



Comprehensive Station Plan

Daly City



May 2006

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What Is a Comprehensive Station Plan?

BART stations are both transit hubs and valued community resources. Recognizing this, the BART Board of Directors in 2001 directed the Planning Department to undertake a thorough and integrated analysis of planning issues at every station. Called Comprehensive Station Plans, these documents are guided by BART's Strategic Plan, with recommendations reflecting the Strategic Plan's focus areas. Each Comprehensive Station Plan brings together the work of many BART staff, agency partners and members of the public.

Each Comprehensive Station Plan examines how effectively a station meets the present and future needs of its passengers and surrounding community. The Comprehensive Station Plan does this by examining three key station elements:

- **Station Area Development**--how the station works in its surrounding neighborhood
- **Station Access**--how passengers get to the station
- **Station Capacity and Functionality**--how the physical and operating components of the station function

BART staff use Comprehensive Station Plans to evaluate the scope and timing of a proposed station project or initiative, to seek grant funds, and to communicate with the public and other agencies. Partners and potential partners use the plans to evaluate the most effective way to work toward common goals.

A Comprehensive Station Plan can be updated or expanded as needed. As planning documents, they are living and flexible works, meant to be revised by section or overall as new information or direction becomes available. A Comprehensive Station Plan allows for revisions while it retains the station's collectively defined vision.

We invite your perusal, use, and comments.

1.0 Executive Summary

The Daly City BART Station has served as a commuter destination and transfer point since it opened in November 1973. Prior to the opening of Colma Station in 1996, Daly City Station served as the terminus for BART lines on the Peninsula, and its design reflects this function. Acres of parking, along with multiple bus and shuttle connections served to make Daly City a transfer point for Peninsula and South Bay commuters traveling to and from San Francisco.

As a consequence of the Daly City BART Station's role as a commuter terminus alongside the junction of I-280 and major arterials, the primacy given to facilitating automobile access has led to a station that is disconnected and poorly integrated into the surrounding neighborhoods, many of which are classified by the Metropolitan Transportation Commission as "environmental justice" communities (low-income, largely minority, and tending to be more transit- and walk-dependent). With the addition of the SFO BART line in 2003 and four new BART stations to the south, Daly City Station's role is changing to reflect its new position in the BART system. This Plan recommends ways in which to guide station area development, improve station access and modify the station facility so it can serve a new role as a neighborhood center and community focal point.

Station Area Development

Daly City Station straddles the boundary between the City and County of San Francisco and the County of San Mateo. It is the southernmost station to be served by all four peninsula BART lines, making it a convenient and logical destination for San Francisco commuters and residents of the Peninsula and South Bay who wish to take advantage of Daly City's park-and-ride facilities and access to transit connections.

Historically, the area was served by streetcars from San Francisco that gave rise to the small-scale commercial district known as "Top of the Hill" about five blocks east of the station. With the construction of I-280 and the opening of BART, this extraordinary vehicular access and roadway network has compromised the ability for the station to develop as a centerpiece and focal point for the community, and local development has largely been disconnected and not easily accessible on foot from the station. The regional Westlake Shopping Center, while less than a mile west of the station, is across a formidable bridge over the freeway and was designed primarily for automobile access.

In 1986, the city of Daly City adopted the Peninsula Gateway Specific Plan for the station area, which envisioned office buildings and an entertainment center on the parcels adjoining Junipero Serra Blvd. In 2001, the two office buildings and 20-screen multiplex theater of Pacific Plaza was opened, and a banquet/conference center is now planned on the vacant site between BART and the Development. In 2002, the mixed-use retail/housing complex OceanView village opened across the St. Charles Bridge in San Francisco. Neither development offers direct, accessible and comfortable pedestrian links to the BART station, despite their immediate proximity.

The problems of disconnected and out-of-scale area development, a poor pedestrian environment, concern over traffic speeds and safety, and a bleak station facility inspired BART, the City of Daly City and members of the local communities to work together in a series of design workshops. Two important outcomes of this vision process were the establishment of consensus around principles to guide future station area development, and a Community Vision Plan for the station site and surrounding area that emphasizes:

- Safe, attractive pedestrian access from the station to surrounding neighborhoods, including to and across the St. Charles Bridge and a new surface-level crosswalk at John Daly Boulevard,
- A moderately-scaled mixed-use village of townhomes and condos / apartments designed to respect/ enhance neighborhood character and activate pedestrian pathways,
- A central plaza at the station entrances and a primary pathway leading to Top of the Hill,
- New retail sized and located to activate the plaza and paths while avoiding an “oversupply” of space that leads to excess vacancies,
- Expanded surface parking on the “corporate” yard,
- An enhanced bus intermodal replacing the dark, trench-like configuration of the existing bus area by using the sloping site and stairways to increase sun access and wind protection,
- The opportunity for a community center at the “gateway” corner of John Daly Blvd and BART, and
- Landscaping the walkways and plaza to soften and green the current scheme of concrete, corrugated metal and chain-link.

Station Access

With the Station Area so constrained by topography, development patterns, high volume traffic arterials and I-280, achieving BART and community goals of more

balanced station access relying less on the automobile is the subject of BART's 2002 *Station Access Plan* and the *Community Vision Plan*. To achieve these goals, BART must work in partnership with the City of Daly City, San Francisco, Caltrans and local transit operators (Muni and SamTrans). The recommendations for access improvements include:

Pedestrian Access:

- Study pedestrian circulation in the area with the City of Daly City and Caltrans, particularly around John Daly Boulevard and the freeway ramps, for means of removing barriers and giving higher priority to pedestrians seeking direct connections to BART.
- Install new sidewalks, signals and crosswalks where needed to provide safer and more direct access from the station: especially at the intersection of John Daly Blvd and Niantic.
- “Calm” auto traffic where it comes in conflict with existing pedestrian circulation.
- Improve signage and orientation between the station and key area destinations.

Bicycle Access:

- Encourage the expansion and improvement of the San Francisco and Daly City bicycle network, in particular on St. Charles.
- Increase the number of at-grade pedestrian crosswalks on John Daly Blvd.
- Develop a BART brochure to promote bike access for use at all stations.

Transit Access:

- Studying a Muni 14 service extension/connection to the Daly City BART with other local partners
- Studying bus intermodal expansion with other local partners
- Incorporating “real-time” predictive arrival information for both Muni and SamTrans buses
- Publicizing the existing free Muni transfer

Automobile Access:

- Institute an on-street “parking revenue district” in partnership with Daly City, with the extra revenues returning to the station area for transportation improvements and better management.
- Partner with Pacific Plaza theaters to explore shared use of the Plaza parking garages at times when peak demands allow for the flexibility.
- Explore the implementation of “smart parking” technologies to enhance customer convenience

- Explore raising parking charges to encourage more patrons now parking at Daly City to use Colma or stations south and to match value of system's highest service frequencies at Daly City.
- Discourage use of BART parking facilities by people who do not ride BART (such as users of SFSU shuttle)

Taxi, Shuttle and Drop-Off Access:

- Installing clear and bold signs inside, or just outside, the station to guide BART customers to connecting transit – buses, taxis and the shuttle / drop-off area respectively.
- Shift the SFSU shuttle stop slightly north to reduce conflict between queuing students, shuttles, cabs and garage traffic

Station Capacity and Functionality

BART staff prepared this Capacity Plan in 2004 to develop a strategy for meeting projected ridership increases in 2025. To accommodate this growth, station capital improvements intended to meet specific building and safety codes were identified and costs estimated.

Key recommendations for providing sufficient capacity to meet future ridership projections at the Daly City BART Station include expansion of the platform and paid area, additional ticket vending machines (TVMs) and kiosks, addition of vertical circulation systems, including a new inter-platform bridge and machine room, and modifying the location of faregates, concession stands, a drop-off lane, a passenger pick-up/attended vehicle area, and the supervising building.

The conceptual cost to implement the capacity elements of this proposed plan is approximately \$23 million.

2.0 Introduction

2.1 A Vision for Daly City Station

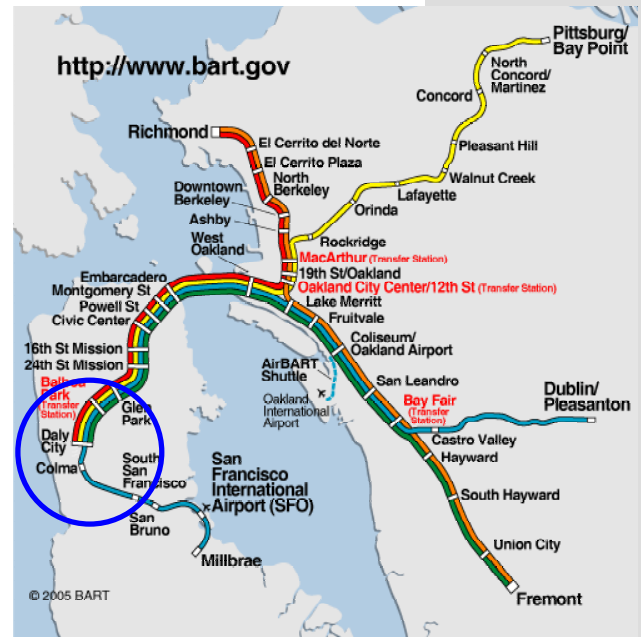
The Daly City BART Station, straddling the San Francisco and San Mateo County line, has served as a commuter destination and transfer point since it opened in November 1973. Prior to the opening of Colma Station in 1996, Daly City Station was the terminus for BART lines on the Peninsula. With its location at the intersections of John Daly and Junipero Serra Boulevards and Highway 280, the station was designed primarily for people who drive to BART: thousands of parking spaces reached by numerous freeway off-ramps and widened arterials.

Multiple bus and shuttle connections make Daly City a transfer point for Peninsula and South Bay commuters traveling to and from San Francisco, and the 2003 BART extension to San Francisco International Airport and to Caltrain at Millbrae increase the station's importance as a regional transit hub.

Despite its strategic access and robust ridership, the Daly City Station area is not generally seen by riders, station area neighbors or local officials in Daly City or San Francisco as a desirable or attractive "gateway." New residential, commercial and mixed-use development has been built around the station, but not in a way that is integrated with the station itself or that enhances the immediate station area as a place to live, walk or shop. Extensive community input and analysis by urban designers and transportation consultants indicate that the very access systems connecting surrounding neighborhoods, roadways and shopping centers to BART are primary reasons for the limited appeal of the station area as a gateway, a neighborhood hub or a site for future community development.

An Automobile-Dominated Landscape

Automobile accommodations at Daly City Station have largely compromised pedestrian access.



Map 2.1 Daly City Station and the BART system

Despite the historically pedestrian-scaled environment of the surrounding neighborhoods in Daly City (Top of the Hill, “Original” Daly City) and San Francisco (the Merced Extension Triangle), the volume of traffic on the arterials and in the parking and drop-off station areas, and the provision of wide lanes to accommodate buses has led to the reduction of sidewalk widths, elimination of surface-level crosswalks, and the installation of pedestrian-crossing barriers. The surface-level crosswalk was removed at John Daly and Junipero Serra Boulevards south of the station to facilitate traffic flow, and pedestrians were provided a tunnel in the 1980s to cross the busy roadway.



The BART Station from John Daly Blvd

The “Peninsula Gateway Specific Plan” of 1986, a Daly City Redevelopment project, established a vision for growth in the station area that incorporated this primacy to facilitating the automobile. Despite relatively high-densities and localized streetscape improvements, the new development in the area, such as Pacific Plaza and OceanView Village, are far more oriented to automobile access from I-280 and major arterials than to BART. Increasing demand for station parking has increased the acreage of asphalt paving surrounding the station. These developments have led to a station that is disconnected and poorly integrated into the surrounding neighborhoods.

Environmental Justice at Daly City Station

In 2001, the Metropolitan Transportation Commission identified many neighborhoods near Daly City Station as “Communities of Concern.” This designation indicates an unusually high population of minority and/or low-income residents, and generally points to higher dependency transit and on foot for basic transportation. This also suggests that impaired pedestrian access to Daly City station has a greatest impact on these residents.

Changing Nature of Daly City Station

With the addition of the five new BART stations to the south in 2003, Daly City Station’s role reflects a new position in the BART system. The excellent and frequent access to downtown San Francisco via



Map 2.2: MTC’s “Communities of Concern”

BART from this station continues to attract developer interest on parcels adjacent to the station. As the area surrounding Daly City Station continues to grow and densify, pedestrian access becomes more critical for the station area to function as a neighborhood center and community focal point.

A New Vision for Daly City

In fall of 2005, community members, local businesses and staff from BART, Daly City, bus operators and Caltrans reviewed station access and development trends in an *Existing Conditions Report*. After holding two community-based workshops, the *Daly City BART Community Vision Plan* was produced that identified goals and a plan to guide the transformation of the Daly City BART Station area into a vital hub for the surrounding neighborhoods. The *Plan* also reflects key priorities of BART and Daly City outlined below:

2.2 BART's Goals

BART's Strategic Plan, adopted in 1999, established policy goals for the organization, divided into the following seven broad categories:

- Improving the BART Customer Experience
- Building Local Partnerships For Support
- Optimizing BART capacity by managing Transit Travel Demand
- Planning Land Use and Quality of Life improvements at BART stations
- Proving a quality work environment for the People of BART
- Shoring up the System's Physical Infrastructure
- Managing the Financial Health of BART

In July 2005, the BART Board adopted four TOD Policy goals:

- Increase transit ridership and enhance quality of life at and around BART stations by encouraging and supporting high quality TOD within walking distance of BART stations.
- Increase transit-oriented development projects on and off BART property through creative

Key Stakeholders

External Stakeholders

Caltrans
Daly City Planning & Zoning
Daly City Economic Development
Daly City Public Works
Daly City BART patrons
SF Department of Public Works
SF Municipal Transportation Authority (Muni, DPT)
SF Public Utilities Commission
SF County Transportation Authority
SamTrans
Walk SF
SF Bicycle Coalition

BART Advisory Groups

BART Bicycle Task Force
BART Accessibility Task Force

Internal BART Departments

Planning
Customer Access
Transit System Development
Operations
Real Estate
Police
System Capacity
System Safety
Transportation
Government & Community Relations

planning and development partnerships with local communities.

- Enhance the stability of BART's financial base through the value capture strategies of TOD,
- Reduce the access mode share of the automobile by enhancing multi-modal access to and from BART stations in partnership with communities and access providers.

In 2003, BART developed *TOD* and *Access Guidelines* to assist in planning station areas. These *Guidelines* assert BART's priorities in developing walkable, mixed-use communities around its stations, in working closely with the surrounding community to design and shape development, and in ensuring that the key transportation functions of the station are protected and supported.

The *TOD Guidelines* lay out three areas of concern:

- "Shaping the Region" emphasizes a BART station's importance as a regional rather than local transit and smart growth resource. Having such a resource places certain responsibilities upon the surrounding community.
- "Building a Successful TOD" identifies three prime design issues: defining and enhancing station identity, providing multi-modal station access, and planning a mix of transit-supportive land uses and densities of high-quality design.
- "Reconciling Station Area Activities" focuses on the station as a transportation hub, recognizing and supporting a variety of station users in their pursuits.

The *Access Guidelines* prioritize safety and alternatives to the automobile for station access in this hierarchy:

- Pedestrian
- Transit (bus, light rail, etc.)
- Bicycle
- Pick Up/Drop Off
- Carpool /HOV/ Shuttle /Cab
- Private Automobile

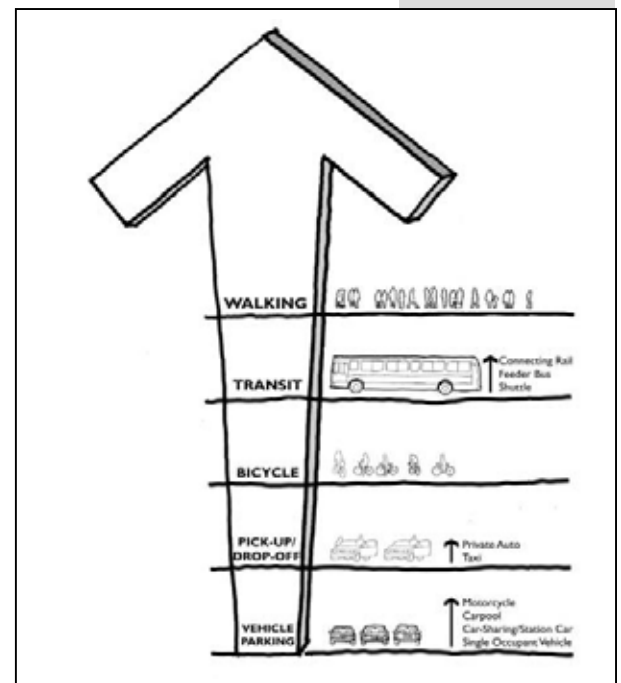
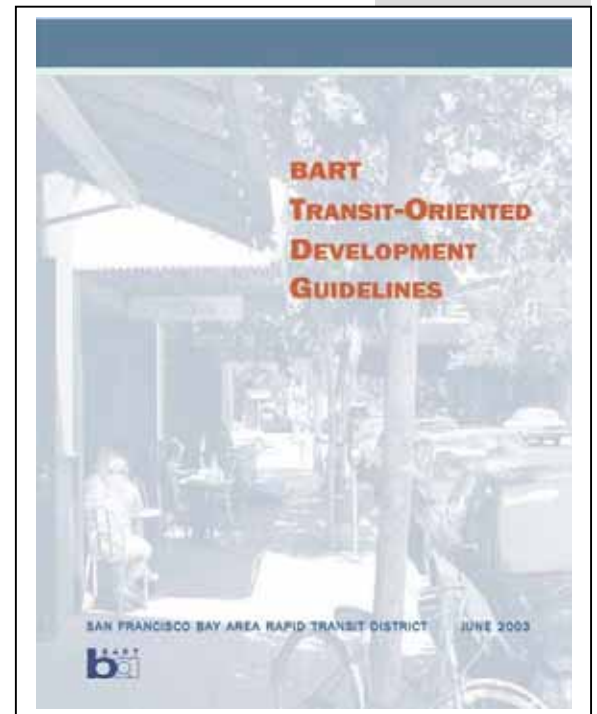


Fig. 2.1 BART *Access Guidelines* Hierarchy

2.3 Local Community Goals

The City of Daly City and the City of San Francisco promote integrating public transportation and land use, especially near BART. More specifically, the following goals are relevant:

Daly City General Plan Land Use Element

The overall Daly City General Plan was adopted in 1986. Many of its elements have been updated subsequently, however its Land Use Element has not been. The Land Use Element calls for:

- Land use that supports economic growth and expansion in order to maintain a viable tax base
- The provision of open space and commercial activities at the neighborhood scale
- The improvement and preservation of neighborhood quality
- A partnership approach towards citizens and stakeholders

Key to this Plan are partnership with the community, neighborhood-scaled open space and development and growth opportunities.

Daly City General Plan Circulation Element

The Circulation Element of the Daly City General Plan was adopted in 1987. This element calls for:

- A balanced system that provides for alternate modes of transportation
- An efficient system
- A system that seeks to enhance and protect environmental quality
- A system that provides for the safe movement of all citizens

“Balance,” “Safety” and “Efficiency” here imply emphasis on safe access to the station by alternative (non-polluting) modes, and ensuring the transit system can sustain its operations – in this case, relying on and building ridership in both direction to support the rich level of BART service.

Daly City General Plan Housing Element

The Housing Element of the Daly City General Plan was updated in 2004. This element calls for:

- “preserving and enhancing Daly City’s residential environment, so persons of all ages, races, and incomes can choose to live in safe, attractive and affordable housing,”
- “Encourage new residential development in suitable locations” and specifically “where public service infrastructure is in place,” and
- “Encourage higher density residential development in areas where such development will not have adverse impacts,” specifically “where mass transit service is readily available.”

These policies call for new housing placed near existing infrastructure, especially at mass transit sites like this station, Daly City’s prime transit hub,

San Francisco General Plan

While Daly City Station proper is not located in San Francisco, a sliver of the Outer Mission neighborhood south of I-280 and all of the Merced Extension Triangle neighborhood lies within a half-mile radius of the station, and surveys show many San Francisco residents even outside these areas use the station daily. General Plan policies to be considered in this Plan include the emphasis on safe pedestrian and other non-auto access and circulation in the General Plan’s Transportation Element and the official “Transit First” Policy adopted in 1973. Objectives 4, 11, 21, 23 and 27 call for generally prioritizing transit, pedestrian and bike circulation and access over automobile access, and Policy 2.1 calls for linking new development to transit centers.

Also, the Housing Element Policy 1.1 calls for locating new housing near transit. Policy 1.4 calls for developing infill housing on unbuilt lots not dedicated as Open Space. Policies 2.1, 3.3 and 3.6 call for retaining existing sound and in particular, historic housing and Objectives 5, 6 and 7 encourage new -- and protecting existing -- affordable housing. Policies 11.1 and 11.5 call for

preservation of existing neighborhood character and vitality in new development.

San Francisco implications for the vision of this Plan are similar to those cited for Daly City – focusing development near transit, ensuring safe circulation for pedestrian and other non-polluting modes of travel, and providing new housing, especially affordable housing, with design sensitive to existing neighborhood character.

2.4 Station Planning at BART

BART's Comprehensive Station Plans are designed to unify planning for physical station changes, station access improvements, and station area property development. This approach to improving decision-making combines the expertise of many different departments at BART and integrates the plans of local jurisdictions. Comprehensive Station Plans are not detailed enough to serve as technical engineering studies but are specific enough to coordinate and prioritize the implementation of station improvements and support for future grant funding.

The Comprehensive Plan for Daly City Station benefits from having a high degree of station planning already completed by BART: an Access Plan in 2002, derived with internal and external stakeholder meetings, station capacity study completed in 2004 with extensive internal BART review, and a community planning process held in partnership with the City of Daly City and funded in part by a community-based planning grant from Caltrans in 2005. This Planning Process is discussed in greater length below.

2.5 The Planning Process

Comprehensive Station Plans address three key components: station capacity, station access, and station area development. In some cases, BART develops these three areas of planning individually,

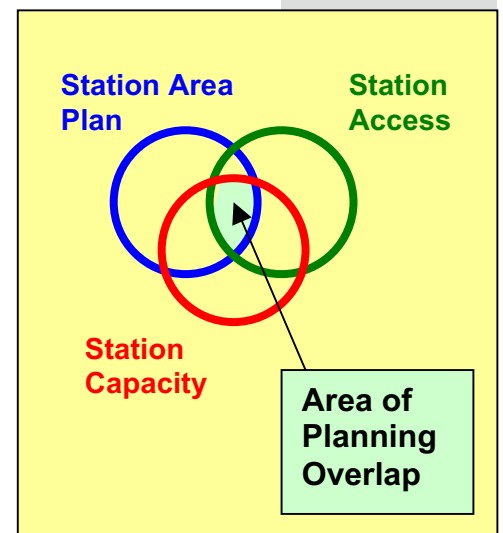


Fig. 2.2: Comprehensive BART Station Planning Concept

or in one comprehensive effort. In the case of Daly City, an Access Plan, a Capacity Plan and a Station Area Plan were developed separately, but within a four-year span that allowed consistent and cumulative planning methodology and outreach.

The Daly City Station Access Plan

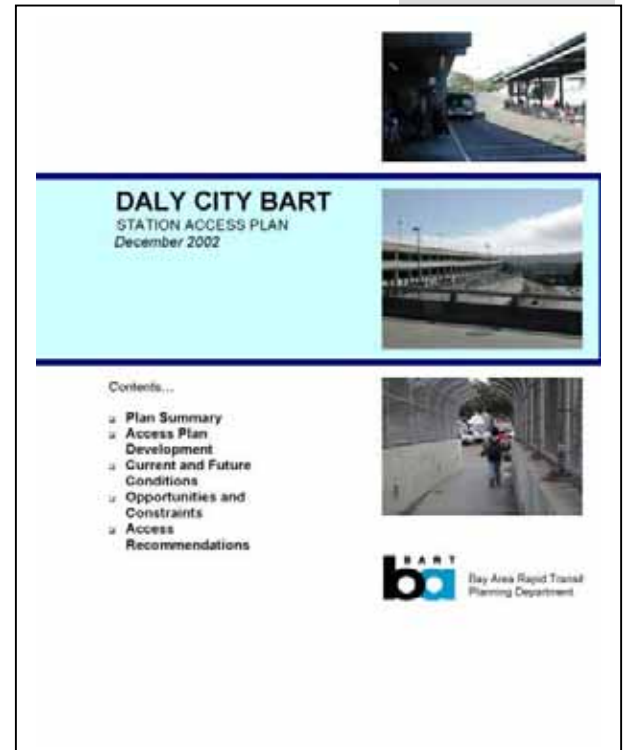
In December 2002, BART completed an Access Plan for Daly City Station in collaboration with local partners. This Plan addressed the station's role in helping achieve a systemwide multi-modal set of targets that emphasize non-automobile access to BART stations, and anticipated the extraordinary new and unique position Daly City station holds in the BART system:

- its location along the extension to San Francisco International Airport that opened in 2003,
- the first station on that line to have the full benefit of four different BART lines and the high frequency of service,
- the only Peninsula station both with parking and this high-level of service,
- an imminent and unprecedented charge for all station parking coordinated with the extension opening,
- convenient access to the freeway (I-280) and major arterials,
- new mixed-use commercial development within a short walk of the station, and
- a relatively low volume of pedestrians accessing the station given the high-density, surrounding residential neighborhood.

This Access Plan was completed in December 2002 and made implementation recommendations that help BART attain its multi-modal access goals.

The Daly City Station Capacity Plan

In 2004, BART created a long-term Capacity Plan for Daly City Station to ensure its ability to handle growing ridership volumes in the future, particularly in response to the growing pressures itemized above. Both the Capacity and Access Plans have been updated with input from BART staff and city agencies through the community



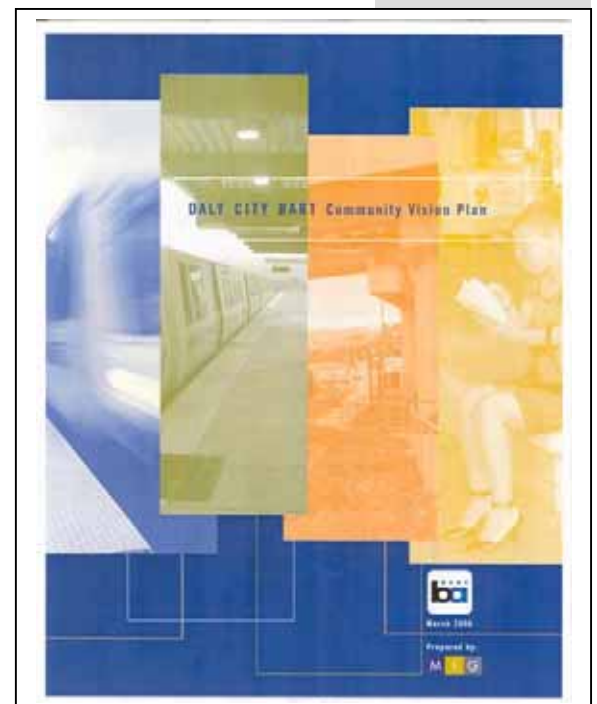
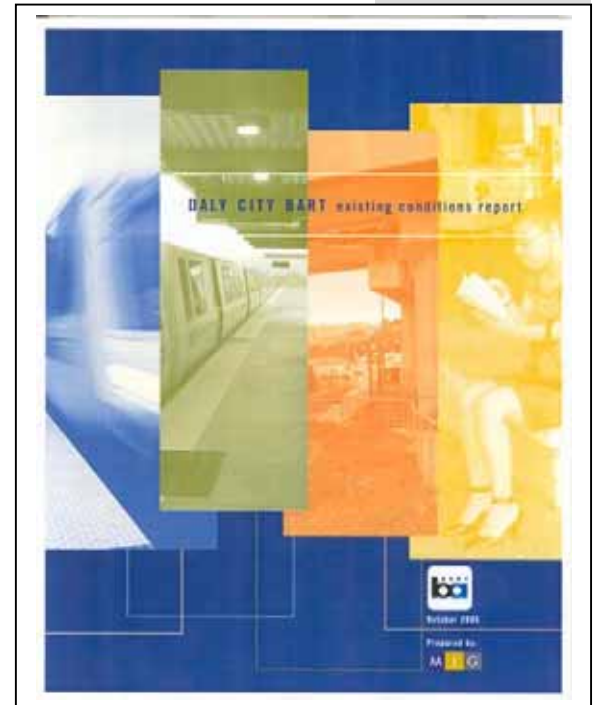
workshops held in 2005, and folded into this larger Comprehensive Plan.

The Community Vision Plan

The community workshops held in October and November of 2005 were in turn informed by the Access and Capacity Plans and the growing concerns of area residents and businesses on development and access issues around the station. An *Existing Conditions Report* was also prepared that took inventory of the station area site, topography, and demographics context, and surveyed station access, area development and operation conditions and trends. The *Existing Conditions Report* provided a complete and current understanding of the station context, its development, traffic patterns and their trends -- a necessary first step in developing a consensus on a vision for the station area.

The focus and primary outcome of the workshops has been on the station property itself: how it serves the surrounding area, how it impacts multi-modal (and especially, pedestrian) access, what role it plays in the long-term goals of the City of Daly City, San Francisco and BART. Merging these objectives and goals, a team of design, site planning and transportation consultants to BART and Daly City produced the “*Daly City Community Vision Plan*” in March, 2006, funded in large part by a Caltrans Community-Based Planning Grant awarded to BART.

The principles and recommendations of this *Vision Plan* were developed in close coordination with community members and agency staff. The site plan concept for Daly City Station reflects this vision, and is the centerpiece for the Station Area Plan of this Comprehensive Station Plan. Most importantly, the *Community Vision Plan* provides a starkly different vision of the BART station property and its integration in the surrounding neighborhood from the 1986 *Peninsula Gateway Specific Plan*.



3.0 Daly City Station Today

3.1 History and Existing Conditions

Daly City BART Station has served as a commuter destination and transfer point since it opened in November 1973. Prior to the opening of Colma Station in 1996, Daly City Station served as the terminus for BART lines on the Peninsula, and its design reflects this function. Acres of parking, along with multiple bus and shuttle connections served to make Daly City a transfer point for Peninsula and South Bay commuters traveling to and from San Francisco.

As a consequence of the Daly City BART Station's role as a commuter terminus alongside the junction of I-280 and major arterials, auto-oriented development has largely been the norm in the Station Area over the last thirty years. The primacy given to facilitating automobile access has led to a station that is disconnected and poorly integrated into the surrounding neighborhoods.

With the addition of the SFO BART line in 2003 and four new BART stations to the south, Daly City Station's role is changing to reflect its new position in the BART system. As Daly City and the region continue to grow, the station is transitioning into a new role as a neighborhood center and community focal point.

Setting

Daly City Station straddles the boundary between the City and County of San Francisco and the County of San Mateo. It is the southernmost station to be served by all four transbay BART lines. This makes Daly City a convenient and logical destination for San Francisco commuters and residents of the Peninsula and South Bay who wish



Daly City, ca 1900



Streetcar on Mission Street



Westlake Village under construction

to take advantage of Daly City's park-and-ride facilities and access to transit connections.

The station itself is roughly surrounded by three developing areas in Daly City (Top of the Hill to the east, Westlake to the west, and Pacific Plaza to the south). To the north, the Merced Extension Triangle neighborhood (with its prominent, newly-developed Ocean View Village project) sits across the I-280 freeway in San Francisco.

For consistency, "Station Area" consists of the 2000 US Census block groups in roughly a one-half mile radius surrounding the Daly City Station. Since block group boundaries are irregular however, portions of the Station Area lie outside of the one-half mile radius. The Local Market Area referred to in Section 4 of this report corresponds to this Station Area. The Peninsula Gateway Plaza Specific Plan (1986) and Daly City's Junipero Serra Redevelopment Corridor lie wholly within the Station Area, which includes a few blocks of Daly City's Mission Street Redevelopment Area.

Topography

Daly City Station is characterized by its sloping topography and lack of connection to the surrounding neighborhoods. The topography slopes sharply from east to west. The station's designers compensated for this slope by creating two terraces. The upper terrace includes a parking lot on the eastern edge of the site. The lower terrace holds the station and a parking structure. The western edge of the station drops sharply toward I-280. Buses and shuttles must descend a steep grade from street level to a transfer station on the lower terrace, using a road that cuts between the upper terrace and the station.

Even with the topographic limitations of the site, the station functions well. It is a busy and important transfer point for BART riders, as well as MUNI and SamTrans riders, and shuttle users. The parking lots have available capacity, BART service is frequent, and the station is close to a large pool of riders.



Map 3.1: Daly City BART Station Area



Map 3.2: Peninsula Gateway Plaza Specific Plan Redevelopment Area



Station and Parking Facilities

Based upon the Parking Facility Occupancy Survey conducted by Wilbur Smith Associates at Daly City BART Station in September 2005, a total of 2,068 parking spaces are available at the station. Nearly 900 spaces are within the parking garage and the rest in six surface lots. Two satellite parking lots adjoin the Station. Lot E to the south is accessed through a pedestrian tunnel under John Daly Boulevard. This underpass is difficult to locate and can appear unwelcoming, particularly at night. Lot A (northwest across I-280) is accessed via the St. Charles Avenue bridge, which lacks a safety railing, sidewalks on each side, and adequate lighting.

Currently, BART charges \$2.00 a day for parking. 443 spaces are in the reserve parking program that allow patrons flexibility in arrival times and payment processes. BART's Customer Access reports that the garage and Lots C and D generally fill up by 8 am, Lots F, B and E by 8:30 am, and that Lot A, which is across the freeway, never fills up.

Daly City Demographics

More than half of Daly City is of Asian descent, according to the 2000 US Census Bureau. Filipinos, Caucasians, Latinos, and Chinese are the largest population groups. Fully 31.6% of Daly City's population self-identified as Filipino, while 25.9% self-identified as White, 22.3% as Hispanic /Latino, and 13.6% as Chinese. In the Station Area, the percentage of Asians is not as high as in Daly City as a whole (46.7%), and the White population is larger (32.8 %).

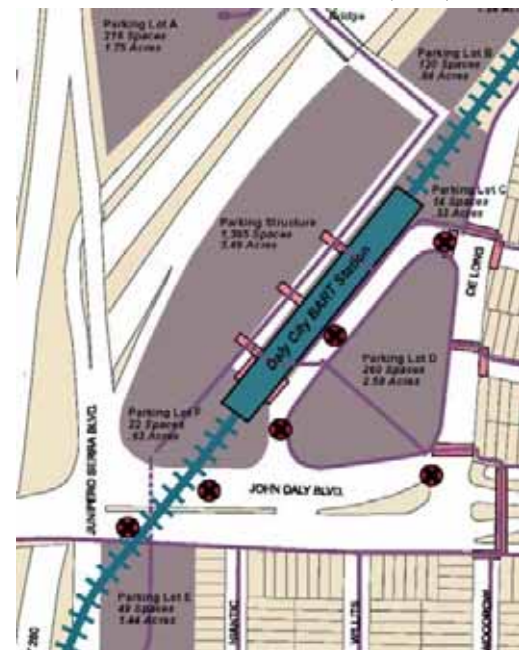
Daly City's diversity can be heard in the languages spoken, where 2/3 of the population over the age of five speaks a language other than English at home. According to 2000 Census, 33.6 percent of the population over five speaks English at home, 25.1 percent speak Tagalog, 18.9 percent speak Spanish, and 11.2 percent speak Chinese.

Daly City Station patrons largely reflect the characteristics of the city and Station Area. According to a survey conducted by CCG in 2005,

Figure 3.1—Daly City Station: Parking Type by Lot

	Structure	Lot A	Lot B	Lot C	Lot D	Lot E
Regular	897	172	120	0	85	49
Carpool	0	0	0	0	103	0
Midday	378	0	0	0	72	0
Reserved	72	0	0	0	0	0
Disabled	34	0	0	0	0	0
Attended	0	0	0	14	0	0
BART official	4	0	0	0	0	0
Other	0	46	0	0	0	0
Total	1,385	218	120	14	260	49

Source: Wilbur Smith Associates (2005)



Map 3.3: Station Parking Lots

Total Spaces: 2068*

*Lot A in reports 218 spaces in survey, later reported 216 spaces in graphic (left). Exact count of spaces in any one surface lot can vary with new striping and pilot parking programs. Circled Xs indicate pedestrian crossing prohibition.

about 43 percent of station patrons report that they are of Asian or Filipino decent, 30 percent report they are White, 14.4 percent report they are Hispanic, and 10.4 percent report they are Black. Additionally, Daly City's Asian/Pacific Islander population is growing, rising from 43.8 percent of the population in 1990 to 51.6 percent of the population in 2000.

Daly City Station Area Demographics

The Station Area, roughly a half-mile radius around the station, was projected to have 30,389 persons living in 9,488 households in 2004, with an average household size of 3.2 persons (compared to an average household size of 3.4 persons for Daly City and 2.7 persons for the entire Bay Area).

The average annual population growth between 2000 and 2004 was projected to be 0.5 percent (compared to negative 0.2 percent in Daly City and 0.6 percent in the Bay Area). The Station Area is currently experiencing a modest rate of growth comparable to the Bay Area, while population in Daly City is flat. This represents a change from the period 1990 to 2000, when population was flat in the Station Area, while Daly City and Bay Area grew at an average annual rate of 1.2 percent.

As suggested by its smaller average household size, the Station Area in 2004 was projected to have fewer family households at 67.5 percent (compared to 74.6 percent for Daly City), although it is still greater than the Bay Area (at 64.3 percent). Homeownership in Station Area in 2000 (the most recent year available) at 44.2 percent is considerably lower than Daly City (at 59.8 percent), as well as the Bay Area (57.7 percent).

The median age of residents in the Station Area in 2000 was 33.5 years. This is slightly lower than Daly City (35.4 years) and the Bay Area (35.6 years). The distribution of age ranges is similar, although there are slightly fewer persons under 18 years in the Station Area (21.4 percent) compared to Daly City (22.5 percent) and the Bay Area (23.6 percent). The Station Area has more persons between 18-34 years at 29.7 percent, compared to



Daly City (26.9 percent) and the Bay Area (25.3 percent). The percentage of the population over 55 in the Station Area is 19.8 percent, slightly lower than Daly City (21 percent) but nearly matching the Bay Area as a whole (19.6 percent).

Income Distribution

In 2004, median annual income for households in the Station Area was \$64,800. This is lower than incomes in Daly City (\$71,100), but both are higher than the Bay Area (\$63,500). The distribution of income is skewed slightly more towards households earning less than \$75,000 per year, when compared to Daly City. The proportion of households in the \$50,000 to \$74,999 category in the Station Area at 21.9 percent is slightly greater than Daly City (20.2 percent) and the Bay Area (19.5 percent). For households in the \$100,000 to \$149,999 category, the Station Area at 16.4 percent is less than Daly City (18.1 percent), but both are higher than the Bay Area (15.1 percent).

Educational Attainment

Educational attainment in 2000, as measured by possession of an Associate of Arts or higher degree, is slightly lower in the Station Area at 36.3 percent than Daly City (37.2 percent). However, both areas are considerably lower than the Bay Area (44.5 percent). The Station Area has slightly more persons with graduate or professional degrees at 7.1 percent compared to Daly City (6.5 percent), although both are again much lower than the Bay Area (14.1 percent).

Employment

The Station Area has 28.7 percent of its employed residents working in management, business, or professional occupations, a level comparable to Daly City (29.3 percent). However, both the Station Area and Daly City have considerably fewer residents in these categories than the Bay Area (44.1 percent). In the construction, maintenance, production, and transportation categories, the Station Area has a relatively high proportion of residents at 20.8 percent of residents, as does Daly

City (18.6 percent), especially compared to the Bay Area (6.8 percent).

Regional growth projections in 2003 by the Association of Bay Area Governments (ABAG), while not market-based, project over the next 10 years that Daly City will experience greater percentage growth in employment (21 percent) than residents (six percent). This could result in 3,600 or more new jobs.

Daly City Station Area: Urban Design

Built Form

The station itself is a utilitarian, hard-edged concrete structure with few amenities such as landscaping or benches. Signage is difficult to decipher or nonexistent. Pedestrian flow within the station tends to bottleneck at the escalators and ticket area as pathways cross each other. The intermodal transfer area is particularly unattractive and inhospitable to pedestrians, consisting mainly of corrugated metal and chain link structures under a looming concrete retaining wall.

Scale and Character

The built environment surrounding the station is largely fine-grained residential in character, with attached and detached single-family homes dominating. More recent additions to the area, such as Pacific Plaza, OceanView Village, and the Westlake apartments, just across I-280, are much larger in scale and lack connections and a street orientation that would better integrate them into the neighborhood. Pacific Plaza in particular is a barrier for pedestrian and bike access to Marchbank Park and nearby neighborhoods.

Streetscape

Access in the Station Area is constrained by topography, development patterns, high traffic volume arterials and I-280. Station users traveling from the north and east are connected to the station only by the St. Charles Avenue bridge and the difficult intersection at John Daly and Junipero Serra, making pedestrian or bicycle access



Daly City Station from parking lot



Pacific Plaza



OceanView Village from Alemany

extremely difficult, as well as creating confusion for motorists unfamiliar with the station's limited entry/exit points and satellite lots. Residents, visitors and employees using BART to get to and from Westlake must similarly cross the freeway and numerous off-ramps via the John Daly Boulevard bridge, with its one sidewalk

Neighborhoods to the south and east fare slightly better, but connections are still limited by topography and development, as well as by the limited crosswalks on John Daly Boulevard. To reach Pacific Plaza south of the station or to cross the bridge to Westlake, pedestrians must walk in a tunnel beneath John Daly Boulevard.

Auto access is constrained as well, despite the station's auto-orientation. The Junipero Serra/John Daly Boulevard intersection acts as a traffic choke point as local traffic, freeway traffic, and the occasional pedestrian jostle to use the intersection. The St. Charles Avenue bridge over I-280, the sole connection from the station to several San Francisco neighborhoods, now accommodates pedestrians, traffic, shuttles, and multiple bus lines with only one sidewalk, two streetlights and a 42-inch-high railing.

Connections to major pathways that cross the Station Area to connect one neighborhood to another are also problematic. Station users frustrated by the lack of formal neighborhood connections or with an aversion to using pedestrian tunnels and ramps forge their own series of informal pathways, cutting through landscaping, using an un-signalized crosswalk, or crossing in the middle of the block. To curb this pattern, barriers and fences have been installed in the medians and at crosswalks, and several crosswalks have been removed altogether. A more detailed discussion of access patterns and BART's *Access Plan* recommendations are summarized in subsequent sections.



Single-family homes are typical in the surrounding neighborhood



The intersection of Daly and Junipero Serra takes up a significant portion of land in the Station Area

Climate

Prevailing winds bring cool air in from off the ocean just over a mile away. These winds bring cool and foggy weather from the South and West for much of the year, with high temperatures averaging approximately 70 degrees even in the summer and in the 40's in the winter. For open space, sun is highly desirable, and shaded areas can often be uncomfortably cool.

Land Use

A more detailed discussion of Land Use may be found in Chapter 4.0: Station Area Development.

Residential

According to the 2000 US Census, there are 9,666 housing units in the Station Area. Well-maintained middle class neighborhoods of attached and detached single-family homes comprise the bulk of development to the north, east, and south. There are some apartment or multi-family units such as those incorporated into the Ocean View Village. Yet these are relatively infrequent; no highrises exist within the Station Area, though they exist in Park Merced, Stonestown, Westlake, and at SFSU nearby.

Commercial

Pacific Plaza, south of the station, and the Westlake Shopping Center to the west are the largest commercial developments, consisting mainly of shops, services, stores, restaurants and a movie theater. A grocery store and drug store are incorporated in the Ocean View TOD to the north. Nearly all commercial development in the Station Area consists of chain-style businesses with very few locally owned enterprises.

There are no retail outlets in the immediate station vicinity, although a “Black BART” concession kiosk is currently under construction by the station entrance. In addition, Daly City officials are working to attract a hotel tenant to the vacant parcel adjoining the southern satellite parking lot. This presents a key opportunity for the development of small-scale convenience retail such as a dry cleaner



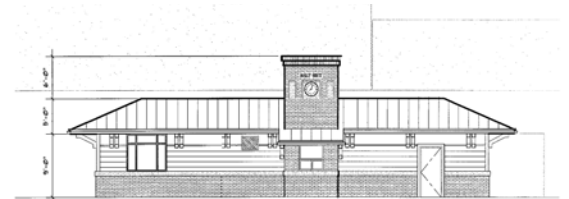
John Daly Boulevard



OceanView Village shopping and housing



Pacific Plaza theater and restaurants



Black BART concession stand

or coffee shop, as hotel and BART patrons will provide an additional customer base.

Office

One building, containing 352,000 square feet of Class A office space, is located within the Pacific Plaza development. This space has a high occupancy rate and presents a pool of potential customers for convenience retail as well as BART patrons.

Institutional

There are no institutional uses located within the Station Area. However, shuttle service connects the Station with two key institutions: San Francisco State University (SFSU) and Seton Medical Center. According to the access survey conducted in 2005, nearly one-half of Daly City Station patrons that accessed the station via transit did so using the SFSU shuttle. An additional shuttle serves Seton Medical Center, the single largest employer in Daly City. Both institutions are key partners in developing a sustainable and workable community-based vision.

Open Space

West of the station, the San Francisco Golf Club and the Lake Merced Golf and Country Club maintain two large parcels of private open space. These parcels are among the few examples of BART accessible golfing opportunities, however their use is restricted to club members. Marchbank Park, a well-maintained facility with an excellent baseball field and grandstand area, is easily accessible south of the station. However, it is set into the surrounding neighborhood and largely hidden from view by Pacific Plaza.

Roadways and Parking Facilities

A significant portion of land is devoted to roadways, particularly the tangle of freeway on/off ramps at the intersection of Junipero Serra and John Daly Boulevards. With its strong attraction as a regional transit gateway with good freeway access, commuter parking demand at Daly City Station has



San Francisco State University Shuttle



Marchbank Park, south of the station

Daly City Comprehensive Station Plan

led to increasing the size of surrounding surface lots and the multi-story parking garage. Two large, multi-story parking garages serve the office-and-theater Pacific Plaza complex, nearly equaling the office buildings and cinema in bulk, footprint and height. To ward against overflow parking, signs in the northernmost garage specifically bans BART commuter parking.



Daly City Parking Garage



Upper Parking Lot



St. Charles Lot



Pacific Plaza Garage

3.2 Who Uses Daly City Station?

The Daly City Station serves as the southernmost BART Station with access to all four lines serving San Francisco. Additionally, Daly City is a key transfer point for SamTrans and MUNI transit service, as well as shuttles that serve Seton Medical Center and San Francisco State University. This position makes Daly City an important transit node for the peninsula, the South Bay, and the region as a whole.

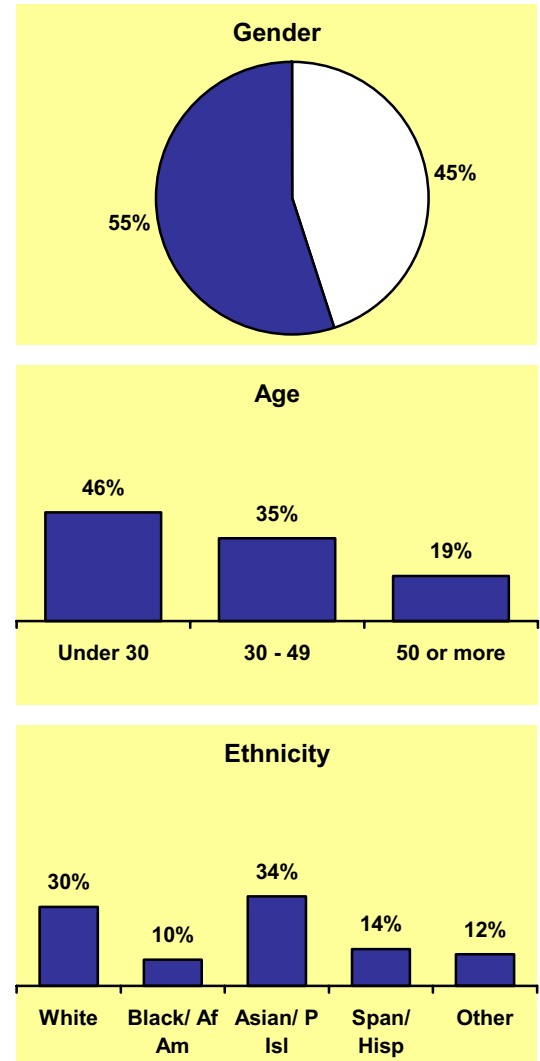
Ridership numbers for Daly City Station reflect its importance as a transit hub. BART's April 2005 ridership numbers reveal that Daly City Station ranks 12th in total ridership in the BART system, and is the 3rd most used Station outside of San Francisco. Nearly 53 percent of Daly City Station users exited BART in central San Francisco at the Embarcadero, Montgomery, Powell Street, or Civic Center Stations.

The population of the census tracts surrounding the Daly City BART Station are not expected to increase dramatically in the near future. In fact, ABAG projections show only a 4% increase between now and the Year 2020. Job growth in these tracts, however, is expected to increase by a somewhat more robust 17% over the same period.

Although the population is not growing rapidly, the station area's demographics are changing. The 2000 census shows that Daly City has the largest Asian population share outside of Honolulu, at 54%. Nearly one-third of residents are Filipino, a greater share than any city outside of the Philippines. BART ridership figures reflect this demography with 45% of riders at Daly City BART identifying themselves as Asian in 1998. Other ethnic groups are also represented at the station in rough proportion to their population share.

Riders at this station are generally more affluent than at many San Francisco, Oakland and inner East

Figure 3.2 – Station User Survey: Profile of Station Users (2005)



Source: Corey Canapary and Galanis Research (2005)

Bay stations, and less affluent on average than those at outer suburban stations such as Walnut Creek or Dublin-Pleasanton. At 14%, a relatively small number of households within a mile radius are without a car. This transit dependency rate is similar to Glen Park and Balboa Park and other core suburban station like Hayward and San Leandro. Finally, like many other BART stations, Daly City’s patrons are disproportionately female (62%).

BART patronage information indicates that approximately 7,300 passengers board BART trains at Daly City Station on an average weekday, with an equal number returning to the Station.

In BART’s 1998 survey, the vast majority of those using the station were going to work (81%), and only 5% used the station for school. In 2005, these figures changed to 57% and 23% respectively, demonstrating the growing importance of the San Francisco State University BART shuttle. Most of the entries at Daly City occur in the a.m. peak with patrons using the station as their home origin point. Riders entering at Daly City are most likely headed for downtown San Francisco. In fact, nearly 80% of a.m. peak patrons are bound for the four downtown Market Street stations.

The Daly City station, however, does serve some key destinations, including San Francisco State University, the new Pacific Plaza, and Seton Medical Center, the largest employer in Daly City. It ranks 20th out of 39 stations as an a.m. destination during the morning peak hours.

Many Peninsula patrons who might use Daly City Station in the morning use Balboa Park instead, probably taking advantage of the \$45 Muni Fast Pass which allows unlimited monthly BART trips within San Francisco. Balboa Park has no dedicated parking and is the first station north of Daly City and the southern-most station within the Fast Pass system. The San Francisco County Transportation Authority studied parking impacts in the Balboa Park Station area in 2003 and concluded the Fast Pass seems to draw parkers to that station, although

Figure 3.3 – Station User Survey: Purpose of Station Use (2005)

Commuter To/From	%
Work	57
School	23
Visit friends/family	5
Other business	5
Airport	3
Medical/Dental	1
Personal Business	1
Restaurant	1
Shopping	1
Theater or Concert	1
Recreation/Exercise	<1
Sightseeing	<1
Other	<1

Source: Wilbur Smith Associates (2005)

many area parkers also attended San Francisco City College or worked at nearby school sites.

As a result, BART and Muni offer a unique free round-trip Muni transfer from the Daly City Station as an incentive for nearby San Francisco residents to use it rather than Balboa Park. BART also offers a few dozen parking stalls for San Francisco residents to encourage the use of Daly City station. Despite these measures, however, the Balboa Park parking concerns remain.

In the fall of 2002, the San Francisco County Transportation Authority (SFCTA) studied the potential benefits and impacts of extending the Fast Pass to Daly City BART as a means of addressing these concerns. The study found that this extension could induce more BART riders to use Daly City, particularly those who live within walking distance of the station but now choose to use Balboa Park. However, the study also found that Daly City BART has no additional capacity to absorb new riders who drive to the station, and that the Fast Pass extension would present financial penalties to BART, Muni and SamTrans. Recommendations in the study include better parking management and improvements in transit fare coordination and Muni service, which are also reflected in BART's Comprehensive Station Plan at Balboa Park.

3.3 Daly City Residents: Journey to Work

Commuting patterns for Daly City exhibit significantly higher levels of transit use than in surrounding San Mateo County, but much lower than in San Francisco.

Additionally, the percentage of commuters driving alone is much lower than the countywide percentage. However, the walk-to-work rate for station users is lower than the county as a whole, despite Daly City’s population density being the highest of any city in San Mateo County. Additionally, the data from the Metropolitan Transportation Commission (MTC) shows that transit use has increased steadily in the Daly City/San Bruno “superdistrict”, rising from 8.8 percent in 1970 to 11.5 percent in 2000.

With relatively high population densities and a larger percentage of households without a car (8.1 percent) than the county as a whole (6.1 percent), with employment centers (Pacific Plaza, Westlake, Top of the Hill) surrounded by high-density residential areas, and with the relatively high and growing number of transit users and carpoolers, Daly City’s overall lower share of walk-to-work commuters than that of the county as a whole would normally be hard to predict. However, the same pedestrian barriers (freeway on-ramps, high-speed arterials, lack of sidewalks and crosswalks) that were cited in the 2002 Access Plan as suppressing walk-to-BART rates (see Figure 5) most likely play a role in this factor as well.

3.4 How Do Riders Get to BART?

Survey data collected in 2005 shows that about 24 percent accessed the Station via transit and shuttle buses, 37 percent drove alone, 21 percent carpooled, 17 percent walked (below system average), and the remaining one percent biked or used taxis to access

Figure 3.4: Journey to Work Station Access Modes for Daly City Station

Mode	Daly City (%)	San Mateo County (%)	San Francisco (%)
Drove Alone	57.7	72.3	41.1
Carpool	20.3	12.8	9.3
Transit	17.8	7.4	32.1
Walk to work	1.3	2.1	8.8

Source: US Census (2000) and Corey Canapary & Galanis Research (2005)

the Station. This suggests usage of about 1,800 of the 2,068 available parking spaces. Observations suggest that about 200 parking spaces are typically unused on a typical weekday. Most of the public transit passenger transfers appear to be between buses and BART, rather than bus-to-bus transfers. A substantial number of transfers, however, were observed to/from SFSU shuttle and SamTrans buses.

Comparing survey data collected in 2005 with data collected in 1998 shows an important trend in the modes used for station access. The rate of car access fell from 69% to 58%, walk access rose from 12% to 17%, and transit access rose from 17% to 24%. Transit access rates at Daly City Station are high compared with 17% systemwide (base year 1998), but walking remains relatively low despite Daly City's 5-pt jump to 17%: the systemwide rate is 26%. Bike access rates for Daly City (1%) are lower than the 3% systemwide. Trends point to a station increasingly more dependent on transit, walking and bike access, yet with walk rates below the systemwide average and far below those of the "peer" stations (with parking, similar area density, demographics and vehicle ownership rates) at Ashby (46%), North Berkeley (30%), Lake Merritt (32%) or MacArthur (27%).

Because the comparative proportions of drive alone, transit, pedestrian and bicycle access to Daly City BART are not in line with the BART targets of emphasizing non-auto transportation, BART's 2002 *Access Plan* used a community-based planning process to derive recommendations designed to reach these targets. These recommendations were revisited and partially revised as an outcome of the 2005 Community Vision workshops, integrated with the Station Area and Capacity planning efforts and are summarized in the "Access" portion of this plan in Chapter 5.

Figure 3.5

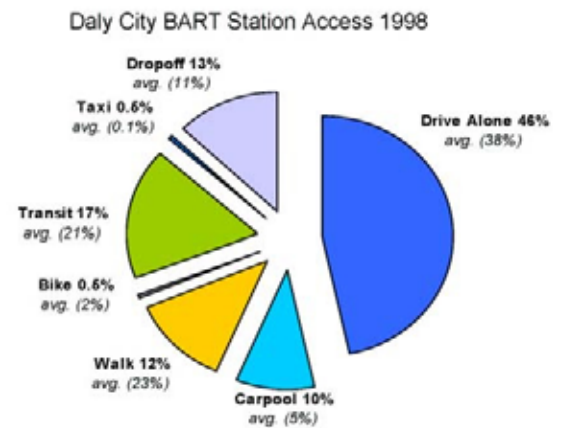
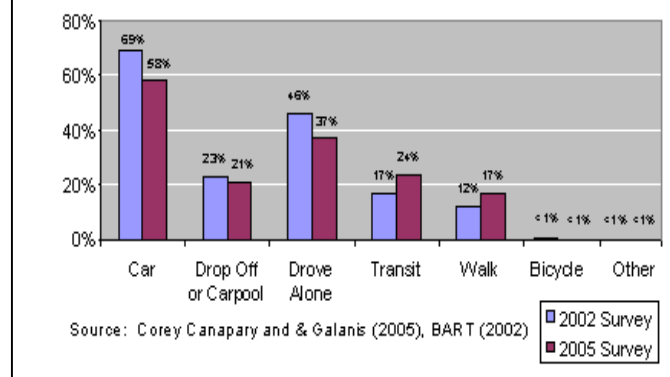


Fig. 3.6 — Access Mode Comparison 1998 -2005



4.0 Station Area Development

Development on and around the Daly City BART station is a controversial subject. As cited in the Chapter 2 above, both the General Plans of Daly City and San Francisco and BART's own *Strategic Plan* promote transit-oriented development, and in particular, housing near transit hubs like BART stations. However, the development trends in the area and the planning processes followed to integrate new buildings with existing neighborhoods have raised levels of concern about neighborhood character, design and scale.

In the meantime, changes to the station area's roadways and sidewalks have increasingly prioritized accommodating surface and freeway auto traffic, limiting station access for pedestrians and cyclists. This has contributed to a generally bleak and unattractive station area, further discouraging foot traffic and street-facing development that create a lively station area – in stark contrast with other BART station areas at Fruitvale, Hayward or Walnut Creek.

Nevertheless, pressure for new development remains great and major new projects are slated for construction in the area. This Plan and the recently-completed Community Vision Process, promotes and integrates access improvements designed to create a more attractive sense of “place” at the station. This includes linking area neighborhoods together better for people on foot, and managing and orienting the scale and character of new development so that it reshapes the station area as a more pleasant community center and gateway in addition to being a major regional transit hub.

4.1 Current Station Area Context

To the west of the station are single-family detached residential subdivisions such as the Westlake and



Daly City Comprehensive Station Plan

Broadmoor neighborhoods, with some enclaves of multi-family apartments. There are also large swaths of open space including several golf courses, Lake Merced, and recreation areas around the Lake. The 620,000 sq. ft. Westlake Shopping Center is a mile west of the BART station on John Daly Blvd.



Westlake District across I-280

The neighborhood to the east and south of the station is known as “Original Daly City” and is an older and denser residential area with attached residential units and some apartments. This primarily residential area has been historically served by the Top of the Hill commercial strip along Mission Street within the Station Area. Top of the Hill is characterized by small commercial lots fronting Mission Street with on-street parking. Pacific Plaza, west of this area and ¼ mile south of the station along Junipero Serra Blvd, is described in greater detail below.



Original Daly City and Top of the Hill

Just north of the station and south of the freeway is a sliver of the Outer Mission neighborhood in San Francisco. While in separate cities, this area melds seamlessly with Original Daly City. The affordable housing non-profit Habitat for Humanity has built seven homes on the city/county border: three in San Francisco and four in Daly City.



Habitat for Humanity

Across I-280 is the Merced Extension Triangle neighborhood of San Francisco. This area is mainly comprised of older, attached single family residences with some retail and apartments, including the recently constructed OceanView Village with 370 units and a supermarket. Also in San Francisco, less than a mile of the station are the self-contained neighborhood of Park Merced and the campus of San Francisco State University.



Merced Extension Triangle, OceanView Village

Within a mile of the Station Area periphery are two major regional shopping areas: Serramonte Center in Daly City and Stonestown Galleria Mall in San Francisco. Along Mission Street at the edge of the Station Area are auto-oriented retail corridor and the 97,000 sq. ft. Mission Plaza, which includes an Albertsons, PetFood Express and other tenants.

4.2 Peninsula Gateway Specific Plan and Other Redevelopment

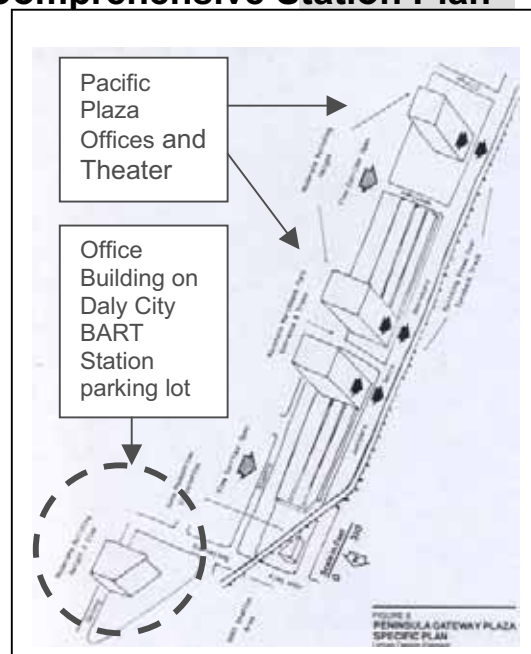
The city of Daly City adopted the Peninsula Gateway Plaza Specific Plan, which includes the Daly City BART Station Area, in 1986. This plan largely follows the goals of various elements of the General Plan, but calls for increased segregation of pedestrian and automobile traffic, a pedestrian overcrossing, and a large amount of office development in the Station Area, including an office building on the BART parking lot located on the corner of De Long and John Daly Boulevard.

Two buildings containing 350,000 sq. ft of office space, a 20-screen multiplex theater and two parking garages were built in 2001 as “Pacific Plaza.” A third phase is planned to include an additional 270,000 sq. ft. of office space and a 200+ room hotel located directly south of BART’s parking lot along Junipero Serra Blvd.

In addition, Daly City’s Mission Street Redevelopment Area includes plans for a mixed-use development on the “landmark site”, a 1+ acre parcel located in the “Top of the Hill” area at the intersection of Mission Street and Hillside Blvd. This is expected to include office, retail and medium density housing.

4.3 Station Concession Stand

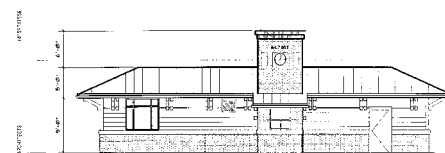
In the BART station plaza itself, just outside the faregates, BART has removed several large concrete mounds facing the garage and will construct an employee break room. When finished, the project, known as “Black BART,” will include a new “All Aboard” private retail concession store. The store will provide an amenity to BART riders and also brighten the dark station plaza. It has been sited to minimize interference with customers lining up to use the faregates.



Peninsula Gateway Plaza Plan (1986, above) and Pacific Plaza offices and theater today (below)



Landmark Project, Top of the Hill



Proposed BART concession stand

4.4 Community Vision Plan

Whether dating from the early 1900s at Top of the Hill, from the 1950s at Westlake Shopping Center or from the late 1990s at OceanView Villlage and Pacific Plaza, development near Daly City Station has responded to opportunities of a high density of population and quick transportation access to San Francisco. These project areas are within walking distance of each other; however, the station itself and the bridges, roadways, off- and on-ramps and freeway structures keep the station area from functioning as the pedestrian-oriented commercial or residential hub and community centerpiece BART, San Francisco and Daly City envision for such a resource.

Accordingly, the deficiencies and imbalances in station access, particularly for pedestrians, is a strongly-felt point of concern in the surrounding neighborhoods, as represented in BART's 2002 Daly City Station Access Plan from feedback given by residents of the Merced Extension Triangle neighborhood in San Francisco and the Westlake and Original Daly City neighborhoods in Daly City.

As station access plays so central a figure in the livability and urban design of the station area, and as development pressures continue to grow around so attractive a resource as the Daly City BART station, BART and the City of Daly City partnered in 2004 to lead a visioning process that would draw on community input. This process would integrate the recommendations of the Station Access Plan and the respective planning and development policies of their Strategic and General Plans with a fresh look at the Peninsula Gateway Specific Plan.

In October 2005, workshop participants from the neighborhood, city, transit agencies and local businesses convened to review existing conditions, walk the station area and develop principles that would guide future development in the station area while ensuring livability, community vitality, safe pedestrian circulation and visually-attractive design. The workshop concluded with a consensus on Ten



Multi-Lingual Workshop Flyer



Community Workshop Walking Tour

Principles which would inform the next workshop's site and design study:

The Ten Principles

- Transform the station area into a community centerpiece that strengthens local identity and a gateway that welcomes people to the surrounding neighborhoods, San Francisco and Daly City, and the Peninsula.
- Improve access by creating safe pedestrian connections to and from the station and throughout the surrounding area, and providing balanced access to all modes (walk, bike, drive, carpool, transit).
- Make the station area a humane environment, animated with art, color, and amenities for all station area users.
- Ensure that the station is safe, clean, and efficient.
- Design for a well-lit and secure station area with clear and informative signage.
- Develop the station area in a manner that respects the character and scale of the local neighborhood.
- Focus on designs that allow for ease of long-term upkeep and maintenance.
- Involve local residents in decision-making through a community-based participatory process.
- Protect against displacement of local residents and businesses.
- Emphasize simple and inexpensive solutions that can be accomplished early on, as well as more long term or complex solutions.

In November 2005, a second workshop convened and guided by these principles, created three alternative visions that proposed a station area future based upon these principles. All three visions featured these common themes:



Scenes from Fall 2005 community workshops

- A new emphasis on pedestrian circulation that featured at least one surface-level crosswalk across John Daly Boulevard between the station and Pacific Plaza
- A village-like retail project (of buildings explicitly not high enough to block views to the west above the level of the BART station) and landscaped plaza on the De Long BART lot that helped activate the pedestrian walkways between the station entrance and adjacent neighborhoods.
- A primary pedestrian path from the station entrance east toward Top of the Hill
- A restructured bus intermodal to make the function of waiting for buses more appealing and to favor pedestrian circulation.

At least two of the three schemes featured:

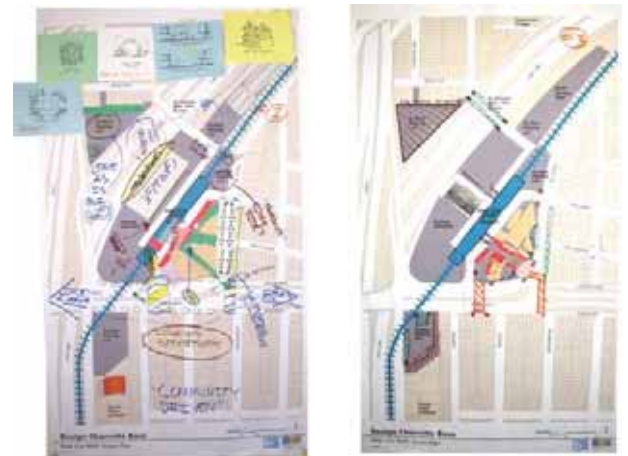
- Improved access from the station toward and across the St. Charles Bridge: a second sidewalk, new lights and some artwork.
- Making the “village” mixed-use, with residential units above the retail on the De Long lot (still maintaining sensitivity to heights so as to avoid blocking ocean views from the existing homes uphill).
- Relocating parking from the De Long lot to the “corporate” yard north of the parking garage.

UC Berkeley Study

Architecture students from UC Berkeley also attended this workshops and prepared a design study independent from this effort titled the “San Joaquin Village” (after the defunct San Joaquin street, which was removed with numerous residences during the construction of the BART station in the 1960s and 1970s). This project featured a development pro forma as well that included residential units and a small retail building abutting a pedestrian pathway sloping uphill from the station to ward Top of the Hill.



Workshop wall chart with comments from participants



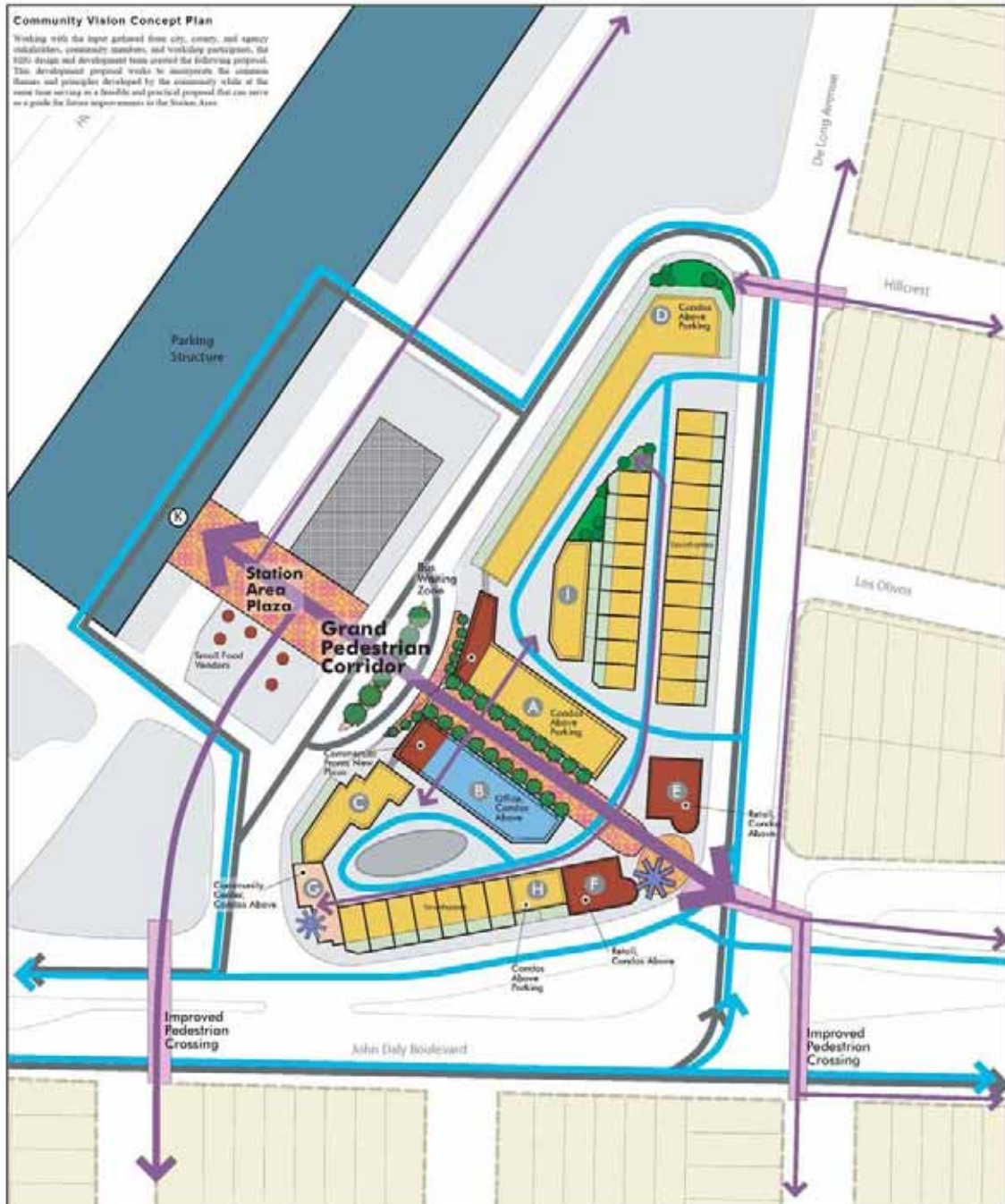
Different concepts devised by two of three “break-out” groups in community workshop



Concept Plan from UC Berkeley Student Project

BART and Daly City staff reviewed the community process outcomes to ensure consistency with their respective planning priorities and with safety and station operational concerns, and held an on-site meeting with Caltrans on the viability of a surface-level crosswalk. With additional community feedback, the final **Community Vision Plan** was refined to promote:

- Safe, attractive pedestrian access from the station to surrounding neighborhoods, including to and across the St. Charles Bridge and a new surface-level crosswalk at John Daly Boulevard,
- A mixed-use village of townhomes and condos and apartments designed to preserve views from uphill, enhance neighborhood character and activate pedestrian pathways,
- A central plaza at the station entrances and a primary pathway leading to Top of the Hill,
- New retail sized and located to activate the plaza and paths while avoiding an “oversupply” of space that leads to excess vacancies,
- Expanded surface parking on the “corporate” yard,
- An enhanced bus intermodal replacing the dark, trench-like configuration of the existing bus area by using the sloping site and stairways to increase sun access and wind protection,
- The opportunity for a community center at the “gateway” corner of John Daly Blvd and BART, and
- Landscaping the walkways and plaza to soften and green the current scheme of concrete, corrugated metal and chain-link.



LEGEND

Commercial	Plaza	Surface Parking	Auto	Landmark
Housing	Private Yard	Parking Structure	Transit	Kiss and Ride
Office	Common Landscaped Area	Paid Fare Station Area	Major Pedestrian Route	
Community Center	Adjacent Neighborhood	Crosstalk	Secondary Pedestrian Route	

Figure 4.1
Site Concept Plan



4.5 Station TOD Plan

Community Vision Plan Feasibility Analysis

The financial feasibility of redeveloping the Daly City BART station based on the **Community Vision Plan** represents the analysis of the Site Concept Plan by real estate consultants assisting with the planning workshops. That Concept Plan is guided by the Ten Principles described above, and envisions a mixed-used development consisting of 145 for-sale residential units, 13,600 square feet of commercial space, a 2,000 square foot community center, and 171 parking spaces on approximately 2.6 acres of BART’s parking lot bounded by John Daly Boulevard, Delong Street, and the dedicated bus lanes at the BART station.

The development program had been structured to generate returns to BART through sales of the developed property of high quality design. Around the site’s perimeter, looking outward across Delong Street and John Daly Boulevard, the development consists of three-story townhouse units over parking, designed to transition gracefully from the existing adjacent residential neighborhood. In the site’s interior are mixed-use buildings with for-sale condominiums above office/retail space, as well as condominium units above podium parking. Retail spaces within the development are situated at the corner of Delong Street and John Daly Boulevard and immediately across from the BART station entrance. Commercial space along the interior plaza is anticipated to be office. For-sale prices for the new residential units are anticipated to range from \$395,000 for one-bedroom flats to \$550,000 for two-bedroom townhouses

Based on a pro forma analysis, the estimated residual land value for the BART property is approximately \$12.5 million, assuming BART’s sale of its fee interest in the property to a developer. This estimate of residual land value assumes that entitlements are in place to build the proposed project. The Site is currently zoned for public use, and the Site’s value in an “as-is” condition with the

Table 4.1: Development Concept Summary

Development Concept and Corresponding Net Residual Land Value Generated by Development	
Residential	145 units
Commercial (office and retail)	13,600 Sq/Ft
Community Center	2,000 Sq/Ft
Public Open Space	9,600 Sq/Ft
Total Development Costs	\$51.6 million
Net Residual Land Value	\$12.5 million
Annual Increase in Property Tax Revenues	\$637,000

existing zoning would be considerably less. A sale of the fee interest is proposed to enhance the marketability of proposed development, particularly the townhouse units.

This analysis is based on typical construction costs for the proposed product type. It assumes that there are no extraordinary infrastructure costs associated with supporting new development on the site, aside from typical development costs to connect to existing utilities near property boundaries. A hard cost of \$432,000 is included to provide approximately 155 replacement parking spaces to replace the 260 current spaces at the Delong lot, located on the current BART corporation yard, a 1.24 acre site adjacent to an existing Daly City BART parking areas.

Methodology

For this Plan, a static pro forma calculates land residual value, i.e. value remaining after all costs for development and sale of property are calculated, including typical developer profit. To estimate revenues, market research included analysis of comparable residential and commercial projects located near the Daly City BART station. Developer profit was calculated at eight percent of hard construction costs, a typical level for this type of project.

Assumptions and Limitations

The pro forma model makes numerous assumptions about the type of transaction entered into by BART, sale prices for developed units, entitlements, rents, construction costs, site-specific and project-wide infrastructure, financing and other soft costs, developer profits, and other costs for buildings, parking, and roads and infrastructure. These assumptions are based on available information and are subject to change as market conditions and construction costs evolve, and such changes may result in substantial revisions to the estimated residual land value.



Fig. 4.2
Housing Unit Types and Counts from Pro Forma

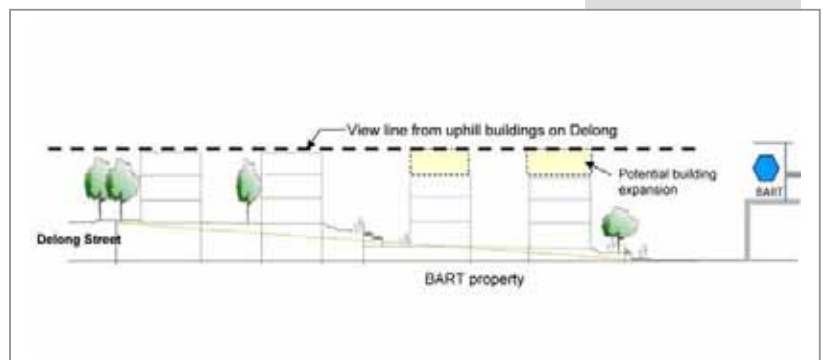
BART Planning Considerations

The **Community Vision Plan** provides BART with analysis of revenue and cost trade-offs based on assumptions that may not apply when the site is readied for development: it serves primarily to assess the outcome of the community workshop, and to shape the site design and land use discussion. BART's preferences for mid- to high-density development, for ground leasing its property, for maximizing revenue and ridership and for influencing change beyond its property lines present a need to consider the following:

Ground lease versus Fee Simple Transfer of the Development Site. BART prefers to ground lease sites for development in order to maintain control over its property and to generate an on-going revenue stream. BART may consider sale of its property if it determines that a ground lease is not viable, although BART may also choose to wait until the market for ground lease is strong enough to proceed with development. Alternatively, BART may consider leasing a portion of the property while allowing other portions of the parcel to be sold.

Housing Unit Count and Density. The Site Concept Plan entails 145 housing units: 76 one-bedroom, 36 two-bedroom and 5 three-bedroom condominiums, 21 one-bedroom and 7 two-bedroom townhouses. The net site density in this plan is 56 units/acre.

By maintaining “type V” construction (four floor wood-frame over concrete base), the density and heights of “downhill” buildings may be increased while still observing height guidelines of the workshop’s *Ten Principles*. For example, select extra floors would allow for 40 new units, bringing the total to 185 units at a density of 72 units per acre. The increase in ground lease revenue in this scenario would depend in part on the extent and construction of additional parking provided.



Flexibility in building heights as the slope declines allows for increasing density without obstructing views from uphill buildings on the other side of Delong, consistent with the community workshop’s *Ten Principles*.

Commercial and Community Space. This development may have difficulty in leasing all 9,000 sf of ground floor retail space to retail users. To mitigate this concern, all ground floor commercial spaces should be entitled and designed to be usable by either retail or professional/local serving office users. As a further means of attracting interest in certain commercial spaces, particularly those on the interior of the development, the developer should consider offering these spaces as office condominiums.

Community Space should only be designated with great care – perhaps with the ability for simple conversion to commercial or residential. If the development program cannot ensure sufficient funds to pay for and operate the facility, slating space for “community” purposes could present a major liability: a critical vacancy in the development, a loss of revenue potential, and increase in overall maintenance costs.

Inclusionary Housing. Daly City does not presently have an inclusionary housing policy, which would require the development of a set proportion of affordable housing in new residential developments. City staff indicate that they have begun to explore such a policy, and it is possible that an inclusionary housing requirement may be in effect the DeLong Site is redeveloped. This policy would impact the net residual land value, although no calculation has been made at this time. Such a policy may have a significant impact on residual value, depending upon the specifics of the adopted policy.

Off-Site Development. A more immediate ridership/revenue outcome of the workshop and the **Community Vision Plan** may be the access improvements that facilitate and enhance the pedestrian experience between BART and significant new developments in the area. For example, improvements that strengthen links from BART to OceanView Village and Pacific Plaza, and to the proposed Landmark project at Top of the Hill and banquet/conference facility across John Daly

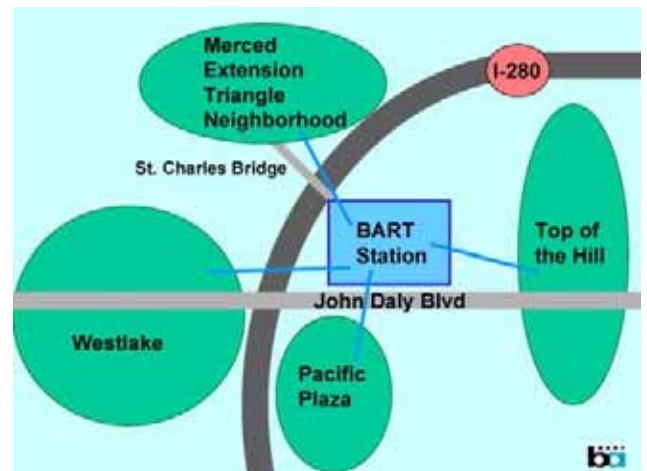
Boulevard should encourage more residents and visitors to these new developments to use BART as an integral mode of transportation. Significantly, by walking there instead of driving, these new BART customers contribute to the liveliness of the streetscape. Greater numbers of pedestrians in turn provide greater “perceptual” security on the street. By not driving, they reduce what would otherwise be greater impacts of vehicle circulation around the BART station. With Daly City BART’s demand for better pedestrian access described in the *Existing Conditions* chapter, these improvements not only provide better pedestrian links between BART and the neighborhoods of Westlake, Top of the Hill, Pacific Plaza and the Merced Extension Triangle, but also between one neighborhood and another.

Parking Considerations

The **Community Vision Plan** envisions a “best practice” parking requirements approach for transit-oriented development. This includes an allowance of one parking space per residential unit, as well as reduced parking for commercial uses to reflect the efficiencies that shared parking allows in mixed-use development. The resulting total parking identified in the conceptual plan project for the residential and commercial uses is 171 parking spaces.

It is assumed that BART replacement parking will be provided as surface parking at the location currently used as the BART corporation yard. If this parking must be developed as structured parking, development costs would increase substantially, lowering the residual land value. The pro forma analysis shows the cost of replacement parking as borne by the developer. The ability to accommodate adequate replacement parking on a surface lot is a key assumption behind the estimated residual land value.

The financial impact of both Daly City’s existing parking requirements, as well as BART’s standard practice of requiring “one for one” replacement of existing station area parking (i.e. full replacement of the 260 parking spaces at the Delong lot) is



Beyond joint-development on BART property, a Station Area Plan should also strengthen pedestrian links between the station, the surrounding developments and neighborhoods and between the neighborhoods themselves.

represented in the Results of Parking Analysis Table below. Key findings from this comparative parking analysis include:

- Application of the City’s standard parking requirements results in the need for 286 total parking spaces, or 115 more than would be required based on transit-oriented development principles. This in turn results in approximately \$4.2 million in additional development cost.
- Application of BART’s “one for one” parking replacement policy requires a total of 260 parking spaces, or 106 more than would be required by an alternate BART model that credits the new mixed use development for the additional ridership that it would generate. Application of the “one for one” standard would increase development costs by approximately \$5.9 million.
- This means that the transit-oriented development parking principles embodied in the conceptual plan project would result in a cost savings of approximately \$10.1 million in total development cost.

A higher parking requirement would also probably result in a reduction of housing units and an increase in housing costs, given overall massing and height concerns, limited acreage and high cost of underground excavation.

While a detailed site plan and development program is not available, the application of standard City parking requirements and full BART replacement parking might reduce the developable area of the conceptual plan project by 15 to 20 percent or more. The loss of revenue, combined with the higher cost of providing more parking in more expensive structures, would most likely mean that the revised project would have a minimal or negative residual value, making it infeasible and unable to attract developer interest, absent significant subsidy from the City or another source.



DeLong Lot: site of Transit Village and New Intermodal



Parking Lot North of Garage



“Corporate Yard” North of North Parking Lot

BART calculations show the trade-off between partial replacement of parking on the “corporate yard” site (effective net loss of 106 spaces) and the ridership gained by development on the site. Using Trip Generation figures for the residential and commercial project, 261 new riders are projected to ride BART, a net gain of 158 riders over the 103 riders lost to displaced parking. Without calculating ground lease or other revenues streams from joint development, this ridership gain alone accounts for an annual revenue increase to BART of \$102,910.

Table 4.2: Joint Development and Parking Revenues Analysis

Fare revenue: Joint Development offsets from Reduced Parking	Variables	Annual revenue
Ridership impact of joint development	261	
Ridership impact of change in pkg. supply	-115	
Ridership impact of parking charge programs	N/A	
Ridership impact of other access programs	N/A	
Net change in ridership*	146	
Average one-way fare (impacts assume a round-trip)	\$ 2.65	
Fare revenue		\$ 102,910