



SAN FRANCISCO PLANNING DEPARTMENT

TRANSPORTATION STUDY SCOPE OF WORK *ACKNOWLEDGEMENT AND APPROVAL*

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Date: May 22, 2017

Transmittal To: Fehr & Peers, Transportation Consultants

The proposed scope of work for Alcatraz Embarkation Facility – Pier 31-1/2, Case No. 2017-000188ENV, dated May 16, 2017 is hereby

- Approved as submitted
- Approved as revised and resubmitted
- Approved subject to comments below
- Not approved, pending modifications specified below and resubmitted

Signed: Shari George
Transportation Planner

Julie Moore
Environmental Review Planner

Note: A copy of this approval and the final scope of work are to be appended to the transportation study. The Department advises consultants and project sponsors that review of the draft transportation report may identify issues or concerns of other City agencies not addressed in the scope of work hereby approved, and that the scope of work may need to be modified to accommodate such additional issues.



**ALCATRAZ EMBARKATION FACILITY – PIER 31-1/2
TRANSPORTATION CIRCULATION MEMORANDUM
SCOPE OF WORK**

Fehr & Peers has developed this scope of work to prepare a Circulation Memorandum for the establishment of a more permanent location for the Alcatraz Ferry Embarkation Facility in San Francisco, at Pier 31-1/2 (Proposed Project). While this is also the current location of the embarkation facility, the proposal would convert the site into a more permanent structure, with enhanced interpretive exhibits and concessions. The proposal would also establish a second dock and gangway to provide for a third berth at Pier 31-1/2, which would increase the site's operational capacity and provide visitors the opportunity to visit other park sites within the Golden Gate National Recreation Area, including a limited ferry service to Fort Baker.

Fehr & Peers has tailored this scope of work based on the San Francisco Planning Department's previous guidance on Circulation Memoranda and our understanding of the somewhat unique operations of this site. The scope of work is divided into the following tasks:

Task 1 – Scoping and Project Description

We understand the project sponsor has already compiled relatively detailed information regarding the proposed site layout and both existing and proposed operations. We expect the project sponsor will provide this information to the Planning Department as part of their project application submittal.

The circulation memo will include a summary of this Project Description, including a characterization of existing and proposed operations of the site, including the types, amounts, and location of both uses and transportation-related features, such as loading zones, curb cuts, driveways, access points, and parking. We will include a site plan showing these features.

Fehr & Peers will meet with the City team for a kick-off meeting to review this scope of work and other project details. Following this meeting, Fehr & Peers will revise this scope per Planning's comments. Changes to the scope of work as requested by Planning may necessitate a change to the proposed fee.

Task 2 – Data Collection

Fehr & Peers will quantitatively and qualitatively assess conditions immediately surrounding Pier 31-1/2, as described below. We will also include a brief qualitative discussion of transportation and circulation conditions in Fort Baker, particularly as they relate to circulation between the ferry landing in Fort Baker and the Fort Baker conference center.

Parking and Traffic Circulation: Fehr & Peers completed a Transportation Impact Study (TIS) for the National Park Service in 2013 that evaluated conditions around three potential sites for the Proposed Project, including the Pier 31-1/2 site that is the subject of this circulation study. The traffic and parking demand counts used for that study were collected between 2011 and 2012. While we do not expect to conduct vehicle level of service calculations as part of this effort, we will collect new weekday AM and PM peak period intersection turning movement counts at the intersections of Embarcadero / Bay Street and Embarcadero / Sansome Street / Chestnut Street to better understand conditions immediately adjacent to the project site and to generally gauge how much traffic volumes in the overall study area from the 2013 TIS have changed. The circulation memo will include a figure showing the location of these intersections.

The 2013 TIS included a robust parking data collection effort. We will supplement this work and conduct qualitative “spot-check” observations at two adjacent parking facilities on one weekday to compare supply and demand under current conditions with those observed in the 2013 TIS.

Fehr & Peers will observe the existing curb space along the Proposed Project’s frontage. We will qualitatively observe pick-up/drop-off activity from private autos, tour busses, shuttles, and TNC’s, including the extent to which those passenger and freight loading operations affect bicycle and pedestrian facilities along the Embarcadero. We will also observe off-street loading and parking within the project site. We will describe the access to the off-street parking and loading within the project site, and the level and type of activities that occur on a typical day.

We will record our observations of drop-off and pick-up operations, tallied in fifteen-minute periods during two two-hour weekday periods, from 11 AM – 1 PM and from 4 PM – 6 PM.

Transit: Fehr & Peers will describe existing local transit service and transit operations within a quarter mile of the site, and will describe the nearest transit stop for each route. Fehr & Peers will also document and describe planned changes to transit service in the area, including changes under Muni Forward, if applicable.

Pedestrian/Bicycle: Fehr & Peers will conduct field observations to provide a qualitative assessment of pedestrian and bicycle conditions near the project site. Bicycle conditions will be described as they relate to the project site, including type and location of bicycle facilities, existing bicycle parking (if present), streets with grades above 15 percent and a qualitative discussion of hazards (e.g., passenger loading from private autos, TNCs, or tour buses blocking bicycle facilities). Fehr & Peers will summarize proposed changes in the study area identified in the 2009 San Francisco *Bike Plan* or other pertinent plans identified by the City. Pedestrian conditions will be described as they relate to hazards at key crossing locations near the project site, pedestrian routes between the Proposed Project and adjacent transit stops, right-of-way conflicts, general pedestrian volumes (as summarized in the 2013 TIS) and compliance with ADA requirements.

Fehr & Peers will describe pedestrian conditions around the ferry landing in Fort Baker and the primary travel paths between the ferry landing and the Fort Baker conference center.

Emergency Service Access: We will include a qualitative description of emergency vehicle access to and from the Proposed Project site.

Task 3 – Document Existing Conditions

Using the data collected in Task 2, Fehr & Peers will document existing street traffic, circulation, parking, pedestrian, bicycle, loading, and transit conditions in the vicinity of the project site, including:

- Quantitative and qualitative discussion of existing traffic circulation, including a visual representation of observed vehicle queues during peak periods.
- Documentation of curb usage and restrictions during ferry operational periods at the Embarcadero frontage to the site.
- Quantitative and qualitative discussion of parking conditions on site and surrounding the site, based on the data in the 2013 TIS and the updated counts and observations collected in Task 2.
- Discussion of current loading conditions along the site frontage during the observation periods described in Task 2.
- A qualitative discussion of transit service within the study area, including transit routes and stops within the study area.
- A qualitative description of existing and proposed San Francisco bicycle facilities along the existing and proposed City bicycle network.

- A qualitative description of pedestrian facilities in the vicinity of the Proposed Project.
- A qualitative description of emergency access considerations in the vicinity of the Proposed Project.

Task 4 - Determine Project Travel Demand

Trip Generation, Distribution, and Mode Split: Fehr & Peers collected a detailed visitor survey of existing Alcatraz visitors in 2012 to understand a variety of visitor transportation choices, including mode split. We will summarize existing usage to and from the site and forecast the total number of new person-trips generated by the Proposed Project, by mode, on a typical weekday during the AM and PM peak hours. Travel demand for the Proposed Project will be forecast based on the trip generation data and methodologies described in the 2013 TIS. We will meet with Planning Department staff to review and confirm the 2013 TIS methodology prior to beginning any work based on these forecasts.

Parking/Loading Demand: Fehr & Peers will forecast the increased parking and loading demand associated with the Proposed Project, based on analysis described in the 2013 TIS.

Task 5 – Circulation Analysis & Recommendations

Traffic Circulation and Queuing: Fehr & Peers will qualitatively discuss the traffic conditions surrounding the project site and the project's potential effects on those conditions, in terms of increases to vehicle congestion along the Embarcadero, as well as the extent to which observed on-site freight and passenger loading or pick-up/drop-off hazards affecting traffic, transit, bicycles, or pedestrians observed at the site may be exacerbated by the Proposed Project. We will discuss the extent to which the Proposed Project includes changes to the public right of way, and if so, the extent to which those changes may create hazards for circulation. We will also discuss the extent to which project-related trips – particularly those who use the new Fort Baker ferry service – may affect circulation within Fort Baker and Sausalito.

Fehr & Peers will also include a brief discussion of the Proposed Project's effect on VMT and traffic hazards. Because the Proposed Project is neither substantially changing uses nor including major changes to the configuration at the site or surrounding transportation facilities, we expect this discussion to be relatively brief and qualitative.

Transit: Fehr & Peers will qualitatively discuss general transit operations and conflicts near the project site and present findings on the effect of the Proposed Project on operations. In particular, we will focus on the operations of the existing Muni E Embarcadero and F Market & Wharves streetcar line on the Embarcadero, and their nearest stops, near the intersection of the Embarcadero / Sansome Street / Chestnut Street.

Bicycle/Pedestrian Conditions: Fehr & Peers will qualitatively assess pedestrian and bicycle conditions near the project site, including potential hazards between project-generated vehicle traffic and pedestrian and bicycle circulation, as well as hazards between both bicycles and pedestrians. We will also discuss the adequacy of primary pedestrian paths between the ferry landing in Fort Baker and the Fort Baker transit center to accommodate ferry passengers.

Parking: Fehr & Peers will conduct a parking analysis for the Proposed Project by comparing existing parking conditions (as updated from the 2013 study based on the data collected in Task 1) to the estimated demand generated by the Proposed Project. Deficiencies will be quantified and discussed in relation to the effect on the parking supply in the area surrounding the project and whether they result in hazards that affect traffic, transit, bicycles, pedestrians, or significant delays affecting transit.

Emergency Service Access: Emergency service access will be described qualitatively, and discussed in the context of the traffic and circulation observations.

Construction: Fehr & Peers will assess the extent to which proposed construction activities at the site would affect all modes of transportation. We will base this analysis on information regarding the magnitude and duration of various construction activities provided to us by the Project Sponsor. The assessment will include the potential for construction staging within the public right of way.

Cumulative: Fehr & Peers will qualitatively assess the potential for cumulative projects in the area to create additional transportation conflicts associated with the Proposed Project through travel demand and transportation network changes. The assessment will include a discussion about the proposed Embarcadero Enhancement Project, which aims to provide enhanced bicycle and pedestrian facilities along the corridor. The memo will include a discussion of major projects in the vicinity of the Proposed Project that are likely to affect cumulative conditions. We will work with the Planning Department to define the specific projects that should be mentioned in the

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assessment. Each section listed under Task 5 (i.e., traffic, transit, bicycle, pedestrian, loading/parking, emergency services, construction) will be addressed qualitatively.

Develop Improvement Measures: Fehr & Peers will work cooperatively with Planning and/or SFMTA staff to develop improvement measures, if necessary, including potential transportation demand management strategies, to improve operations adjacent to the Proposed Project site.

Task 6 – Prepare Circulation Letter Report

Administrative Draft: Fehr & Peers will prepare an Administrative Draft Circulation Report, incorporating data, analysis, and conclusions from the above tasks. Fehr & Peers will present draft results for review by the San Francisco Planning Department, via a teleconference or in-person meeting, at least two weeks prior to submittal of the Administrative Draft 1. The Draft Report will be submitted for review by Planning two weeks after the occurrence of the preliminary review meeting. Technical appendices including background information used in the analysis will be submitted to the Planning Department with the Administrative Draft Letter Report.

Second Draft: Fehr & Peers will incorporate one round of consolidated comments from the City agencies, and prepare a second draft report. Comments from the City requiring additional technical analysis will be completed under an additional scope and fee.

Final Draft: We will incorporate the Planning Department Environmental Planning staff's comments on the second draft report into a final letter report for City approval.

Task 7 – Meetings

Fehr & Peers will attend up to four meetings with City Staff, including the scoping meeting described in Task 1 and a methodology meeting to be held to discuss and confirm the methodology for forecasting travel behavior at the site with the Proposed Project. Meetings could be with the Project Team and/or the Planning Department or other City agencies.

SCHEDULE

We will prepare and submit the Preliminary Draft 1 Report within eight weeks of approval of this scope by the San Francisco Planning Department. Schedule to prepare and provide subsequent iterations of the technical memorandum will be subject to timeliness of review by San Francisco Planning Department and Project Team staff.

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Fehr & Peers will provide this schedule via email to the San Francisco Planning Department following scope approval. Fehr & Peers will also provide an updated schedule following any changes to that schedule.

A handwritten signature in black ink, appearing to read "Michael D. Burt". The signature is written in a cursive style with a horizontal line extending from the end.