

## 16<sup>th</sup> Street BART



**Community Design Plan**

**Front cover:** *Proposed Southwest Plaza Design*

*Project Management*

**Mission Housing Development Corporation**

*Urban Planning and Design*

**The Community Design Consulting Program of Urban Ecology, Inc.**

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**The Bay Area Rapid Transit District (BART)**

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## Executive Summary

This report presents the 16<sup>th</sup> Street BART Community Design Plan, the result of a nine-month community planning process organized to address neighborhood concerns about the 16<sup>th</sup> Street BART station area in San Francisco. The Community Design Plan provides both general guidelines and specific proposals for improvements to the station area. The report itself also provides a general overview of the station area and its surroundings. Lastly, the report provides cost estimates, funding scenarios, and strategies for implementation.

The Community Design Plan was created by bringing community members together with transportation and planning professionals in order to share experiences, establish goals, and solve problems related to the transit plazas. From focus groups to design charettes, over 100 people and organizations participated actively in the community planning process.

After the basic site plan had been established through the community workshops, it was reviewed by staff at BART, MTC, and the SFCTA. BART, in particular, conducted a project review with staff from engineering, operations, access and facilities planning, maintenance, police, and real estate.

The issues at 16<sup>th</sup> and Mission—such as access to transit, public safety, and homelessness—are vitally important to the future of the Mission District. To begin with, thousands of low-income people depend on the station area in order to reach much-needed public transit. In addition, in a neighborhood that is sorely lacking in parks, the transit plazas are crucial, but imperfect, open spaces. It is essential to find a way for commuters, homeless people, and other community members to share this important public space.

In order to address these issues, community members identified three principles to guide the Community Design Plan: increase accessibility and choices; improve visibility and connectivity; and encourage a diverse range of activities and people on the plazas.



Visibility and accessibility will be addressed first by removing many of the visual and physical barriers that currently give the plazas a fortress-like quality and make pedestrian circulation difficult.

In order to create a vibrant, active atmosphere on the plazas, the Community Design Plan provides space for new commercial and community activities. The intent is to draw more people to the plazas in the evening and on the weekends. These activities and facilities are intended principally to serve the existing low-income community that surrounds the plazas.

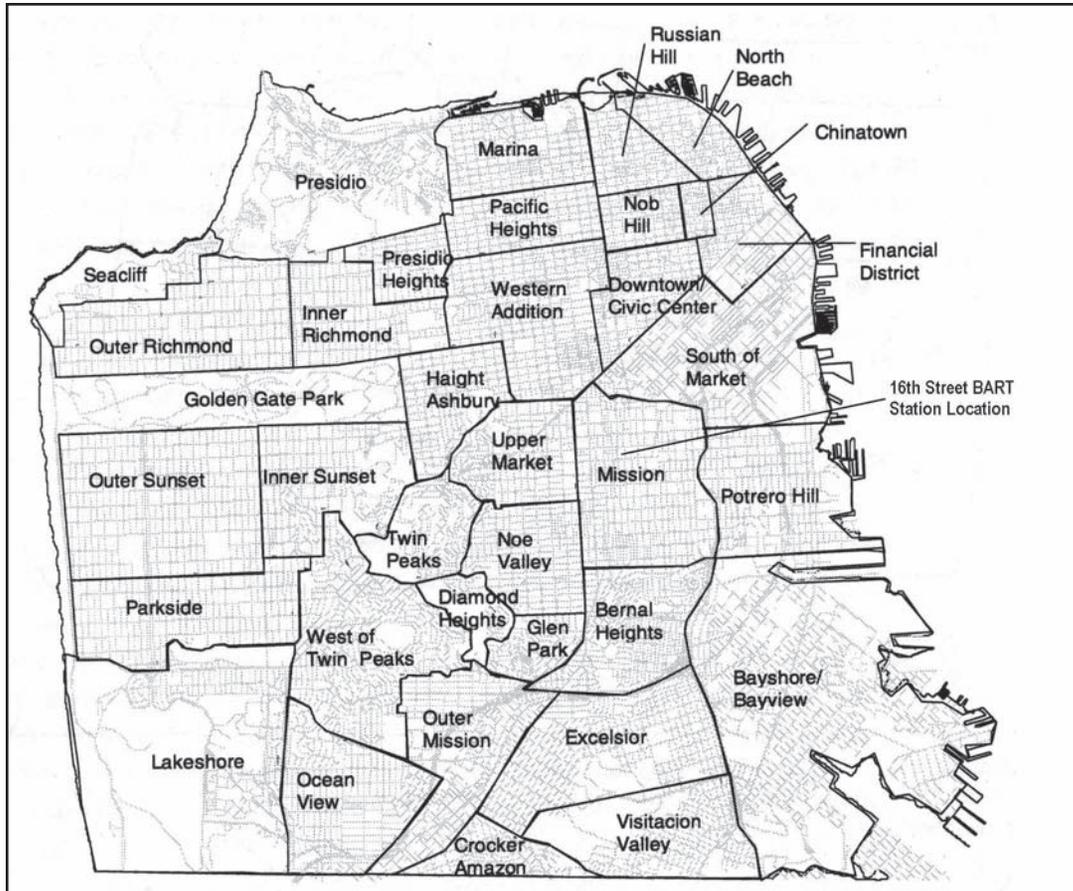
Lastly, the Community Design Plan aims to eliminate the sense of disorientation and placelessness experienced at the station by connecting the plazas to adjacent buildings and installing locally created public art throughout the area. The intent is to create a station area that draws on the unique assets of the Mission District.

The estimated cost of the design and construction of the physical improvements is approximately \$4.5 million. The completion of the 16<sup>th</sup> Street BART Community Design Plan now enables the public agency partners in this project to apply for funding for the improvements outlined in Section 2. This implementation of the project is expected to take 3-5 years.



# 1 Introduction

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## 1.1 Project History

From a community perspective, the 16<sup>th</sup> Street BART Community Design Plan is part of a process that has been ongoing since the BART lines were installed from 1969 to 1971. On many occasions since that time, community groups have raised concerns about the station area. In recent years, community groups such as the 16<sup>th</sup> Street/North Mission Neighborhood Association and the 16<sup>th</sup> and Mission Mini-Safety Task Force have continually discussed issues related to the station area in their monthly meetings.

Although public safety issues, in particular, had been raised repeatedly over the years, there had not been a long-term planning effort for the station area prior to this process. Instead, various groups have advocated for (and occasionally helped achieve) piecemeal changes to the station. Because many of the concerns raised were related to public safety, the BART Police Department has served as the de facto planners for the 16<sup>th</sup> Street BART Station. While this approach may have temporarily addressed certain concerns about crime and maintenance, the resulting station design has actually exacerbated safety and accessibility problems over the long-term.

In the fall of 1995, this situation began to change as Mission District community members came together through the Federal Transit Administration's Livable Communities Initiative to discuss ways to improve the use of transit along Mission Street. Mission Street was selected for this initiative because of the high rates of assault on MUNI lines in the neighborhood (especially, the 14 Mission line) and narcotics related crime near the two Mission Street BART stations.



Through the Livable Communities workshops and complementary outreach to neighborhood residents and merchants, community members repeatedly identified the transit plazas at 16<sup>th</sup> and Mission Streets as a serious problem that needed immediate attention. Through neighborhood meetings and outreach to public agencies, community groups successfully advocated for a planning process focused specifically on the 16<sup>th</sup> Street station area.

Because of the complex jurisdictional issues that exist at intermodal stations, it took considerable time and effort to coordinate among all of the agencies that needed to be involved. Fortunately, these efforts coincided with the emergence of the MTC's Transportation for Livable Communities (TLC) program and corresponding commitments from BART and the SFCTA. The actual community planning process began in the summer of 1997 with focus groups and surveys.

After many months of work and two large community workshops, the community planning process officially concluded with a public presentation on March 7, 1998. In conjunction with the planning effort, MHDC

has proposed two affordable housing developments in the immediate station area. Since that time, a related planning effort has been initiated for the 24<sup>th</sup> Street Station Area. In addition, Mission Economic Development Association (MEDA) has begun a planning process for the Mission Corridor from 15<sup>th</sup> Street to 25<sup>th</sup> Street. Together, these efforts represent a collaborative community-based development strategy for Mission Street.

## 1.2 Station Area Profile

### Transit Hub

Centrally situated in San Francisco, the intersection of 16<sup>th</sup> and Mission is a major transportation center for the neighborhood and city as a whole. Located in the northern part of the Mission District, the 16<sup>th</sup> Street BART station is close to the Central Freeway, and well served by local and regional public transit. As a transit node, 16<sup>th</sup> and Mission serves as an important MUNI bus and BART transfer point as well as a crucial access point for people living, working, and visiting the Mission District.

16<sup>th</sup> and Mission Streets also experience a significant amount of pedestrian and automobile traffic. In addition, as part of the San Francisco Bicycle Plan, the City is removing one lane of auto traffic on nearby Valencia Street to create exclusive bicycle lanes.

In addition to serving as the area's main commercial corridors, 16<sup>th</sup> Street and Mission Street are also main bus routes. The #14 Mission and #49 Van Ness represent the major bus lines on Mission Street with a combined number of 64,817 weekday passengers. The major east-west bus line along 16<sup>th</sup> Street is the #22 Fillmore with 19,247 weekday passengers. The #33 Stanyan also stops at the plazas. Approximately 13,000 passengers per week day actually get on or off MUNI at 16<sup>th</sup> and Mission.

A ridership analysis conducted by BART staff in September of 1997 shows an average of 6,269 passengers per day using the 16<sup>th</sup> Street station.<sup>1</sup> Although the 16<sup>th</sup> Street BART station has the lowest ridership of BART's San Francisco stations, it still is the fourteenth busiest of BART's thirty-nine stations.

#### BART Ridership Analysis\*

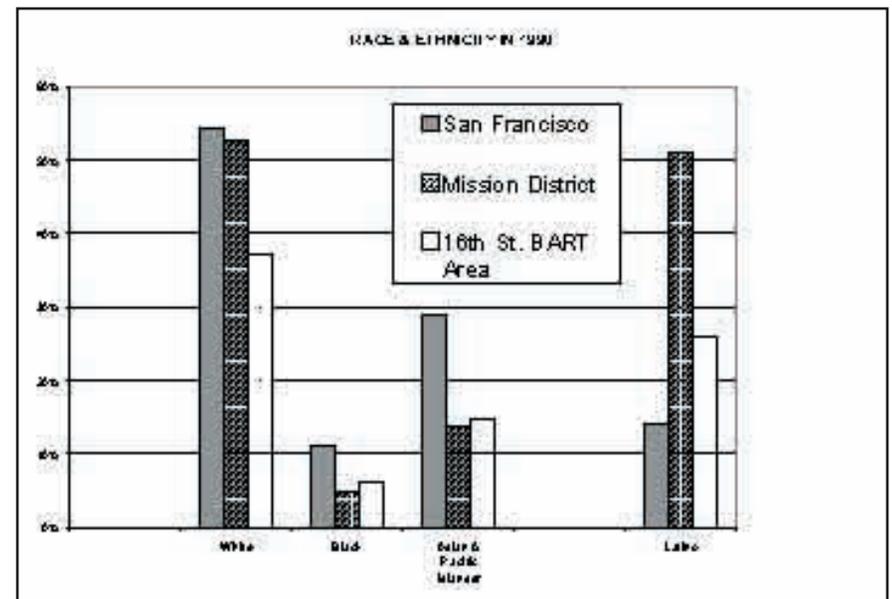
|                         |      |
|-------------------------|------|
| 16 <sup>th</sup> Street | 6269 |
| 24 <sup>th</sup> Street | 9231 |
| Rockridge               | 4664 |
| Lake Merritt            | 3828 |
| Walnut Creek            | 5665 |
| Pleasant Hill           | 6009 |

\*September 1997 averages prepared by BART Financial Planning

### Neighborhood Demographics

The surrounding Mission District is a predominantly low-income community, in which the household median income of \$33,390 stands at only 54% of the citywide average. More than 1 in 5 Mission District residents earn incomes below the poverty line. Given these statistics, it is not surprising to find that 34% of all neighborhood households have no car available, making many residents transit-dependent.<sup>2</sup>

The BART Passenger Profile Study found that the station catchment area includes the northern half of the Mission District, the Castro, and parts of Potrero Hill. The residential population of this area was just over 65,000 in 1995, and is projected to grow to over 71,000 by 2010. The employment base is projected to grow modestly from 42,000 to 44,000 by 2010.<sup>3</sup>



<sup>1</sup> BART Ridership Analysis, BART Financial Planning, September 1997

<sup>2</sup> Only 10% of all Bay Area households have no car available; 1990 Federal Decennial Census Summary.

<sup>3</sup> BART Ridership Forecasting Model, Manuel Padron & Associates, 1995-96 Update



### *Surrounding Land Use*

Surrounding land use typically has significant impacts on transit services and facilities, and the 16<sup>th</sup> and Mission Station Area is no exception. The Mission District as a whole is characterized by a mix of uses: residential, commercial, light manufacturing and office. This mix of uses often exists within individual buildings and is prevalent in the area surrounding the 16<sup>th</sup> Street BART stations.

Development generally has been limited to three or four story buildings with few buildings occupying a large percentage of any given block. The large one-story retail complex immediately adjacent to the northeast plazas is an exception. Like all of the sites immediately adjacent to the transit plazas, this property relates poorly to the station area and is significantly underdeveloped by neighborhood standards.

The surrounding neighborhood contains an abundance of entertainment destinations, such as movie theatres, play houses, restaurants, music clubs, and bars. Many of these destinations are heavily visited on weekends and in the evening. Also relevant to this study is the fact that the surrounding neighborhood is under-served by usable public open space.

Over 85% of the housing units in the Mission are renter-occupied, and the residential vacancy rate is estimated to be between 1 and 2 %. A significant exception to this low vacancy rate can be found in some of the area's fifty-six SRO (single-room occupancy) hotels, in which vacancy rates can be as high as 40%. Twenty-eight SRO hotels, with over 1100 units of housing, are found within a two-block radius of the station.

The gross mismanagement of SRO housing has important consequences in terms of lost opportunities for transit ridership and the use of the transit plazas themselves as community amenities. Rather than rent by the month, many SRO operators favor daily (or hourly) rentals and evict long-term residents before they can secure tenants rights. In addition, the resulting rental rates of \$30 per day are unaffordable to the low-income adults that typically use the hotels. The combined effect of these

practices results in high vacancy rates and contributes significantly to homelessness in the station area.

Mismanagement of nearby properties has additional effects on the use of the plazas themselves. Consistent with hourly and daily rental periods, certain hotels cater to people associated with drugs and/or prostitution. In addition to creating extremely dangerous living conditions, these management practices are directly and indirectly linked to the drug-dealing that flourishes on the plazas. The SRO Collaborative, a program funded by the Enterprise Community Board, is currently working with residents and operators of local SROs to change these practices. The group has had some success in its three years of existence and represents an important resource for the 16<sup>th</sup> Street Community Design Plan.

### *Mission Street Corridor Project and the 24<sup>th</sup> Street BART Station*

Another important resource will be the Mission Street Corridor Project, a planning effort just launched by Mission Economic Development Association (MEDA). The report will analyze existing land uses, economic activities, and neighborhood goals for the Mission corridor from 15<sup>th</sup> Street to 25<sup>th</sup> Street. In addition, MEDA, the SFCTA, and BART have begun a transit village planning effort at the 24<sup>th</sup> Street BART Station Area, which will be coordinated with the design process for 16<sup>th</sup> Street. (See Section 3 for more details on coordination).

### *Development Activity*

Within a quarter mile of the station, residential and commercial development activity is expected to increase considerably within the next ten years. According to the San Francisco Planning Department, there is potential for over 2.3 million square feet of development within a quarter mile of the station.<sup>4</sup> In the area know as the NEMIZ (Northeast Mission Industrial Zone), eight to ten sites are currently in development for uses ranging from residential lofts to office space. Outside of the NEMIZ, four to six other sites are being developed within walking distance of the station. These projects include a 60-unit market-rate mixed-use building on 17<sup>th</sup> and Hoff as well as two mixed-use affordable housing developments adjacent to and across from the BART plazas.

<sup>4</sup> Based on land developed at less than 5% of allowable use, San Francisco, Planning Department, Citywide Land Use Study, 1998.

Beyond the immediate quarter mile station area, the most important impact on 16<sup>th</sup> and Mission is likely to be caused by the proposed 315-acre Mission Bay development. The nearest portion of the development, called Mission Bay South, is projected to include 3,000 new units of housing, a 44-acre University of California campus, 5 million sq. ft. of private biotech, R&D, multimedia, and office space, 38 acres of parks, and up to 500,000 sq. ft. of retail space.<sup>5</sup> It is expected that 30,000 people will be employed at Mission Bay.

Although Mission Bay will provide various transit options (MUNI, Cal-Train), there are some significant reasons why MUNI and BART service at 16<sup>th</sup> Street is likely to increase in ridership. 16<sup>th</sup> Street will be one of only two streets that connect Mission Bay to the area west of Highway 280. In addition, 16<sup>th</sup> Street will be the nearest BART station for Mission Bay travelers coming from or going to areas south of San Francisco including the airport. The 22-Fillmore, which travels along 16<sup>th</sup> Street to 3<sup>rd</sup> Street in Mission Bay, will provide important connections to BART and the four other MUNI lines that intersect at 16<sup>th</sup> and Mission.

### *Zoning*

The plazas are currently zoned as public open space, which has a number of implications for any development proposals. Development adjacent to the plaza would need to take into account the specific bulk and shadow limits for lots adjacent to open space. In order for any large permanent structures to be developed on the plazas themselves, re-zoning would be required.

The adjacent lots are zoned NC-3 (moderate scale commercial) with height limits of 105 ft. and a FAR of 3.6:1. Commercial uses are permitted on the first and second stories. Residential is permitted on all stories, and institutional is allowed above the ground floor. Parking requirements vary according to use, and the San Francisco Planning Department is currently studying the creation of “transit village” zoning principles that would further reduce such requirements near transit stations.

### *Bus Stop Improvement Project*

MUNI’s Transit Preferential Streets Program has received a FTA grant for bus stop improvements along Mission Street primarily between South Van Ness and Cortland. The project is intended primarily to create bus bulbs. The project’s goals of increasing the size of pedestrian circulation areas at bus stops and reducing distance for pedestrian crossings coincides with many of the goals of the 16<sup>th</sup> Street BART Community

<sup>5</sup> The overall Mission Bay development (North and South) will include: 6,000 housing units; over 1,000,000 sq.ft. of retail; community facilities including police, fire, and public schools; the 44-acre campus with 2.6 million sq.ft. of buildings; 45 acres in parks; and 5 million sq.ft. of biotech, R&D, multimedia, and office space.

Design Plan. At present, the initial two phases of the Mission Street Bus Stop Improvement Project do not include bus bulbs near 16<sup>th</sup> Street. It is hoped that a future phase of the Improvement Project might include bulbs at 16<sup>th</sup> Street.

### 1.3 Station Site Inventory

#### *General Conditions*

The intended function of the station plazas no longer fits the current use and capacity of people using the station area for transit and a variety of other functions. Notably missing from the station plazas are bike racks, seating, water fountains, and other amenities that serve people using the plazas. A low wall that once served as seating has been fenced off as a solution to deter transients from using the area. This measure has failed. As a result, these and other people have moved to other locations in the plazas and often sit or lay on the ground. Within the station itself, there are no ticket gates at the base of the escalator on the northeast plaza, which may account for the reduced use of the stairs and escalator at this plaza.

#### *Maintenance*

Palm trees planted in the plazas and along Mission and 16<sup>th</sup> Streets are in poor to fair condition. A number of trees have been removed and not replaced. Although the plazas are cleaned by BART maintenance crews twice a week, trash accumulates quickly. Recent community efforts have brought the issue to the fore, and the plaza and the surrounding area has received special attention of other clean up crews such as the Bureau of Street Environmental Services and SWAP. However, the physical design of the plazas may deter rather than aid these and other efforts. For example, the entry to Kragen's and the fenced space between the northeast plaza trap major deposits of trash. Shopping carts, bicycles, and other items are often left near the public bathroom in the southwest plaza.

#### *Visual & Physical Barriers*

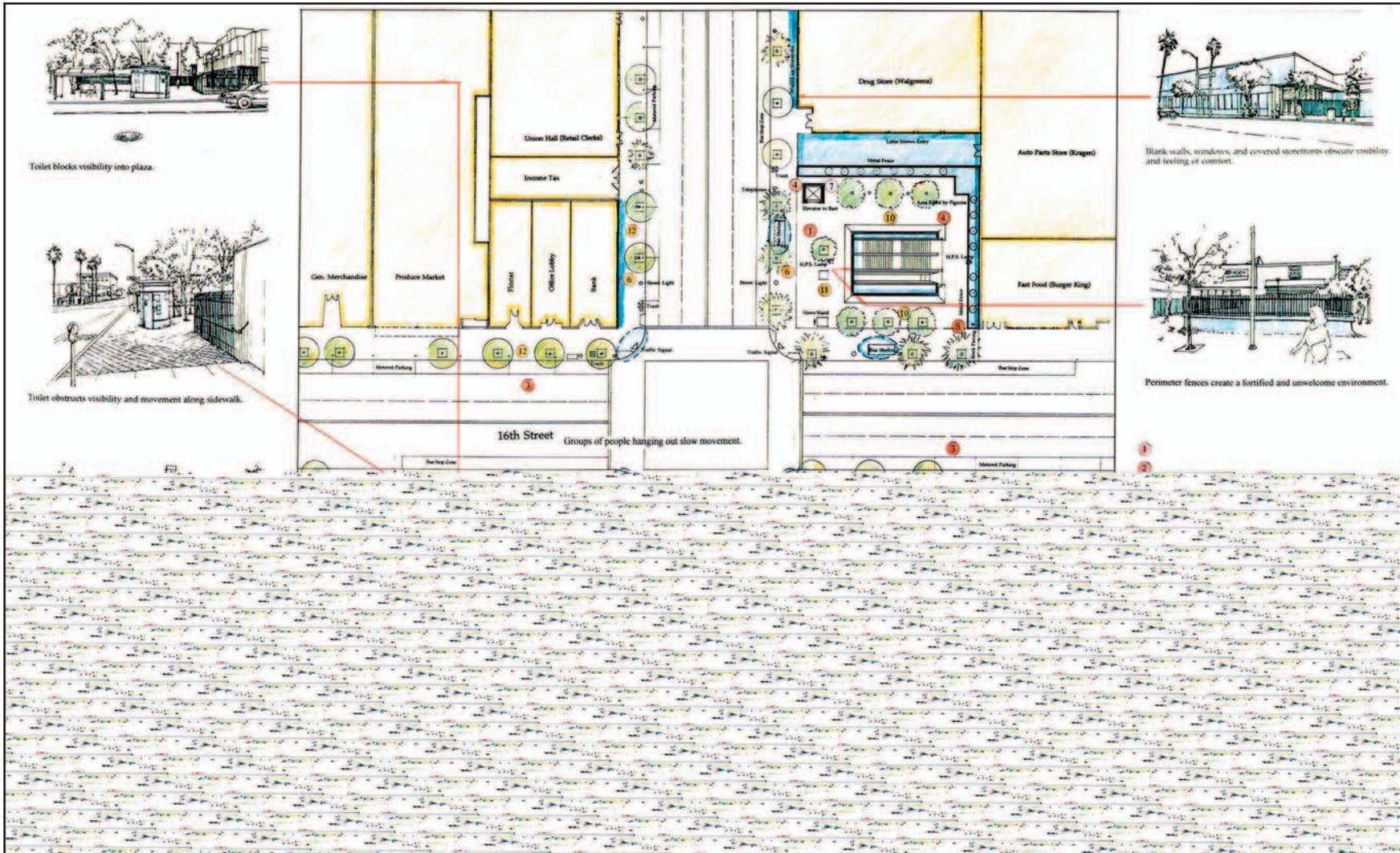
An apparent problem in the station area is the significant amount of obscured visibility. The public bathroom installed on the sidewalk blocks both visibility and movement along the sidewalk and into the plaza. In addition many of the adjacent buildings contribute to this lack of visibility with blank walls, covered windows, and storefronts. Fencing along the

perimeter of the plazas and surrounding the BART entrance openings also blocks visibility. The brick walled entrance openings obstruct clear views in the plazas. The fences and walls combined with the slope of the southwest plaza further block visibility toward the BART entrance

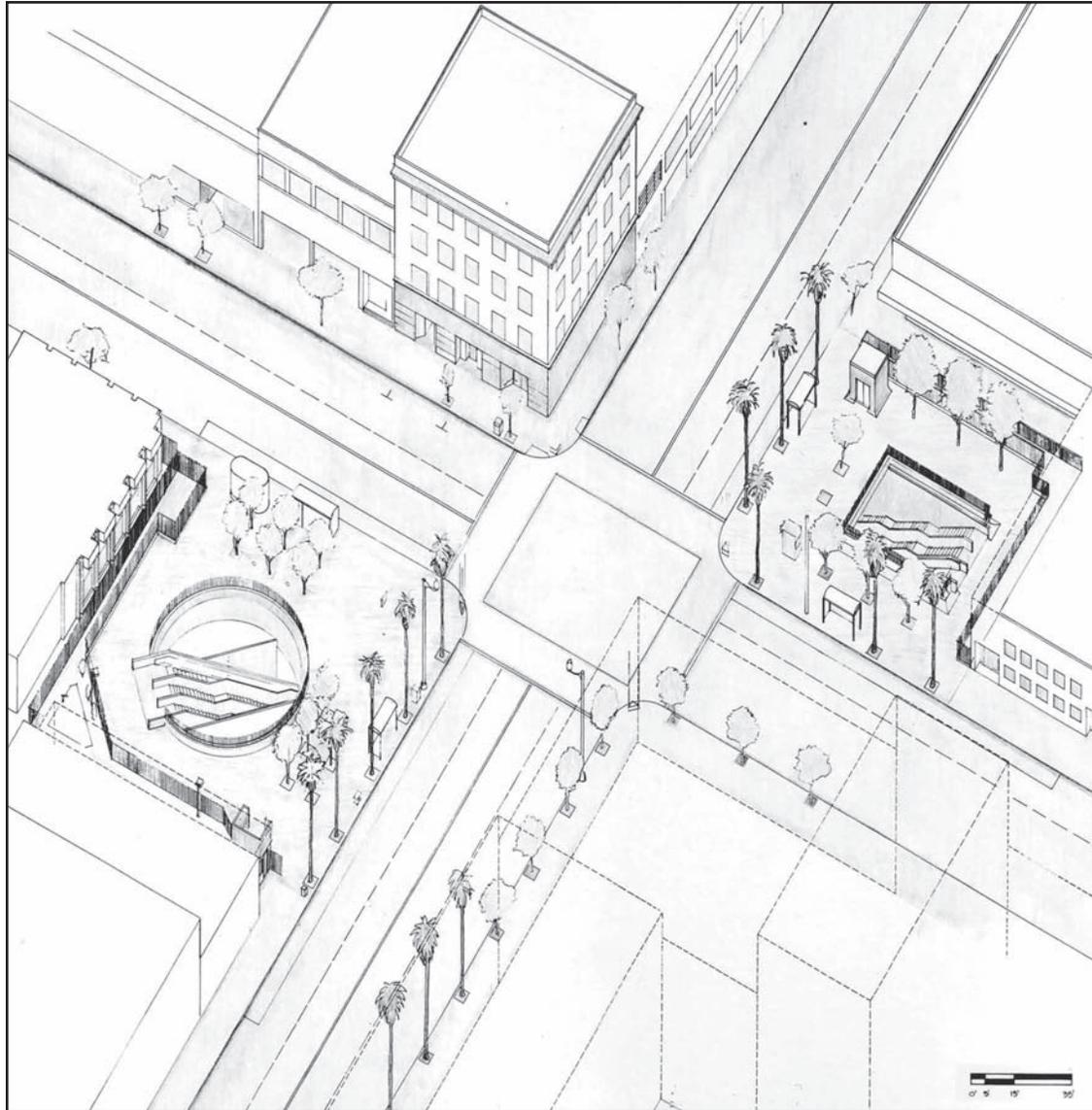
area. A significant amount of usable square footage is lost due to the



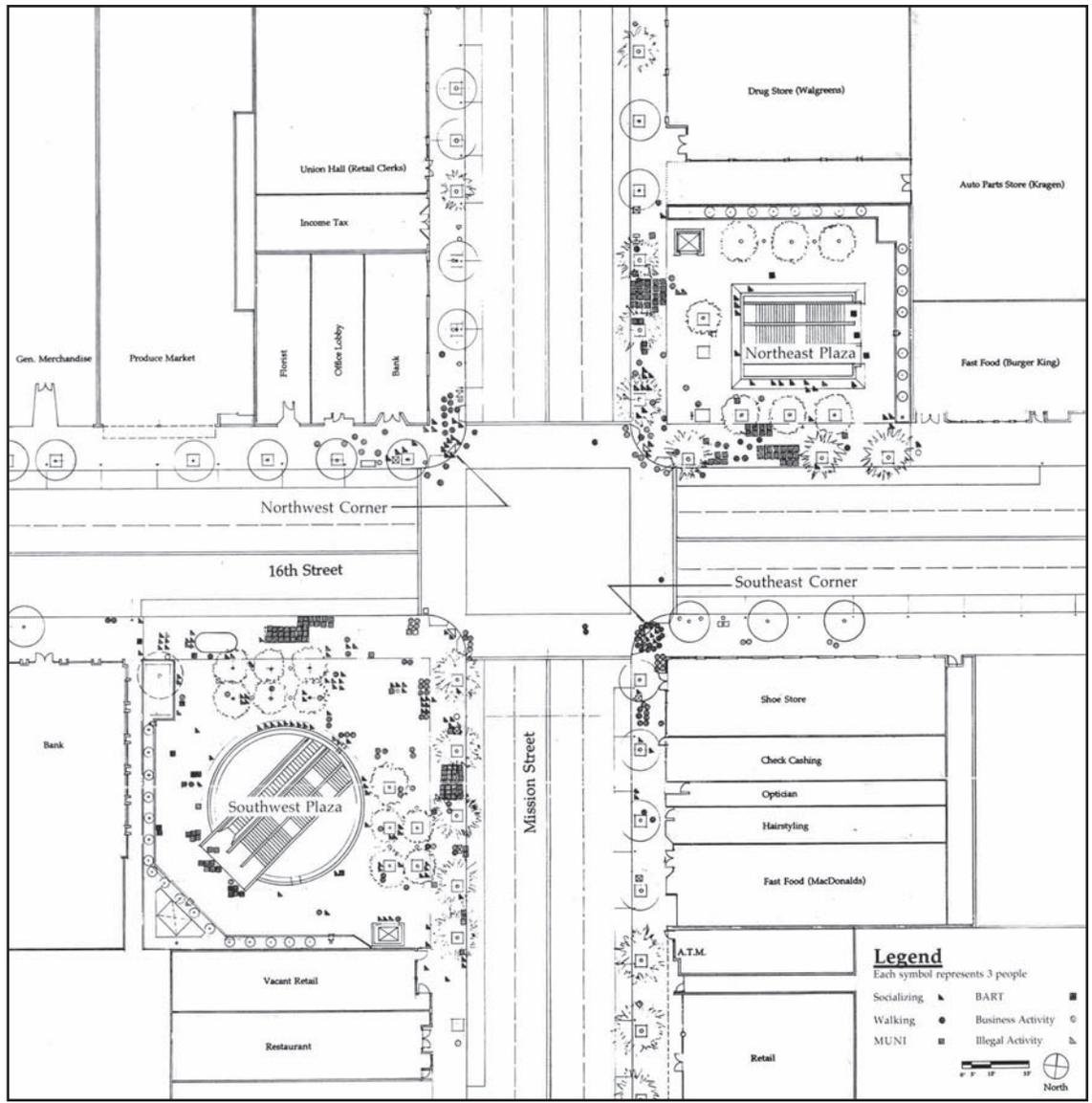
*Blank walls and metal fences block movement, obscure visibility, and create a sense of desolation on the plazas.*



SITE INVENTORY  
Visual and Physical Barriers



EXISTING STATION



USERS BY ACTIVITY

fenced perimeter areas and BART entrance openings. This accounts for 38% of the southwest plaza area and 34% of the northeast plaza area.

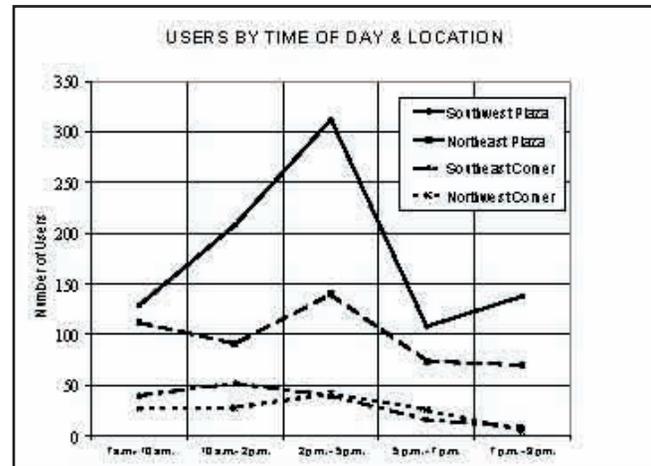
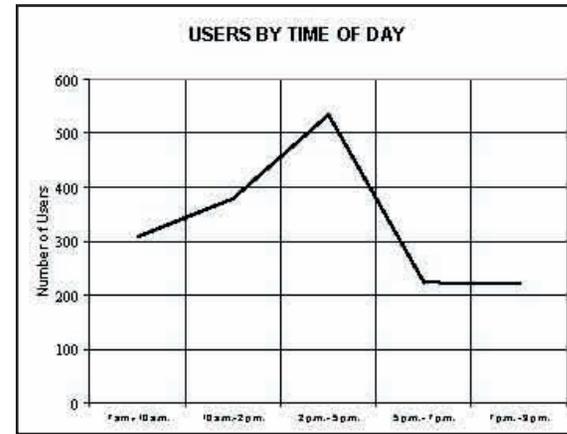
**Behavior Observations<sup>6</sup>**

The intersection of 16<sup>th</sup> & Mission Streets experiences a significant amount of pedestrian activity, transit use, and people socializing. People socializing (standing, sitting, talking, and people watching) was observed as the predominate activity followed by people using MUNI and walking by. Illegal activity (i.e., drinking alcohol, selling and use of drugs) was observed in both the northeast and southwest BART plazas. People tend to congregate near the public bathroom slowing the path of travel for transit users and other pedestrians. Existing bus stops do not adequately serve the number of MUNI users. People were observed sitting on the ground and leaning against trees and newspaper stands. Areas near BART entries experience the least activity. Recorders observed that most people using BART enter and exit at the southwest plaza. More people were observed using the station area on the weekends than weekdays. The southwest BART plaza is used significantly more than the northeast plaza on both weekdays and weekends. Peak time of use is between 2 and 5 p.m.

**BART Access Strategy Study**

A BART-commissioned study conducted by Wilbur Smith Associates reinforces many of the observations made by Urban Ecology. Although it provides very few detailed observations, the 1995 study notes above average security problems, the need for improved pedestrian paths, amenities, and directional signage.

The study also notes that pedestrian access to the station is very high in comparison to other BART stations. The report lists bicycle access as average, which is probably a result of the complete lack of on-site stor-



<sup>6</sup> There were a total of 1,578 users observed during ten 1-hour site visits (an average of 157 users per hour). The numbers and activities of people were recorded between 7 a.m. and 9 p.m. over an hour time period on ten different days (five weekday & five weekend observations). Each recorder noted the race & ethnicity, activity, age, gender of each person observed.

BART plazas were observed two to four times over an hour time period during each site observation. The data collected does not equal the total number of people in the observed time period or over a longer period of time. An observation is best described as two to four snap shots in an hour time period. For example, a person standing in the same location during an hour time period would most likely be recorded more than once.

age or parking for bicycles. Auto access is low, which is not surprising considering that 16<sup>th</sup> Street Station has no dedicated or free parking for BART customers.

#### 1.4 Community Participation and Issues

##### *Community Participation*

During the planning process, a wide cross-section of Mission District residents, business people, community-based organizations, and commuters participated in defining both the issues and solutions outlined in this report. In addition to the many individual residents and merchants that participated, the planning process also included representatives from the 16<sup>th</sup> Street Neighborhood Association, Mission Merchants Association, Clarion Alley Mural Project, Mission Economic Development Association, St. John's Education Center, Wells Fargo Bank, the SRO Collaborative, and the Enterprise Community Board.

Initially, community members participated through surveys distributed at neighborhood meetings, bus stops, and the 16<sup>th</sup> Street BART Station (see Appendix). After this initial information gathering, the project team arranged five focus group sessions with individuals from user groups

that had not responded to conventional types of outreach. These focus groups were residential hotel tenants, physically and mentally challenged individuals, senior citizens, youth and artists.

The first major community design meeting was held on October 25, 1997. Community members began by examining the informational maps and charts contained in the "Station Area Profile" and "Station Site Inventory" sections of this report. Participants then began discussing the problems and opportunities that had been identified through the focus groups, surveys, and earlier community meetings. These concerns are summarized in the next section of this report under "Community Issues."

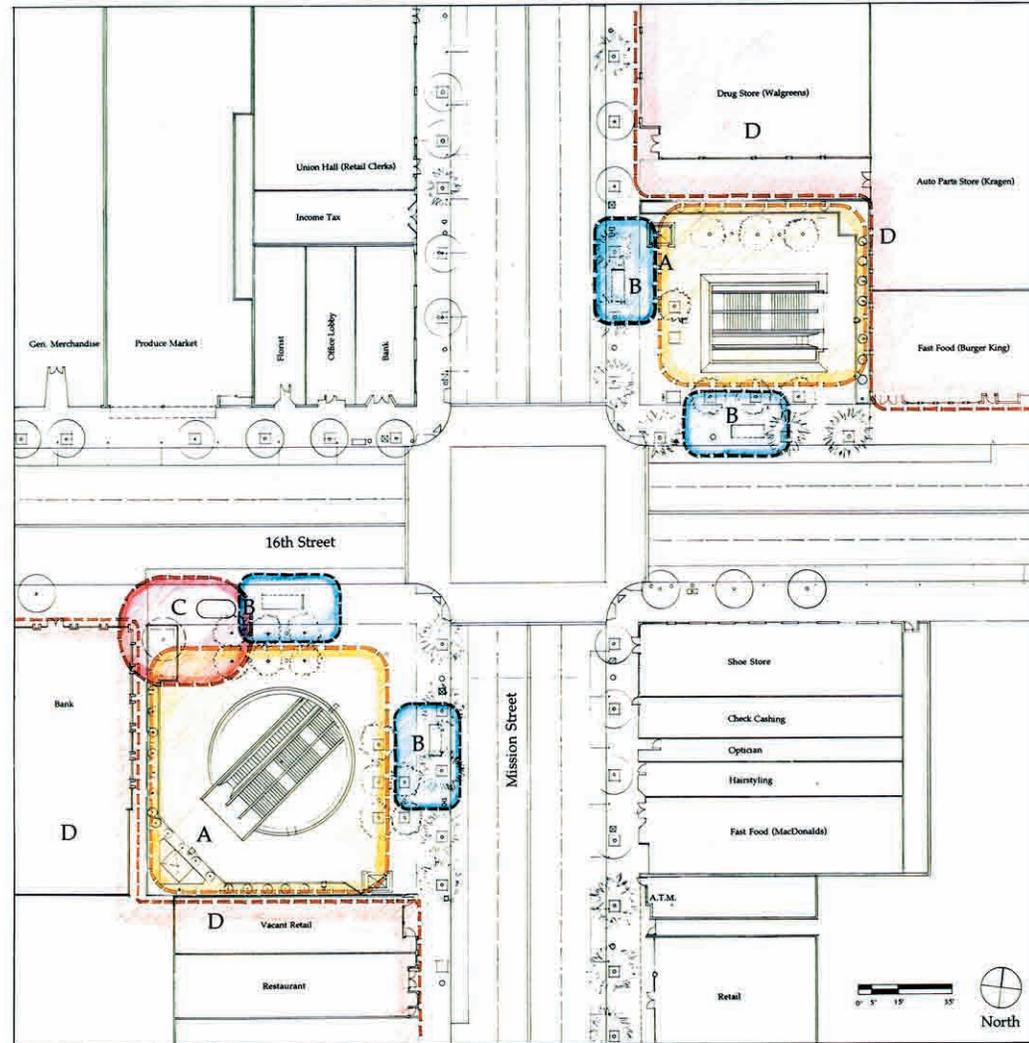
Using scaled models of the plazas, participants then divided into small groups to brainstorm design solutions for the plazas. After this workshop, the project team assembled the various ideas proposed by community members into a series of alternatives. Cost estimates and additional design issues were identified for each alternative. A team of designers then drew up the alternatives into formal proposals for another community workshop on December 6 (see Appendix for "Workshop Alternatives").

At the December workshop, community members again worked in small and large groups to discuss and critique the various alternatives. After considerable debate, community members selected the components they preferred from each of the various alternatives. These preferences were again combined into a more formal proposal, which was presented



## Observations:

- The plazas are designed primarily to move people in and out of the BART station. This limits opportunities for other uses.
- The fenced perimeter areas and entries to the BART stations constitute 34% of the Northeast plaza and 37.5% of the Southwest plaza.
- Many people gather around the bus stops and spill over into surrounding areas.
- Area around the public bathroom has several visual and physical barriers, pedestrian conflicts, and illegal activities.
- The surrounding one story buildings do not relate to the plazas.



SUMMARY MAP

## Opportunities:

- A. Could this area be improved to accommodate a variety of uses, and increase the visibility and accessibility?
- B. Could the bus stops be improved to accommodate the large number of people waiting for buses?
- C. Could this area be improved to eliminate visual and physical barriers, reduce conflict between pedestrians, and exclude illegal activities?
- D. What opportunities could be developed to better improve the relationship between the plazas and adjacent buildings?

to the community again in March 1998. This final version forms the 16<sup>th</sup> Street BART Community Design Plan.

#### *Community Issues*

Among the groups and individuals that participated in the planning process, there was general consensus that the area is in need of major changes.

Overall, these issues were divided into the following categories:

### **LACK OF SAFETY VISUAL AND PHYSICAL BARRIERS LACK OF IDENTITY OR ORIENTATION**

#### **LACK OF SAFETY**

The feeling that the BART plazas are not safe has primarily to do with perception and observation of people engaging in illegal activity such as drug dealing and using, drinking alcohol in public, prostitution, and harassment. However, a few people mentioned police harassment as the reason for feeling unsafe.

BART entrance areas were identified as locations where people felt unsafe due to the lack of visibility and activity in those areas. The public bathroom in the southwest plaza was also an area mentioned during the focus group meetings. The combination of visual barriers and illegal activity make people feel uncomfortable when walking through the station area. Lastly, several people were concerned about the lack of lighting in certain areas of the plazas at night (although observations by the project team concluded otherwise).

#### **VISUAL AND PHYSICAL BARRIERS**

Barriers are physical elements which block the movement or sight lines of a person. Many participants felt the inability to see from one end of the plaza was due to the high walls and fences around the large BART entrance openings in the plazas. Related to this is the feeling that these large openings take up too much space and inhibit good access. The public bathroom also blocks visibility in an already crowded area of the

southwest plaza.

Pedestrian conflicts often occur in areas where there is not enough room to navigate with ease. This forces pedestrians to slow down, change direction, or come to a full stop. The presence of physical barriers and large groups of people are often the reasons that cause these conflicts. Several areas mentioned by the focus group participants include the area near the public bathroom and Wells Fargo, the MUNI bus shelters, the large openings around the BART entries as well as the constantly changing location of newspaper stands.

#### **LACK OF IDENTITY AND ORIENTATION**

Many participants expressed a feeling of disorientation when emerging from the BART station. The direction of escalators and stairs, the blank walls, and lack of signage are elements people mentioned that contribute to the feeling of disorientation when exiting the BART station. Coupled with this is the feeling of being unsafe, away from public activity, and no sense of arrival.

Many participants pointed out the fortress-like character of the BART plazas as contributing to an unsafe and cold feeling. Participants specifically pointed out the functional layout of the plazas and institutional materials used in the station areas as elements that do not reflect the character of the surrounding neighborhood. The lack of benches and public-serving activities was also mentioned as creating an unwelcome feeling to the area. Related to this is the lack of public and community information to orient visitors and transit users arriving at 16<sup>th</sup> and Mission Streets. Interestingly, for the SRO residents in the focus groups, the BART plazas serve as a main public place in the neighborhood to socialize and meet friends. Because of its importance as a meeting place in an area under-served by open space, these residents believed it should

## 2 Community Design Plan

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have a multi-functional character serving the larger community.

## 2.1 Guiding Principles

Several principles have been developed to ensure that community concerns and design analysis will carry forward as future decisions are made regarding the 16<sup>th</sup> Street BART station area design. These principles attempt to combine results of extensive site analysis including an inventory of site characteristics, physical and visual barriers, behavior observations, and a look at larger land use and transit patterns. At the same time, issues of most concern to the community; public safety, a lack of identity and orientation to the station area are central to the guiding principles. The principles include:

### **DIVERSITY OF USES & USERS** **ACCESSIBILITY & CHOICES** **VISIBILITY & CONNECTIVITY**

#### **DIVERSITY OF USES & USERS**

Although a variety of building uses abound in the area surrounding the 16<sup>th</sup> Street BART station, the primary purpose of the plazas is to serve transit. As an isolated activity, circulation to and from transit creates an unwelcome and sterile environment that discourages other uses. However, the same environment does attract a transient population which dominates the use of the plaza areas.

The first principle in the redesign of the station area is to encourage a variety of uses which will in turn attract a more diverse group of people to the plazas. Therefore, the community design plan aims to add elements and uses other than transit; vendors, a variety of seating, a new building, etc. Attracting more people and intensifying compatible uses will fulfill the goal of making the station area safer for transit users, residents, and visitors to the North Mission neighborhood.

Strategies to promote a diversity of use and users include:

- Encourage commercial and cultural activity
- Encourage uses in the evening and weekend
- Attract new users to the plazas

#### **ACCESSIBILITY & CHOICES**

The station area is designed to move people in and out of transit. However, there are a lot of physical barriers that inhibit movement in and around the plaza areas and along adjacent sidewalks. Navigation through the plazas is problematic often requiring maneuvering around physical objects and large groups of people. BART entries are oriented toward the rear of the plazas, and people waiting for MUNI buses often compete for the few seats under the bus shelters.

In order to improve accessibility, the design plan aims to:

- Increase useable plaza area
- Improve access to the BART entries
- Create clear paths of travel along sidewalks
- Provide choices for seating and movement between the plazas

#### **VISIBILITY & CONNECTIVITY**

One of the most problematic aspects of the existing physical layout of the BART station is the inability to see from one end of the plaza to the other. Physical elements that block visibility include the high walls and fences that wrap around both BART entrances, the public bathroom on 16<sup>th</sup> Street, and the MUNI bus shelters.

Related to visibility is the lack of connection, both visually and physically between the plazas, adjacent buildings, and the larger neighborhood. Many community members expressed a feeling of disorientation when emerging from the BART station and an inability to make direct connections between the plazas.

In order to improve visibility, the design plan aims to:

- Establish clear site lines to BART entries
- Improve the legibility of the overall area
- Create a strong connection between the two plazas and surrounding buildings
- Create a level of comfort, safety, and sense of orientation for plaza users

- Use vertical elements to increase transparency throughout the

plazas

## 2.2 Design Plan

The final design plan integrates the three guiding principles with specific design elements that community members reached consensus on while participating at the December 6<sup>th</sup> workshop. The elements listed below were preferred by a minimum of 65% of the workshop participants.

Together, these elements add up to create a safe, vibrant space that works well as a transit center and as a public gathering place identifiable as part of the Mission District community.

### General Station Area

Diagonal pedestrian crossing

Bus bulbs

Bus canopies

Public art

Bicycle storage

Remove planter boxes and fences

Eliminate walls and fences around Bart entrances

### Southwest Plaza

Small vendor stalls

Entry trellis / canopy

Sitting steps

Community information board

### Northeast Plaza

Community-serving building

Outdoor seating and tables

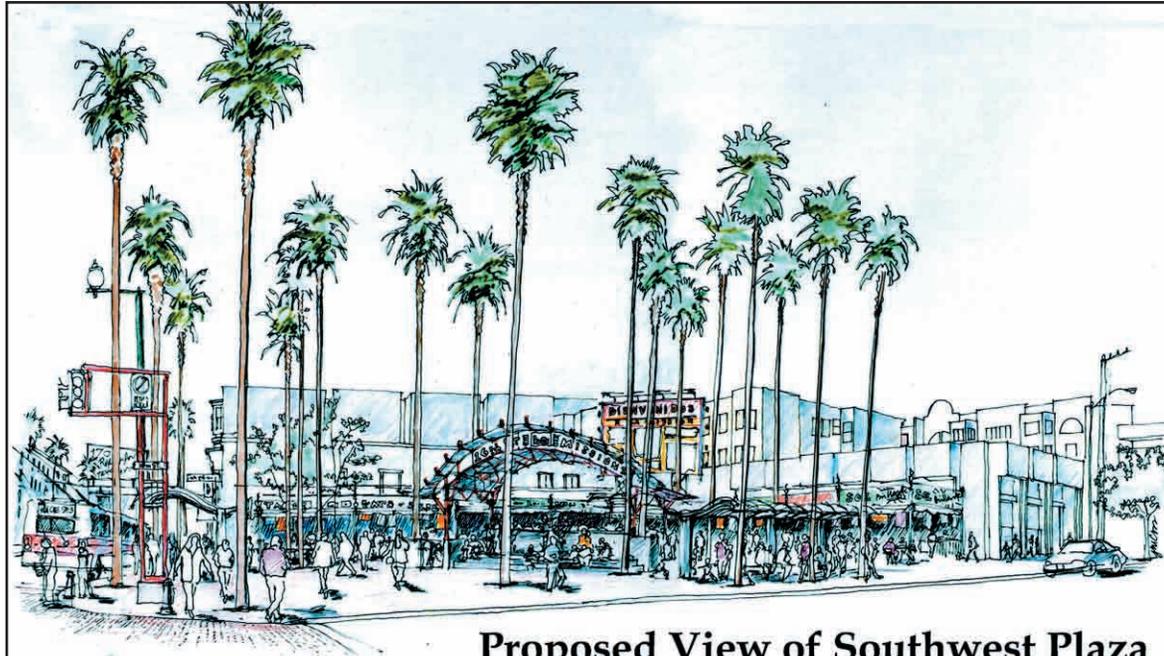
In order to accomplish this vision, the design plan begins by removing the fences and walls which obscure the entrance to BART and dominate the plazas. By reducing the size of the BART entry holes, the plan increases usable square footage on the plaza by 28%. The circular opening on the southwest side is reduced from approximately 2,000 to 500 square feet. On the northeast side, the rectangular hole is reduced from approximately 1,000 to 250 square feet.

Related to accessibility, the bus bulbs have been added to make the bus waiting areas larger resulting in less pedestrian conflicts. MUNI bus shelters have been removed and replaced with custom designed bus canopies covering the width of sidewalks. The canopies also locate additional seating along the perimeter of the plaza and are visible from the surrounding streets. This allows for better circulation, a significant improvement from the existing location of the bus shelters.

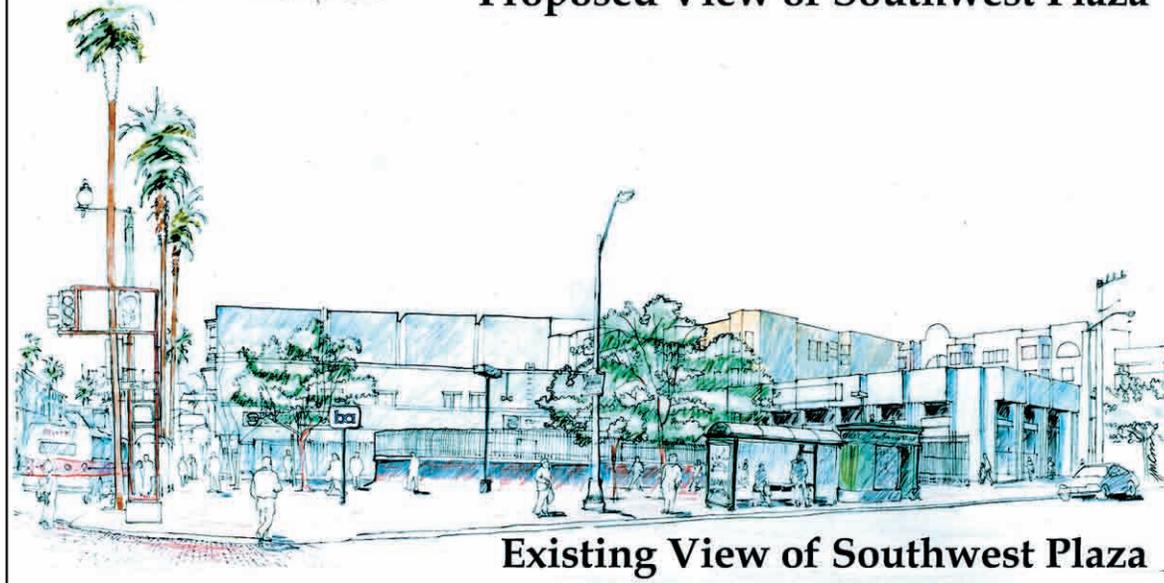
Other elements that have been removed or relocated to improve pedestrian circulation include the public bathroom and newspaper stands. Newspaper stands are relocated to permanent locations to reduce obstructions from the sidewalks. The bathroom has been relocated to a Mission Street location that does not block the flow of traffic along the sidewalk while improving the visibility of the facility.

Removing these barriers improves visibility and provides much needed space for new activities. In order to avoid creating new visual barriers, the design plan will use strong vertical elements for the structures that support the BART entry and bus canopies, and use vertical landscaping throughout the plazas.

New activities on the plaza are intended to increase public safety and create a vibrant urban space that connects with the surrounding community. Vendor stalls, outdoor seating and tables, and a new community-serving building are some of the elements that intensify plaza usage for a diversity of people. The design plan also creates opportunities to

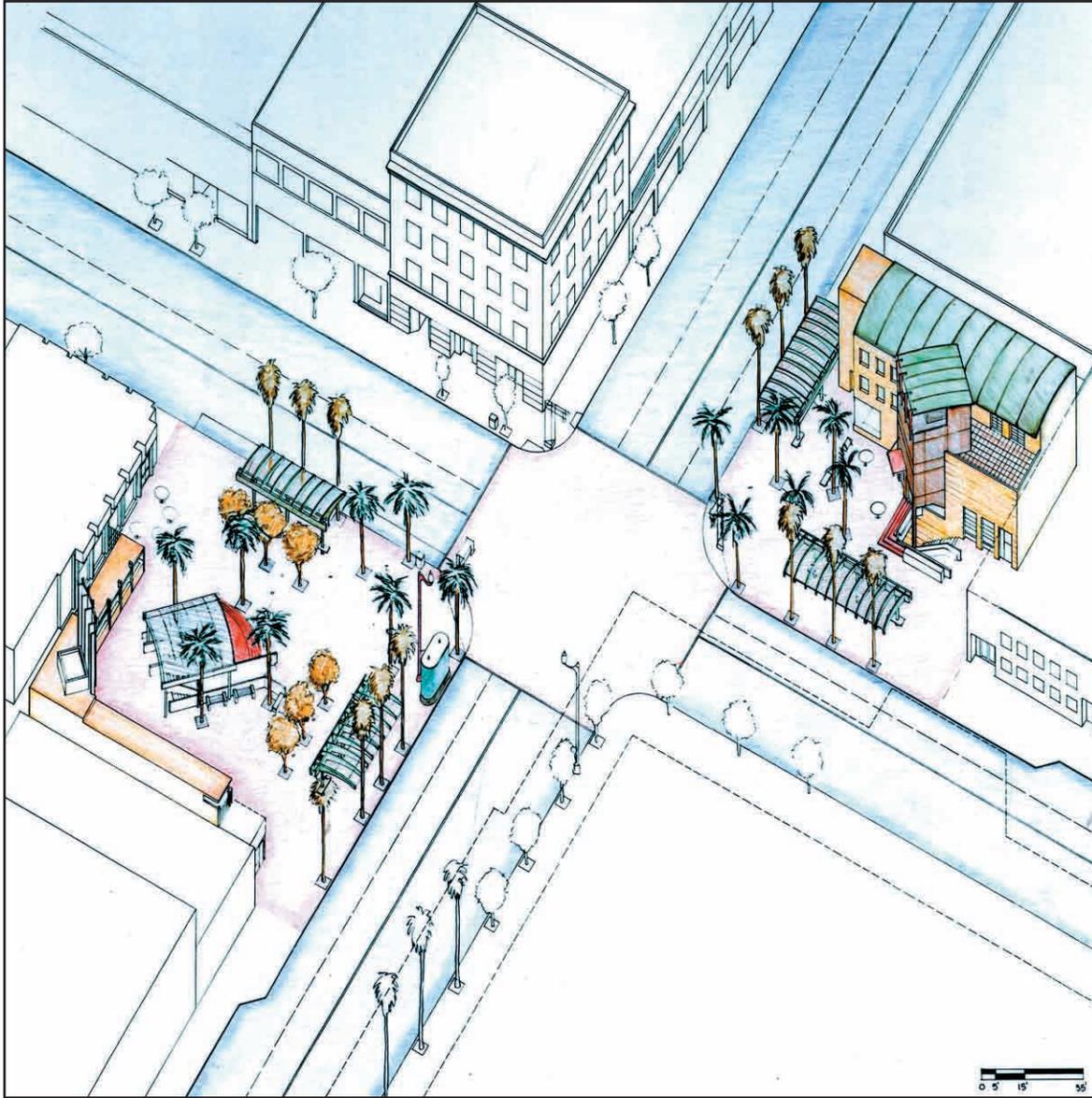


**Proposed View of Southwest Plaza**

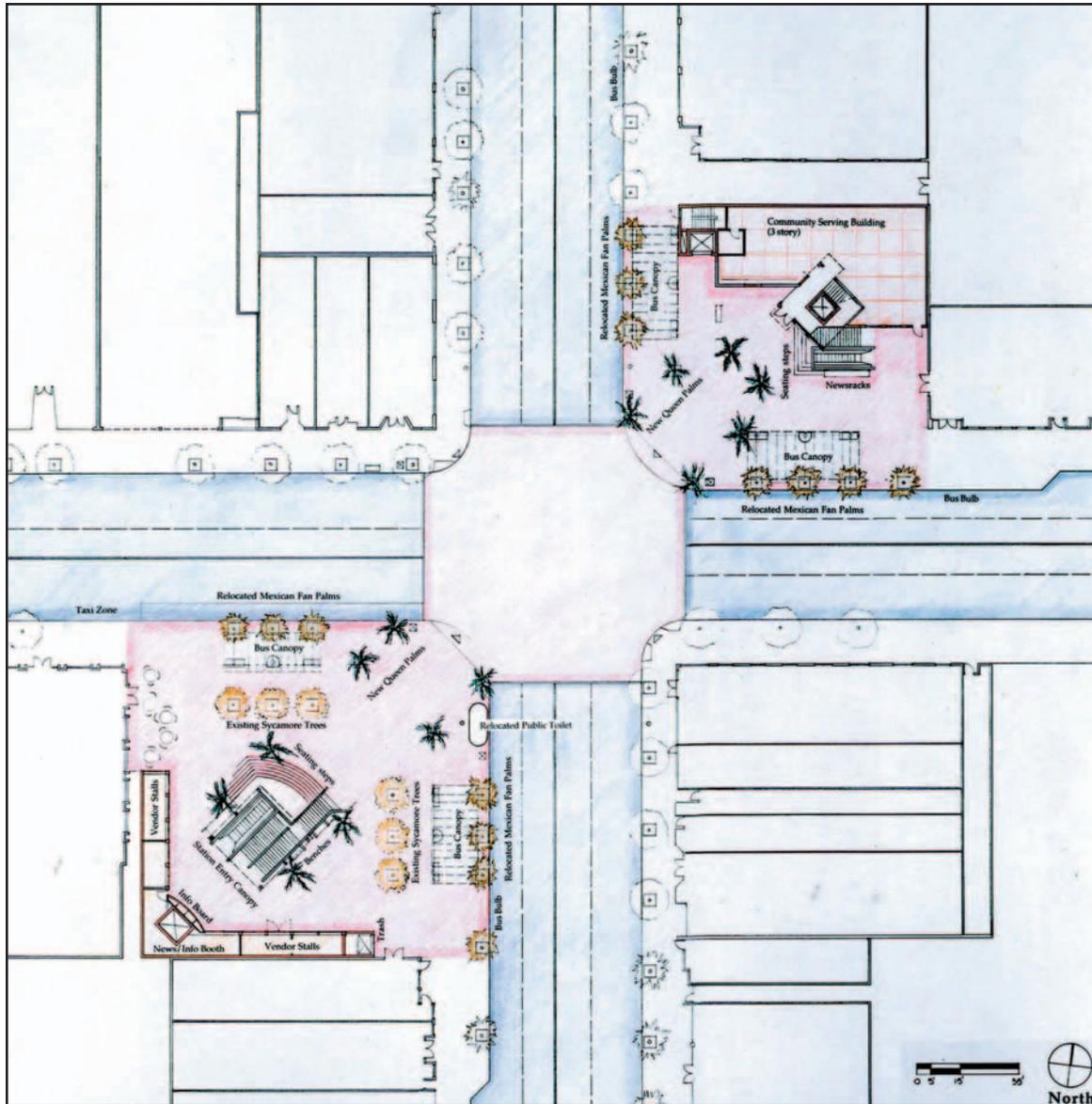


**Existing View of Southwest Plaza**





PROPOSED STATION



PROPOSED SITE PLAN

open up storefronts of the surrounding buildings for commercial activity on the plaza.

A sense of identity and connectivity between the BART plazas is enhanced by creating a stronger relationship between the plazas through the use of landscaping and diagonal crosswalks. Likewise, the community stage with sitting steps and new building on the northeast plaza are both oriented toward the intersection.

In order to create a stronger sense of place, public art will be used to communicate information relating to transit, history, and the existing surrounding neighborhood. This artwork will be incorporated throughout the various levels of the station and on the plazas.

Some key locations and ideas for art have been identified, although the actual art elements will be developed through a visioning process involving the community advisory committee, the design firm, and interested local artists (See Section 3). Ideas for public art include a community information area and sitting steps on the SW plaza, tile work or other inlaid design elements on the bus bulbs, and historical murals or exhibits on the mezzanine and loading levels of the BART station. The community



*Community art projects such as this bench abound in the Mission District*

2.3 Cost Estimates\*

| Southwest Plaza                            |         |      |            |                     |
|--|---------|------|------------|---------------------|
| Description                                | Qty     | Unit | Unit Cost  | Total               |
| Foundation                                 |         |      |            |                     |
| Excavate w/ full wall support (w/ footing) | 1       |      | \$ 5,000   | \$ 5,000            |
| Substructure                               |         |      |            |                     |
| Subexcavation footing                      | 1 LS    |      | \$ 5,000   | \$ 5,000            |
| Steel Framing (above opening) 6000 LB      |         |      | \$ 2.5     | \$ 15,000           |
| Concrete cast                              | 20 CY   |      | \$ 300     | \$ 6,000            |
| Superstructure                             |         |      |            |                     |
| Timber over opening                        | 1 LS    |      | \$ 100,000 | \$ 100,000          |
| Trussing walls                             | 2 LS    |      | \$ 4,000   | \$ 8,000            |
| Insulation Board                           | 1 LS    |      | \$ 5,000   | \$ 5,000            |
| Billboard (price as public art)            | 1 LS    |      | \$ 200,000 | \$ 200,000          |
| Gas Canopies                               | 2 LS    |      | \$ 50,000  | \$ 100,000          |
| Mechanical                                 |         |      |            |                     |
| 2 Boilers                                  | 1 LS    |      | \$ 50,000  | \$ 50,000           |
| Electrical                                 |         |      |            |                     |
| 2 Boilers                                  | 1 LS    |      | \$ 50,000  | \$ 50,000           |
| Plumbing                                   |         |      |            |                     |
| Gas & Hot                                  | 1 LS    |      | \$ 100,000 | \$ 100,000          |
| Gas & Hot                                  | 1 LS    |      | \$ 75,000  | \$ 75,000           |
| Concrete work                              | 20 CY   |      | \$ 300     | \$ 6,000            |
| Brick pavers                               | 1000 SF |      | \$ 15      | \$ 15,000           |
| Landscape                                  | 20 LS   |      | \$ 5,000   | \$ 100,000          |
| General Conditions, O & P                  |         |      |            | \$ 1,000,000        |
| Design Contingency                         |         |      | 20%        | \$ 200,000          |
| Construction Contingency                   |         |      |            | \$ 1,200,000        |
| <b>TOTAL</b>                               |         |      |            | <b>\$ 2,400,000</b> |
| <b>TOTAL DOT PLAZA</b>                     |         |      |            | <b>\$ 2,275,000</b> |

| Southwest Plaza                        |          |      |            |                     |
|--|----------|------|------------|---------------------|
| Description                            | Qty      | Unit | Unit Cost  | Total               |
| Foundation                             |          |      |            |                     |
| Excavation                             | 600 CY   |      | \$ 17      | \$ 10,200           |
| Building Foundation                    | 1000 SF  |      | \$ 12      | \$ 12,000           |
| Substructure                           |          |      |            |                     |
| Subexcavation footing                  | 1 LS     |      | \$ 5,000   | \$ 5,000            |
| Steel Framing (above opening) 10000 LB |          |      | \$ 2.5     | \$ 25,000           |
| Concrete cast                          | 20 CY    |      | \$ 300     | \$ 6,000            |
| Superstructure                         |          |      |            |                     |
| Building (complete)                    | 7000 SF  |      | \$ 150     | \$ 1,050,000        |
| Gas Canopies                           | 2 LS     |      | \$ 50,000  | \$ 100,000          |
| Interior Construction                  |          |      |            |                     |
| Indoor in "Building"                   | 1 LS     |      | \$ 15,000  | \$ 15,000           |
| Elevator                               | 1 LS     |      | \$ 50,000  | \$ 50,000           |
| Mechanical                             |          |      |            |                     |
| 2 Boilers                              | 1 LS     |      | \$ 50,000  | \$ 50,000           |
| Electrical                             |          |      |            |                     |
| 2 Boilers                              | 1 LS     |      | \$ 50,000  | \$ 50,000           |
| Plumbing                               |          |      |            |                     |
| Gas & Hot                              | 1 LS     |      | \$ 150,000 | \$ 150,000          |
| Gas & Hot                              | 2 LS     |      | \$ 75,000  | \$ 150,000          |
| Insulation work                        | 10000 SF |      | \$ 10      | \$ 100,000          |
| Brick pavers                           | 1000 SF  |      | \$ 15      | \$ 15,000           |
| Landscape                              | 10 LS    |      | \$ 7,000   | \$ 70,000           |
| General Conditions, O & P              |          |      |            | \$ 1,000,000        |
| Design Contingency                     |          |      | 20%        | \$ 200,000          |
| Construction Contingency               |          |      |            | \$ 2,100,000        |
| <b>TOTAL</b>                           |          |      |            | <b>\$ 2,300,000</b> |
| <b>TOTAL DOT PLAZA</b>                 |          |      |            | <b>\$ 2,275,000</b> |

\* Commercially available unit prices were used in managing the project.



### 3 Next Steps

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identification kiosk or bulletin board would be placed at the entrance to BART in order to orient people to the neighborhood, announce community events, and list services for residents in the area.

### **3.1 Introduction**

The success of this plan depends on the continued commitment of the various public and private partners that have already brought their expertise and resources to the project. This section of the report is intended to form the basis for a new series of agreements among these agencies and other entities necessary to implement the plan. Below is a description of future roles and responsibilities for the agencies that have partnered together to create the 16<sup>th</sup> Street BART Community Design Plan.

### **Station Area Agreement**

This plan recommends that MTC, BART, MHDC, and the SFCTA (or another designated City agency) sign a Memorandum of Agreement (MOA) establishing the roles each organization would play in implementing the improvements to the 16<sup>th</sup> BART station area. For improvements already planned or covered under separate contractual relationships, the MOA would establish how the design and timing of those improvements would be related to the overall process. In particular, the MOA should establish coordination between the 16<sup>th</sup> Street BART Community Design Plan and efforts underway by Mission Street corridor project and the 24<sup>th</sup> Street BART Transit Village. Lastly, the MOA would create a Community Advisory Committee (CAC) to consult with the public agencies.

### **Community Advisory Committee (CAC)**

A CAC would be established to ensure community guidance and support for the project. In order to accomplish this task, the CAC should include residents, business people, and non-profit agencies from throughout the Mission District. The CAC would provide community input on items such as design, community art, and commercial development.

### **Capital Funding Identification and Procurement**

The identification and procurement of capital funding will be a shared responsibility. MTC, BART, and the SFCTA would agree on a funding arrangement for the 16<sup>th</sup> Street Community Design Plan and prepare applications for individual elements of the project. Through the SFCTA and MEDA a phased funding plan will be established to include planned improvements at the 24<sup>th</sup> Street BART and along the Mission Street

Corridor.

### **Design Process**

The Community Design Plan represents the conceptual level of design for the renovated plazas and station. In order to assure consistency in the next stages of design, it would be preferable to enlist a single design team to create drawings for all of the project elements. Short of that, a single design team should be used to create a mutually agreed upon site plan and design guidelines for the overall project. Since this process would involve City and BART property (and possible private property), the design process would be overseen by a joint project team composed of representatives of the public agency partners, the CAC, and development partners.

In addition, design will be coordinated with efforts underway by Mission Economic Development Association, BART, and the SFCTA for the Mission Street Corridor Project and the 24<sup>th</sup> Street BART Transit Village.

The public art that figures prominently in the plan should be developed in conjunction with the overall design process. Ideally a local arts organization would be contracted to work with the design team to coordinate the creative process, recruit and select artists, and eventually oversee artistic production.

### **Bus Area Improvements**

The plan calls for two changes to the bus waiting areas: 1) new bus bulbs; and 2) larger bus canopies. Since the bus shelters are currently operated and maintained by Outdoor Systems, the first step in the process would be to amend the City's contract with Outdoor Systems in order to incorporate maintenance and operation of these new bus canopies. This agreement could be modeled on the arrangement for the bus shelters along the Embarcadero.

The bus canopies would need to be designed and built in conjunction with development of the new bus bulbs along Mission Street. Since the bus bulbs themselves are part of the ongoing Bus Stop Improvement Project, a development timeline and funding for bus bulbs at 16<sup>th</sup> and Mission should be established as part of the Station Area Agreement.

### **BART Station Access Improvements**

As previously noted, design of the non-commercial improvements on the BART plazas should be created as part of a coordinated design process. Assuming that funding is identified and secured, design of the access improvements for the SW plaza could move forward without a commercial developer. The design would need to be able to accommodate various types of commercial activity, ranging from portable vendors to private development on adjacent property. On the NE plaza, however, a developer should be selected before design proceeds.

At the project review meeting held by BART in February 1998, staff indicated that the final design would have to meet regulations concerning exit capacity. Staff expressed concern over reducing exit capacity or restricting future expansion, which staff suggested might be addressed by creating new access/egress along Mission Street. BART also noted that the station has a history of flooding and escalator maintenance problems, which the new canopies would presumably help. Lastly, the staff agreed that for safety reasons, it would be important to coordinate the introduction of new commercial activities with the station access improvements. In separate meetings, BART staff have suggested including bicycle storage facilities and passenger drop-off zones in the improvement plans.

### **Commercial Activities**

To the greatest degree possible the design and development of commercial space should be coordinated with the design and development process for the overall station area. Before moving forward with commercial improvements on BART property, a financial feasibility analysis will be necessary. As mentioned above, Mission Economic Development Association is currently working on the Mission Street Corridor Project, which will provide preliminary analysis of the commercial potential along Mission Street from 15<sup>th</sup> Street to 25<sup>th</sup> Street, including the two BART station areas.

For commercial development to occur on the plazas themselves, BART (or a party identified by BART) would recruit a development partner acceptable to the CAC. The development partner would work with BART and the CAC to determine the appropriate type of commercial activity on the plazas and ensure its consistency with the Community Design Plan.

In lieu of commercial development on BART property itself, development activities on adjacent properties could satisfy many of the goals of the Plan that relate to promoting more activities on the plazas. Responsible adjacent property owners could be encouraged to undertake physical improvements that connect their properties to the plaza through both design and use. In order to encourage transit supportive activities and consistency with the overall design plan, adjacent property owners could be offered incentives ranging from technical assistance and small business loans to real estate easements and financial grants.

| TYPE  | Primary Sponsor                                       | Method   | Est. Cost               | Part of HAF or other  |
|---|---|--|-------------------------|---|
| Sanitation Engineering                          | BART, HTC,<br>H-DC, SFCB,<br>City of San<br>Francisco | H-DC deals by request and provides for overall project, and<br>provides a proposal<br>Contributes half effort in many by H-DC for one<br>Development of a model, BART, as a the SFCB for the<br>H-DC San Francisco Project and the San Francisco<br>Trust College.                     | Sufficient              | Sufficient  |
| Community Sanitary<br>Committee                 | H-DC, LF  | Sanitary based committees are organized by agency and help<br>on overall project   | \$25,000-<br>\$75,000   | Part of a single team;<br>Experimentation                   |
| Engineering<br>Sanitation for<br>procurement    | HTC, BART,<br>SFCB                                    | Sanitation for procurement for a part H-DC<br>Committee as well as through H-DC and H-DC   | Sufficient              | Sufficient  |
| Design Process                                  | BART, DFW or<br>H-DC                                  | Contributes a large of all project elements<br>Sanitary project team in design public agencies and committees<br>represented as<br>Probably managed by public agency personnel<br>Link design to H-DC San Francisco Project and San Francisco<br>BART Trust College and other projects | \$100,000-<br>\$200,000 | HTC in H-DC team;<br>Experimentation<br>Local organizations |
| Sanitation Improvement                          | DFW or H-DC   | Sanitary H-DC San Francisco Sanitary Committee<br>Sanitary for a Sanitary Improvement Project  | \$25,000                | H-DC team for both; HT<br>in H-DC team                      |
| BART Sanitary<br>Improvement                    | BART  | Improvement to occur in a project based on a committee<br>Sanitary and activities  | \$2.5 million           | HTC in H-DC team; BART<br>team                              |
| Community<br>Improvement<br>Sanitary Activities | BART,<br>Development<br>Funding                       | Development of a project for a committee for a part<br>Sanitary and activities<br>Development of a project for a committee<br>Committee as well as by local organizations  | \$100,000-<br>\$100,000 | HTC in H-DC team;<br>Development by<br>Experimentation      |

# 4 Appendix

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#### 4.1 16th Street BART Plaza Survey

Surveys were conducted to determine how people are using the 16<sup>th</sup> Street BART plaza. Survey participants checked off boxes corresponding to answers to the above questions. While not taken from a random sample, the survey is a good indication to find out about frequency of use, duration, purpose, and types of activities people engage in while at the 16<sup>th</sup> Street BART area. The results include the following:

##### How often are you at the Plaza?

|                        |     |
|------------------------|-----|
| twice a day or more    | 47% |
| once a day             | 14% |
| 1-4 times a week       | 23% |
| less than once a week  | 7%  |
| less than once a month | 5%  |
| infrequently           | 5%  |

##### How long do you typically stay at the Plaza?

|                         |     |
|-------------------------|-----|
| less than 5 minutes     | 30% |
| 5 to 14 minutes         | 33% |
| 15 to 29 minutes        | 16% |
| 30 minutes to two hours | 16% |
| more than two hours     | 2%  |
| infrequently            | 2%  |

##### Why are you typically at the Plaza?

|                          |     |
|--------------------------|-----|
| to/from MUNI             | 25% |
| to/from BART             | 31% |
| walking through          | 21% |
| socialize / meet friends | 17% |
| infrequently             | 1%  |
| other                    | 5%  |

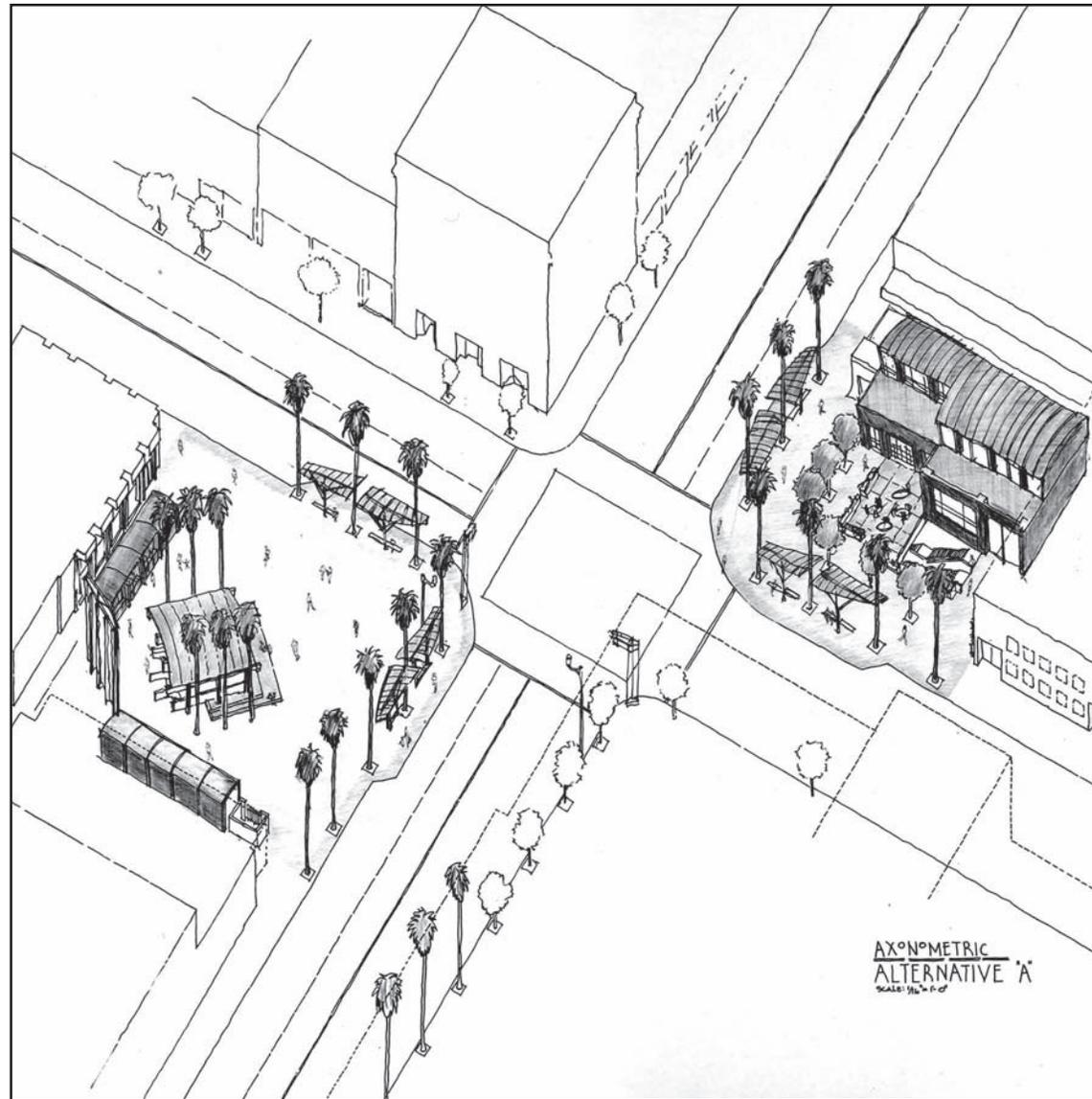
##### What do you typically do while you are the Plaza?

|                        |     |
|------------------------|-----|
| wait for transit       | 36% |
| shop                   | 17% |
| read                   | 5%  |
| people watch           | 12% |
| use toilette           | 2%  |
| socialize/meet friends | 18% |
| use infrequently       | 1%  |
| other                  | 8%  |

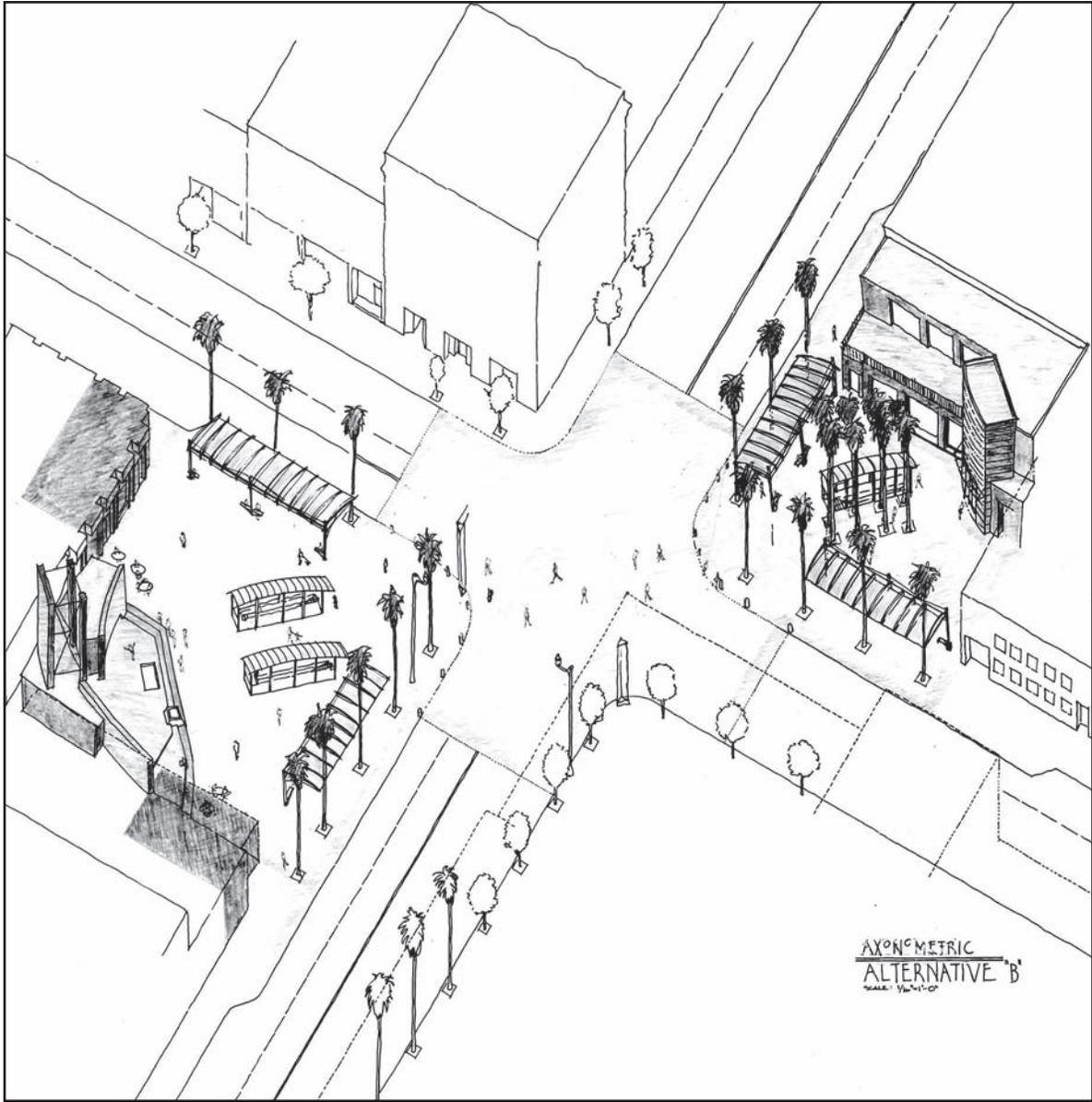
##### What types of activities would you like to see at the 16<sup>th</sup> and Mission Streets?

|                           |     |
|---------------------------|-----|
| permanent vending         | 13% |
| children playing          | 13% |
| cultural performances     | 21% |
| people watching/gathering | 15% |
| going to the market       | 11% |
| eating in the plaza       | 20% |
| other                     | 7%  |

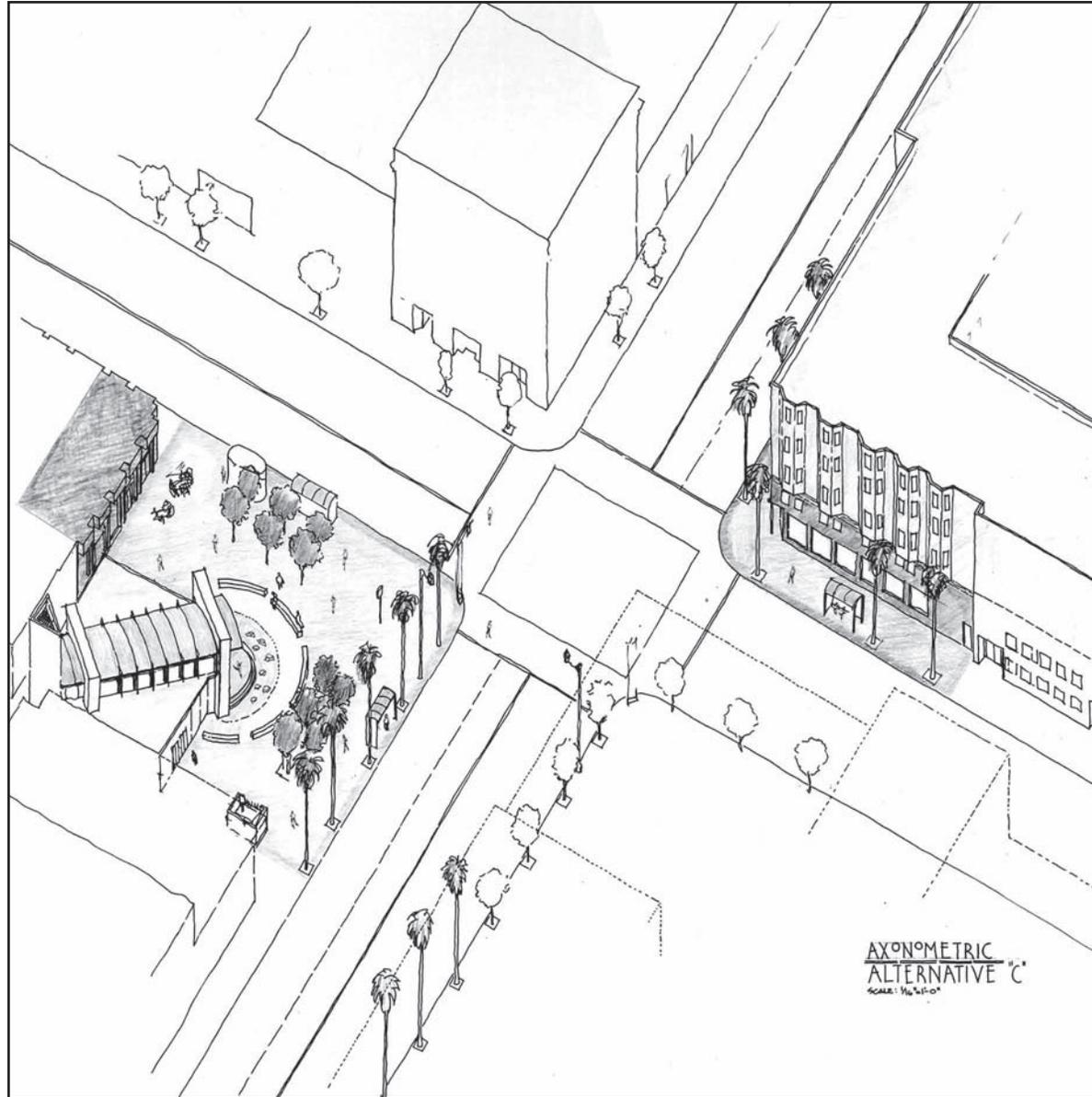
4.2 Workshop Alternatives



ALTERNATIVE "A"



ALTERNATIVE "B"



ALTERNATIVE "C"





## **Acknowledgements**

Our thanks to all the people in the Mission District that volunteered their time on weekends and nights to participate in this planning process. Unfortunately there isn't enough space to list everyone, but special thanks go to the members of Mission Agenda, Clarion Alley Mural Project, the MUNI Access Task Force, the Rose Resnick Lighthouse for the Blind, the residents of Notre Dame Plaza, and the Youth in Action from St. John's Education Threshold Center for organizing and participating in focus groups in the early stages of this planning process.

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