



Memorandum

Date: 06.10.10 **RE:** Plans and Programs Committee
June 15, 2010

To: Plans and Programs Committee: Commissioners Campos (Chair), Chu (Vice Chair), Chiu, Avalos, Dufty and Mirkarimi (Ex Officio)

From: Tilly Chang – Deputy Director for Planning *Tilly Chang*

Through: José Luis Moscovich – Executive Director *José Luis*

Subject: **ACTION** – Recommend Approval of the Bayview Hunters Point Neighborhood Transportation Plan Final Report

Summary

The Bayview Hunters Point Neighborhood Transportation Plan (NTP) is a community-based transportation planning study, led by the Authority, in collaboration with community residents and leaders, technical agencies, and community-based organizations (CBOs). The study was funded by grants from the California Department of Transportation (Caltrans) and the Metropolitan Transportation Commission (MTC). Through the study's research, technical analysis, and extensive public outreach, three needs emerged as community priorities that were not being addressed by other initiatives: 1) the need to improve mobility for community members with no or limited automobile access; 2) the need to better manage parking and address parking concerns in the neighborhood; and 3) the need to improve pedestrian conditions along and across Third Street and to revisit the overall balance among the various users of this critical corridor. For each of these focus areas, we performed additional technical studies, evaluated potential improvement projects and programs, and developed plan recommendations. Following a round of community review and feedback, the NTP recommends: the development of community-based transportation services through one or more pilot programs; parking design and management strategies to improve parking availability close to residents' homes and to better manage the neighborhood's limited on-street parking resources; modified signal operations along Third Street in the Bayview commercial core to improve pedestrian conditions; and urban design enhancements on neighborhood streets, including at key transit nodes. Potential implementation funding sources include regional programs such as MTC's Lifeline Transportation Program (LTP), Safe Routes to Transit and Transportation for Livable Communities (TLC) programs, and Bay Area Climate Initiative; Caltrans Planning Grants; and private grants. In addition to seeking funding and conducting further analysis, continued advocacy and engagement by members of the community and CBOs will be critical to advancing the recommendations of the NTP. **We are seeking a recommendation for approval of the Bayview Hunters Point Neighborhood Transportation Plan Final Report.**

BACKGROUND

The Bayview Hunters Point Neighborhood Transportation Plan (NTP) is a community-based transportation planning study, led by the Authority, in collaboration with community residents and leaders, technical agencies, and community-based organizations (CBOs). The Bayview NTP is part of both the Authority's Neighborhood Transportation Planning program and the Bay Area Community-Based Transportation Planning (CBTP) program, which is an initiative of the Metropolitan Transportation Commission (MTC). The study was funded by grants from the CBTP program and the California Department of Transportation (Caltrans), through the Department's Environmental Justice Planning program. Prop K provided local match.

MTC's Community-Based Transportation Planning Program: The goal of MTC's CBTP program is to advance the recommendations of two studies originally developed for the 2001 Regional Transportation Plan

(RTP) update. The Lifeline Transportation Network Report identified transit needs in economically disadvantaged communities throughout the San Francisco Bay Area, and recommended community-based planning as a first step to address these needs. Likewise, the Environmental Justice Report for the 2001 RTP also identified the need for MTC to support local planning efforts in low-income communities throughout the region. The CBTP program is the planning element of MTC's Lifeline Transportation Program (LTP), which provides capital and operating support to projects and programs that improve mobility and access in low-income and minority communities in the Bay Area.

To implement the CBTP program, MTC provides planning funds to the region's nine congestion management agencies (CMAs) to conduct community-based planning in designated low-income and minority communities—referred to by MTC as Communities of Concern. The Bayview Hunters Point project is the third of these studies to be undertaken by the Authority. (Plans have already been completed in the Tenderloin and Outer Mission neighborhoods.)

The Authority's Neighborhood Transportation Planning Program: We have incorporated the CBTP program into our Neighborhood Transportation Planning program. The Countywide Transportation Plan identified the need to utilize community-based planning at the neighborhood level in order to identify and build consensus on transportation needs and solutions. The Prop K Transportation/Land Use Coordination category includes funds for strengthening neighborhood transportation planning efforts, through the development of Neighborhood Transportation Plans (NTPs). This program is designed to build on initial transportation planning efforts by neighborhoods to identify priority needs and potential improvements. The goal of the program is help neighborhoods advance high priority solutions through the creation of a pipeline of grant-ready projects with a high degree of community and agency consensus.

The purpose of this memorandum is to present the findings and recommendations of the Bayview Hunters Point NTP and to seek a recommendation for approval of the Final Report.

DISCUSSION

The Bayview NTP emphasized three core elements in its approach: 1) effective involvement of community members throughout the NTP; 2) identification of pressing transportation-related issues confronting current members of the Bayview Hunters Point community that are not being addressed by other efforts; and 3) development of solutions that could be advanced in a near to medium-term time frame. The NTP was supported by an interagency Technical Advisory Committee comprised of staff from several agencies and City departments.

Community Involvement: The study team engaged a broad and diverse set of community members regarding transportation issues, needs, and desired improvements in Bayview Hunters Point. In recognition of the large number of planning initiatives and existence of planning fatigue in this community, the outreach approach for the Bayview NTP focused on engagement with community members in small-group settings and community-led meetings. Well over 200 community members were directly engaged via this approach. Literacy for Environmental Justice (LEJ), a Bayview Hunters Point CBO, joined the study team with a focus on the engagement of youth in the Bayview, which has the city's highest proportion of population under the age of 18. Outreach activities included focus groups, stakeholder interviews, a youth-led workshop on transportation needs and solutions, presentations at community and business meetings, and a community-wide roundtable forum at the close of the planning process. Collateral materials were also developed and utilized, including a study website, fact sheet, and translated materials.

Needs Assessment and Study Focus: In parallel with public outreach activities, we undertook various technical tasks to evaluate existing conditions and identify high-priority transportation concerns. Three needs emerged as community priorities that were not being addressed by other efforts: 1) the need to improve mobility for community members with no or limited automobile access; 2) the need to better manage parking and address parking concerns in the neighborhood; and 3) the need to improve pedestrian conditions for those walking along and across Third Street and revisit the overall balance among the various users of this critical corridor.

For each of these focus areas, we performed additional technical studies, evaluated potential improvement projects and programs, and developed plan recommendations. Draft recommendations were shared with the community for further feedback and refinement at the community roundtable event in February.

Mobility Barriers and Community Transportation: Traveling to or within Bayview Hunters Point without a car is difficult. Although the neighborhood as a whole has higher automobile ownership and mode share than San Francisco as a whole, many individuals—especially in groups of particular concern such as youth, seniors, and public housing residents—face significant barriers to mobility. Community members with minimal automobile access face challenges in reaching jobs, schools, grocery stores, and other important destinations in a safe and timely manner. A diversity of ad hoc and generally uncoordinated transportation strategies have arisen within the community as a result of these conditions. These include the use of vehicles owned and operated by various Bayview CBOs; the use of privately-owned vehicles to provide rides to those that would otherwise not be able to readily travel; a more formal community shuttle focused on connecting community members to health-related destinations; and other strategies.

In 2009, Bayview MAGIC (BMAGIC), an initiative of the Office of the Public Defender which convenes a network of community service providers in the Bayview, conducted a Community Landscape Analysis to inventory local CBO assets and needs in a range of areas including transportation. The Landscape Analysis found that while some CBOs do operate their own vehicles, these organizations have not been able to effectively collaborate to more efficiently utilize resources and build collective service capacity. During the NTP process, we collaborated with BMAGIC to conduct a facilitated workshop with service providers regarding the barriers to leveraging community-based solutions to improve mobility and access in Bayview Hunters Point.

There is significant interest in the community—particularly among CBOs—in overcoming the hurdles associated with coordination, resource-sharing, and collaborative capacity-building in providing improved community transportation. The Bayview NTP recommends developing one or more pilots of innovative, community-based solutions, such as a volunteer driver program and/or a coordinated vehicle collaborative program, in the near term. There is also a potential to use a carsharing model (and/or technologies) to some extent as part of such a program. The NTP reviewed successful approaches from other communities for these programs, but further planning analysis and concerted community involvement is necessary to develop a community-based transportation program that is ready for implementation. In April, we submitted an application for a Caltrans Planning Grant to fund this next phase of planning work.

Parking Management: Community members consistently expressed concerns regarding parking conditions, regulations, and enforcement in the neighborhood. Almost all publicly-available parking in the Bayview is on-street, in curbside spaces. This parking is minimally regulated (typically, street-cleaning restrictions only). Stakeholders generally indicated that on-street parking is difficult to find and that large numbers of vehicles frequently park on sidewalks—a practice which degrades pedestrian conditions, particularly

for wheelchair users and visually-impaired persons. In order to better understand and quantify the community's concerns regarding parking conditions, we performed a parking survey in subarea of the neighborhood, including observations of parking occupancy and illegal parking behavior (e.g., sidewalk parking).

Although *legal* occupancy (percent of legal spaces in use) in the residential areas is not highly constrained over the course of the afternoon and evening (i.e., remains below 85 percent), *actual* occupancy (all parked cars per quantity of legal spaces) levels are consistently high, approaching or exceeding 100 percent in the evening. Observed increases in actual occupancy in the evening are largely attributable to illegal parking behavior. This is consistent with community input, which indicated that residents frequently park by blocking the sidewalk in front of their homes upon returning to the neighborhood in the evening, in large part out of concern for their own personal safety as well as that of their vehicles. Indeed, block faces without residential frontage had significantly lower occupancy levels than those streets with homes directly facing them.

The NTP recommends improving parking design and management in the Bayview through more consistent enforcement, redesign of on-street parking configurations, and strengthened, neighborhood-specific regulations and programs. The central goals of the parking recommendations are both to improve parking availability close to residents' homes and to better manage the neighborhood's limited on-street parking resources. Proposed parking strategies aim to reduce long-term storage of vehicles on-street and to periodically clear abandoned vehicles from the public right-of-way. The parking management recommendations also seek to reduce the incidence of cars parked on sidewalks in the neighborhood.

Third Street Pedestrian Conditions: Recently the site of a major light rail transit (LRT) investment, Third Street is a complex multimodal corridor in the Bayview. As part of the T-Third LRT project, the Municipal Transportation Agency (MTA) introduced a transit-priority signaling system that includes pedestrian-actuated crossings along and across Third Street. Perceptions that the current signalization results in significant pedestrian delay (and unsafe pedestrian activity—i.e., jaywalking) are widespread in the community. Given the high degree of public interest in this issue, and the MTA's concern over any changes that would degrade LRT travel times in the corridor, we undertook detailed data collection and analysis to assess conditions in the corridor and explore potential operational improvements.

In the Bayview commercial core, we found that seven of eight pedestrians jaywalk when crossing along or across Third. Among those who do request a legal pedestrian phase (by pushing the actuation device), one-half eventually stop waiting and jaywalk. In light of these phenomena, we collaborated with the MTA to develop a number of alternative signal timing scenarios to assess the benefits and tradeoffs associated with potential changes to signal operations along Third Street. Our analysis indicates that there are ways to alter the signal programming along Third to improve pedestrian conditions with minimal or no impacts to transit travel time. The Authority and the MTA are currently cooperating to conduct further analysis and develop a modified signal timing plan for the corridor for testing in the field within the next six months.

Physical Design Improvements: The Bayview NTP developed conceptual designs for two types of physical improvements in response to the study's needs analysis: streetscapes with reconfigured parking; and neighborhood transit nodes that offer a higher-level of amenity and comfort to those waiting for transit. The design solutions do not comprise a master streetscape plan for the community; rather the conceptual designs were developed as examples of how such improvements could be envisioned and implemented throughout the Bayview. The Authority is currently coordinating with City agencies, including the MTA, the Redevelopment Agency, the Planning Department, and the Department of

Public Works (DPW), on a methodology and accompanying prioritization criteria for extending streetscape improvements to other locations in Bayview Hunters Point following the completion of the Newcomb Avenue Model Block project.

Funding and Implementation: The NTP recommends a range of types of transportation solutions for Bayview Hunters Point. As such, funding must be sought from a variety of sources. For example, the high-amenity reconfigured streetscape designs are estimated to cost approximately \$1 million per block. However, many of the NTP's recommendations, such as operational improvements for the Third Street corridor, are low-cost strategies that are feasible to implement in the near-term using existing funding sources. For proposals requiring external grant funds to implement, potential sources include regional programs such as MTC's LTP, Safe Routes to Transit (SR2T), Transportation for Livable Communities (TLC), and Bay Area Climate Initiative (BACI) programs; Caltrans planning grants; and private grants. In addition to seeking funding, continued advocacy and engagement by members of the community and CBOs will be critical to advancing the recommendations of the NTP.

We are seeking a recommendation for approval of the Bayview Hunters Point Neighborhood Transportation Plan Final Report.

ALTERNATIVES

1. Recommend approval of the Bayview Hunters Point Neighborhood Transportation Plan Final Report, as requested.
2. Recommend approval of the Bayview Hunters Point Neighborhood Transportation Plan Final Report, with modifications.
3. Defer action, pending additional information or further staff analysis.

CAC POSITION

The CAC was briefed on this item at its June 9 meeting and unanimously adopted a motion of support for the staff recommendation.

FINANCIAL IMPACTS

None.

RECOMMENDATION

Recommend approval of the Bayview Hunters Point Neighborhood Transportation Plan Final Report.

Enclosure – Bayview Hunters Point Neighborhood Transportation Plan Draft Final Report