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Compliance with Article 10 Standards Case Report

HEARING DATE: JANUARY 21, 2015

Filing Date:	November 12, 2014
Case No.:	**2014-001363COA**
Project Address:	**MID-BLOCK CROSSWALK, DR. CARLTON B. GOODLETT PLACE BETWEEN MCALLISTER AND GROVE STREETS**
Historic Landmark:	Civic Center Landmark District
Zoning:	P (Public) 80-X and OS (Open Space) Height and Bulk District
Block/Lot:	N/A
Applicant:	Ricardo Olea, City Traffic Engineer SFMTA 1 South Van Ness Avenue, 7th floor San Francisco, CA 94103
Staff Contact	Pilar LaValley - (415) 575-9084 pilar.lavalley@sfgov.org
Reviewed By	Tim Frye – (415) 575-6822 tim.frye@sfgov.org

PROPERTY DESCRIPTION

MID-BLOCK CROSSWALK, DR. CARLTON B. GOODLETT PLACE, located in the public right-of-way between McAllister and Grove Streets. Adjacent properties are City Hall and Civic Center Plaza, which are in a P (Public) Zoning District and an 80-X or OS (Open Space) Height and Bulk District. The project site is located in the heart of the Civic Center Historic District, adjacent to the main entrance and view corridor of City Hall as well as the Civic Center Plaza.

PROJECT DESCRIPTION

The proposed project involves alterations at mid-block to the sidewalk and roadway in front of the east entrance to City Hall, and at the west side of Civic Center Plaza. The proposed project is described in a letter from SFMTA, dated July 1, 2014, and renderings and architectural plans prepared by SFMTA, undated. The proposed project would include:

- Removal of the existing flashing crosswalk system and associated equipment.
- Installation of two mast arm poles extending across Dr. Carlton B. Goodlett Place with three-color traffic signals.
- Installation of two three-color traffic signals mounted on existing ornamental street light poles.
- Installation of two pedestrian signals on 7 foot tall poles.
- Installation of one traffic signal control cabinet.

To avoid the City Hall view corridor, SFMTA proposes to locate the mast arm poles to the north and south of the existing street light poles. The pedestrian signals would be placed adjacent to the crosswalk as required for pedestrian safety. Per the recommendation of the Architectural Review Committee, all traffic signal poles will be factory finished with a "Dark Opera Blue" color to match the existing street light poles.

OTHER ACTIONS REQUIRED

None.

COMPLIANCE WITH THE PLANNING CODE PROVISIONS

The proposed project is in compliance with all other provisions of the Planning Code.

APPLICABLE PRESERVATION STANDARDS

As the project sponsor is SFMTA, work is in the public right-of-way, and no permit need be issued, a Certificate of Appropriateness is not required. However, at the Department's request the project was reviewed on November 5, 2014 by the Architectural Review Committee for review and comment and forwarded to the full Historic Preservation Commission (HPC) for review. The HPC will be recommending findings of compliance with Article 10, Appendix J of the Planning Code and the *Secretary of Interior's Standards* because of the project's location adjacent to City Hall, Landmark #21, and within the Civic Center Landmark District.

ARTICLE 10
For recommending findings of compliance, the HPC will be reviewing the proposal for conformance with Article 10, Appendix J of the Planning Code. Specifically, the HPC will make findings regarding compliance with Sections 9 of Appendix J, Article 10, which address the architectural and visual characteristics that define this district, including façade line continuity, fenestration and design elements for new construction, and appropriate roof treatments.

Pursuant to Section 9 of Appendix J of Article 10, for applications pertaining to sites, buildings, structures and objects in the Civic Center Historic District, any alteration, construction, relocation or demolition…shall (1) be compatible with respect to height, massing, fenestration, materials, color, texture, detail, style, scale and proportion, signage, landscaping and street furniture which may define the character of the historic district as described in Section 5 of this designating ordinance and in the Civic Center Urban Design Guidelines adopted by the City Planning Commission; and (2) preserve, enhance or restore, and not damage or destroy, the exterior architectural appearance of the subject site, building, structure and object which is compatible with the character of the Historic District.

THE SECRETARY OF THE INTERIOR'S STANDARDS
Rehabilitation is the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features that convey its historical, cultural, or architectural values. The Rehabilitation Standards provide, in relevant part(s):

Standard 2
The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.

Standard 9
New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

Standard 10
New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

PUBLIC/NEIGHBORHOOD INPUT

The Department has received no public input on the project at the date of this report.

ISSUES & OTHER CONSIDERATIONS

At the request of the Planning Department, the Architectural Review Committee (ARC) was asked to review and comment on the proposed project at their regular meeting on November 5, 2014. The ARC provided the project sponsor with written comments via a Memorandum dated November 21, 2014 (L0037).

STAFF ANAYLSIS

Staff has determined that the proposed work will not be in conformance with the requirements of Article 10 and the *Secretary of Interior's Standards for Rehabilitation*.

In their review of the proposal, the ARC recommended revisions to the project to minimize the number and/or reduce the size of new features associated with installation of a traffic signal, for the new poles to be painted to match existing, and for ADA domes at crosswalks to be a different color. In their response to ARC comments, SFMTA indicates that the only recommendation they have been able to accommodate is factory finishing the new poles "Dark Opera Blue" to match the finish/color on adjacent existing street light poles. SFMTA has also indicated that DPW is responsible for the ADA domes at crosswalks but that changes to the sidewalk crosswalks are not proposed as part of the current project.

The location of this project adjacent to the main entrance of City Hall (an individual Landmark) and in the heart of the Civic Center Landmark District is a unique situation that requires increased design sensitivity. The placement of the proposed mast arm poles, to the north and south of the existing street light poles, avoids the axial view corridor to and from the main entrance to City Hall, which is appropriate. However, the increased number of street poles in this location and the size of the proposed mast arm poles inappropriately alter the setting of the Landmark District and do not appear to be

compatible with respect to height, massing, scale and proportion as required in Appendix J of Article 10 or with Rehabilitation Standard 9. To be more compatible with the setting and view corridor of City Hall and the Landmark District, and for conformance with Article 10 and the *Secretary's Standards*, staff recommends utilization of an alternative mast arm design that is based on the shorter mast arm poles that are used in locations with overhead MUNI wires or other obstructions (an example of these smaller mast arms has recently been installed at 16th and Capp street, see photos in Exhibits). Utilization of a smaller mast arm - a design that exists within the SFMTA system - adjacent to City Hall would respond to ARC comments and be more compatible with the Landmark District in conformance with Article 10 and the *Secretary's Standards*.

The ARC also recommended that ADA domes/pads at crosswalks installed within the Landmark District should not be the standard bright yellow color as they felt that this color was not compatible with the character of the District. SFMTA notes in the ARC Response Memorandum that DPW is the agency responsible for installation of these features, but that no change to the sidewalk crosswalks is proposed as part of the proposed project. Staff has also consulted with the Mayor's Office of Disability on this matter. The Mayor's Office of Disability has indicated that yellow is a required color for any newly constructed curb ramp that adjoins a hazardous vehicular area and that reconstructed crosswalks at the east side of the Dr. Carlton B. Goodlett Place associated with the Civic Center Plaza project will be constructed with the bright yellow ADA domes/pads. Staff recommends that SFMTA, DPW, and the Mayor's Office of Disability coordinate with Planning Preservation staff to identify alternative high-contrast color/texture treatments for ADA domes/pads that would meet accessibility requirements while being more compatible with the Landmark District for application on any project involving reconstruction of a crosswalk within the Landmark District.

To bring the project into compliance with Article 10 standards and the *Secretary's Standards*, the Department recommends the following conditions:

1. That the subject project utilizes an alternative mast arm design based on typical shorter mast arm poles that are used in locations with overhead MUNI wires or other obstructions.
2. That SFMTA, DPW, and the Mayor's Office of Disability coordinate with Planning Preservation staff to identify alternative high-contrast color/texture treatments for ADA domes/pads that would meet accessibility requirements while being more compatible with the Landmark District. Such ADA domes/pads should be utilized on any project involving reconstruction of a crosswalk within the Civic Center Landmark District.

ENVIRONMENTAL REVIEW STATUS

The SF Municipal Transit Authority has determined that the proposed project is exempt/excluded from environmental review, pursuant to CEQA Guideline Section 15301 (Class 1(c)13 – Installation, modification and replacement of traffic signals, where no more than a negligible increase in the use of the street will result).

PLANNING DEPARTMENT RECOMMENDATION

Planning Department staff recommends that the HPC find the project in compliance with Article 10 and

the *Secretary's Standards* if changed as recommended herein. To bring the project into conformance with Article 10 standards and the *Secretary's Standards*, the Department recommends the following conditions:

1. That the subject project utilizes an alternative mast arm design based on typical shorter mast arm poles that are used in locations with overhead MUNI wires or other obstructions.
2. That SFMTA, DPW, and the Mayor's Office of Disability coordinate with Planning Preservation staff to identify alternative high-contrast color/texture treatments for ADA domes/pads that would meet accessibility requirements while being more compatible with the Landmark District. Such ADA domes/pads should be utilized on any project involving reconstruction of a crosswalk within the Civic Center Landmark District.

ATTACHMENTS

Draft Motion
ARC Comments, Memorandum to MTA, dated November 21, 2014
Sanborn Map
Aerial Photographs
Photographs of 16th and Capp Streets – examples of smaller mast arm traffic signal installations
MTA Submittal:
- Response to ARC, Memorandum to Planning, dated December 15, 2014
- Environmental Determination
- Project Description
- Renderings
- Plans
- Rendering/plan with smaller mast arm

PL: G:\DOCUMENTS\MTA-CH crosswalk\Finding of Comsistency Case Report Civic Center Crossing.docx

SAN FRANCISCO
PLANNING DEPARTMENT

Historic Preservation Commission Draft Motion

HEARING DATE: JANUARY 21, 2015

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Reviewed By	Tim Frye – (415) 575-6822 tim.frye@sfgov.org

ADOPTING FINDINGS OF COMPLIANCE FOR PROPOSED WORK DETERMINED TO BE APPROPRIATE FOR AND CONSISTENT WITH THE PURPOSES OF APPENDIX J OF ARTICLE 10, TO MEET THE STANDARDS OF ARTICLE 10 AND TO MEET THE SECRETARY OF INTERIOR'S STANDARDS FOR REHABILITATION, FOR THE PROPOSED PROJECT LOCATED IN THE PUBLIC RIGHT-OF-WAY MID-BLOCK ON DR. CARLTON B. GOODLETT PLACE BETWEEN MCALLISTER AND GROVE STREETS.

PREAMBLE

WHEREAS, on November 12, 2014, Jarrett Hornbostel of the San Francisco Municipal Transit Authority (SFMTA - Project Sponsor) filed an application with the San Francisco Planning Department (Department) to remove the existing mid-block cross walk and install pole-mounted, three-light traffic signals and pedestrian signals.

Specifically, the proposal includes:

- Removal of the existing flashing crosswalk system.
- Installation of two mast arm poles extending across Dr. Carlton B. Goodlett Place with three-color traffic signals.
- Installation of two three-color traffic signals mounted on existing ornamental street light poles.
- Installation of two pedestrian signals on 7 foot tall poles.
- Installation of one traffic signal control cabinet.

To avoid the City Hall view corridor, SFMTA proposes to locate the mast arm poles to the north and south of the existing street light poles. The pedestrian signals would be placed adjacent to the crosswalk as required for pedestrian safety. Per the recommendation of the Architectural Review Committee, all traffic signal poles will be factory finished with a "Dark Opera Blue" color to match the existing street light poles.

WHEREAS, the Project was determined by SFMTA to be categorically exempt from environmental review. The Historic Preservation Commission (Commission) has reviewed and concurs with said determination.

WHEREAS, on January 21, 2015, the Commission conducted a duly noticed public hearing on the current project, Case No. 2014.001363COA (Project) for its compliance with Article 10.

WHEREAS, in reviewing the Application, the Commission has had available for its review and consideration case reports, plans, and other materials pertaining to the Project contained in the Department's case files, has reviewed and heard testimony and received materials from interested parties during the public hearing on the Project.

MOVED, that the Commission hereby finds that the proposed project complies with the *Secretary's Standards for Rehabilitation* and Article 10 standards, in conformance with the renderings and plans and labeled Exhibit A on file in the docket for Case No. 2014-001363COA based on the recommended conditions and findings listed below.

RECOMMENDED CONDITIONS

1. That the subject project utilizes an alternative mast arm design based on typical shorter mast arm poles that are used in locations with overhead MUNI wires or other obstructions.
2. That SFMTA, DPW, and the Mayor's Office of Disability coordinate with Planning Preservation staff to identify alternative high-contrast color/texture treatments for ADA domes/pads that would meet accessibility requirements while being more compatible with the Landmark District. Such ADA domes/pads should be utilized on any project involving reconstruction of a crosswalk within the Civic Center Landmark District.

FINDINGS

Having reviewed all the materials identified in the recitals above and having heard oral testimony and arguments, this Commission finds, concludes, and determines as follows:

1. The above recitals are accurate and also constitute findings of the Commission.

2. Findings pursuant to Article 10:

The Historical Preservation Commission has determined that the proposed work revised based upon the recommended conditions of approval shall be compatible with the character of the Landmark District as described in the designation report.

- The proposal is compatible with, and respects, the character-defining features of the landmark district.
- The proposed work will not damage or destroy distinguishing original qualities or character of the landmark district.
- The proposed project will not remove distinctive materials nor irreversibly alter features, spaces, or spatial relationships that characterize the landmark district.
- If the proposed addition is removed in the future, the essential form and integrity of the landmark district will remain intact.
- The proposed project meets the following *Secretary of the Interior's Standards for Rehabilitation*:

  Standard 2.
  The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.

  Standard 9.
  New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

  Standard 10.
  New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

3. **General Plan Compliance.** The proposed Certificate of Appropriateness is, on balance, consistent with the following Objectives and Policies of the General Plan:

   I. URBAN DESIGN ELEMENT
   THE URBAN DESIGN ELEMENT CONCERNS THE PHYSICAL CHARACTER AND ORDER OF THE CITY, AND THE RELATIONSHIP BETWEEN PEOPLE AND THEIR ENVIRONMENT.

   GOALS
   The Urban Design Element is concerned both with development and with preservation. It is a concerted effort to recognize the positive attributes of the city, to enhance and conserve those attributes, and to improve the living environment where it is less than satisfactory. The Plan is a definition of quality, a definition based upon human needs.

OBJECTIVE 1
EMPHASIS OF THE CHARACTERISTIC PATTERN WHICH GIVES TO THE CITY AND ITS NEIGHBORHOODS AN IMAGE, A SENSE OF PURPOSE, AND A MEANS OF ORIENTATION.

POLICY 1.3
Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.

OBJECTIVE 2
CONSERVATION OF RESOURCES WHICH PROVIDE A SENSE OF NATURE, CONTINUITY WITH THE PAST, AND FREEDOM FROM OVERCROWDING.

POLICY 2.4
Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

POLICY 2.5
Use care in remodeling of older buildings, in order to enhance rather than weaken the original character of such buildings.

POLICY 2.7
Recognize and protect outstanding and unique areas that contribute in an extraordinary degree to San Francisco's visual form and character.

The goal of a Certificate of Appropriateness is to provide additional oversight for buildings and districts that are architecturally or culturally significant to the City in order to protect the qualities that are associated with that significance.

The proposed project qualifies for a Certificate of Appropriateness and therefore furthers these policies and objectives by maintaining and preserving the character-defining features of the 1338 Filbert Street Cottages for the future enjoyment and education of San Francisco residents and visitors.

4. The proposed project is generally consistent with the eight General Plan priority policies set forth in Section 101.1 in that:

   A) The existing neighborhood-serving retail uses will be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses will be enhanced:

      The proposed project will not have any impact on neighborhood serving retail uses.

   B) The existing housing and neighborhood character will be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods:

The proposed project will strengthen neighborhood character by respecting the character-defining features of the landmark district in conformance with the Secretary of the Interior's Standards.

C) The City's supply of affordable housing will be preserved and enhanced:

The project will not impact the affordable housing supply.

D) The commuter traffic will not impede MUNI transit service or overburden our streets or neighborhood parking:

The proposed project will not result in commuter traffic impeding MUNI transit service or overburdening the streets or neighborhood parking.

E) A diverse economic base will be maintained by protecting our industrial and service sectors from displacement due to commercial office development. And future opportunities for resident employment and ownership in these sectors will be enhanced:

The proposed will not have any impact on industrial and service sector jobs.

F) The City will achieve the greatest possible preparedness to protect against injury and loss of life in an earthquake.

Preparedness against injury and loss of life in an earthquake is improved by the proposed work. The work will eliminate unsafe conditions at the site and all construction will be executed in compliance with all applicable construction and safety measures.

G) That landmark and historic buildings will be preserved:

The proposed project is in conformance with Article 10 of the Planning Code and the Secretary of the Interior's Standards.

H) Parks and open space and their access to sunlight and vistas will be protected from development:

The proposed project will not impact the access to sunlight or vistas for the parks and open space.

5. For these reasons, the proposal overall, is appropriate for and consistent with the purposes of Article 10, meets the standards of Article 10, and the Secretary of Interior's Standards for Rehabilitation, General Plan and Prop M findings of the Planning Code.

DECISION

That based upon the Record, the submissions by the Applicant, the staff of the Department and other interested parties, the oral testimony presented to this Commission at the public hearings, and all other written materials submitted by all parties, the Commission hereby **GRANTS WITH RECOMMENDED CONDITIONS a determination of Compliance with Article 10 standards** for the project located mid-block in the public right-of-way on Dr. Carlton B. Goodlett Place between McAllister and Grove Streets in conformance with the renderings and architectural plans, undated, and labeled Exhibit A on file in the docket for Case No. 2014-001363COA.

I hereby certify that the Historical Preservation Commission ADOPTED the foregoing Motion on January 21, 2015.

Jonas P. Ionin
Acting Commission Secretary

AYES: X

NAYS: X

ABSENT: X

ADOPTED: January 21, 2015

SAN FRANCISCO
PLANNING DEPARTMENT

MEMO

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DATE:	November 21, 2014
TO:	Ricardo Olea, City Traffic Engineer, MTA Jarrett Hornbostel, MTA
FROM:	Pilar LaValley, Historic Preservation Technical Specialist, (415) 575-9084
REVIEWED BY:	Architectural Review Committee of the Historic Preservation Commission
RE:	**Meeting Notes - Review and Comment at the November 5, 2014 ARC-HPC Hearing for Dr. Carlton B. Goodlett Place mid-block crosswalk, Case No. 2014-001363COA**

At the request of the Planning Department, the Architectural Review Committee (ARC) was asked to review and comment on the proposed project at Dr. Carlton B. Goodlett Place, which involves replacing the mid-block flashing crosswalk system in front of the east side of City Hall with conventional three-color traffic signals and pedestrian signals.

As the project sponsor is MTA, work is in the public right-of-way, and no permit need be issued, a Certificate of Appropriateness is not required. However, the project will return to the full Historic Preservation Commission (HPC) for review and the HPC will be making a finding of consistency with the Secretary of Interior's Standards and Article 10 standards.

ARC RECOMMENDATIONS/COMMENTS

Existing light poles

In an effort to reduce the overall number of utility poles in the vicinity of one of the main entrances to City Hall, the ARC recommends exploring the possibility of mounting the proposed traffic signal mast arm to an existing light pole. The ARC recommends installing as few new poles as possible in this location and indicated that they felt there were different ways this might be achieved, including eliminating any redundant poles, developing a combination pole that would allow for mounting of the mast arm with traffic signal as well as street light, or incorporating the traffic signal on mast arm onto an existing light pole.

Mast Arm mounted signal

The ARC questioned the necessity of the proposed mast arm mounted signal, citing other signalized intersections in the city where no such mast arm occurs. The MTA Traffic Engineer responded that MTA believes that the proposed mast arm mounted signal is needed for this type of mid-block crosswalk. The ARC conceded that they are not specialists in this area, but did indicate that they have concerns about the size and extent of the proposed mast arm.

Since the hearing, staff has seen a smaller version of a mast arm mounted signal with a shorter projection and slimmer profile, which was recently installed at the former mid-block crosswalks along 16th Street at the intersection with Capp Street. To meet or address direction given by the ARC, staff would recommend consideration of this alternative mast arm design, as it appears to be smaller and, therefore, less of a visual intrusion within the Historic District. Further, it is a design and hardware that already exist in the MTA system.

Finish

The ARC recommends that any new traffic and pedestrian signal poles be finished to match adjacent light standards. The MTA representative indicated that the majority of light standards in the vicinity have a dark finish (blue or black) and the ARC recommended that all traffic and pedestrian signal poles be finished to match these adjacent light standards with either a painted or powder-coated finish.

The ARC also recommends that ADA pads at crosswalks within the Historic District not be the bright yellow color that is typically installed. The MTA representative indicated that this was under the purview of DPW, but that such a recommendation could be passed along between the Departments.

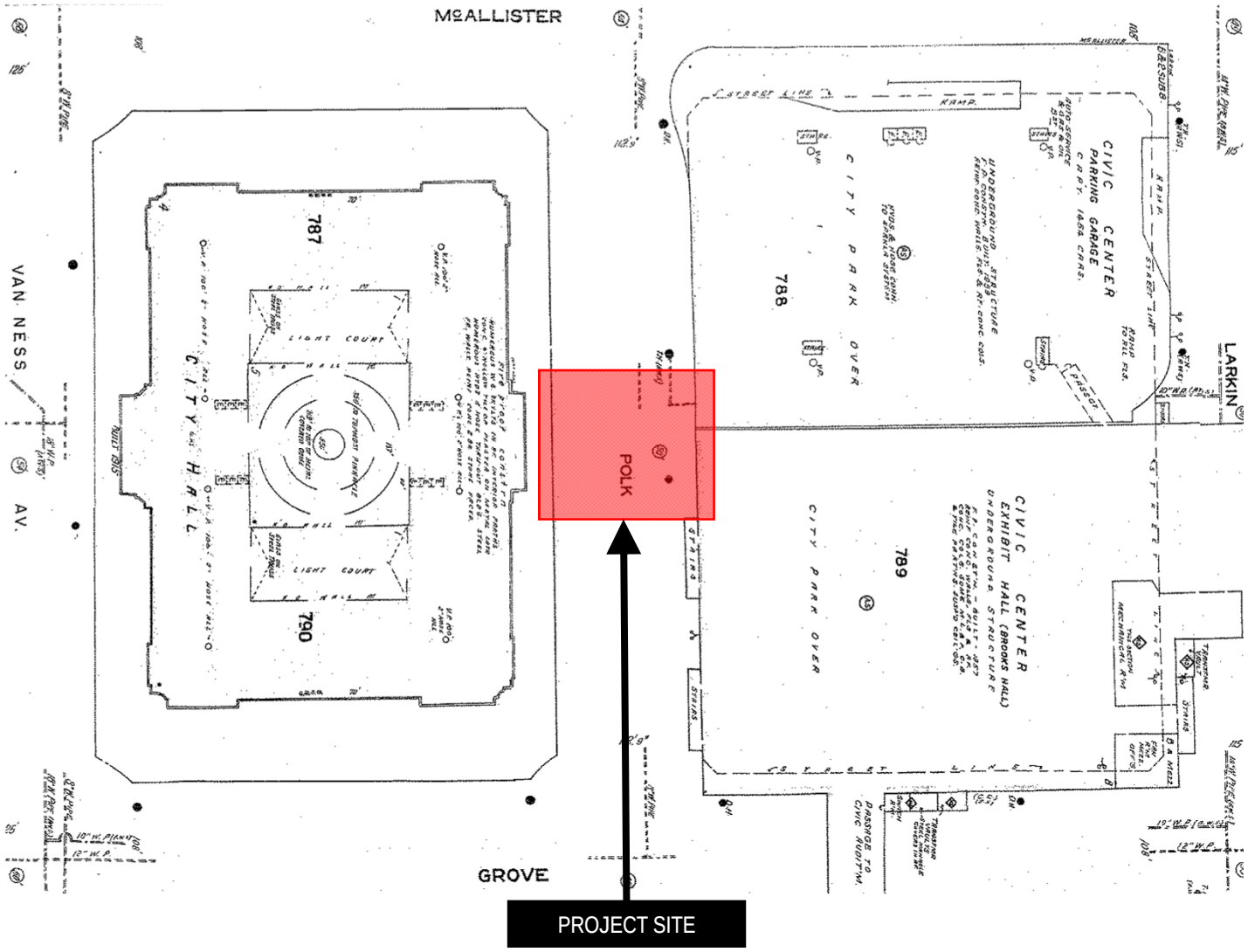
Traffic Signal versus Stop Signs

While they did not make any recommendation in this regard, several ARC members did state that they thought that stop signs might be more appropriate in this location than the proposed traffic signals. Commissioner Wolfram stated that he believed that with traffic signals there would still be rampant jaywalking of pedestrians who are unwilling to wait for the signal and that perhaps a stop sign, which also requires cars to stop, would be a better option. Commissioner Pearlman also stated his opinion that stops signs and rumble strips might work better in this location.

Other options

The ARC felt that MTA had adequately explored other potential traffic calming options for this crosswalk.

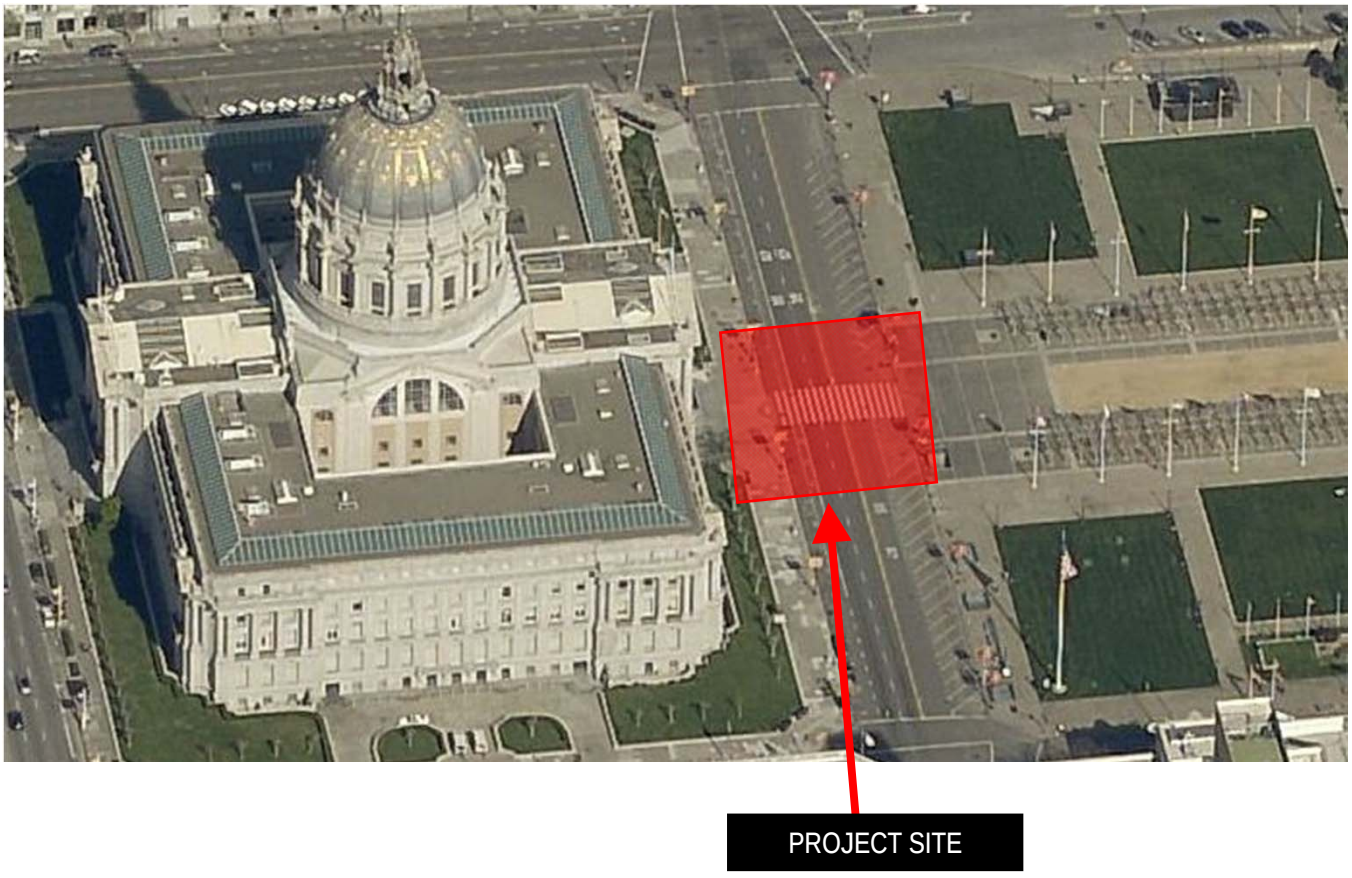
Sanborn Map*



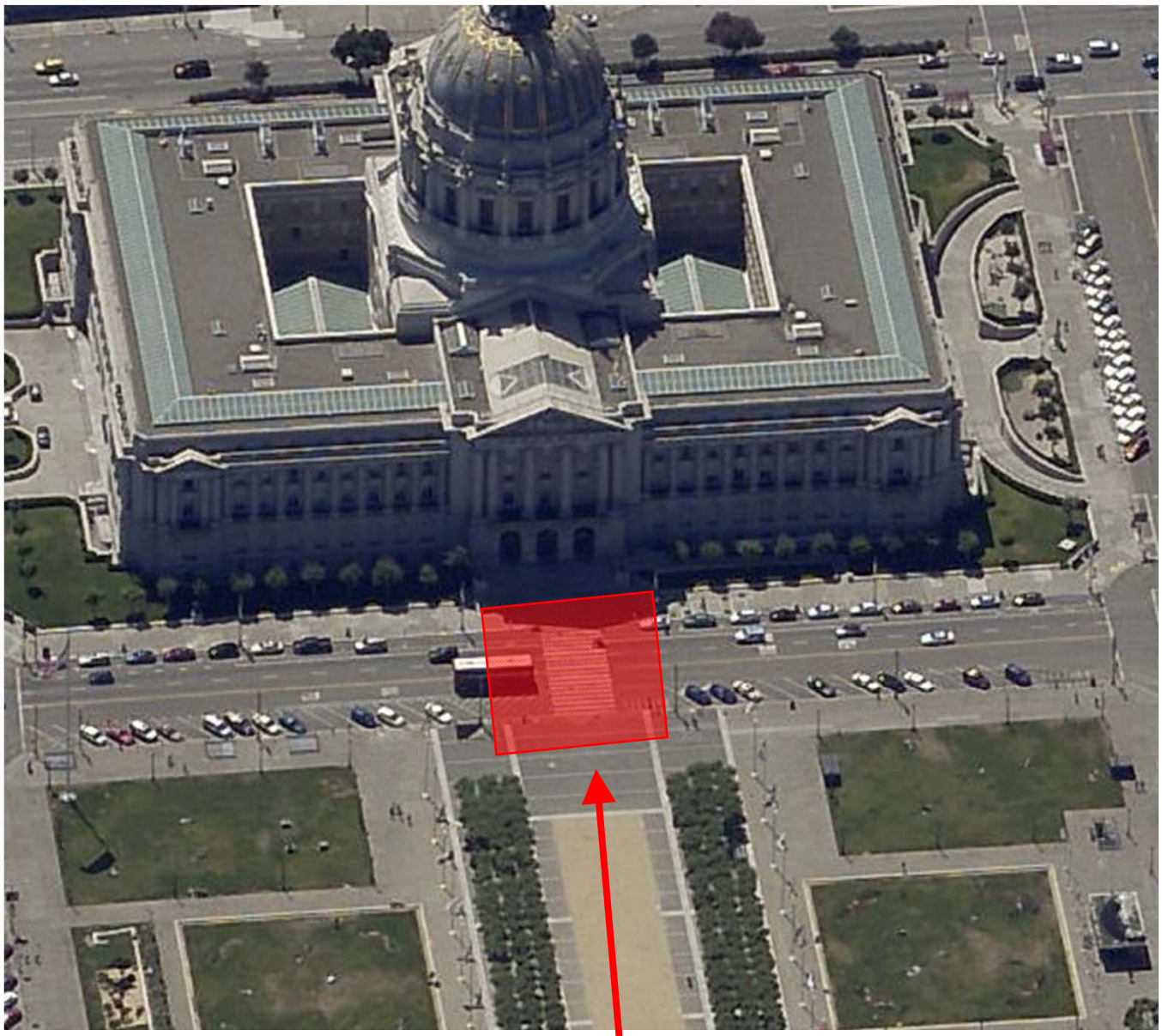
**The Sanborn Maps in San Francisco have not been updated since 1998, and this map may not accurately reflect existing conditions.*

Conformance with Article 10 Standards
Case Number 2014-001363COA
Dr. Carlton B. Goodlett Place

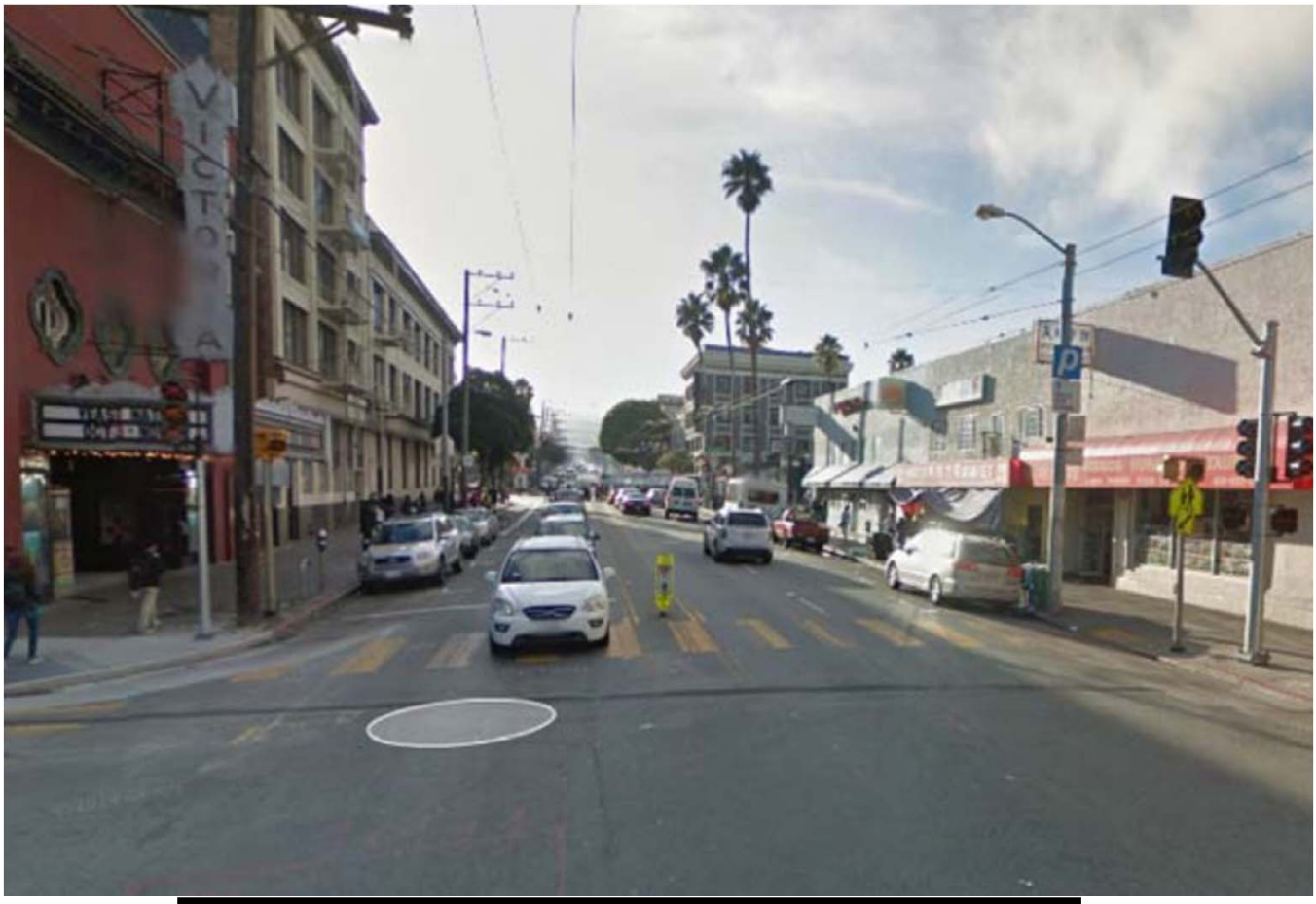
Aerial Photo



Aerial Photo

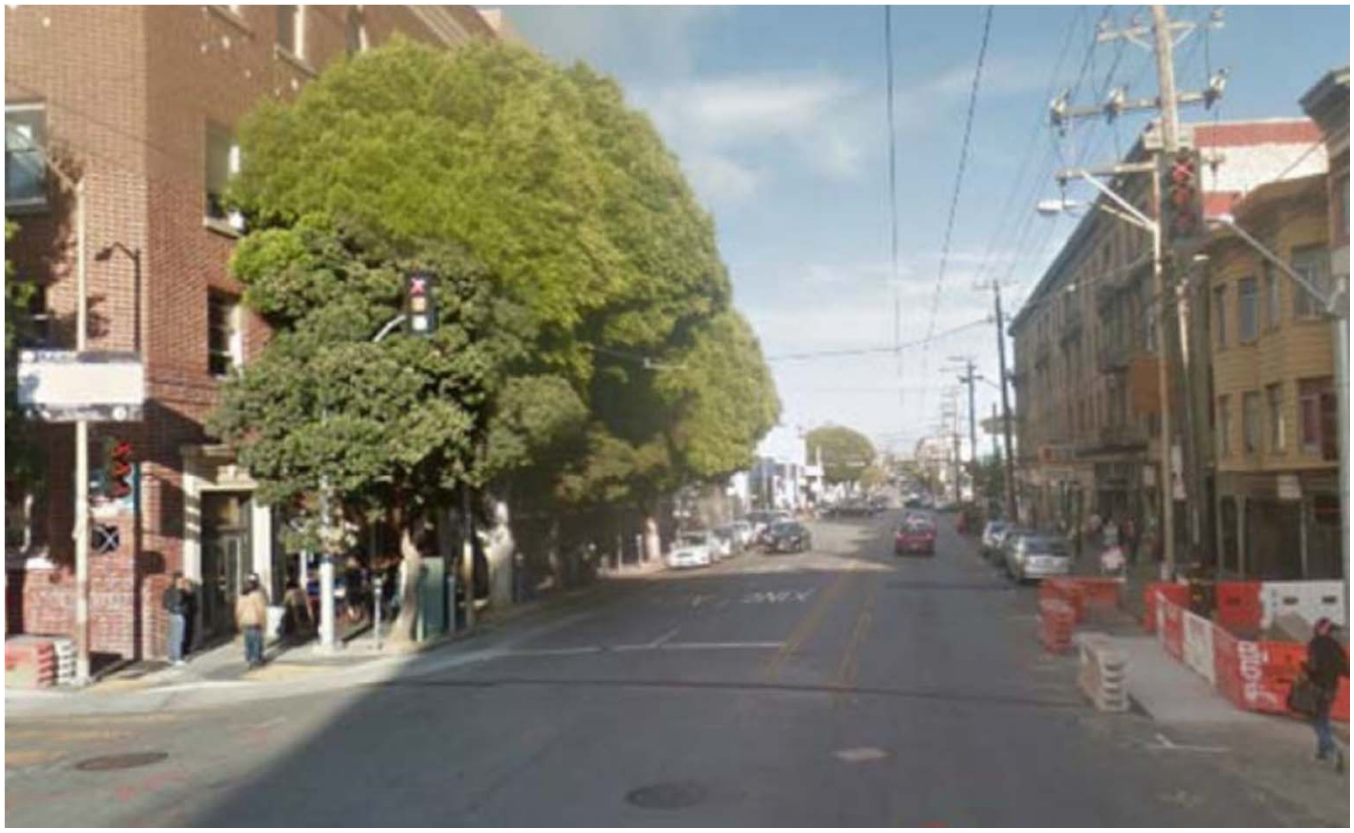


Photo



Smaller mast arm light poles at 16th and Capp Streets (view west)

Photo



Smaller mast arm light poles at 16th and Capp Streets (view east)

MEMORANDUM

To: Pilar LaValley, Historic Preservation Technical Specialist, Planning Department

Through: Ricardo Olea, City Traffic Engineer, SFMTA

From: Jarrett Hornbostel, Junior Engineer, SFMTA

Date: December 15, 2014

Re: **Response to Meeting Notes – Review and Comment at the November 5, 2014 ARC-HPC Hearing for Dr. Carlton B. Goodlett Place mid-block crosswalk. Case No. 2014-001363COA**

On November 5, 2014 SFMTA staff presented a proposal for a mid-block traffic signal to be installed on Goodlett Place for review and comment by the Architectural Review Committee of the Historic Preservation Commission. The following memo responds to the comments provided by the ARC.

Existing light poles

In an effort to reduce the number of poles installed, the proposed signal design makes use of the existing street light poles by mounting as many new signals on these poles as possible. An additional pole must be installed on either side of the crosswalk to hold the pedestrian signals as there are no existing poles in that area. SFMTA staff considered commissioning a custom mast arm and street light combination pole that could be installed in place of the existing streetlights. It was determined that developing such a pole to satisfy state structural engineering standards while still matching the appearance of the existing poles would add excessive cost and delay to the project. In addition, a one of a kind pole such as this complicates the maintenance of the signal by requiring the SFMTA Traffic Signal Shop to stock an additional type of pole. As a result two additional signal poles must be installed to hold these mast arms.

Mast Arm mounted signal

While drivers are accustomed to encountering traffic signals located at intersections, mid-block traffic signals are much less common. Signals mounted over the roadway significantly increase the visibility of the traffic signal. For this reason engineering standards and best practices require that a traffic signal at a mid-block crosswalk include mast arm signals. Although the adjacent intersections to the north and to the south of the crosswalk have similar geometry and do not have mast arm signal, the mid-block nature of this signal requires the mast arms.

Shorter mast arms like those at 16th and Capp streets are used in locations with overhead Muni wires or other obstructions that would prevent the installation of a standard length mast arm. Best practice requires the mast arms to extend over the vehicle lanes. The mast arm lengths chosen for this location are long enough to extend over the vehicle lanes but no longer than that.

Finish
Per the recommendation of the ARC, all traffic signal poles will be factory finished with a “Dark Opera Blue” color to match the existing street light poles.

As Mr. Olea suggested at the meeting, the use of yellow truncated domes within the curb ramps is under the purview of DPW. SFMTA staff has notified DPW of the request to use an alternate color in this location. At a meeting on December 15, 2014, DPW staff clarified that there are no intentions to reconstruct the ramp on the west side of the street as part of any project currently under design as the existing ramp complies with current ADA standards. However, should a future project replace this ramp, DPW will coordinate with the Mayor’s Office on Disability and the Historic Preservation Commission to determine if an alternate color or some other type of decorative treatment would be appropriate for this location.

Traffic Signal versus Stop Signs
National and state engineering standards do not warrant the installation of stop signs at a mid-block crosswalk. A stop sign located between two traffic signals could cause additional stop and go congestion whereas a traffic signal can be synchronized with the adjacent intersections to allow a smooth progression across the block.

CITY and COUNTY of SAN FRANCISCO

SAN FRANCISCO MUNICIPAL TRANSPORTATION AGENCY

Order # 5302

FOR PUBLIC HEARING

The Sustainable Streets Division of the San Francisco Municipal Transportation Agency will hold a public hearing on Friday, August 1, 2014, at 10:00 AM, in Room 416 (Hearing Room 4), City Hall, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102, to consider the following proposals:

1. **ESTABLISH - NO PARKING ANYTIME**
   - A. Mission Street, north side, from 27 feet west of Whittier Street to 21 feet east of Whittier Street (6-foot wide, 100-foot long bulb)
   - B. Mission Street, south side, from Whittier Street to 21 feet easterly (6-foot wide, 21-foot long bulb)
   - C. Mission Street, north side, from Whipple Avenue to 21 feet easterly (6-foot wide, 21-foot long bulb)
   - D. Mission Street, south side, from Whipple Avenue to 21 feet easterly (6-foot wide, 21-foot long bulb)
   - E. Mission Street, south side, from Lowell Street to 21 feet westerly (6-foot wide, 21-foot long bulb)

2(a). **RESCIND – FLAG STOP**
Inbound Bridgeview Drive, south side, 73 feet east of Scotia Avenue and Thornton Avenue (farside)

2(b). **ESTABLISH – FLAG STOP**
Thornton Avenue, south side, at Scotia Avenue (inbound nearside)

3. **ESTABLISH - STOP SIGNS**
Moraga Street, eastbound and westbound, at 31st Avenue, making this intersection an all-way STOP

4. **ESTABLISH – RESIDENTIAL PERMIT PARKING AREA N, 2-HOUR PARKING 9 AM TO 6 PM, MONDAY THROUGH FRIDAY**
Balboa Street, both sides, between 10th Avenue and 11th Avenue (900 block)

5(a). **ESTABLISH – NO LEFT TURN**
Duboce Avenue, eastbound, at Valencia Street

5(b). **ESTABLISH – RED ZONE**
Valencia Street, east side, from Duboce Avenue to 26 feet southerly (extends existing red zone to 26 feet, removes yellow loading zone meter #700-02010)

5(c). **ESTABLISH – YELLOW METERED LOADING ZONE, 9 AM TO 6 PM, MONDAY THROUGH FRIDAY**
Valencia Street, east side, from 46 feet to 66 feet south of Duboce Avenue (converts one 30-minute green metered zone at meter #700-02050) *

CITY and COUNTY of SAN FRANCISCO

SAN FRANCISCO MUNICIPAL TRANSPORTATION AGENCY

Order # 5302

FOR PUBLIC HEARING

6(a). **ESTABLISH – 15 MILES PER HOUR SCHOOL SPEED LIMIT WHEN CHILDREN ARE PRESENT**
Page Street, between Baker Street and Broderick Street

6(b). **ESTABLISH – NO U-TURN, 7:00 AM TO 9:00 AM, 2:30 PM TO 4:00 PM, SCHOOL DAYS**
Page Street, westbound, at Baker Street
Page Street, eastbound, at Broderick Street

6(c). **ESTABLISH – PART-TIME PASSENGER LOADING ZONE, 7:00 AM TO 9:00 AM, 2:30 PM TO 4:00 PM, SCHOOL DAYS**
Page Street, south side, from Baker Street to 200 feet easterly *

6(d). **ESTABLISH – SCHOOL BUS LOADING ZONE, 7:00 AM TO 9:00 AM, 2:30 PM TO 4:00 PM, SCHOOL DAYS**
Page Street, south side, from 200 feet to 260 feet east of Baker Street *

6(e). **ESTABLISH – 10-MINUTE PARKING, 4:00 PM TO 6:00 PM, SCHOOL DAYS**
Page Street, south side, from Baker Street to 260 feet easterly

7(a). **RESCIND – MIDBLOCK CROSSWALK**
Napoleon Street, from 930 feet to 946 feet east of Jerrold Avenue

7(b). **ESTABLISH – MIDBLOCK CROSSWALK**
Napoleon Street, from 1,000 feet to 1,016 feet east of Jerrold Avenue

8. **ESTABLISH – SPEED CUSHION**
Schwerin Street, between Garrison Avenue and Kelloch Avenue *

9. **ESTABLISH – TRAFFIC SIGNAL**
Carlton B. Goodlett Place, between Grove Street and McAllister Street (replaces existing midblock flashing crosswalk)

Categorically exempt from Environmental Review: Class 1(c) (9) changes in the traffic and parking regulations where such changes do not establish a higher speed limit or result in more than a negligible increase in the use of the street and Class 1(c)13 installation, modification and replacement of traffic signals, where no more than a negligible increase in the use of the street will result.

Gerald Robbins 7-21-14

Gerald Robbins, SFMTA Date

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Carlton B. Goodlett Place: Traffic Control at Midblock Crosswalk

Proposal

In conjunction with the Civic Center Plaza Renovation project, the Agency is exploring replacing the flashing crosswalk system on Carlton B. Goodlett Place in front of City Hall with a conventional three-color traffic signal. The Agency recognizes that a Certificate of Appropriateness from the Historic Preservation Commission would be required with this proposal.

Background

At present, the crosswalk has a system of in-roadway flashing lights which are triggered to flash when a pedestrian crosses between two white posts on either side of the curb ramps. This flashing crosswalk system was one of four pilot locations citywide installed in the 1990's to improve pedestrian safety. However, it became apparent that these systems are easily prone to damage given the amount and intensity of City traffic travelling over them. As a result, the Agency has been systematically replacing all of these flashing crosswalks with other treatments such as traffic signals or the more conventional flashing yellow beacons as funding and construction opportunities become available. The opportunity to undertake the replacement of the flashing crosswalk in front of City Hall comes as the result of Recreation and Park's Civic Center Plaza Renovation project which will be repairing and replacing the sidewalk on the plaza side of the crosswalk.

Collision History

There have been two pedestrian injury collisions in the last 10 year reporting period (2001-2011). One of the collisions involved then-PUC General Manager Susan Leal being struck from behind and thrown 30 feet while crossing within the flashing crosswalk.

Our most recent review of the intersection showed that the intersection does meet Federal and State warrants for a signal.

Alternatives

The Agency considered the following alternatives:

1. Traffic signage and striping
2. Raised crosswalk
3. Bulbouts
4. Rectangular Rapid Flash Beacons (RRFB)

The Agency considered the first four options and even a combination of all four as a replacement. However, none of those measures can compel drivers to consistently stop and yield to pedestrians in the crosswalk. Another compounding factor at this location is the fact that the street has multiple traffic lanes, which presents a problem when one motorist does stop for a pedestrian and the motorist in the next lane does not.

Potential Impacts

We recognize that this proposal has numerous potential impacts to the aesthetics of the area, and to special events, as well as impacts due to construction.

To address the aesthetic impacts, we plan to locate our larger traffic signal poles outside the open view corridor of City Hall by placing the poles to the north and south of the existing street light poles. The only poles that would be placed within the view corridor would be two 7-foot poles holding pedestrian signals which must be visible to people crossing the street. All poles, including the pedestrian signal poles could be painted either beige/grey to blend in with the stone of city hall and match the poles on the Grove, Van Ness, and McAllister Street sides of City Hall or blue to match the existing street light poles along Goodlett. We understand that the use of large mast arm poles may be considered controversial from an aesthetic perspective, however, engineering best practice is to install signals over the roadway at all midblock crossings as these signals greatly increase visibility which is particularly important at midblock locations where drivers may not expect to see signals.

We also recognize that the pedestrian signal poles, located at either end of the crosswalk adjacent to the curb ramp, would likely interfere with stages erected for large events in front of City Hall. Unfortunately those poles must be located within the limits of the crosswalk, however, we are able to address this conflict by having our signal shop remove these poles during large events with stages.

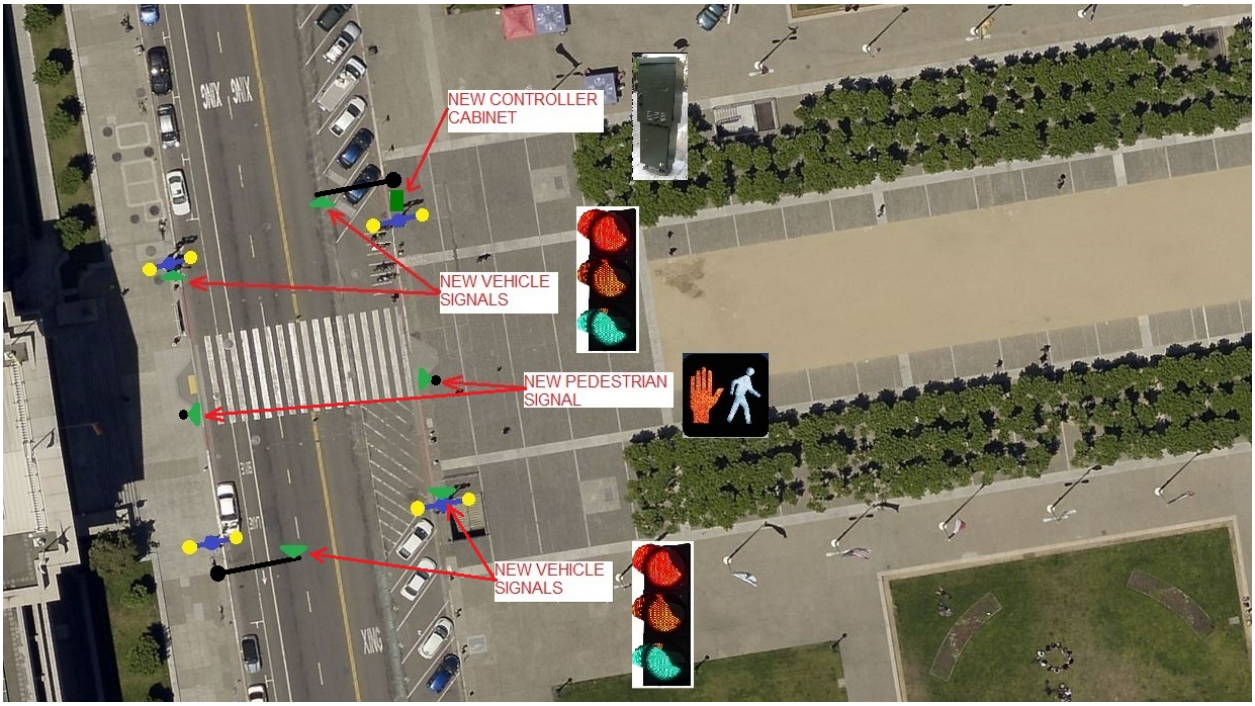
Coordination and Schedule

One strong benefit of constructing the signal at this point is that we would be able to combine the construction with the plaza renovation projects and reduce the overall impact of the construction. While the plaza renovation project is in the process of replacing the sidewalk in the plaza, they can also construct foundations for the traffic signal poles and remove the existing flashing crosswalk hardware before the sidewalk is replaced. This prevents the need to come back at a later time and damage the decorative sidewalk and leave unsightly patches. It would be almost impossible to have these patches match the existing decorative sidewalk exactly and they would also weaken the structure of the sidewalk. All parties involved clearly wish to avoid a need to re-excavate or otherwise damage the new sidewalk once it has been installed by the plaza renovation project. This timeline also allows us to have the construction work completed before the block is repaved by the Polk Street paving project which is scheduled to begin construction as soon as late 2015. Once this block is paved, the DPW 5 year moratorium would prevent us from constructing either a signal or beacon system without violating this moratorium.

Please find attached, a photo mockup of the proposed signal as well as an example photo of the midblock traffic signal installed in front of the Ferry Building which we feel is an example of a signal in a location with similar historical and aesthetic concerns. Also attached are draft contract plans showing our current traffic signal design proposal. We welcome your feedback with regard to this proposal as we work towards developing the best possible solution for this location.

Attachments

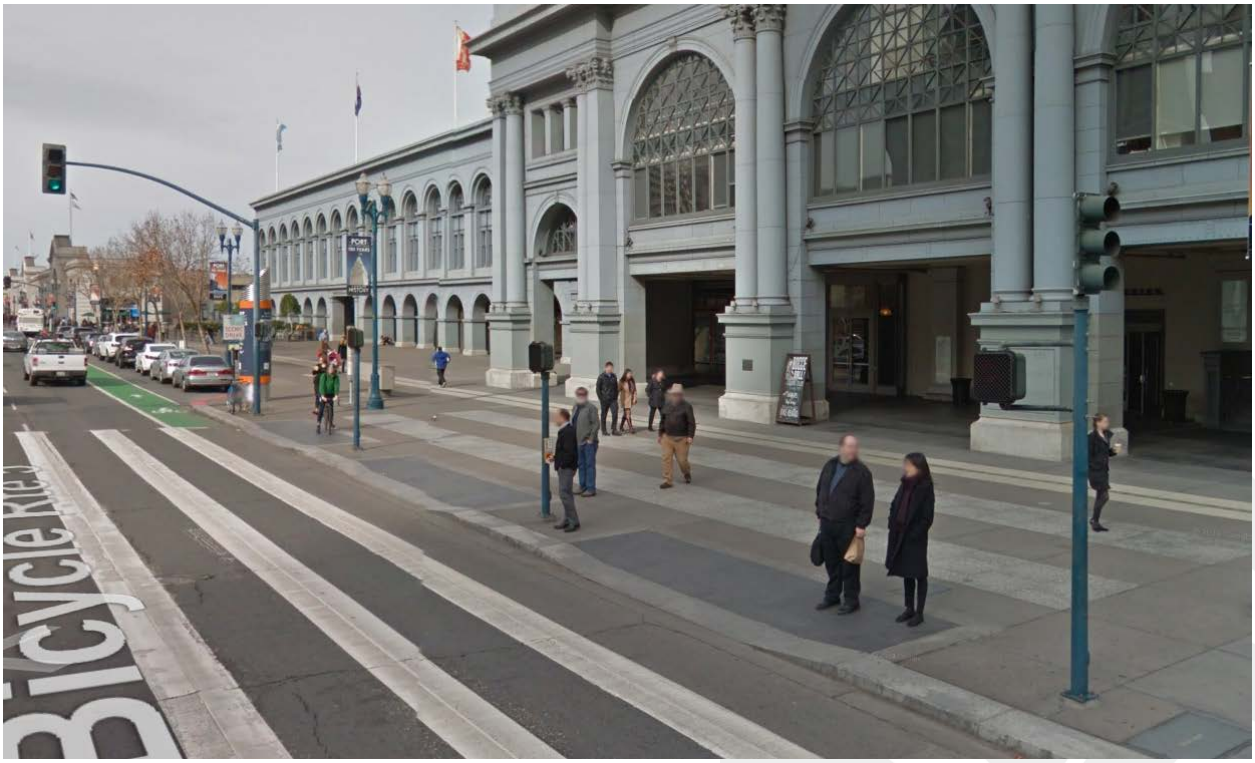
Prepared by: Jarrett Hornbostel, SFMTA
July 1, 2014



Top down view of the 4 proposed traffic signal poles

Photo mock-up depicting the proposed signal installation as it would appear from Civic Center Plaza.

Midblock crosswalk crossing The Embarcadero in front of the Ferry Building as seen from the Plaza.



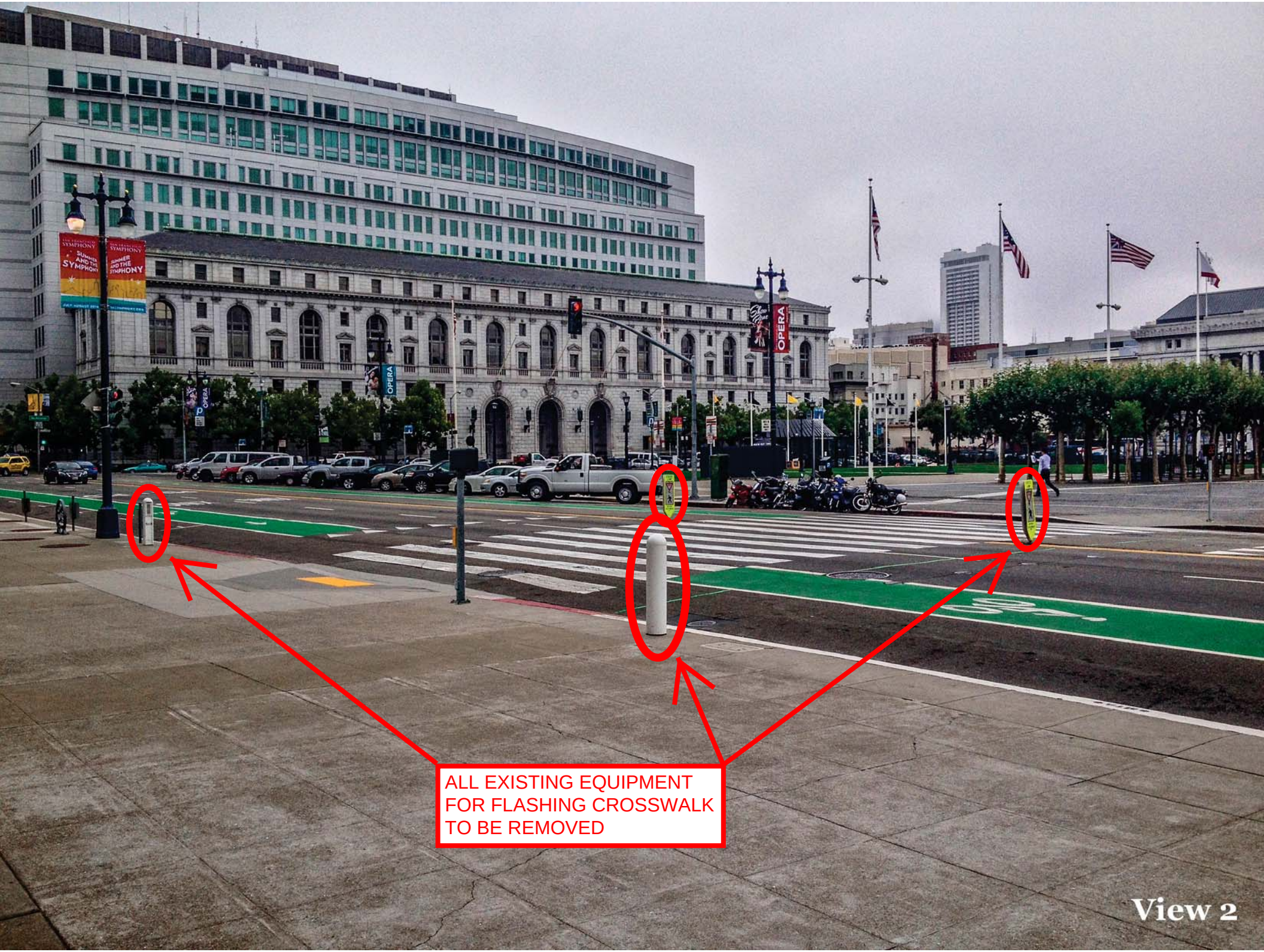
Midblock crosswalk across The Embarcadero in front of the Ferry Building. All signal poles have been painted Embarcadero Blue to match the ornamental street lighting. Note that the design for the City Hall crosswalk has considerably fewer poles.


VIEW 3
VIEW 1
VIEW 2
N

View 1

View 2

View 3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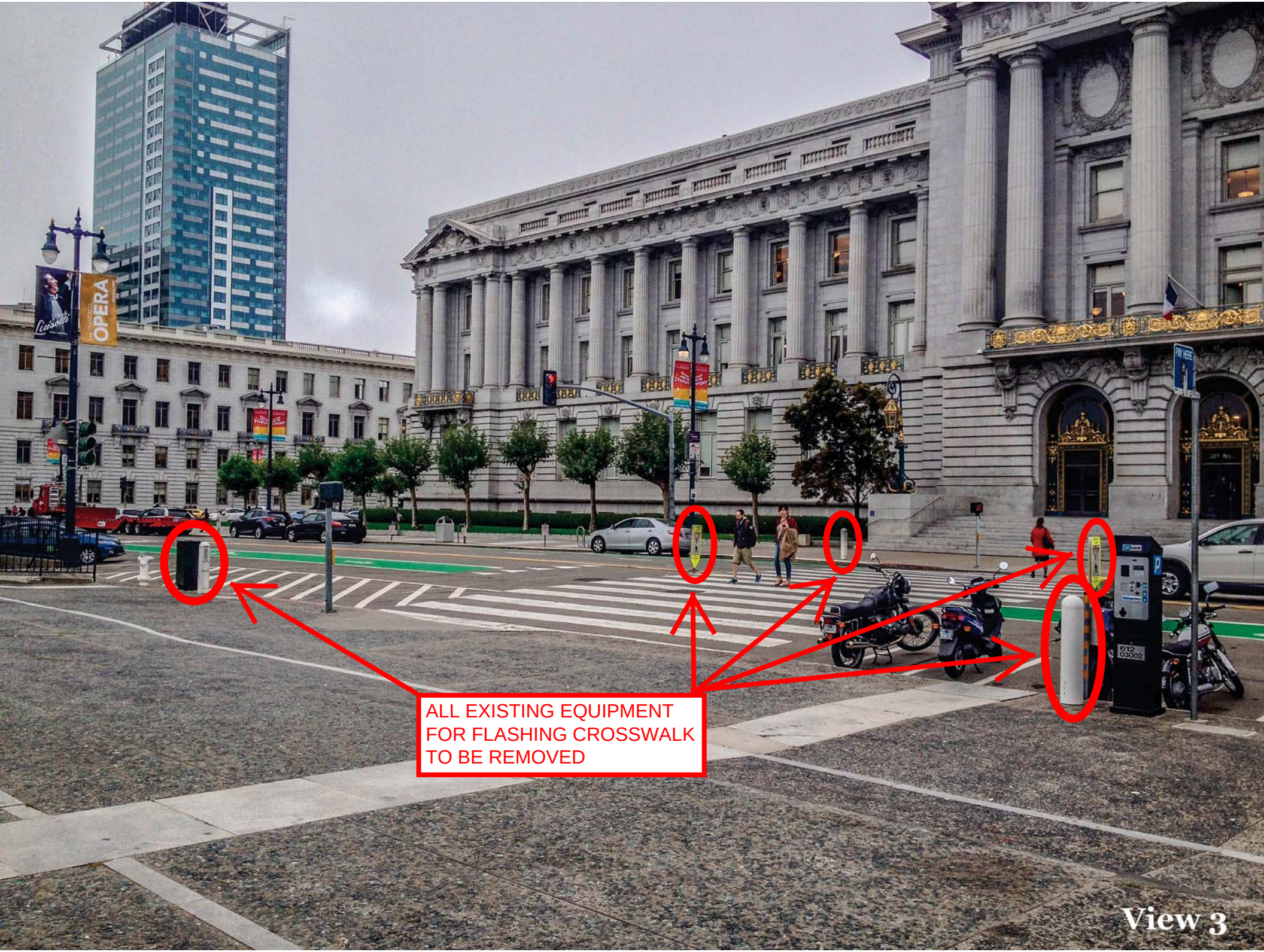
ALL EXISTING EQUIPMENT FOR FLASHING CROSSWALK TO BE REMOVED
View 2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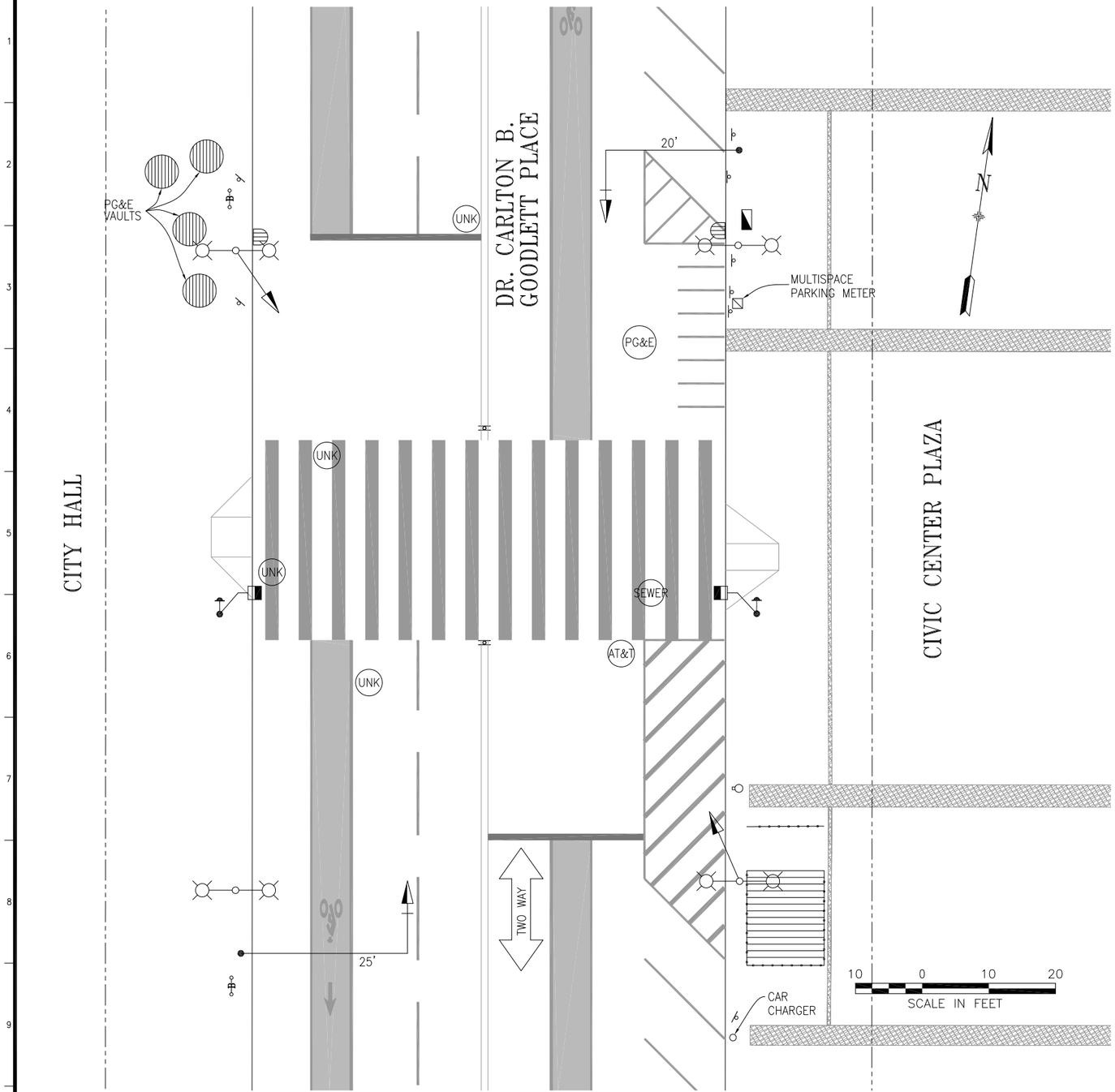
ALL EXISTING EQUIPMENT
FOR FLASHING CROSSWALK
TO BE REMOVED
View 3



LEGEND

PEDESTRIAN SIGNAL AND ACCESSIBLE PEDESTRIAN SIGNAL PUSH BUTTON ON 7' TALL POLE

MAST ARM LENGTH

VEHICLE SIGNAL MOUNTED AT END OF MAST ARM POLE

VEHICLE SIGNAL MOUNTED ON EXISTING ORNAMENTAL STREET LIGHT POLE

TRAFFIC SIGNAL CONTROLLER CABINET

EXISTING STREET SIGN POST

EXISTING FIRE HYDRANT

EXISTING BIKE RACK

NO.	DATE	DESCRIPTION	BY	APP.

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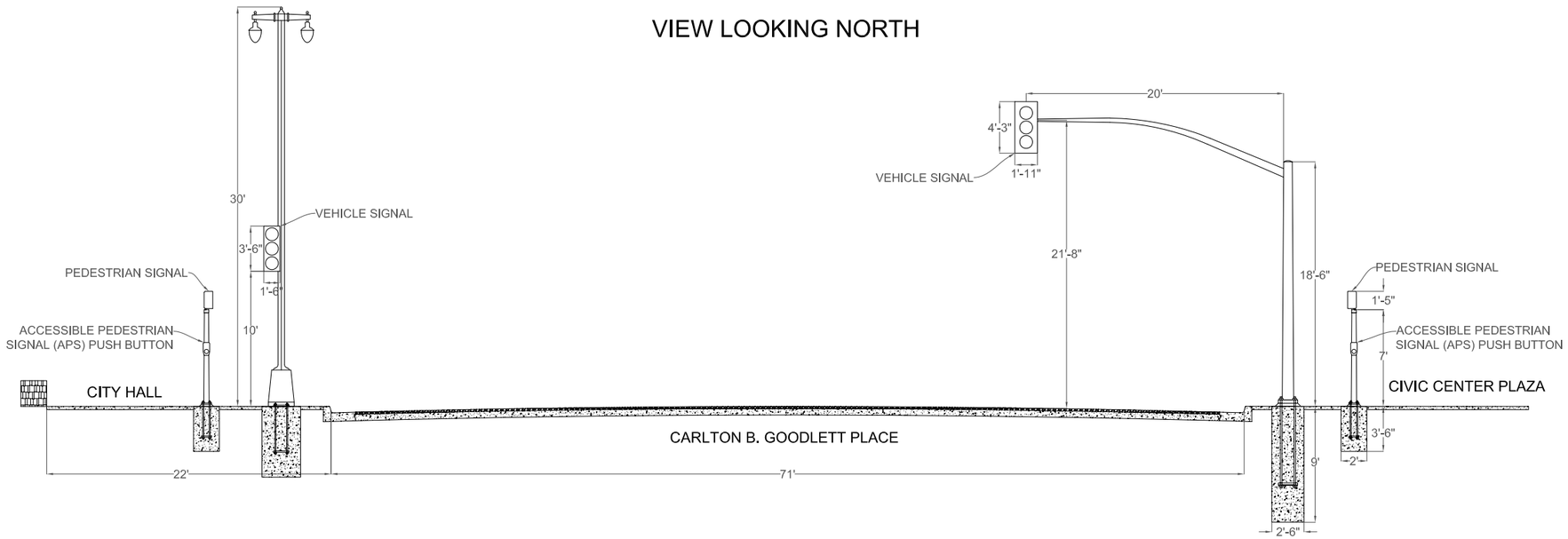
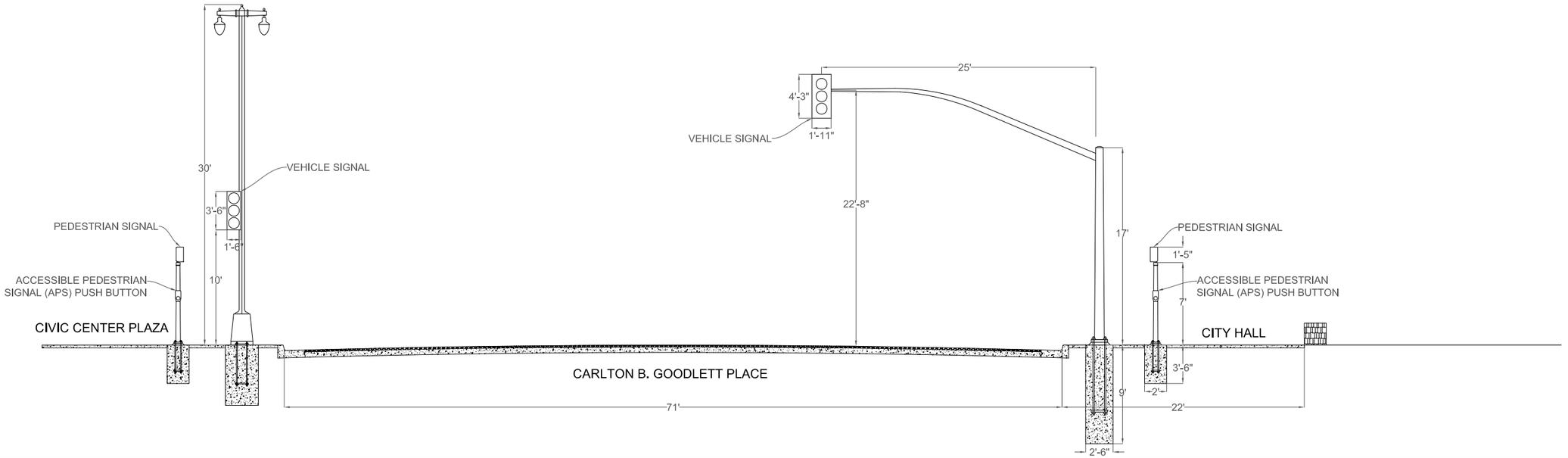
CIVIC CENTER PAVEMENT MAINTENANCE PROJECT

SPECIFICATION NO. 3245V
DRAWING NO.
FILE NO.
REV. NO.

VIEW LOOKING NORTH



VIEW LOOKING SOUTH



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CIVIC CENTER PAVEMENT MAINTENANCE PROJECT

SPECIFICATION NO. 3245V
DRAWING NO.
FILE NO.
REV. NO.

Alternative Treatments Considered for Goodlett Place Midblock Crosswalk
August 18, 2014

Treatment	Flashing Crosswalk	Raised Crosswalk	Median Islands	STOP Signs	Traffic Signals	Rectangular Rapid Flash Beacons
Cost	High maintenance costs	$339,000 (plus cost of beacons)	$100,000	SFMTA Budget	$171,000	$100,000
Pedestrian Safety Feature	Flashing lights in pavement intended to alert motorists when pedestrians are actively crossing the roadway. Pedestrians must rely on motorists to yield to them.	Intended to slow motorists traveling over the raised crosswalk. Pedestrians must rely on motorists to yield to them.	Would provide a median refuge for pedestrians to help them cross one direction of traffic at a time. Pedestrians must rely on motorists to yield to them.	Would require all vehicles to stop for pedestrians, but requires all traffic to stop even if pedestrians are not present.	Would require all vehicles to stop for pedestrians when pedestrians are given a "walk" indication.	Flashing lights on poles intended to alert motorists when pedestrians are actively crossing the roadway. Pedestrians must rely on motorists to yield to them.
Appropriateness of treatment based on engineering best practice	Not appropriate on multilane roadways with high vehicle and pedestrian volumes.	Not ideal on multilane roadways with high vehicle volumes.	Appropriate for multilane roadways with high vehicle and pedestrian volumes. Must be combined with beacons or signal	Not warranted in a situation where there is no vehicular cross street.	A mid-block traffic signal is warranted based on ratio of pedestrian volumes to vehicular volumes.	Not appropriate on multilane roadways with high vehicle and pedestrian volumes.
Aesthetic Impacts	Lights buried in the roadway with signs mounted on poles; minor aesthetic impacts.	Concrete crosswalk across roadway in front of City Hall steps; minor aesthetic impact.	Concrete islands in center of roadway in front of City Hall Steps; minor aesthetic impact.	Signs mounted one poles; minor aesthetic impacts.	Two 7' tall poles with pedestrian signals in front of City Hall steps, larger poles located outside view corridor; moderate aesthetic impacts.	Lights and signs mounted on poles; minor aesthetic impacts.
Maintenance	Several maintenance issues in the past. Equipment is unreliable. One of a kind location in the City.	No significant maintenance burden. SF DPW would be responsible for maintenance.	Experience shows islands and anything mounted on them are susceptible to being hit by vehicles.	No significant maintenance burden. Can be maintained by SFMTA sign shop.	No significant maintenance burden. Standard signal equipment maintained by the SFMTA traffic signal shop.	No significant maintenance burden. Can be maintained by the SFMTA traffic signal shop.
Emergency Access Impacts (SFFD and Ambulances)	Negligible	SFFD would need to approve this measure. In the past, SFFD has expressed concerns about raised pavement features like speed bumps damaging fire apparatus.	SFFD would need to approve this measure. In the past, SFFD has expressed concerns about fixed objects in the roadway impeding emergency response.	Minor impacts. SFFD would need to approve this measure.	Minor impacts. Already approved by SFFD.	Negligible
Impacts to the Disabled Community	Negligible	The disabled community has been opposed to raised pavement features like speed bumps. As a result, SFMTA only pursues this treatment on lower volume local streets.	Negligible	Negligible	Negligible	Negligible
Impacts to Special Events, Street Closures, or Parades	None	Raised pavement features could act as a barrier to parade floats or marching units.	Median islands could prevent parades from passing down the center of the street or interfere with performances in front of City Hall.	None	Pedestrian signal poles would need to be removed for stages or bleachers set up for special events. SFMTA signal shop would perform this work.	None
Impacts to traffic congestion and parking	Vehicular traffic backs up when pedestrian volumes are high.	None	Loss of about 10 parking spaces to provide street width for islands and horizontal transition	Stop and go operation will cause additional congestion. All vehicles required to stop.	Coordination with adjacent Polk signals would improve flow of vehicular traffic.	Vehicular traffic backs up when pedestrian volumes are high.
Other	Can be push button or motion activated. City Hall set up is motion activated.	Raised crosswalk would have to be accompanied by flashing beacons, not sufficient by themselves.	Medians would have to be accompanied by flashing beacons, not sufficient by themselves.	STOP signs in these situations can have poor compliance when no pedestrians are present.	Signal would have the pedestrian countdown feature. And have the audio and tactile button feature which helps the blind & visually impaired cross.	Can be push button or motion activated. Motion activation would be consistent with present lighted crosswalk.

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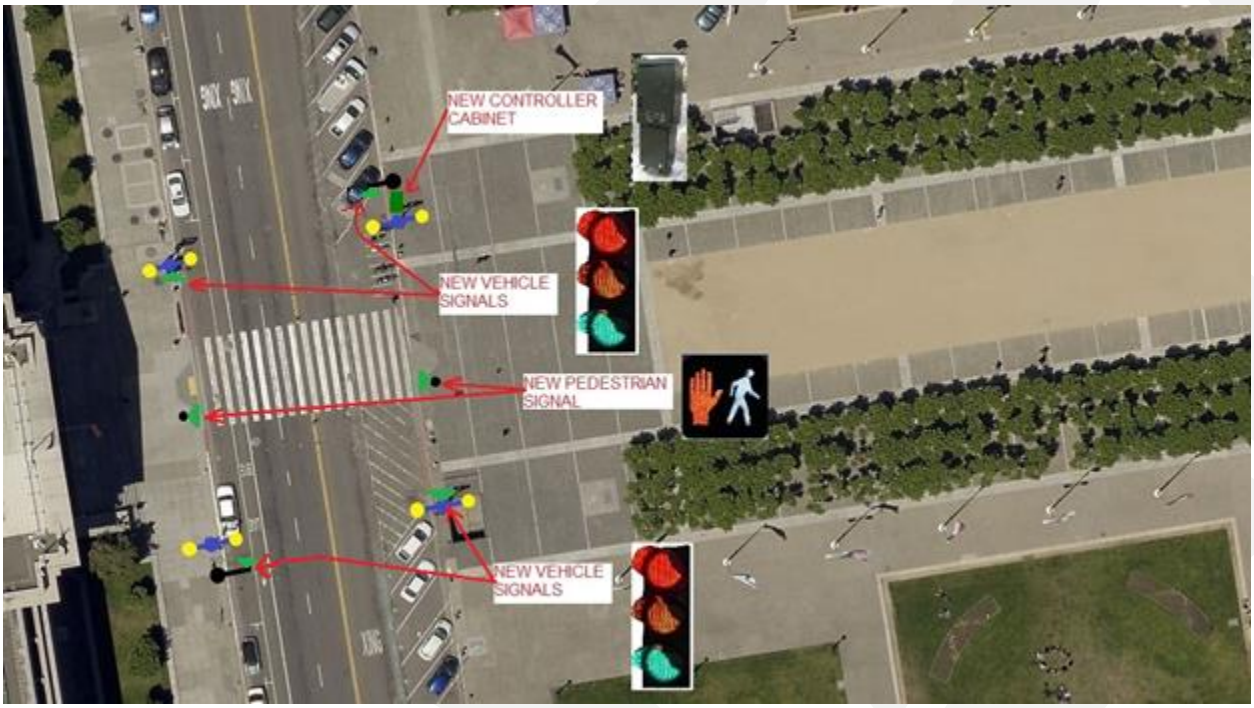
Carlton B. Goodlett Place: Traffic Control at Midblock Crosswalk

Alternative – Shorter Mast Arms:

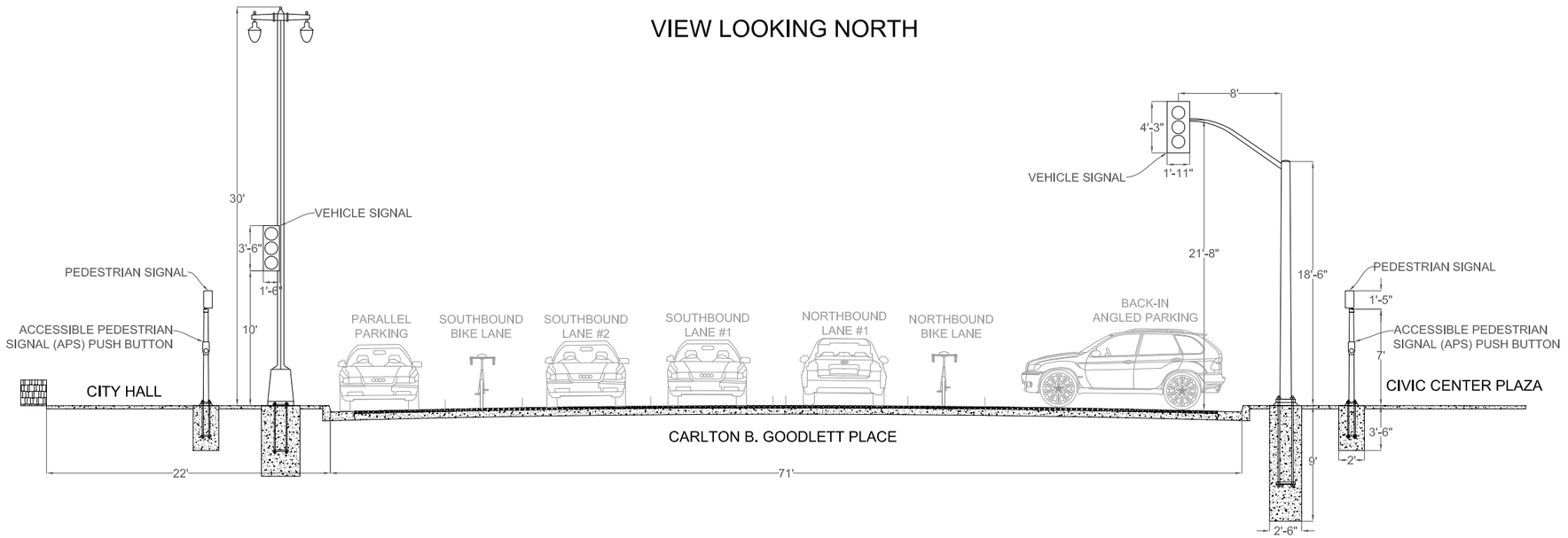
During our presentation to the Architectural Review Committee on November 5, 2014, they expressed an interest in using shorter 8 foot long mast arms having seen shorter mast arms used in various locations throughout the city, including the new traffic signal installed at 16th and Capp streets. Engineering best practice requires that mast arms extend over the travel lanes of the roadway for maximum visibility. Good visibility is especially crucial at midblock crosswalk locations like in front of City Hall where motorists may not expect to stop for a traffic signal. The added visibility of longer mast arms is also critical for streets like Goodlett Place with a significant presence of tall vehicles like tour busses and other commercial delivery vehicles. Shorter mast arms may be used at signalized intersections with overhead Muni wires or other obstructions that would prevent the installation of standard length mast arms.

The diagram below shows a top-down view of what the shorter mast arms would look like in the context of this location. As you can see from the diagram, they would extend only over the parked vehicles and not over the roadway.



City Hall Traffic Signal, alternative design with 8 foot mast arms
in place of full length mast arms

VIEW LOOKING NORTH



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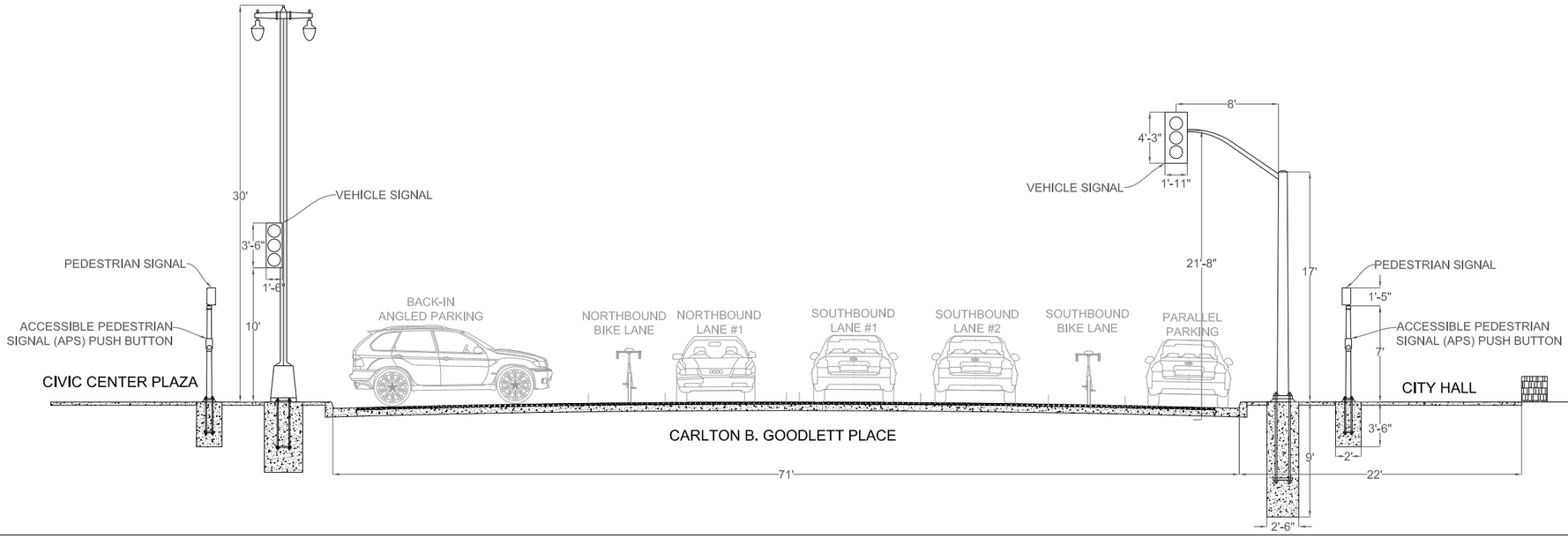

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