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MEMORANDUM

Date: October 13, 2015

Project #:
18149.0

To: José Campos
Office of Community Investment and Infrastructure
Successor Agency to the San Francisco Redevelopment Agency
One South Van Ness Avenue, 5th Floor
San Francisco, CA 94103

From: Tim Erney

Project: Transbay Block 1 Transportation Assessment

Subject: Site Access and Circulation Review

This memorandum summarizes the results of the site access and circulation evaluation for the proposed Transbay Block 1 project in downtown San Francisco (herein referred to as the “Project”). This evaluation was based off the preliminary ground floor and basement level plans prepared by Perry Architects and provided to Kittelson & Associates, Inc. (KAI) in March, 2015

The purpose of this evaluation is to identify any potential significant or less-than-significant impacts that could arise from the Project to the surrounding transportation network, and to propose measures to reduce these impacts and thus minimize the effect of the Project.

For this assessment, KAI focused on the following design and site access/circulation issues:

- Access to on-site parking garage;
- Access to on-site loading dock;
- Access to on-site bicycle amenities;
- Provision of on-street loading (passenger and deliveries/service vehicles); and,
- Potential for conflicts to surrounding streets.

PROJECT DESCRIPTION

As currently proposed, the Project would contain the following land uses and project attributes:

- 399 residential units
- 9,332 square feet of retail space (separated into six individual spaces)
- 334 off-street vehicle parking spaces (valet parking)
- 150 off-street bicycle parking spaces
- 2 off-street loading spaces

The project site is bounded by Spear Street to the east, Folsom Street to the south and Main Street to the west. As part of the Project, Clementina Street would be established along the north edge of the project site and would provide a connection between Main Street on the west and Spear Street on the east. At this time, it is proposed that this section of Clementina Street would be one-way eastbound only, with one travel lane. To the immediate west of Spear Street, Clementina Street would join with the exit lane from the Project's driveway, and then continue to Spear Street. At Spear Street, Clementina Street would be limited to right turns only and would be STOP-controlled to minimize the potential for conflicts with the entrance into the parking garage and with pedestrians along the sidewalk. At the Main Street intersection, sidewalks would be provided on both the north and south sides of Clementina Street, and then would transition to just the south side for the intersection with Spear Street via a mid-block crosswalk (to reduce the potential for conflicts with the project's driveway).

Residential lobbies would be located on Spear Street and Main Street, with secondary access via the building's interior courtyard off Folsom Street. Each of the six retail parcels would have access points off either Spear Street, Folsom Street or Main Street.

Access to the Project's parking garage would be located off Spear Street at the northeast corner of the project site. The driveway entrance and exit would be split, with the entrance lane coming directly into the garage and the exit lane merging with Clementina Street (as noted above). The total width of the driveway would be 21'-2", with each lane of travel approximately 10'-6". Given that Spear Street provides two-way movements in this location, vehicles exiting the Project would be limited to right-turn movements only to minimize conflicts with entering vehicles.

All parking activities for the Project would be done via valet, with a valet drop-off and pick-up area located inside the building at the base of the ramp on the B1 level.

The Project would include an off-street loading dock, located on Clementina Street. The dock would provide two designated loading spaces, one 35-feet in length and one 25-feet in length. To enter the loading spaces, trucks would need to drive past the dock and then reverse in. Upon exiting, trucks would head out of the dock and rejoin Clementina Street.

In addition, the Project's bicycle parking would be on Clementina Street, between Spear Street and the loading dock. The bicycle parking area would be secured and only available to project residents.

Ground floor and basement level site plans are included in the appendix.

SITE ACCESS REVIEW

For each mode of travel, a review of the operations and potential for conflicts/significant impacts was conducted. The results of these reviews are summarized below.

Parking Garage Access

Vehicular access to the Project would be from Spear Street. Current plans for Spear Street, as conceptualized by the City, show Spear Street being converted from one-way (southbound only) to two-way operations between Market Street and Harrison Street. With Spear Street providing two-way travel, vehicles would be able to enter the Project's parking garage from both the northbound and southbound direction. However, to reduce the potential for conflicts between vehicles entering the garage via a left-turn from northbound Spear Street and vehicles turning onto Spear Street from Clementina Street (either exiting the garage or using the length of the alleyway), left-turns from Clementina Street to northbound Spear Street would be prohibited.

Vehicles attempting to enter the Project garage from northbound Spear Street would need to wait for an acceptable gap in southbound traffic to make their left-turn movement. However, given that volumes along northbound Spear Street are anticipated to be relatively low (since it would be a new connection and Spear Street would terminate at Market Street), vehicles waiting to turn into the driveway are not anticipated to affect northbound street operations.¹

Note that if Spear Street is not converted from one-way to two-way operations (as noted above), all access to and from the Project would be via southbound Spear Street. As such, the driveway would be right-turn in/right-turn out, and vehicles leaving Clementina Street would also be required to make a right-turn out. Therefore, the potential for conflicts at this location would be minimal, as there would be no crossing vehicles.

Overall, it can be concluded that vehicles entering and exiting the parking garage would not substantially affect operations of Spear Street.

¹ According to the Transit Center District Plan Final Environmental Impact Report (TCDP EIR), existing volumes on southbound Spear Street are 481 vehicles in the southbound direction. In the future (year 2030), volumes on Spear Street are projected to be 331 vehicles in the northbound direction and 701 vehicles in the southbound direction during the weekday PM peak hour.

Loading Dock Access

With the loading dock provided along Clementina Street, all trucks would need to enter via northbound Main Street and exit to southbound Spear Street. It is anticipated that truck activity to the Project would be limited to trucks shorter than 40-feet in length, based on the size of the loading spaces. Given the narrow width of Clementina Street (a 12-foot drive lane with sidewalks on either side), 40-foot long trucks would need to span both of the northbound travel lanes on Main Street to make the right-turn into the alleyway. Exiting Clementina Street to Spear Street, 40-foot long trucks would likely be able to stay within the southbound Spear Street travel lane without encroaching across the center line into northbound traffic. Note that shorter trucks, such as 25-foot single unit trucks (such as a small delivery truck) could make these maneuvers entirely within the appropriate travel lanes.

The loading dock on Clementina Street would provide two off-street loading spaces, one 35-feet long and one 25-feet long, both with a minimum vertical clearance of 14 feet. The loading spaces would be aligned at a slight diagonal to Clementina Street and slightly set-back from the travel lane to facilitate ingress and egress for trucks. With this configuration, both loading spaces would be independently accessible from Clementina Street and trucks could enter and exit the loading dock while staying within the allowable street width. To facilitate these maneuvers, a small area between Clementina Street and the garage exit would be paved to allow use by trucks turning into and out of the loading dock.

To access the loading spaces, trucks would need to drive past the dock and then reverse in. Given the distance between the dock's location and the mid-block crosswalk, trucks would not need to back across the crosswalk to enter the dock. Similarly, given the distance between the dock's location and the merge with the garage exit, trucks' movements would not block vehicles exiting the garage. However, trucks would need to cross the south sidewalk on Clementina Street.

Truck traveling into and out of the Project's loading dock would need to cross four pedestrian facilities: the sidewalk along the east side of Main Street, the sidewalk along the west side of Spear Street, the mid-block crosswalk on Clementina Street, and the sidewalk on the south side of Clementina Street. Although Project-related loading vehicles would only represent a portion of the total vehicular activity on the alleyway, the generally lower speeds of truck movements may impede pedestrian circulation. In addition, trucks may block the right-hand travel lane on northbound Main Street or the garage exit to Spear Street while waiting for pedestrians to clear the sidewalks.

To reduce the potential effects to street operations and pedestrian conditions, a detailed loading dock management plan would need to be developed. At this time, it is anticipated that the plan would include the following elements:

- Loading dock attendants would be stationed at the loading dock to help guide trucks into and out of the loading dock, to hold other vehicles on Clementina Street when trucks back into the

loading spaces, and to hold pedestrians on the south side of Clementina Street when trucks enter and exit the loading dock.

- To avoid conflicting with vehicles exiting the parking garage and with pedestrians along the Main Street, Spear Street and Clementina Street sidewalks, loading dock hours could be limited to non-peak times (such as prohibitions on loading activities from 7:00 AM to 9:00 AM, 11:00 AM to 2:00 PM, and 4:00 PM to 6:00 PM on weekdays).
- Audible and visual warning devices would be installed at the loading dock entrance to provide an alert to crossing pedestrians.
- On weekends, the loading dock could be available throughout the day, through reservation with the loading dock attendants and building management, for move-in/move-out or other similar activities.

The loading dock management plan would need to be submitted to and reviewed by the appropriate City agencies. Upon its approval, it is anticipated that active implementation of the loading dock management plan would reduce the potential for conflicts to other vehicles and pedestrians.

Trash Pick-Up and Residential Move-In/Move-Out Operations

Trash pick-up would also occur from the loading dock area on Clementina Street. At this time, the operations of the trash and recycling pick-up have not yet been finalized. Based on preliminary information provided by Recology, for the residential units, building management would transport the compactors from the interior trash room into the loading dock, where they would be picked up by Recology. For the retail spaces, individual tenants would be required to transport their trash into the loading dock on collection days. Recology trucks would be able to pick up adjacent to the loading dock, and drag the compactors and bins to the truck. With these arrangements, garbage trucks would not be required to reverse into the loading dock, and thus would have a minimal affect to operations of Clementina Street.

It is anticipated that residents would be directed to utilize one of the off-street loading spaces for their move-in/move-out activities. Typically, these activities occur during off-peak times, such as in the evenings and weekends, when there are lower traffic and pedestrian volumes on the roadway network. As such, residential move-in/move-out operations would not substantially affect conditions along Clementina Street. In addition, use of the longer loading trucks would be scheduled and coordinated with building management. If moving vehicles longer than 35-feet are to be used, they would need to stop along the curb of Spear Street, Folsom Street or Main Street (in one of the on-street parking spaces). Should any curb parking be necessary for loading activities, building management would be required to reserve those spaces through the local station of the San Francisco Police Department.

Bicycle and Pedestrian Circulation

Along the Folsom Street, Main Street and Spear Street frontages of the project site, wide sidewalks (between 15-feet and 30-feet) would be provided.² In addition, a bicycle lane would be provided along the north side of Folsom Street. Since the Project would not include curb cuts along its frontages, there would be no direct conflicts with pedestrians or bicyclists.

At the intersection of Main Street/Clementina Street and Spear Street/Clementina Street, vehicles and trucks accessing the Project via Clementina Street would need to cross the pedestrian paths of travel. To facilitate the pedestrian crossings, Clementina Street has been designed as a raised roadway, so that the roadway is at sidewalk-height instead of street-height. With this configuration, vehicles would travel with reduced speeds and be more aware of pedestrian crossings. To further reduce the potential for conflicts between pedestrians and vehicles, the Project includes a STOP sign at the west leg (eastbound approach) of the intersection of Spear Street/Clementina Street.

At the Project driveway and Clementina Street crossing of the Spear Street sidewalk, a wider pedestrian queuing area would be provided on both the north and south sides. These areas would allow for better visibility for pedestrians and vehicles, and provide additional waiting space for pedestrians when vehicles and trucks are entering and exiting the Project's garage and Clementina Street.

Overall, with the proposed design treatment of Clementina Street and the Spear Street and Main Street sidewalks, plus the provision of a STOP sign for Clementina Street at its intersection with Spear Street, the potential for pedestrian conflicts would be minimized.

Bicycle Parking Access

The Project's secure bicycle parking area would be located on the building's ground floor, immediately east of the loading dock on Clementina Street. Within this location, 150 bicycle parking spaces would be provided. With the low vehicular and truck volumes on Clementina Street, bicyclists would be able to access the bicycle parking area with minimal conflicts. However, bicyclists on the south side of Clementina Street would need to cross the loading dock entrance/exit. Due to the visibility limitations of trucks, it may be difficult for them to see the bicyclists. Therefore, it is recommended that audible and visual warning devices be installed at the exit to the loading dock to alert bicyclists of oncoming vehicles.

² All proposed sidewalk revisions follow the direction provided by the Office of Community Investment and Infrastructure, and consistent with the Public Realm Plan component of the Transit Center District Plan and the San Francisco Better Streets Plan as appropriate.

Short-Term Loading and Passenger Loading

With the potential limitations of use for the on-site loading dock, typically daily loading/service vehicle activities (such as FedEx trucks or goods for the retail spaces) may also need to be handled on-street. With the planned bicycle lane on Folsom Street and the low number of travel lanes along both Main Street and Spear Street, any double-parking could potentially significantly impact vehicular and/or bicyclist circulation. As a result, on-street loading spaces would be necessary.

The current plans for both Main Street and Spear Street, as conceptualized by the City, show on-street parking along a portion of the Project's frontage (approximately 50-60 feet, or two to three on-street parking spaces, along both streets), plus the provision of Muni bus stops. To accommodate the short-term loading needs of the Project, it is recommended that approximately 20-25 feet of the on-street parking area on each street be reserved for loading activities (one space along each street). Along each street, this would be achieved by converting one of the proposed new parking spaces into a yellow delivery zone which would be in effect during normal business times, such as 7:00 AM to 6:00 PM.

In addition, the current plans for Folsom Street also show on-street parking, separated from the curb by the planned bicycle lane (approximately 100 feet, which could be striped to provide four or five on-street parking spaces). However, since people would need to cross the bicycle lane to connect to the on-street parking spaces, it is recommended that these spaces are not used for short-term deliveries. As such, no on-street loading spaces would be requested on Folsom Street.

In addition, the Project would generate passenger loading activities (pick-up and drop-off of residents and visitors, or retail customers) throughout the day. Similar to as discussed above, if on-street passenger loading spaces are not provided, there would be the potential for double-parking along all three frontages and along Clementina Street, which would impact vehicular and bicyclist activities. Therefore, it is also recommended that one of the proposed new parking spaces be converted into a white passenger loading space on both Main Street and Spear Street. As with the proposed yellow delivery zones, the white passenger loading spaces would only be in effect during normal business hours.

Combined, the inclusion of the yellow delivery spaces and white passenger loading spaces would be sufficient to address the anticipated typical daily needs for short-term delivery/service-vehicles and passenger drop-off and pick-ups, and thus reduce the potentially significant impact to roadway conditions. Note that any changes to the curb parking regulations need to be approved by the San Francisco Municipal Transportation Agency and the Board of Supervisors.³

³ All changes to the curb parking regulations will need to be implemented by the San Francisco Municipal Transportation Agency, following their approval and public hearing processes.

Summary

Overall, vehicular and truck access to and from the project site may affect roadway, bicyclist and pedestrian conditions along Main Street and Spear Street. Furthermore, trucks entering and exiting the loading dock would conflict with vehicular activities along Clementina Street. In addition, possible double-parking along either the Main Street, Spear Street or Folsom Street frontages could affect roadway operations or conditions of the planned bicycle lane.

To address these concerns, the following measures are recommended:

- Development of a loading dock management plan, with potential restriction to hours of operations;
- Establishment of an on-street yellow loading space and an on-street white loading space along both Main Street and Spear Street; and,
- Installation of visual and audible warning devices for trucks exiting the loading dock.

With the provision of these recommend measures, the effect of the Project on the surrounding transportation network would be minimized and thus not result in significant impacts.