Kennedy Dr west of Main Gate• Majority of visitors likely to walk east of 36th
Cons	<ul style="list-style-type: none">• May be difficult to find an appropriate drop off point along John F. Kennedy Dr during the event• May only be appropriate for drop off• Opportunity cost of festival parking



Recommended – Parking

36th around JFK Island – west side of main entrance

Pros	<ul style="list-style-type: none">• Nearby to ADA Gate• No opportunity cost, while boosts equity• Can be switched to regular parking
Cons	<ul style="list-style-type: none">• Need to determine number of spaces (may not handle total demand)

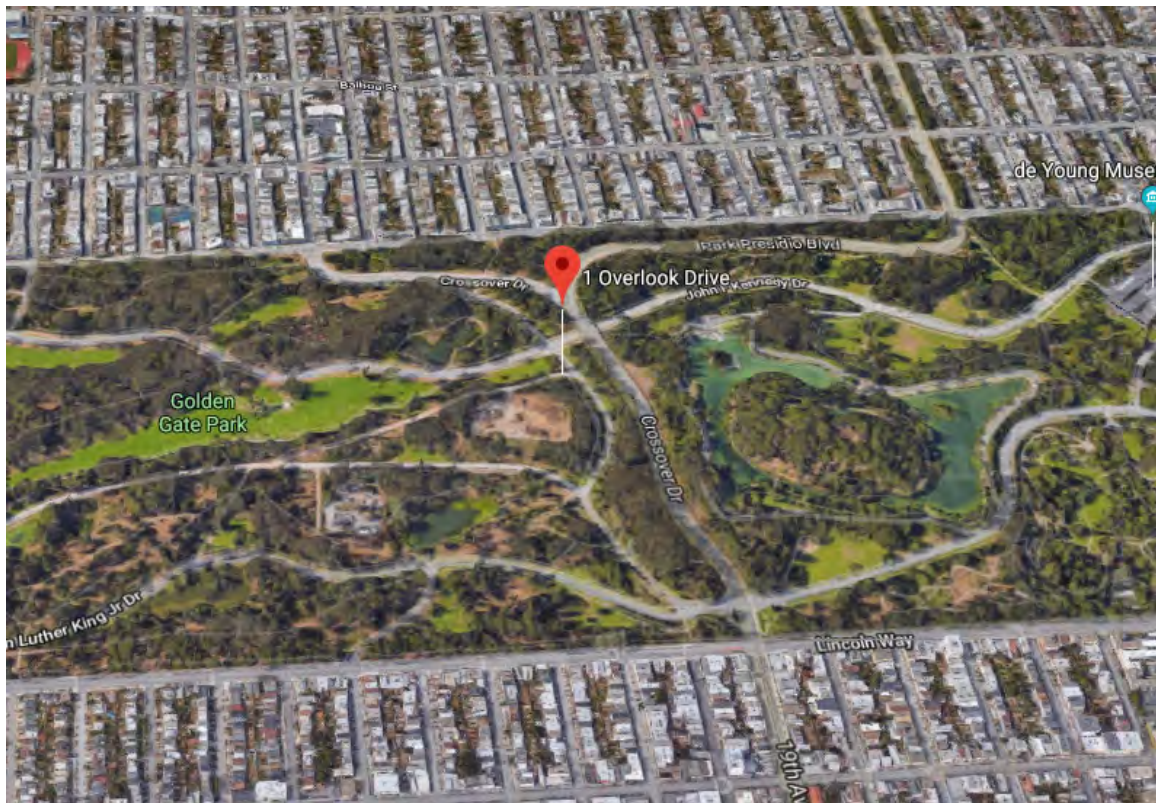


Bicycles

Valet Parking

Overlook Drive, near Transverse Dr

Pros	<ul style="list-style-type: none">• Similar staging area as 2017• Bicycles can use various types of ground types, don't need paved roads• Convenient for bicyclist travel east
Cons	<ul style="list-style-type: none">• Far from southern entrances



Self-Parking

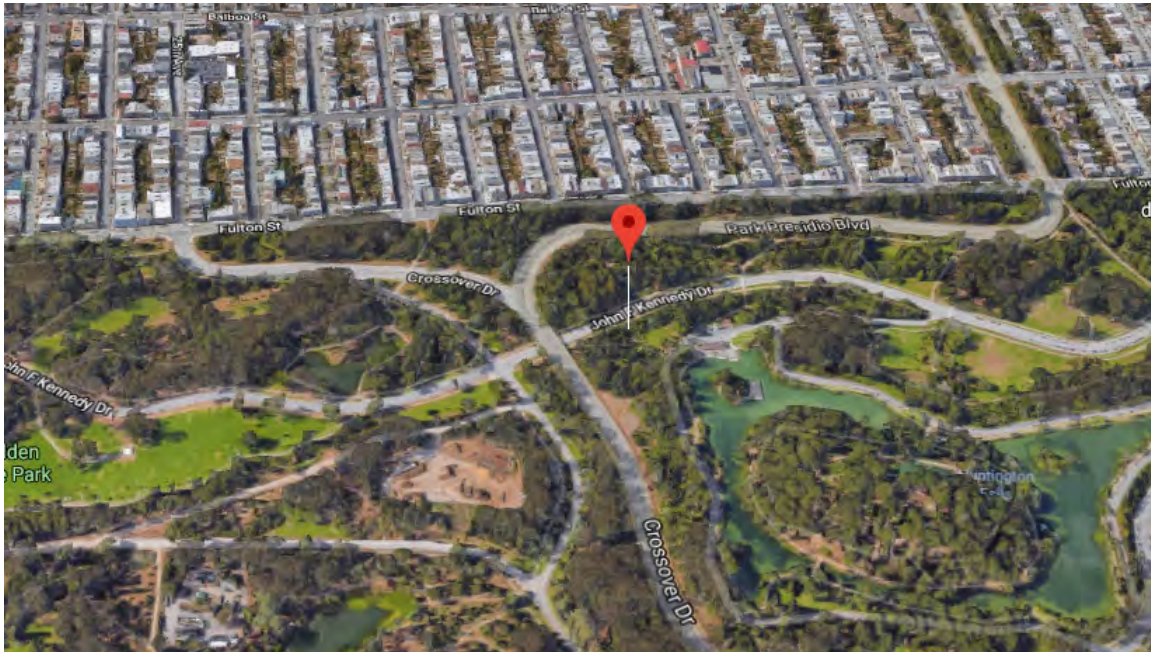
Along Martin Luther King Jr Dr between Middle Dr W junctions

Pros	<ul style="list-style-type: none">• Similar staging area as 2017• Bicycles staging can handle various types of ground types, don't need paved roads• Convenient for bicyclist travel east
Cons	<ul style="list-style-type: none">• Far from northern entrances



West side of Crossover, adjacent to Stow Lake

Pros	<ul style="list-style-type: none">• Bicycle self-parking doesn't require curb space• Access to internal network of paths/light traffic roads• Bike Hub
Cons	<ul style="list-style-type: none">• Far from southern entrances



Corner of John F. Kennedy Dr and Chain of Lakes Dr E

Pros	<ul style="list-style-type: none">• Nearby grasslands for bicycle parking• Promote visitors walking west after event• Decrease demand for southern gate• Along main bike commuter corridor• Serves west bound visitors
Cons	<ul style="list-style-type: none">• Increase demand for John F Kennedy

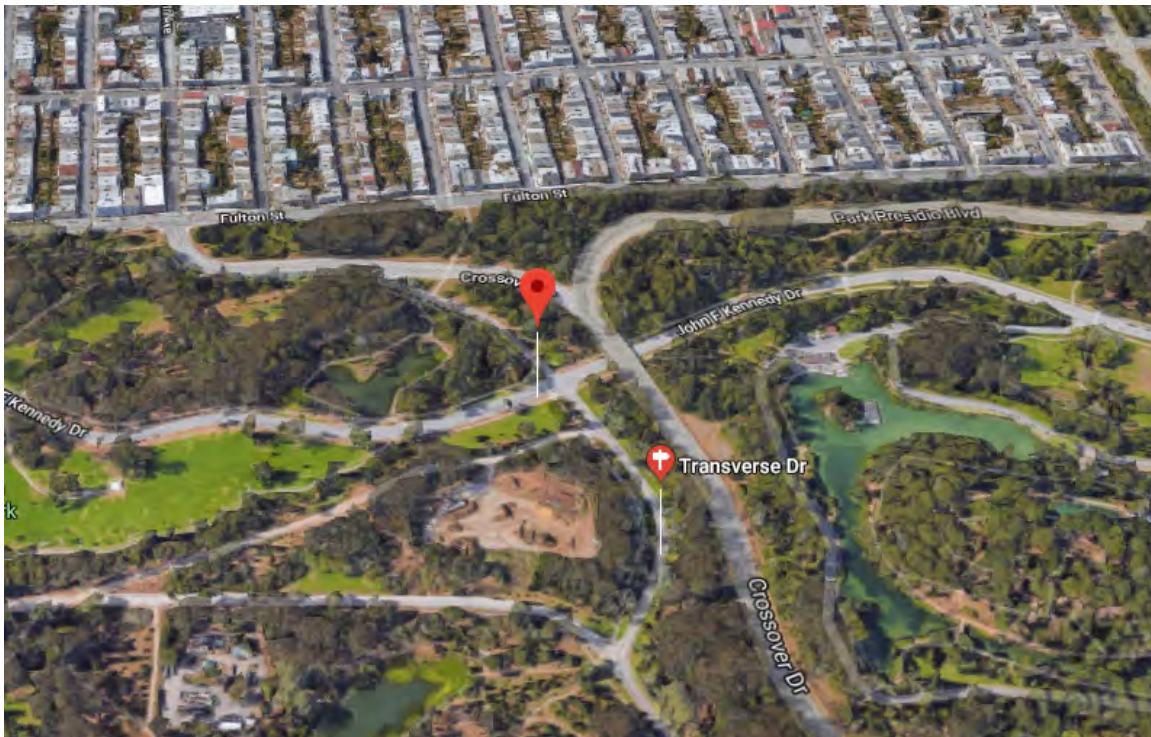


Bike share (docked and dockless)

Docked

John F Kennedy Dr eastbound on west side of intersection with Transverse

Pros	<ul style="list-style-type: none">• Nearby bicycle infrastructure along John F Kennedy Dr• Available curb space• Development of bike hub
Cons	<ul style="list-style-type: none">• Would require docked infrastructure relocation/allocation• May require break down of station after event



Dockless

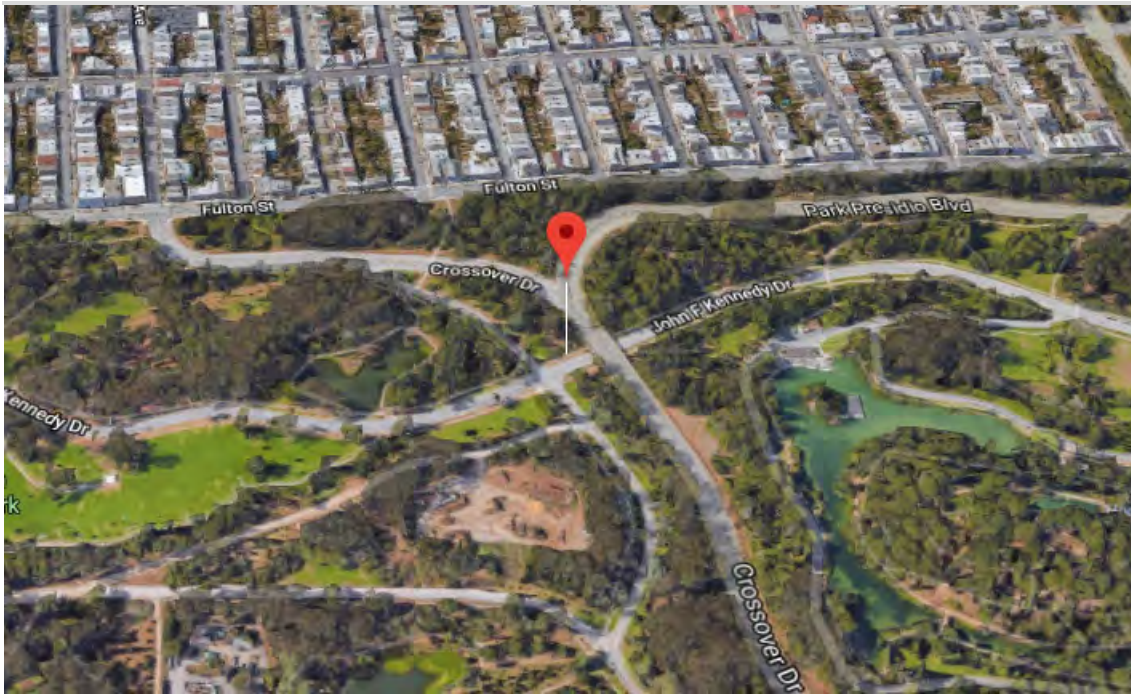
36th Ave and Spreckels Lake Dr

Pros	<ul style="list-style-type: none">• Access to light traffic roads• Near main entrance• No need paved surfaces• Requires little clean up (bikes can be left after the event)
Cons	<ul style="list-style-type: none">• Visitors likely to funnel onto Fulton St• May require additional staff to handle bikes dropped off at entrances



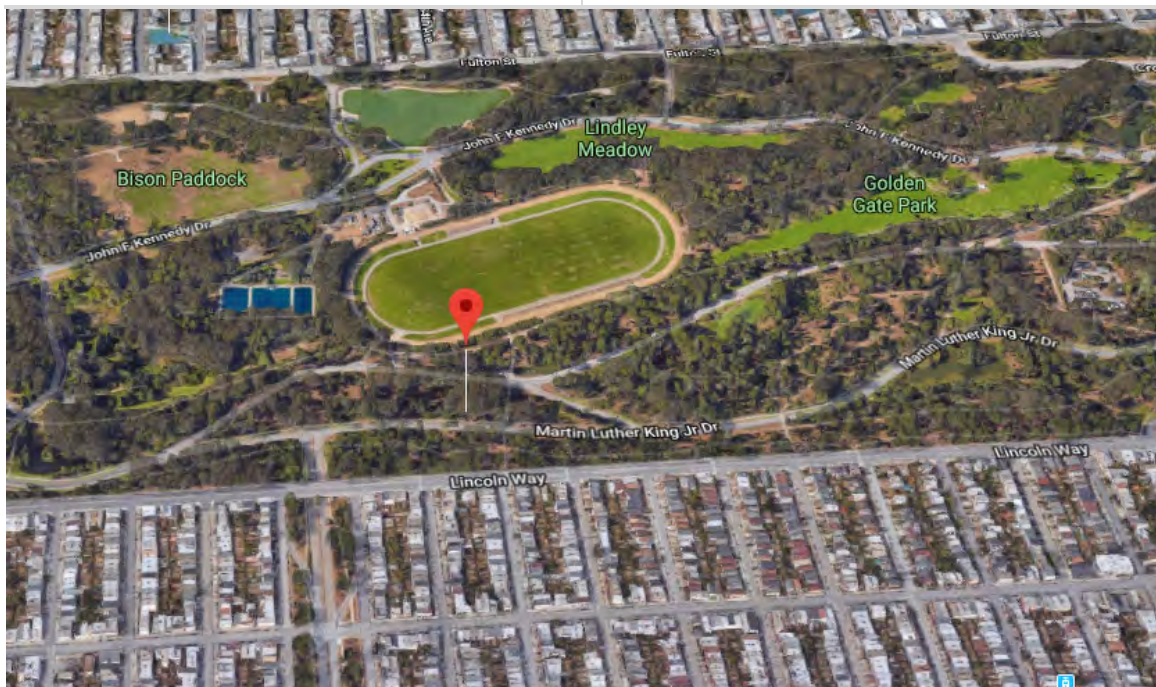
John F Kennedy Dr and Transverse Dr – east side of intersection

Pros	<ul style="list-style-type: none">• Near to Main, ADA, and VIP entrances• Develops bike hub• Requires little clean up (bikes can be left after the event)• Bicycles don't require paved surfaces for staging and can be staged on dirt nearby pedestrian infrastructure
Cons	<ul style="list-style-type: none">• Utilize space along JFK• Additional staff may be required to handling bicycles dropped near OSL entrances



Martin Luther King Jr Dr, between Metson Rd and Middle Dr W

Pros	<ul style="list-style-type: none">• Nearby to southern entrance• Nearby to bike Self-parking spaces• Requires little clean up (bikes can be left after the event)
Cons	<ul style="list-style-type: none">• May require additional staff to handle bikes dropped off at entrances



Places considered but not recommended

OSL Shuttle

At Civic Center

Two other areas were considered for staging the OSL shuttle around the Civic Center. These options are described below. Pioneer Monument is ultimately recommended due to its ample pedestrian space proximity to other Transit services.

Grove Street, between Polk St and Larkin St (west or east bound)

Pros	<ul style="list-style-type: none"> • Ample space for staging shuttle bus (block off paid parking) • North side of city hall/Civic Center Plaza are visible landmarks • Does not compete with Muni services • Proximity to Bill Graham Civic Auditorium
Cons	<ul style="list-style-type: none"> • Less staging space when compared with Pioneer Monument (Fulton St)

McAllister St, between Polk St and Larkin (westbound)

Pros	<ul style="list-style-type: none"> • Paid parking areas (could potentially be blocked off during event) • North side of City Hall/Civic Center Plaza are visible landmarks
Cons	<ul style="list-style-type: none"> • Less staging space when compared with Pioneer Monument (Fulton St)

At Golden Gate Park

Balboa St, south of George Washington High School

Pros	<ul style="list-style-type: none"> • Would not add to road demand inside Golden Gate Park • Would not require parking on residential side streets
Cons	<ul style="list-style-type: none"> • May require additional signage to event for visitors • Opportunity cost of street link for other services (TNCs)

John F Kennedy Dr, west side of Polo Field/Main Gate entrance

Pros	<ul style="list-style-type: none"> • People would likely walk in the opposite direction of westbound shuttle
Cons	<ul style="list-style-type: none"> • Add to already congested area • Would require routing around the park

Private Hire Buses

Ocean Beach Parking

This space is ultimately not recommended due to the opportunity cost of staging trucks at the parking lot. Ensuring a smooth transition of equipment

Pros	<ul style="list-style-type: none"> • Bundle with truck parking • Safe and direct infrastructure to north/south entrances • Access to Geary Blvd • Access to Great Hwy
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Cons	<ul style="list-style-type: none"> • Opportunity cost of space for trucks
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Transportation Network Companies (TNCs)

Sunset Blvd and Noriega Street

Pros	<ul style="list-style-type: none"> • Direct and safe pedestrian infrastructure • Multiple lanes to handle large number of TNC drivers • Minimize the overlap with Muni services along Judah
Cons	<ul style="list-style-type: none"> • May add to late night congestion at southern gate • No designated parking for ride share drivers to wait • May require lane closures • Extended walk from southern gate

ADA – Parking

Pros	<ul style="list-style-type: none"> • Nearby to ADA Gate • No opportunity cost, while boosts equity • Can be switched to regular parking
Cons	<ul style="list-style-type: none"> • Need to determine number of spaces (may not handle total demand)

Appendix C – Plan Your Trip Tool Detail

Outside Lands Transportation Management Plan

October 2018

SF18-0977

Introduction

Another Planet Entertainment (APE) seeks to streamline visitors' transportation experience at Outside Lands (OSL) and minimize the event's impact on SF. The following event access information sharing tool (Plan Your Trip Tool, PYTT) addresses both goals by providing attendees with information related to transportation options so that attendees can make informed choices about their modes of travel.

It is recommended that the PYTT be easily accessible from the front page of the OSL website and smart phone app if applicable, as mocked up in Section 1 below. The tool itself consists of three steps:

1. A map interface where attendees choose which Bay Area region they will be coming from to attend the event (mocked up in Section 2).
2. A list of transportation options for the selected geographical region (detailed in Section 3).
3. Descriptive text and links to resources (maps, trip planners, etc.) for each transportation option, which the user can review by clicking on each mode. These resources are listed in Section 4.

Starting at the OSL front page, users will be able to review helpful transportation information in as few as three clicks.

Section 1: Link to PYTT from main page

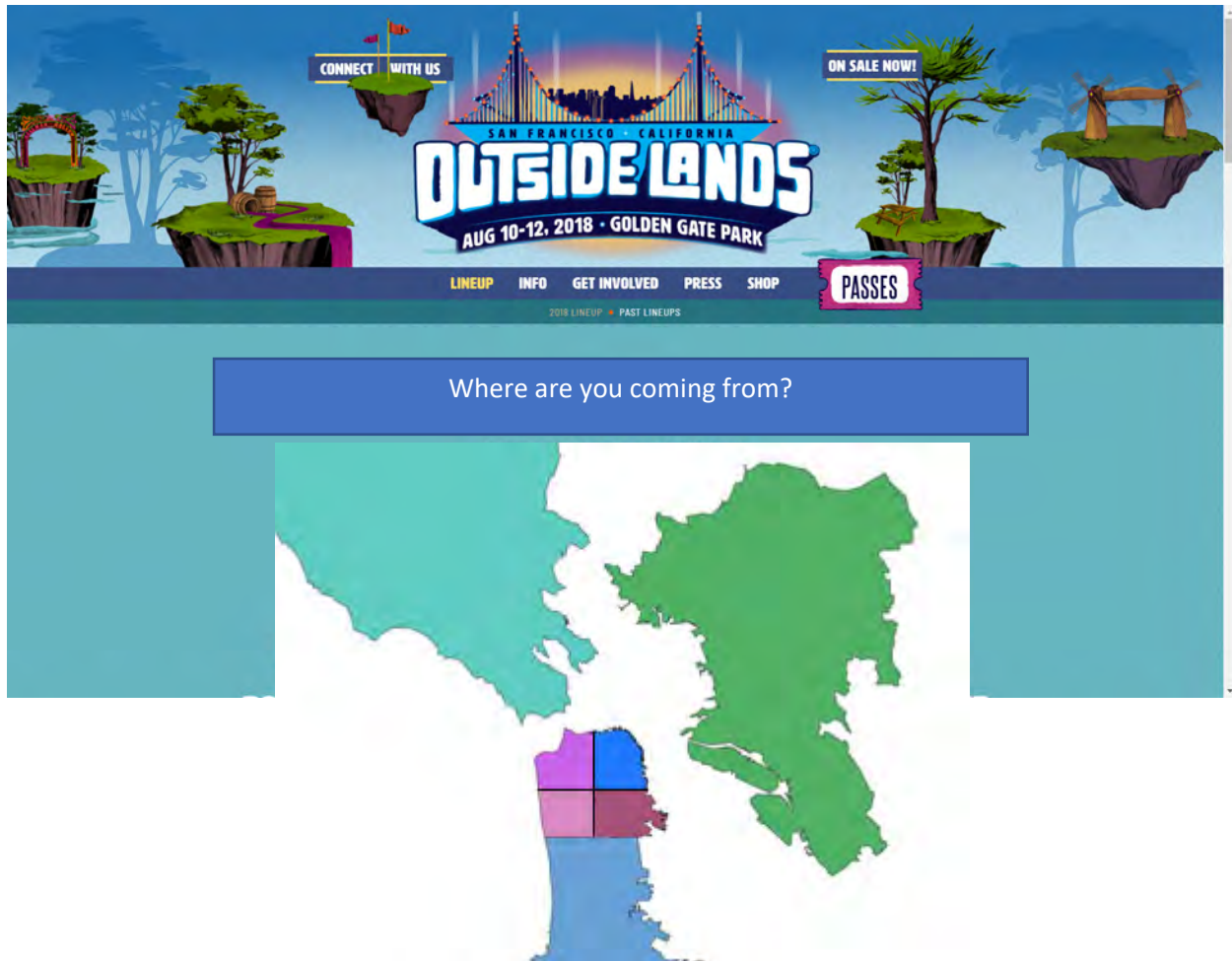
A top-level “Transportation” link (or other wording) can direct visitors to the PYTT.



Insert new tab to read
“TRANSPORTATION”, “Getting
There”, “Plan your Trip” or similar

Section 2: Where are you coming from?

The tool begins with a map of the Bay Area, divided into subregions including the four quadrants of San Francisco, the North Bay, the East Bay, and the South Bay. The user indicates their origin by clicking one of these areas. Alternatively, the user can select from a list of geographical areas if a map-based application is not feasible or desirable.



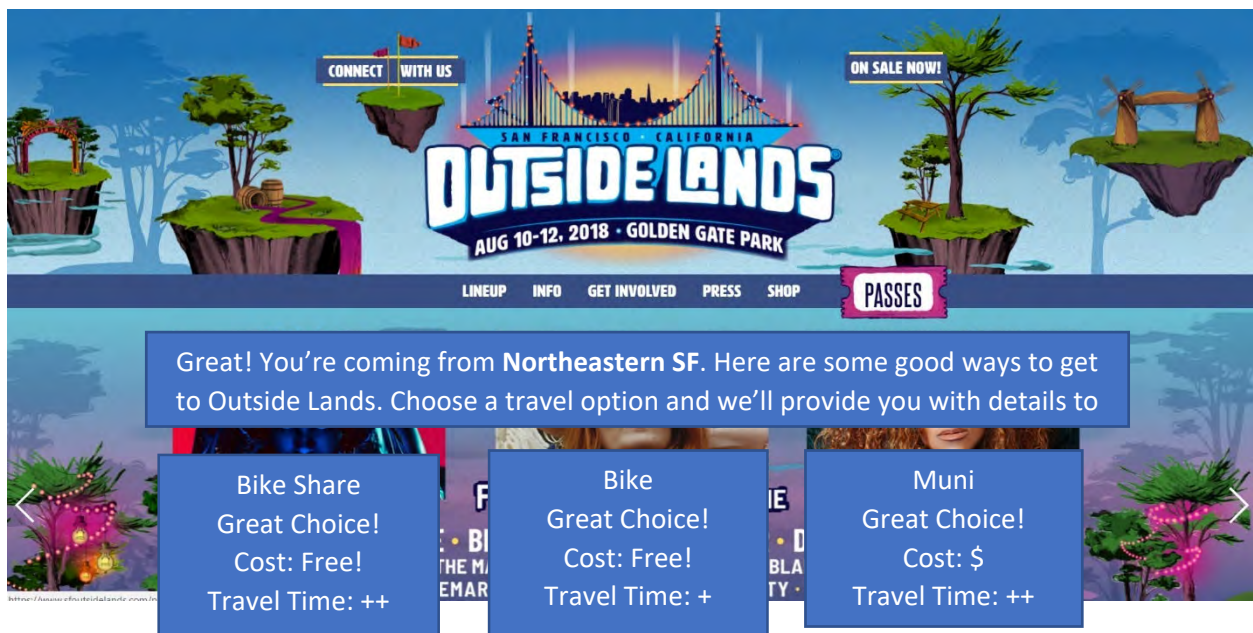
Section 3: Transportation options

This section highlights the various travel options for each geographical region, based on the user's selection from Section 2. Each option is listed with rough cost and travel time information (high, medium, low) to assist users' decision making. Some options are highlighted as "Great Choice".

- Cost: \$ cheap, \$\$ moderate, \$\$\$ expensive
- Travel Time: + fast, ++ medium, +++ slow

Below is a partially constructed example page for the northeast quadrant of San Francisco, followed by the option sets for each region.

Example page: Northeastern San Francisco



NE SF

<ul style="list-style-type: none"> • Bike Share - Great Choice <ul style="list-style-type: none"> ○ Cost: \$ ○ Travel Time: ++ • Bike - Great Choice! <ul style="list-style-type: none"> ○ Cost: Free! ○ Travel Time: ++ • Muni - Great Choice <ul style="list-style-type: none"> ○ Cost: \$ ○ Travel Time: ++ 	<ul style="list-style-type: none"> • OSL shuttle <ul style="list-style-type: none"> ○ Cost: \$\$ ○ Travel Time: ++ • Uber/Lyft <ul style="list-style-type: none"> ○ Cost: \$\$ ○ Travel Time: ++ • Taxi <ul style="list-style-type: none"> ○ Cost: \$\$ ○ Travel Time: ++ • Drive <ul style="list-style-type: none"> ○ Cost: \$\$\$ ○ Travel Time: ++
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SE SF

<ul style="list-style-type: none"> • Bike - Great Choice <ul style="list-style-type: none"> ○ Cost: Free! ○ Travel Time: ++ • Muni <ul style="list-style-type: none"> ○ Cost: \$ ○ Travel Time: +++ • OSL shuttle <ul style="list-style-type: none"> ○ Cost: \$\$ ○ Travel Time: ++ 	<ul style="list-style-type: none"> • Uber/Lyft <ul style="list-style-type: none"> ○ Cost: \$\$ ○ Travel Time: ++ • Taxi <ul style="list-style-type: none"> ○ Cost: \$\$ ○ Travel Time: ++ • Drive <ul style="list-style-type: none"> ○ Cost: \$\$\$ ○ Travel Time: ++
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NW SF

<ul style="list-style-type: none"> • Walk <ul style="list-style-type: none"> ○ Cost: Free! ○ Travel Time: ++ • Bike - Great Choice! <ul style="list-style-type: none"> ○ Cost: Free! ○ Travel Time: + • Muni - Great Choice! <ul style="list-style-type: none"> ○ Cost: \$ ○ Travel Time: ++ 	<ul style="list-style-type: none"> • Uber/Lyft <ul style="list-style-type: none"> ○ Cost: \$\$ ○ Travel Time: ++ • Taxi <ul style="list-style-type: none"> ○ Cost: \$\$ ○ Travel Time: ++ • Drive <ul style="list-style-type: none"> ○ Cost: \$\$\$ ○ Travel Time: ++
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SW SF

<ul style="list-style-type: none"> • Walk <ul style="list-style-type: none"> ○ Cost: Free! 	<ul style="list-style-type: none"> • Uber/Lyft <ul style="list-style-type: none"> ○ Cost: \$\$
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<ul style="list-style-type: none"> ○ Travel Time: +++ <ul style="list-style-type: none"> ● Bike - Great Choice! <ul style="list-style-type: none"> ○ Cost: \$ ○ Travel Time: ++ ● Muni <ul style="list-style-type: none"> ○ Cost: \$ ○ Travel Time: ++ 	<ul style="list-style-type: none"> ○ Travel Time: ++ <ul style="list-style-type: none"> ● Taxi <ul style="list-style-type: none"> ○ Cost: \$\$ ○ Travel Time: ++ ● Drive <ul style="list-style-type: none"> ○ Cost: \$\$\$ ○ Travel Time: ++
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East Bay

<ul style="list-style-type: none"> ● BART to Bike Share - Great Choice <ul style="list-style-type: none"> ○ Cost: \$\$ ○ Travel Time: +++ ● BART to OSL Shuttle <ul style="list-style-type: none"> ○ Cost: \$\$\$ ○ Travel Time: ++ ● BART to Muni - Great Choice <ul style="list-style-type: none"> ○ Cost: \$\$ ○ Travel Time: ++ 	<ul style="list-style-type: none"> ● Uber/Lyft <ul style="list-style-type: none"> ○ Cost: \$\$\$ ○ Travel Time: ++ ● Taxi <ul style="list-style-type: none"> ○ Cost: \$\$\$ ○ Travel Time: ++ ● Drive <ul style="list-style-type: none"> ○ Cost: \$\$\$ ○ Travel Time: ++
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North Bay

<ul style="list-style-type: none"> ● Bike - Great Choice <ul style="list-style-type: none"> ○ Cost: Free! ○ Travel Time: +++ ● Golden Gate Transit to Muni <ul style="list-style-type: none"> ○ Cost: \$\$ ○ Travel Time: +++ ● Golden Gate Transit to OSL Shuttle <ul style="list-style-type: none"> ○ Cost: \$\$\$ ○ Travel Time: ++ 	<ul style="list-style-type: none"> ● Uber/Lyft <ul style="list-style-type: none"> ○ Cost: \$\$\$ ○ Travel Time: ++ ● Drive <ul style="list-style-type: none"> ○ Cost: \$\$\$ ○ Travel Time: ++
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South Bay

<ul style="list-style-type: none">• Caltrain to Bike Share - Great Choice<ul style="list-style-type: none">○ Cost: \$\$○ Travel Time: +++• Caltrain to Muni - Great Choice<ul style="list-style-type: none">○ Cost: \$\$○ Travel Time: +++• Caltrain to Taxi<ul style="list-style-type: none">○ Cost: \$\$\$○ Travel Time: ++	<ul style="list-style-type: none">• Uber/Lyft<ul style="list-style-type: none">○ Cost: \$\$\$○ Travel Time: ++• Drive<ul style="list-style-type: none">○ Cost: \$\$\$○ Travel Time: ++
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Section 4: Information about each option

Walking:

The festival will be accessible via the Main or South Gate entrances. Wheelchair access is located on the northwest side of the park near the VIP entrance. See the event access map for more information.
[Show event map with walking entrances highlighted]

Plan your walking route to OSL: <https://www.google.com/maps>

You can also walk to Civic Center and catch Muni or the OSL Shuttle:
<https://www.sfoutsidelands.com/passes/>

Biking:

OSL will offer free bicycle parking, including self-park areas and free bike valet parking located at XXXX. Bike parking is available from X:XX AM to XX:XX PM. [Show event map with bike parking and bike valet parking areas highlighted]

You can rent a bike from the following companies while you're in SF: [list of bike rental companies]

Plan your biking route to OSL: <https://www.google.com/maps> or <https://www.sfmta.com/maps/san-francisco-bike-network-map>

Bike Share:

This year, bike share is a great way to get to Outside Lands. A temporary Ford GoBike station will be available at [X location] during the festival, and there will be a designated drop-off area for Jump bikes and LimeBikes. [Show event map with bike share facilities highlighted]

You can learn more about bike share in the Bay Area and check real-time bike locations at the following websites:

Ford Go Bike - <https://member.fordgobike.com/map>

LimeBike - <http://www.limebike.com/locations>

Jump Bikes - <https://www.Uber.com/ride/Uber-bike/>

OSL Shuttle:

Ride in style on the Outside Lands Shuttle from Civic Center. This shuttle will pick you up in front of Bill Graham Civic Auditorium [exact shuttle stop location] and take you straight to Golden Gate Park [Exact shuttle stop locations].

You'll need a Shuttle Pass, available here, to ride the OSL Shuttle:
<https://www.sfoutsidelands.com/passes/>

Muni:

A number of Muni routes will get you to Outside Lands. SFMTA is providing extra service on the 5R Fulton bus (north of Golden Gate Park) and the N-Judah light rail line (south of the park). [link to SFMTA OSL supplementary service website]

Never taken Muni before? Check this quick start guide: <https://www.sfmta.com/getting-around/muni/how-ride-muni-quick-start-guide>

Plan your Muni trip on 511.org or Google Maps: <https://511.org/> <https://www.google.com/maps>

You can check real-time Muni arrival information at <http://www.nextbus.com>

BART

Bay Area Rapid Transit (BART) is a great way to get to Civic Center, where you can transfer to the OSL Shuttle or Muni routes to Golden Gate Park.

Never taken BART before? Check the guides here for all the info you'll need to have a great trip: <https://www.bart.gov/guide>

Plan your BART trip on 511.org or Google Maps: <https://www.google.com/maps>

You can check real-time BART arrival information at <https://www.bart.gov/schedules/eta>

Caltrain

Caltrain will get you in to San Francisco, where you can connect to Muni or to bike share to get to Golden Gate Park. From 4th and King Caltrain station, you can transfer to the N-Judah light rail line, take a taxi from the taxi stand right outside the Caltrain station, or grab a Ford GoBike.

Plan your Caltrain trip on 511.org or Google Maps: <https://www.google.com/maps>

Golden Gate Transit

Golden Gate Transit routes 4 and 27 will carry you from Marin County to Civic Center, where you can connect to the OSL Shuttle or Muni route 5R. You can also connect from several Golden Gate Transit routes to Muni route 28 at the Golden Gate Bridge Toll Plaza.

Never taken Golden Gate Transit before? Check the guide here:

<http://goldengatetransit.org/services/rules.php>

Plan your GGT trip on 511.org or Google Maps: <https://www.google.com/maps>

Uber/Lyft

Uber and Lyft work great in San Francisco, but keep in mind that surge pricing can get expensive during Outside Lands, especially at the end of each day. Uber and Lyft pick-ups and drop-offs will take place adjacent to George Washington High School, at Balboa and 31st Avenue – you must request your rides for this location to avoid traffic on Fulton Street. Remember to get with a few friends to fill more seats or request a lyft line/uber pool to make some new friends going the same direction as you (and to save some \$\$) [additional geofencing and TNC messaging]

Taxi

Taxi stands are located around the city:

https://www.sfmta.com/sites/default/files/sftaxstandlocations_9-12-11.pdf

A directory of taxi Directory of taxi service providers can be found here:

<https://www.sfmta.com/getting-around/taxi/directory>

[Info on location of taxi pick-up/drop-off]

Drive

Parking there? Parking is extremely limited near Outside Lands. A limited number of parking passes are available here: <https://www.sfoutsidelands.com/passes/> These passes cost \$255 per vehicle and enable you to park within Golden Gate Park.

Getting dropped off? If you're planning on getting dropped off at OSL, please know that some streets will be congested or closed completely to traffic. You can expect nearby streets to be especially congested before and after the event. For this reason, we suggest you get dropped off several blocks north or south of the park. We recommend Geary Blvd or Balboa St to the north, or Lincoln way to the south.

Skip the hassle and cost – try another transportation mode to get to Outside Lands this year!