General Plan Referral

1650 Mission St Suite 400 San Francisco, CA 94103-2479

Date:

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Case No.

Case No. 2014-001204GPR

Van Ness Corridor Transit Project Bulb-outs

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Block/Lot No.: Project Sponsor: Various

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Recommendation:

Finding the project, on balance, is in conformity with

the General Plan

Recommended

By:

John Rahaim, Director of Planning

PROJECT DESCRIPTION

Van Ness Bus Rapid Transit – This project will implement a comprehensive redesign of Van Ness Avenue between Mission Street and Lombard Street where mixed traffic lanes are reduced from three in each direction to two in each direction with two exclusive bus lanes in the center of the ROW. Changes will also be made to landscaping, parking and light fixtures.

SITE DESCRIPTION AND PRESENT USE

As one of San Francisco's most important streets, Van Ness Avenue has a long history of being more than an important thoroughfare; it has been a character defining feature of San Francisco's cityscape through the years - one of our "Great Streets" - an urban space defined by and giving definition to its specific context in the city. The street has evolved from being one of the city's most expensive addresses with grand mansions dynamited as a firebreak in the 1906 earthquake, a formal parade route envisioned as a grand boulevard and gateway to the 1915 Panama-Pacific Exposition, and later as a six lane highway stretch of US 101; the street's character has continually been redefined.

Van Ness Avenue – even in its current form retains many of the fundamental qualities that make it a "great street". It is a major transect through multiple neighborhoods, including the civic center; it is anchored by the major transit hub at Market Street, (which is currently transforming into a center of tech businesses and high rises) and at the opposite end by Aquatic Park and the bay. Most importantly are its proportions and scale combined with a grand median; a linear urban forest working in conjunction with the sidewalk trees and urban lighting infrastructure reinforcing the identity of the street as a grand urban boulevard.

The street's current configuration poses some significant design challenges that need to be addressed, principally the fact that it is hostile to the pedestrian both in terms of comfort (wind/noise/traffic safety) as well as past development that was designed to reflect the street as a highway artery. Van Ness Ave is also one of the City's primary transit corridors, serving both Muni and Golden Gate Transit busses. Yet lack of a dedicated transit ROW on Van Ness causes significant transit vehicle delay.

Although Van Ness Avenue is a surface street, it is part of the US Route 101 and thus falls under Caltrans' jurisdiction. In addition to moving a high volume of transit vehicles, Van Ness is also an important freight corridor.

ENVIRONMENTAL REVIEW

The project was fully evaluated in the Van Ness Bus Rapid Transit Project EIS/EIR, certified by the San Francisco County Transportation Authority on September 10, 2013.

GENERAL PLAN COMPLIANCE AND BASIS FOR RECOMMENDATION

The project is to conduct a comprehensive redesign of Van Ness Avenue to create a bus rapid transit system (BRT) in exclusive ROW between Mission Street and Lombard Street. If the project is approved, the Department of Public Works will reconstruct Van Ness Avenue to accommodate the BRT system improvements. As designed, the project will necessitate a significant reconfiguration of the ROW that will involve numerous curb alignment changes, utility relocations and new landscaping, trees and street furniture.

The scope, complexity and ambition of this project exceed typical city streetscape improvements projects. Van Ness is one of the City's primary civic arteries playing an important role in the transportation system as well as the urban design and identity of the City. Van Ness passes directly in front of City Hall. It also passes through the Civic Center Landmark District one of the few historic districts in San Francisco where the landscape is considered significant. As a "complete street" project, the Van Ness BRT will update and relocate underground utilities; add

street furniture, plantings and special paving; change vehicular circulation patterns; improve pedestrian safety; and as the City's first implementation of a bus rapid transit system (BRT) significantly improve Muni operations and performance throughout the corridor.

The broad project scope ensures that numerous objectives and policies in the City's General Plan bear relevance to the project. Indeed, several policies explicitly support high capacity transit on the Van Ness corridor, and many more indirectly support aspects or principles in overall design like prioritizing transit and increasing pedestrian safety.

On balance, the Van Ness BRT project is in compliance with the General Plan. As the vast majority of the policies that apply to the project are supportive of building a complete street with a BRT line on Van Ness Avenue. The Planning Department supports this project and recognizes the net positive impact it will have on the neighborhoods it passes through and the City as a whole.

However some aspects of the project may be contrary to specific policies within the General Plan. In these instances, the Planning Department recommends that 1) features of the BRT design may be modified to improve the overall design of the street before the project is built or 2) if the design cannot be altered at this time, the City and more specifically SFMTA (the project lead) will commit to rectify and improve upon the design issues raised in this document in the future.

The Planning Department has identified the following issues that we recommend be addressed prior to construction or during project implementation.

The following section of this document outlines these issues and articulates related objectives and policies from the General Plan. The issues section below is followed by a list of objectives and policies that generally support the Van Ness BRT Project as a whole.

ISSUES TO BE RESOLVED

Transit Shelters

One of the internationally recognized defining features of bus rapid transit systems is unique and distinguishable stations and shelter structures of a high-quality. The SFMTA currently has a contract with Clear Channel to service and maintain transit shelters throughout the City. These existing "Seismic Wave" Muni shelters are aesthetically lacking and will provide a limited sense of protection for pedestrians waiting on the transit platforms. SFMTA's contract with Clear Channel prohibits the agency from adding a new shelter design into the City's design pallet without renegotiating the contract which expires in 2022. The Planning Department recommends that SFMTA revisit the shelter design when the Clear Channel contract expires and create a distinguished shelter to be installed on BRT lines throughout the City. This will

necessitate replacing the Clear Channel shelters throughout the Van Ness BRT system at a later date

Urban Design Element

OBJECTIVE 4: IMPROVEMENT OF THE NEIGHBORHOOD ENVIRONMENT TO INCREASE PERSONAL SAFETY, COMFORT, PRIDE AND OPPORTUNITY

Fundamental Principles for Neighborhood Environment

Objective #7. Interesting details in the design of street furniture, paving and other features in pedestrian area can increase the amenity and character of streets.

POLICY 4.13

Improve pedestrian areas by providing human scale and interest.

POLICY 24.3

Install pedestrian-serving street furniture where appropriate.

Sidewalk Paving

The existing sidewalk paving on Van Ness Ave is uneven and narrow. The majority of the sidewalk paving existing on today's will be upgraded due to construction work to install: curb extensions, special paving in the sidewalk furniture zone, utility trenching tree pits etc. As a cost cutting measure, the project is proposing to leave a 6-foot wide section of existing sidewalk paving sidewalk on the EAST Side of the street and an 3-foot wide section of sidewalk on the WEST side. The result will be a patchwork of old and new concrete sidewalk. According to estimates by the department of Public Works, replacing the full sidewalk would add an additional \$740,000 to the cost of the project. The Van Ness BRT system represents a once in 50+year opportunity to enhance the sidewalks on Van Ness. The additional paving represent 0.5% percent of the overall project cost of \$130 million. This relatively low-cost investment would greatly enhance the aesthetics of the sidewalk and is one of the most visible and tangible improvements the City can make to improve the pedestrian experience for people walking on Van Ness Ave.

Transportation Element

OBJECTIVE 23

IMPROVE THE CITY'S PEDESTRIAN CIRCULATION SYSTEM TO PROVIDE FOR EFFICIENT, PLEASANT, AND SAFE MOVEMENT.

POLICY 23.1

Provide sufficient pedestrian movement space with a minimum of pedestrian congestion in accordance with a pedestrian street classification system.

POLICY 23.5

Establish and enforce a set of sidewalk zones that provides guidance for the location of all

pedestrian and streetscape elements, maintains sufficient unobstructed width for passage of people, strollers and wheelchairs, consolidates raised elements in distinct areas to activate the pedestrian environment, and allows sufficient access to buildings, vehicles, and streetscape amenities.

OBJECTIVE 24

IMPROVE THE AMBIENCE OF THE PEDESTRIAN ENVIRONMENT.

Quick Curb

The current design specifies a vertical separator between the busway and adjacent general purpose lanes to dissuade drivers from entering into the busway. The project is proposing using Quick Kurb, an off-theshelf product approved by Caltrans for use on highways. The Planning Department is concerned that the product won't age well and will become an eyesore as well as a maintenance issue. The department's preference is for a thick white strip to be painted on the roadway or for a mountable concrete curb or cobble curb imbedded into the busway. In other locations where



vertical soft-hit posts have been installed in San Francisco such as Market Street, the soft-hit posts are frequently flattened, missing or damaged.

Urban Design Element POLICY 1.9

Increase the clarity of routes for travelers.

South Van Ness and Mission/Otis Street Intersection

The Southern Terminus of the BRT route ends at a complex intersection at Mission and Otis Streets. The Market and Octavia Plan calls on the City to develop a plan to improve safety for all users of this intersection. Three of the six streets that pass thorough this intersection are on the City's Vision Zero Network (Van Ness Ave, South Van Ness Ave and Mission Street). The intersection saw **eleven pedestrian injures**, **one pedestrian fatality and nine bicycle injuries** between 2005 and 2012.

The City is currently engaged in a planning exercise to improve safety at the intersection for all users. The Van Ness BRT project should not preclude any future investments in the intersection from happening. This will require careful consideration of elements such as locating utility

poles for the overhead catenary system that powers many of the busses moving through the intersection.

Market and Octavia Plan

POLICY 7.2.7

Embark on a study to reconfigure major intersections to make them safer for vehicles and pedestrians alike, to facilitate traffic movement, and to take advantage of opportunities to create public spaces.

South Van Ness Avenue and Mission/Otis Streets

Six streets come together at this intersection. There is a vast paved area that is without relief and is daunting for pedestrians, transit riders, and drivers alike.

During the community planning process the following idea was discussed but not yet studied: the 12th Street intersection could be reconfigured with South Van Ness Avenue to create space for a new, corner plaza. Reorganizing vehicular travel lanes and the creation of the transitway north of the intersection could permit much wider sidewalks at all the corners, as well as refuges for pedestrians crossing the street. In all, this could be a much safer, less daunting intersection than is the case currently.

Civic Center Landmark District

The Van Ness BRT route runs through the Civic Center Landmark District which includes the stretch of Van Ness Avenue between Fell and Golden Gate. Prominent destinations on this stretch of Van Ness include the War Memorial and Performing Arts Center, the San Francisco Opera House, The San Francisco Symphony, The High School of Commerce building and City Hall. This is one of the few historic districts in San Francisco where the landscape (streets, sidewalks and open spaces) is considered historically significant and under the jurisdiction of the Historic Preservation Commission.

Per the project's EIR, the Van Ness BRT Project is required to get a Certificate of Appropriateness from the San Francisco Historic Preservation Commission (HPC) before construction can begin on the project. At the time of this writing, the Van Ness BRT has not had its official hearing with the HPC. It has however had several informal meetings with HPC members and HPC staff who have raised several issues with the project:

Granite Curbs. The existing curbs along Van Ness Ave in the Civic Center Landmark District are predominantly made of granite. However, some stretches of concrete curb also exist.

The Van Ness BRT Project is proposing that existing granite curbs along the sidewalks would be salvaged or replaced in-kind in most locations. The paving treatment would be compatible with the district in terms of color, material, and texture; and, the removal of the historic granite curbs should be avoided.

The Architectural Review Committee of the Historic Preservation Commission recommended the use of granite curbs throughout the district as they are an important character-defining feature.

Planning Department staff recommends that new granite curbs are incorporated into the project where new curved segments are proposed and where historic granite curbs are currently missing so that there is a consistent treatment at the street edge.

Transit Shelter at McAllister. The busy design language of the standard "Seismic Wave" shelter proposed for the McAllister stop is incompatible with the Civic Center Landmark District, and distracts from views of City Hall. The Van Ness BRT project team has committed to installing either a standard Clear-Channel shelter with a custom roof or an off the shelf bus shelter at this location. This shelter will need to be approved by the HPC. To date neither the off-the-shelf shelters nor the modified Clear Channel shelter proposed by the SFMTA are compatible with the Civic Center Historic Distract. A unique shelter design (such as a custom shelter at the McAllister stop) should be considered. A unique shelter can also serve as a template for replacing all of the shelters along the corridor when the Clear Channel contract with SFMTA expires. See Transit Shelters above

Informational Panels v. Advertising at McAllister Station. The McAllister station shall not have advertising panels. Clear Channel advertising panels shall not be installed in the Civic Center Landmark District.

Informational Panels /Signage. The HPC requested that the Van Ness BRT team create informational signage identifying and articulating historic features of the Civic Center Landmark District. The project team will need to propose a design for the signage and content for the signs.

Fulton Street Axis. The Fulton Street axis runs in the Fulton Street right-of-way from Franklin Street, between the Opera House and War Memorial Building, through City Hall, across Civic Center Plaza, through Fulton Street between the Asian Art Museum and the Central Library and through UN Plaza to Market Street. The Van Ness crossing was previously closed to pedestrians but a gate/fence in the median currently exists that allows the crossing to be opened for ceremonial occasions. The new design will need to retain this function and not preclude reopening the pedestrian crossing in the future. The gate/fencing used in the median will need to be compatible with the historic district and be opened for ceremonial functions. This will likely necessitate pedestrian ramps in granite curbs along the median.

Historic Trolley Poles on Van Ness. The Van Ness BRT project is going to replace the existing street lights on Van Ness Ave with new modern lights. The HPC has requested the project salvage some existing lights and incorporate them into the landscape as an artifact to remind the public of the historic lights that formerly adorned the corridor. The SFMTA will need to address which lights will be salvaged, where they intended to locate them and how

they intend to maintain them. One suggestion that has been floated is to retain four street lights along the historic Fulton Street Axis

Transportation Element

POLICY 24.1

Preserve existing historic features such as streetlights and encourage the incorporation of such historic elements in all future streetscape projects.

Housing Element Policies

POLICY 11.7

Respect San Francisco's historic fabric, by preserving landmark buildings and ensuring consistency with historic districts.

POLICY 11.9

Foster development that strengthens local culture sense of place and history.

Urban Design Element

POLICY 2.4

Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

POLICY 2.6

Respect the character of older development nearby in the design of new buildings.

POLICY 2.7

Recognize and protect outstanding and unique areas that contribute in an extraordinary degree to San Francisco's visual form and character.

OBJECTIVES & POLICIES DEMONSTRATING COMPLIANCE FOR THE VAN NESS BRT PROJECT

The following objectives and policies demonstrate basic compliance for of Van Ness BRT project in the city's general plan.

These polies typically relate to

- Improving the Muni system and building high-capacity transit on Van Ness
- Improving pedestrian safety
- Improving the public realm and pedestrian environment
- Accommodating freight vehicles

Transportation Element

OBJECTIVE 18

Establish a street hierarchy system in which the function and design of each street are consistent with the character and use of adjacent land.

OBJECTIVE 20

Give first priority to improving transit service throughout the city, providing a convenient and efficient system as a preferable alternative to automobile use.

OBJECTIVE 21

Develop transit as the primary mode of travel to and from downtown and all major activity centers within the region.

Map 10: rail transit plan: http://www.sf-planning.org/ftp/general plan/images/i4.transportation/map10.gif

POLICY 21.1

Provide transit service from residential areas to major employment centers outside the downtown area.

POLICY 21.2

Where a high level of transit ridership or potential ridership exists along a corridor, existing transit service or technology should be upgraded to attract and accommodate riders.

POLICY 21.4

Provide for improved connectivity and potential facility expansion where any two fixed-guideway transit corridors connect.

POLICY 21.7

Make convenient transfers between transit lines, systems and modes possible by establishing common or closely located terminals for local and regional transit systems by coordinating fares and schedules, and by providing bicycle access and secure bicycle parking.

POLICY 21.8

Bridges and freeways should have exclusive transit lanes where significant transit service is provided by transit.

POLICY 21.9

Improve pedestrian and bicycle access to transit facilities.

POLICY 21.10

Ensure passenger and operator safety in the design and operation of transit vehicles and station facilities.

Pedestrian Circulation

POLICY 23.6

Ensure convenient and safe pedestrian crossings by minimizing the distance pedestrians must walk to cross a street.

POLICY 23.7

Ensure safe pedestrian crossings at signaled intersections by providing sufficient time for pedestrians to cross streets at a moderate pace.

POLICY 23.8

Support pedestrian needs by incorporating them into regular short-range and long-range planning activities for all city and regional agencies and include pedestrian facility funding in all appropriate funding requests.

POLICY 23.9

Implement the provisions of the Americans with Disabilities Act and the city's curb ramp program to improve pedestrian access for all people.

OBJECTIVE 24

IMPROVE THE AMBIENCE OF THE PEDESTRIAN ENVIRONMENT.

POLICY 24.2

Maintain and expand the planting of street trees and the infrastructure to support them.

POLICY 24.3

Install pedestrian-serving street furniture where appropriate.

Map: Citywide Pedestrian Network: http://www.sf-planning.org/ftp/General Plan/images/I4.transportation/tra map11.pdf

Map: Neighborhood Pedestrian Streets: http://www.sf-planning.org/ftp/General Plan/images/I4.transportation/tra map12.pdf

Freight Movement

OBJECTIVE 39

MAKE FREEWAY AND MAJOR SURFACE STREET IMPROVEMENTS TO ACCOMMODATE AND ENCOURAGE TRUCK/SERVICE VEHICLE TRAFFIC IN INDUSTRIAL AREAS AWAY FROM RESIDENTIAL NEIGHBORHOODS. POLICY 39.1

Establish and maintain advisory truck routes, with clear signage, between industrial areas and freeway interchanges to enhance truck access and to clearly and visibly attract truck traffic away from residential neighborhoods.

POLICY 39.2

Accommodate heavy vehicles with extra-legal loads on major truck routes by ensuring vertical clearances, appropriate intersection design for maneuvering and providing signal timing to allow smooth truck progression.

POLICY 39.3

Implement measures to reduce adverse effects from trucks/service vehicles and rail traffic by enforcing restrictions on certain routes, specific areas or times of day.

Van Ness Avenue Plan

Transit Service

POLICY 9.1

Reduce conflicts between transit vehicles and other moving and parked vehicles. Aggressively enforce no parking regulations in bus zones.

POLICY 9.2

Provide clearly visible and readable street signs and bus stop signs to improve the legibility of bus stops for riders within the bus and for pedestrians. Such signage, however, should not overwhelm the design of the landscape/streetscape system. Provide safe and comfortable waiting areas for patrons by using well-directed street lighting and bus shelters.

POLICY 9.4

Investigate the feasibility and desirability of creating a MUNI Metro line along the Van Ness Corridor which would connect with a proposed light rail line along the northeastern waterfront.

Pedestrian Circulation

POLICY 9.10

Improve the efficient and free flowing use of sidewalk space in new development.

POLICY 9.12

Unify the design of trash bins, benches, news racks, street lighting fixtures, sidewalk surface treatment, canopies, awnings and bus shelters throughout the length of the street.

Market And Octavia Plan

POLICY 1.2.5

Mark the intersection of Van Ness Avenue and Market Street as a visual landmark.

POLICY 4.3.3

Mark the intersections of Market Street with Van Ness Avenue, Octavia Boulevard, and Dolores Street with streetscape elements that celebrate their particular significance.

Market Street and Van Ness Avenue

The Van Ness Avenue intersection will be provided with pedestrian-oriented additions on the north side and major improvements on the south, associated with the introduction of the Van Ness Avenue Transitway, described in this plan. The intersection should be designed with prominent streetscape elements that signify the crossing of two important streets. This will break up the width of the street into three separate sections, thereby humanizing it and providing pedestrian refuges for people crossing Van

Ness Avenue. Widened sidewalks can do the same at the corners, as can extended streetcar platforms on Market Street.

POLICY 5.1.1

Implement transit improvements on streets designated as "Transit Preferential Streets" in this plan.

Van Ness Avenue

Along with Market, Mission, Geary and Stockton Streets, Van Ness Avenue is one of the most critical links in the City and regional transit system. Besides the core Muni lines that run the length of it, it is also served by seven Golden Gate Transit lines, connecting San Francisco to points throughout Marin and Sonoma counties. It is also U.S. 101, a state highway and major auto route. As a result, it experiences severe peak period congestion, which in turn creates equally severe reliability problems and travel time impacts for the transit routes that serve it.

Van Ness should be thought of as part of the core Muni Metro system. While it is not a candidate for light rail at this time because of its lack of connectivity to the rest of the system, the high number of buses in this transit corridor suggest that it would be better developed with "bus rapid transit" (BRT): an at-grade, rubber-tire version of a subway line. Such systems have been highly successful all over the world. In North America, Ottawa has a network of high-quality buses that operate as subways, Los Angeles has implemented Phase 1 of such a program on the Wilshire/Whittier corridor, and AC Transit has recently decided to implement such a system on the Telegraph/Broadway/International Boulevard corridor in Berkeley and Oakland.

San Francisco is now in the process of investigating the feasibility of bus rapid transit on Van Ness Avenue. The illustration at right shows a possible solution, however the specifics of the project are yet to be determined and would require further study.

POLICY 5.1.4

Support innovative transit solutions that improve service, reliability, and overall quality of the transit rider's experience.

In addition to improvements to individual MUNI lines, system-wide improvements could improve transit service and should be considered. Improvements that increase transit running speeds, real-time passenger information systems, "proof-of-payment" policies that expedite ticketing and boarding, and other innovations should be explored and applied in the plan area.

Ideas for future study to improve transit service include but are not limited to the following:

 dedicated bus lanes, including the possibility of bus rapid transit, on Van Ness Avenue. (MTA, Muni, Caltrans).

Civic Center Area Plan

OBJECTIVE 1

Maintain and reinforce the civic center as the symbolic and ceremonial focus of community government and culture.

POLICY 1.4

Provide a sense of identity and cohesiveness through unifying street and Plaza design treatments.

PROPOSITION M FINDINGS - PLANNING CODE SECTION 101.1

Planning Code Section 101.1 establishes Eight Priority Policies and requires review of discretionary approvals and permits for consistency with said policies. The Project, demolition and replacement of the Chinese Recreation Center, is found to be consistent with the Eight Priority Policies as set forth in Planning Code Section 101.1 for the following reasons:

Eight Priority Policies Findings

The subject project is found to be consistent with the Eight Priority Policies of Planning Code Section 101.1 in that:

The proposed project is found to be consistent with the eight priority policies of Planning Code Section 101.1 in that:

- 1. That existing neighborhood-serving retail uses be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses enhanced.
 - The Project would have no adverse effect on neighborhood serving retail uses or opportunities for employment in or ownership of such businesses.
- 2. That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhood.
 - The Project would have no adverse effect on the City's housing stock or on neighborhood character. The existing housing and neighborhood character will be not be negatively affected
- 3. That the City's supply of affordable housing be preserved and enhanced. *The Project would have no adverse effect on the City's supply of affordable housing.*
- 4. That commuter traffic not impede MUNI transit service or overburden our streets or neighborhood parking.
 - The Project would not result in commuter traffic impeding MUNI's transit service, overburdening the streets or altering current neighborhood parking.
- 5. That a diverse economic base be maintained by protecting our industrial and service sectors from displacement due to commercial office development, and that future opportunities for residential employment and ownership in these sectors be enhanced.

The Project would not affect the existing economic base in this area.

6. That the City achieve the greatest possible preparedness to protect against injury and loss of life in an earthquake.

The Project would not adversely affect achieving the greatest possible preparedness against injury and loss of life in an earthquake. It would improve the City's ability to respond to injuries caused by earthquakes and other emergencies.

7. That landmarks and historic buildings be preserved.

The proposed project is generally in conformance with Article 10 of the Planning Code and the Secretary of the Interior's Standards.

8. That our parks and open space and their access to sunlight and vistas be protected from development.

The Project would have no adverse effect on parks and open space or their access to sunlight and vista. If the City purchases or leases the site for use by the Department of Technology, no new structures would be added to the site

RECOMMENDATION:

Finding the Project, on balance, in-conformity

with the General Plan

CC: Oscar Gee, Tim Frye, Shelley Caltagirone

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