



SAN FRANCISCO PLANNING DEPARTMENT

November 17, 2016

Rafael Mandelman, Board of Trustees President
Thea Selby, Board of Trustees Vice President
Amy Bacharach, Trustee
Brigitte Davila, Trustee
Steve Ngo, Trustee
Alex Randolph, Trustee
John Rizzo, Trustee
Bouchra Simmons, Trustee
City College of San Francisco
50 Phelan Avenue
San Francisco, CA 94112

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

Reception:
415.558.6378

Fax:
415.558.6409

Planning
Information:
415.558.6377

Re: CCSF Facilities Master Plan Draft Preferred Option

Dear President Mandelman and Board of Trustees,

The San Francisco Planning Department is pleased to support the City College of San Francisco (CCSF) in its efforts to create a Facilities Master Plan (FMP) that furthers the College's educational mission and deepens its connections to the communities it serves. We are fully committed to continuing our partnership with CCSF to help you fulfill the College's mission and return to full enrollment.

Planning Department staff, in coordination with staff from SFMTA, OEWD, SFPUC, the Recreation & Parks Department, and BART, has submitted written comments throughout the FMP process and I want to acknowledge and commend the work of the CCSF master planning team. The FMP Draft Preferred Option (presented at the CCSF Workshops on November 1 and 2, 2016, and at the CCSF Board of Trustees on November 17, 2016) incorporates many of the recommendations provided on earlier draft options to the master planning team from the public, CCSF community, and City agencies. In response to the Draft Preferred Option, City staff has submitted additional written comments to CCSF staff representing the collective feedback of multiple agencies in a memo attached to this letter. The Planning Department and its partner agencies encourage CCSF to continue to incorporate designs, strategies, and policies into the FMP that reflect existing community-based plans and City policies.

In general, the Planning Department strongly recommends that plans for City College's Ocean Campus and its Centers be considered holistically as part of the City fabric and within the context of the neighborhoods where they are located. More specifically, the paragraphs below provide a high level summary of these recommendations and the comments submitted to CCSF staff.

Access, Parking, and Transportation Demand Management (TDM)

Access to the Ocean Campus is of vital importance to both CCSF and the City, and will require a range of transportation choices for students and employees. In order to support affordable access for students, reduce high levels of roadway congestion, and reduce the burden of financing and operating parking, the City urges CCSF to make transit, biking, walking, and shuttles more attractive and shift mode share

towards these options. For example, as Ocean Campus is served well by several transit lines, CCSF could partner with transit agencies on programs like a student transit pass, creating more affordable transportation options for students.

To realize CCSF's Sustainability Plan objectives and other transportation goals, the City recommends that CCSF implement Transportation Demand Management (TDM) strategies that reduce short- and long-term parking demand. Strategies could be included in the FMP, in a concurrent process, or an effort immediately following the FMP. TDM measures include standard practices that optimize parking resources while reducing capital expenditures that could be allocated elsewhere, such as educational facilities that directly support CCSF's educational goals. CCSF has stated that it anticipates maintaining or increasing the number of parking spaces associated with the campus as on- and off-campus surface parking is replaced with buildings. This level of parking provision would have negative consequences for neighborhood congestion—there is a demonstrated relationship between the provision of on-site parking and the amount of driving to that site—and at \$50,000 to \$80,000 per space, the cost required for such a proposal would be enormous. For a fraction of the cost, CCSF can implement a suite of transit incentives, parking management measures, and other TDM strategies that help lower parking demand, congestion, and the visual impact of parking structures, while still providing adequate parking for members of the CCSF community who need it.

Urban Design

The location of the Ocean Campus on the vibrant Ocean Avenue commercial corridor and within San Francisco's urban neighborhoods requires careful consideration of the interface between the campus and its surrounding context. Currently, the campus has a tenuous and inconsistent physical relationship to its neighbors and to city streets, with large setbacks, underutilized public spaces, and surface parking being the predominant pattern, particularly along Ocean and Phelan Avenues. The City urges CCSF to recognize its role as a gateway to the neighborhood in order to foster a vibrant, safe, and friendly pedestrian environment utilizing the following strategies:

1. Locating future buildings close to the sidewalk;
2. Programming these buildings with ground-level, street-facing active uses;
3. Increasing pedestrian access and connections to campus from the surrounding neighborhoods; and,
4. Designing campus open spaces with active uses in mind, particularly when located along public rights of way.

The current draft of the FMP shows progress on items 1 and 3 above, and the City looks forward to seeing how the rest of these strategies can be adopted as the plan is further fleshed out in the coming months. Furthermore, it is recommended that the FMP include strong and specific urban design intent—and potentially design guidelines—to ensure that the Plan's design vision is implemented as intended.

Ocean Avenue

As a primary gateway for both the Ocean Campus and the neighborhood, Ocean Avenue plays a key role in both CCSF and City planning efforts. In 2015, the Planning Department, in cooperation with multiple City agencies and with community input, completed the [*Ocean and Geneva Corridor Design*](#) plan, which articulates a streetscape design and multi-modal access vision for the Ocean corridor. The preferred

“expanded roadway” alternative would significantly improve pedestrian and bicycle connectivity and safety to City College. In addition to making the journey to City College more enjoyable, the design can help San Francisco reach its [Vision Zero](#) goal of eliminating traffic deaths by 2024.

The preferred option, which was vetted by CCSF as part of the community outreach process, would require a public bicycle lane and pedestrian way on CCSF property along Ocean Avenue. Given the unsafe conditions currently found on Ocean Avenue and the vital importance of the street for campus access, the City urges CCSF to incorporate the recommendations of the *Ocean and Geneva Corridor Design* plan “expanded roadway” alternative into the FMP.

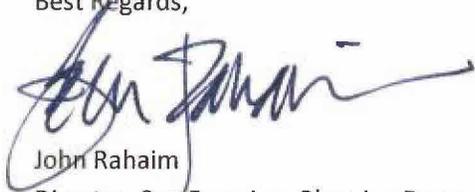
Balboa Reservoir Development Access & Interface

With SFPUC’s Balboa Reservoir property slated for development in the coming years, the City urges CCSF to describe in the FMP how the College’s development west of Phelan Avenue will interact with the proposed Reservoir development. The more clarity the FMP can provide about City College’s vision for its physical interface with the Balboa Reservoir project site, the more sensitive to City College the Balboa Reservoir developer can be.

While the design of the Reservoir site has not yet begun, roadway access to the Reservoir site is a critical element that needs to be considered now as part of CCSF’s master planning process. The current draft of the FMP indicates only a single point of ingress/egress to the Reservoir site from Phelan Avenue adjacent to Riordan High School, over which the City already has an access easement. The City urges that the FMP indicate additional preferred locations for roadway access from Phelan Avenue to the future Lee Avenue extension. The City understands that the creation of any such additional roadways on property owned by City College would be subject to the July 28, 2016 Board of Trustees resolution on Balboa Reservoir.

The Planning Department and our partner agencies are thrilled to be working with CCSF to articulate a vision for City College and its continued legacy in San Francisco. Please do not hesitate to reach out to me or my staff if you have any questions.

Best Regards,



John Rahaim
Director, San Francisco Planning Department



SAN FRANCISCO PLANNING DEPARTMENT

CCSF Facilities Master Plan Update

Consolidated City Agency Comments on Draft Preferred Option (7. Nov. 2016)

The following comments represent feedback collected from staff at the Planning Department, OEWD, SFMTA, SFCTA, Rec and Park, and SFPUC on CCSF's Draft Preferred Facilities Master Plan (FMP) Option for the Ocean Campus. The comments are in response to the draft presented to the FMP Working Group on October 25, 2016 (attached as the last page of this document).

Campus Access, Parking & Transportation Demand Management (TDM)

1. In general, proposed changes to the campus along the borders with Ocean and Phelan will likely encourage greater pedestrian activity along these streets, which the Planning Department and SFMTA support. It is important to ensure that changes are made with an eye to safety, however, to ensure there is adequate space for pedestrians on sidewalks and that street crossings are easy and safe. The opening up of the NE corner of Ocean and Phelan, as "City College Plaza" or a Front Door to the campus, will dramatically change the flow and volume of pedestrians at this complicated intersection, and there must be careful planning and coordination with SFMTA when doing so. Indeed, the redesign of certain pedestrian corridors on campus must be done with an eye to how this will affect pedestrian crossings.
2. Before proposing parking facilities based on an assumed parking demand, it is recommended and standard practice to first consider policy, program and pricing measures that reduce demand for parking and optimize existing parking resources at the campus. Without such measures (commonly referred to as Transportation Demand Management, or "TDM"), CCSF risks excessive capital expenditures that could be allocated to elsewhere, such as classrooms or other expenditures that directly support educational goals. CCSF has stated that it anticipates that existing parking will be replaced at approximately a 1:1 ratio; however, at \$50,000 to \$80,000 per space, the cost of the parking structures required for this proposal would be enormous, and likely infeasible from both a design and financial perspective. The City urges CCSF to move forward with campus plans and consider a suite of parking management and TDM measures that, for a fraction of the cost, can reduce parking demand, congestion and the visual impact of parking structures (see comment #3).
3. CCSF's efforts to minimize the visibility of parking from public rights of way and to better distribute parking around campus are commended. It is recommended that CCSF identify additional distributed parking locations to (1) better minimize parking-related congestion and (2) have a contingency plan in case it is not feasible to create adequate auto access to the eastern parking location.
4. CCSF should work with SFCTA and Caltrans to determine feasibility of the proposed new driveway just west of the I-280 off-ramp. Bob Masys, Senior Engineer at SFCTA (bob.masys@sfcta.org, 415-522-4835), has indicated that the proposal would face substantial obstacles, including:
 - Regrading and/or retaining walls would likely be needed;
 - Left turns may not be possible at that location due to conflicts with the light rail;

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

Reception:
415.558.6378

Fax:
415.558.6409

Planning
Information:
415.558.6377

- The location encroaches on Caltrans property; and
 - Overall proximity of the intersection to other intersections is problematic and may need Caltrans and SFMTA approvals of variance from standards.
5. Where is the proposed access for below grade parking at Student Service Building? Please include conceptual-level access scheme.
 6. As consistent with San Francisco Planning Code (Sections 145.1 and 155), the General Plan, the Balboa Park Area Plan, and the forthcoming Urban Design guidelines, CCSF should incorporate active uses on the Phelan-facing ground floor of the parking structure proposed between the Arts Complex and Riordan High School; minimize frontage dedicated to parking and loading on all sides; and design structures to minimize conflicts with pedestrians and cyclists.
 7. The ingress and egress to the parking structure proposed between the Arts Complex and Riordan High School presents a potential conflict with the future bike facility on the Lee Avenue extension and E-W connector to Phelan Ave. Future circulation, parking design and access should be closely coordinated with SFMTA.
 8. Where new parking structures are considered, design them so they can be adaptively reused for other uses in the future, when parking demand is lower.
 9. The Muni pedestrian bridge across Ocean does not appear to be included in the plan. Does CCSF have a position on whether it should be retained or demolished?
 10. Pedestrian and bike access to campus along Havelock Street is currently deficient. What improvements does CCSF envision to improve access on the south side of the street along its property line?
 11. What improvements does CCSF envision to improve pedestrian conditions on the south side of Judson Avenue, particularly in front of the Horticulture Complex and the open space north of the soccer field?
 12. Does CCSF propose any improvements at the intersection of Judson and Phelan that could both improve pedestrian safety and highlight the location as the northern gateway to campus?
 13. Please provide a circulation diagram showing proposed access routes for autos, bicycles, and pedestrians; it should include known facilities on city-owned streets that are planned for completion within the time horizon of the FMP.

Ocean Avenue Streetscape/Frontage

1. CCSF's efforts to pursue design solutions that create a welcoming and pedestrian-oriented frontage on Ocean Avenue are appreciated.
2. While acknowledging the grade challenges along Ocean, it is recommended that the Student Service building at Ocean/Phelan corner be located closer to the street on both the western and southern sides. As the gateway to campus, this building should have a prominent placement on the corner and should complement the dominant zero lot line pattern of the rest of the Ocean Avenue corridor.
3. Completing the north/south access via the "College Walk" is a welcome design gesture and has the potential to create a strong gateway to the campus, especially for those arriving by Muni.

Note that providing greater definition of this access will necessitate coordination with SFMTA to determine whether crosswalks at Judson and Ocean are required.

4. The Planning Department strongly requests that City College incorporate the *Ocean and Geneva Corridor Design* “expanded roadway” design for Ocean Avenue into the FMP, including the widening of the Ocean Avenue right of way into City College property. This concept would directly benefit City College students and employees by increasing sidewalk widths along Ocean Avenue, improving pedestrian and bicycle safety, and enabling MUNI boarding islands at Howth Street. The Ocean and Geneva Corridor Design project was developed over the course of several public meetings from 2012 to 2014 with strong community support and City College participation. View the design here: <http://sf-planning.org/ocean-avenue-corridor-design>
5. As a complement to comment #4 above, it is recommended that CCSF and SFMTA coordinate to determine what improvements could be incorporated along the Ocean Ave frontage to integrate with transit service. The “Ocean Gateway” could possibly be used as an integration point for the multiple transit lines that travel on Ocean Avenue.
6. The intersection of Ocean Avenue/Phelan Avenue/Geneva Avenue currently has a skewed alignment, resulting in inefficient operations and congestion. It is recommended that City College work with SFMTA to determine if modifications to the site could be accommodated that would allow for a realignment of this intersection. If the “City College Plaza” feature is retained in the final plan, MTA would then more seriously consider a reconfiguration that would move the existing K line platforms further west directly adjacent to the proposed new City College plaza/ campus entrance.
7. City College should work with the SFPUC to document the heretofore undocumented water pipeline that the SFPUC relocated to accommodate the construction of the City College Wellness Center so the construction of new buildings does not negatively impact the pipeline.

Balboa Reservoir Development Access & Interface

1. In relation to the Balboa Reservoir development, work with City to identify potential street routes, pedestrian pathways, bike routes, and development interfaces. The City is concerned that the draft preferred option removes a vehicular entry point, limiting access to the west of Phelan to only a single means of vehicular ingress/egress (as shown between the proposed parking structure and Riordan High School). The Planning Department requests consideration of a second ingress/egress further south and coordination with SFMTA.
2. CCSF is urged to describe in the FMP how the College’s development west of Phelan Avenue will interact with the College’s new neighbors further west. The more clarity the FMP can provide about City College’s vision for its physical interface with the Balboa Reservoir project site, the more sensitive to City College the Balboa Reservoir developer can be.

Phelan Avenue & West Campus

1. Over the course of the planning process, CCSF has described a vision for Phelan Avenue in which the street is transformed into a pedestrian-oriented seam that stitches the east and west sides of the campus together. The City supports this general concept. When describing Phelan Avenue in the FMP, it is recommended that CCSF provide specific examples and precedents for the kinds of pedestrian enhancements that are desired.
2. Consider ways to activate the east side of Phelan on/adjacent to the sloped ceremonial open space.
3. The gesture of completing the Cloud Walk circle west of Phelan is potentially an effective way to tie all the primary academic buildings together. Consider moving the crosswalks at Phelan and Cloud Circle so that they align with the circle, rather than making people walk out of their way to cross Phelan.
4. The removal of the parking lot between the MUB and Phelan, as shown, is highly encouraged. Consider reducing the setback of the proposed Arts Complex and Parking Structure in order to provide a more active and pedestrian-oriented frontage on Phelan (e.g. in line with the façade of Riordan High School). If setback is maintained as proposed, provide active uses and specific guidance on the design of the public space between the front façade of the buildings and the street. As a critical community-facing frontage, it will be important to have a strong concept in the FMP describing this interface.
5. City College should address its encroachment on SFPUC property at the Balboa Reservoir at its earliest opportunity.
6. Can you provide more detail on the layout and loading area for the Child Development Center adjacent to Phelan Loop? Double parking is usually an issue at schools, daycare, etc.—ensuring that this would not impact Phelan Loop operations is important.

Other Urban Design Recommendations

1. It is strongly recommended that the FMP include guidelines that address the design of the campus's public spaces and open space areas. The draft plan includes many new public and open space areas and their design will be critical in ensuring a vibrant public realm, both within the campus itself and at the interfaces between the campus and public streets/surrounding neighborhoods.
2. In general, it is recommended that CCSF consider utilizing buildings to overcome access challenges due to steep grades on campus (ie buildings that have entrances at multiple grades connected by elevators). Particularly along Cloud Circle, Ocean Avenue, and the east side of Phelan Avenue.

Rec & Park Property

1. The CCSF tennis courts are currently on Rec and Park property. Converting such property to non-recreational purposes such as a corp yard or parking is prohibited without a ballot measure.
2. It appears that the portion of the RPD property just south of the tennis courts is currently being used as a campus maintenance/storage facility. As part of the FMP, is recommended that CCSF consider ways to convert this southern area to recreational purposes, as is required in the RPD resolution granting CCSF use of the property.
3. Please connect with Stacy Bradley at RPD for additional information. (stacy.bradley@sfgov.org, 415- 575-5609)

