



24th ST. MISSION BART STATION ACCESS PLAN

August 2002



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Bay Area Rapid Transit
Planning Department

I. PLAN SUMMARY

A. Existing Conditions

The 24th Street Mission Station is located in the heart of San Francisco's Mission district, surrounded by neighborhood-serving retail, small office and flat and hilly residential areas. The seventh busiest station in the system, it is used primarily by residents who work downtown and live in the Mission, Noe Valley, Potrero Hill and Bernal Heights neighborhoods.



Given the absence of parking, few BART patrons access the station by car. Most who enter in the a.m. arrive on foot or by transit. Despite the high volume of pedestrians and transit riders using the station, the congested streets in the immediate vicinity of the station and the unwelcoming, harsh appearance of the two entrance plazas pose personal safety challenges to people who walk to BART, particularly at night. Barriers and walls erected on the plaza over time have obscured sightlines and disorient first-time patrons. The heavy use of Muni feeder routes underlines the importance of reliability and certainty for users who must complete trips to and from BART on Muni. The percent of users riding bikes to the station is slightly less than the systemwide average.

B. Recommendations

The following are key plan recommendations for improving access to the 24th Street Mission Station. A more comprehensive inventory of recommendations is included at the end of this report.

- Improve the pedestrian environment on the plazas and on surrounding streets.
- Improve the certainty and reliability of schedules and operations for riders making BART to Muni transfers.
- Improve the visibility of the station across the plaza and from the streets and buses.

II. ACCESS PLAN DEVELOPMENT

A. Background

The 1999 Bay Area Rapid Transit (BART) District's Strategic Plan called for improvements to station access by all modes through the promotion of alternatives to driving alone, and linking station access with other key strategic goals. In May 2000, the BART Board adopted the "Access Management and Improvement Policy Framework" which focuses on:

- *Enhancing customer satisfaction;*
- *Increasing ridership by enhancing access to the BART system;*

- *Creating access programs in partnership with communities; and*
- *Managing access programs and parking assets in an efficient, productive, environmentally sensitive and equitable manner.*

In accordance with these goals, the BART Board directed staff to prepare three Comprehensive Plans and eleven additional Access Plans for stations throughout the BART system. These plans will examine and prioritize station access improvements, which could include physical enhancements, new programs, or policy changes that would facilitate BART’s goal to achieve patronage targets by mode for each station and to support system-wide targets. These plans may need to adjust over time due to changing conditions, policies and programs.

B. Purpose

In response to growing concerns about access to BART stations, the BART Board asked staff to develop Access Plans consistent with BART's Strategic Plan and its access management policies. The Access Plans are intended to balance automobile and other modes while focusing primarily on peak period access constraints. These plans may also address access issues outside the formal scope of home-based AM trips and are expected to benefit all trips to and from BART.

A key goal of the Plans is to ensure that access planning for BART stations will both consider and guide other capital investments, such as those promoting station area development and increasing station capacity. A Comprehensive Plan would encompass a more complete integration of station access, station area development and internal station capacity.

Table 1: Systemwide Mode Share Targets (AM Peak)*

Mode	1998 Mode Share	2005 Targets	2010 Targets
Walk	23.0%	24.0%	24.5%
Bike	2.0%	2.5%	3.0%
Transit	21.0%	21.5%	22.0%
Drop-off, Carpool, Taxi	16.0%	19.0%	19.5%
Drive Alone	38.0%	33.0%	31.0%

**Targets do not include new ridership to be generated by the SFO extension.*

Data Source: Analysis prepared by R. Wilson, Ph.D., AICP, Transportation Consultant, 2001

The proposed access targets, in the Access Management and Improvement Policy Framework, include a reduction in the share of morning peak period patrons who drive alone to BART with corresponding increases in the share of walk, bicycle, carpool, passenger drop off and taxi trips. The proposed targets shift the solo driver share from 38 percent in 1998, to 33 percent in 2005, to 31 percent in 2010. Table 1 outlines both 2005 and 2010 targets. The achievement of these targets depends on availability, cost, predictability, convenience and safety of the mode.

Station-specific targets have not been estimated in the Access Plans. Access recommendations proposing to influence travel behavior are still unproven, and the effectiveness of these projects would need to be monitored following the completion of this first series of Access Plans. This will inform the development of future station-specific mode split targets that are more reliable and meaningful for Access Plan updates as well as future Access Plans.

C. Process

The development of the Station Access Plans began with a systematic information gathering effort. Relevant data included: ridership, mode split, ongoing access activities and programmed capital improvements. The station area evaluation included land use, demographics, existing plans and pending local improvements projects from local stakeholders.

The next steps involved an assessment of the current access opportunities and constraints at each station. BART had already entered into a planning process with the City of San Francisco and local community groups to redesign the plazas and address concerns of pedestrian safety, BART-to-Muni transfers, the need for usable open space and aesthetics. Surveys were taken by students from San Francisco State University,



and community workshops were held to develop the plan, which was drafted in November 2001. Additional outreach to businesses and residents specifically regarding this Access Plan was conducted to supplement the Plaza Design Plan. The primary forum to solicit input from internal BART staff occurred through the Station Area Working Group, with smaller meetings focused on key access components, such as bicycle project planning and potential joint development on the plaza.

For the 24th Street Mission Access Plan, the following partners were consulted through a series of meetings and conversations.

Review of Local and Regional Plans

- BART CIP and SRTP
- San Francisco General Plan
- San Francisco Bicycle Plan
- Draft San Francisco Countywide Transportation Plan
- Muni “X” Plan
- Muni Short Range Transit Plan

Input from BART Departments and Partner Agencies

- BART (Customer Access)
- City of San Francisco (Muni, Planning Dept., the Transportation Authority, SF Police Dept., Dept. of Parking and Traffic, Dept. of Public Health)

Stakeholder Outreach

- Neighborhood surveys by SFSU students
- Coalition of San Francisco Neighborhoods
- Mission Merchants Association
- Mission Station: San Francisco Police Department
- SF Planning Dept. Mission District “Town Hall” meetings
- Bernal Heights Neighborhood Center
- Muni Accessibility Advisory Committee
- BART Accessibility Task Force
- BART Bicycle Task Force
- Mission Economic Development Association
- San Francisco Urban and Research Association (SPUR)
- Urban Ecology

III. CURRENT CONDITIONS

A. Station Setting

The 24th Street Mission Station was part of the construction to build BART through the Mission District between 1968 and 1972. Many businesses were impacted by construction, and several commercial and residential buildings were demolished to make room for the station plazas. The station opened in 1972, and Transbay service began in 1973.



The Mission Street corridor is fairly flat, but the residential neighborhoods of Noe Valley, Bernal Heights and Potrero Hill contain some of the city’s steepest streets, making bus connections to BART for even short trips more desirable. Several notable institutions are located nearby: San Francisco General Hospital at 23rd and Potrero (eight blocks from BART), St. Luke’s Hospital at Cesar Chavez and Valencia (four blocks), and the Salvation Army building adjacent to St. Luke’s. A branch library, several churches, and public and private elementary, middle and high schools are within a ten-minute walk from the station.

Some high-density mixed-use and residential development occurred near the 16th and 24th Street stations after the BART system opened, while physical changes to Mission Street were limited mostly to new tree planting and sidewalk tiles. The neighborhood was already becoming primarily Latino and moderate-to-low income when the BART Station opened.

In the 1990’s, the Mission became a popular area of investment for much of the new wealth associated with the high-tech economy, with its sunny weather, historic homes and flats at

relatively affordable costs and excellent public transit access by both BART and Muni. Despite the “dot com bust,” the neighborhoods surrounding the 24th Street Mission Station have continued to appreciate significantly in value, resulting in the displacement of some existing residents through rent increases and property sales.

B. Future Development

Most of the development over the last decade in the Mission District has been affordable or market-rate (often “live-work” loft-style) housing. Muni plans upgrades on key corridors, especially Mission Street, where mixed-flow operation with auto traffic inhibits service reliability and speed.



In addition to the 24th Street Plazas Community Design Plan, BART has undertaken planning projects that could affect the 24th Street Mission Station. There is current interest in joint-development of private parcels abutting each of the plazas, and if consistent with the principles of the Community Plan, BART would encourage this development. BART is also completing a feasibility assessment of a new “in-fill” station at 30th and Mission Street, which if built would considerably change the “catchment” area of 24th Street Station patrons, most likely drawing them away from the 30th and Mission area.

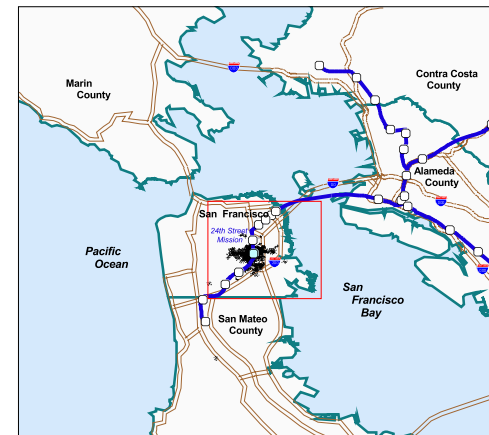
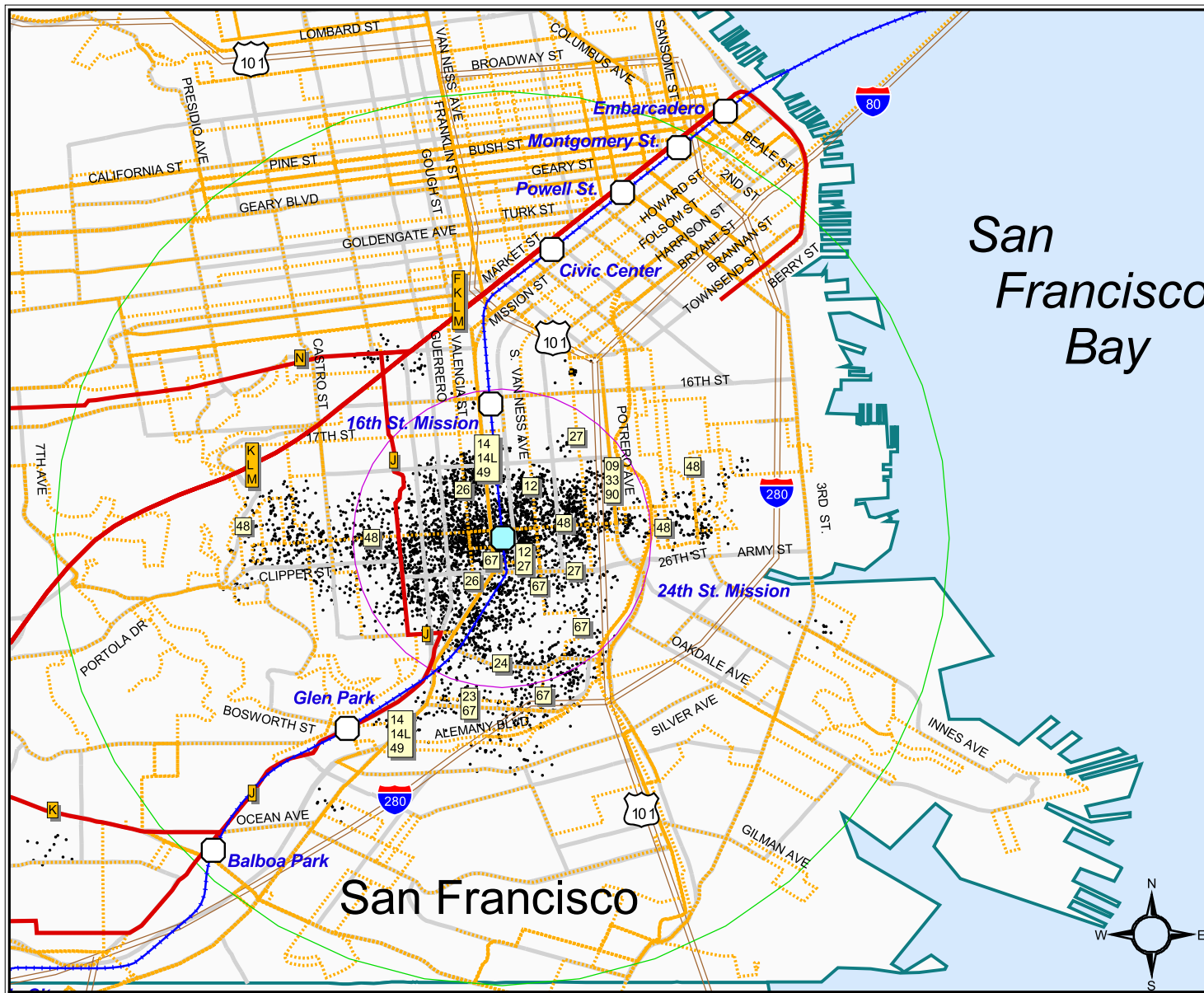
C. Community and Rider Demographics

Ridership

The 24th Street Mission Station is one of the most heavily used in the BART system, ranking seventh in overall ridership volume. Most of the stations that rank in the top seven are located in downtown San Francisco or Oakland, and are mainly destination stations in the morning. The 24th Street Mission Station, by contrast, is used predominantly as a morning home origin station. In fact, the station ranks second in the number of entries from 6 am to 10 am, just after Balboa Park.

About half of the 24th Street Mission patrons who enter before 10 am are headed for one of the four downtown San Francisco stations. Not surprisingly, about 56% of riders at the station use a Muni Fast Pass as their fare medium on BART. In addition, a significant share of riders (35%) are bound for downtown Oakland and Berkeley.

AM Weekday Home Origins : Riders Entering 24th Street Mission BART Station



LEGEND

- AM Home Origins
- BART Line
- BART Stations
- 1 Mile Radius
- 3 Mile Radius
- County and Border
- Highways
- Arterial Roads
- Muni Bus Routes
- Muni Light Rail

Prepared by : **BART Marketing and Research**

Source: **BART 1998 Station Profile Survey**

Origin point data weighted from Survey sample



Despite its strength as a home origin station, 24th Street Mission ranks ninth of 39 stations in the number of patrons who exit the station arrive in the morning. There are a variety of nearby institutions such as S.F. General Hospital and St Luke’s Hospital, as well as a number of schools and small businesses that help to generate these numbers.

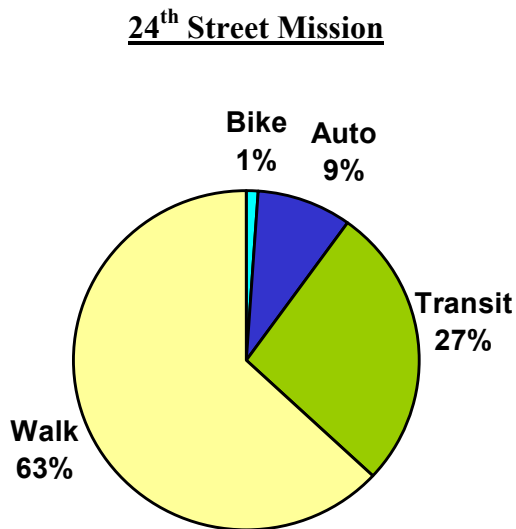
Ridership at 24th Street Mission is expected to grow over the next decade, but at generally the same rate as growth in the system as a whole. This projection does not assume significant future development in the station area or dramatic changes to station access. Ridership could grow more rapidly if the impacts from the new BART to SFO extension are greater than anticipated. Moreover, in the future there may be additional ridership increases from an extension of BART to San Jose.

Demographics

There are fewer ethnic minorities riding at 24th compared to an average BART station, with 78% identifying themselves as “White” compared to 59% systemwide. Many of these patrons, however, also identified themselves as Hispanic. The overall Hispanic share of ridership (23%) is much higher than the systemwide average (12%). There is a smaller than average share of Asian and Black riders at 24th Street. In this respect, the station rider pool generally reflects the demography of the surrounding area.

D. Mode Split

The graphic below shows the access mode split for trips to the 24th Street Mission station from home. The “auto” category includes car-poolers and drop-offs.



With no parking at the station, comparatively few patrons arrive by car; only the 16th Street and Powell Street Stations have a lower auto access share. Almost two-thirds of patrons arrive on foot (the second highest share after 16th Street), which is not surprising given its location in the heart of a dense urban neighborhood.

Transit carries about a quarter of all trips, slightly above the systemwide average. While the area

is rich in Muni transit service, many local Muni riders are bound for downtown San Francisco, rather than the closest BART Station.

The relatively low bike access share is likely due to several factors. Transit service abounds in the area, providing many alternatives to BART for those who live biking distance from the station, and many of these areas are hilly. Secure bike parking facilities are limited, and the popular Valencia Street bike lanes, was not fully underway when the mode split survey was conducted in 1998. Finally, BART policy does not allow bikes on any train from 24th Street Station in both the morning and evening peak period.

IV. OPPORTUNITIES AND CONSTRAINTS

With no commuter parking and a strong transit and pedestrian access mode split befitting an urban location, the 24th Street Mission Station more than meets the systemwide access targets proposed by the Board for walk and transit. However, the bike mode split is lower than the BART average, and pedestrians and transit improvements are still desired by BART patrons and other members of the community. In addition, the extension of BART service to Millbrae and SFO poses new challenges for the station, as new destinations become available and new access patterns become established.

The following is an overview of the access issues and recommendations found in detail in Table 2. These improvements are intended to increase the walk, bicycle, transit and taxi share of station access beyond the shares reported in 1998.

A. Walk

Patron safety and security, particularly in the BART plazas, are primary issues at 24th Street Mission Station. Implementation of the new Plaza design will address many of these, as will coordinated streetscape enhancements along Mission and 24th Street that complement this project.



The redesigning of the plazas is also intended to encourage new mixed-use development on or adjacent to the plazas. Such a development would be expected to increase the “walk” mode share in three ways: 1) by providing housing for people who choose this location for its immediate access to BART, 2) by providing retail and other uses that would attract people on foot to the area or from the station, and 3) by creating a more active, dynamic pedestrian environment, particularly during off-peak hours, that would enhance the sense of safety and

community in the station area.

Key Strategies for increasing the number of patrons accessing BART patrons on foot include:

- Remodelling the Plaza to address safety and security concerns
- Facilitating joint development along the plaza edge to activate the pedestrian environment

- Installing wayfinding signage in the station area to guide BART riders to the station.

B. Bike

The low bike access mode share has been attributed in this report to several factors: that many trips originating a “biking” distance away are already closer to some other transit line or station, that the surrounding hilly terrain may also discourage bike access, and that a key city bike amenity, the Valencia Street bike lanes, hadn’t been fully implemented when the 1998 mode survey was conducted.

Nevertheless, this plan features recommendations that address key bike access concerns. The BART schedule does not permit bikes on the trains in either direction in both the morning or afternoon, which will be more critical when the extension to Millbrae offers direct BART/Caltrain access. Many transit riders to the Peninsula and Silicon Valley depend on having their bikes with them to complete their commute, and demand for increased bike access on such “reverse” commute BART trips may merit a revision of this policy.

This plan also considers more secure storage bike parking facilities, following the lead set by the 16th Street Station. “Stair channels” are also recommended to ease the carrying of bicycles up and down the long stairs from the street and to the platform.

Key strategies for increasing bike access to the station thus include:

- Changing BART policy to allow bikes on board in the reverse direction during peak hours
- Adding stair channels, lockers, racks, and security cameras
- Providing improved wayfinding signage from nearby bike routes

C. Transit

Currently, the 24th Street Mission Station is served by the 14/14X/14L and 49 lines on Mission Street, the 67 Bernal Heights collector line on Mission and 24th Street, and the crosstown 48 Quintara on 24th Street. The 26 Valencia is one block to the west, and the 12 Folsom and 27 Bryant run two and four blocks to the east, respectively.



Expanding “real time” Muni and BART information displays and the number of Muni lines outfitted with NextBus technology will enhance the reliability and certainty for the many patrons making BART-to-Muni transfers at this station.

In addition, the proposed plaza improvements will include improvements to the bus shelters and loading zones serving BART. Long-term Muni plans for increased travel times and frequencies along the corridors serving the station will also increase the attractiveness of using transit to access BART. Some transit and shuttle recommendations simply identify areas where better marketing could help attract riders.

Key strategies for increasing station access by transit include:

- Improve waiting area by installing new shelters and sidewalk bulbs as part of Plaza remodel.
- Adding real-time schedule information in the station area for connecting Muni service.

D. Auto/Drop Off/Taxi

Vehicular circulation and passenger drop-off remains an access concern affecting all modes of access, inhibiting bus, pedestrian and bicycle movement on the streets adjacent to the station. Designations improving this function would also benefit taxi cabs, which may become more key to system access when the SFO airport extension opens.

Key strategies for improving access by car and taxi include:

- Installing wayfinding signs to guide motorists to station
- Designating a drop-off area at the street level that could also serve as a taxi loading zone with impairing Muni service

E. Other

Improving patron orientation and comfort in the station entrance area benefits users of all modes of access, and is key to the recommendations of the Plaza Design project. Features such as video cameras and signage help improve the sense of security while providing information for users and BART staff alike that can enhance both routine monitoring and emergency response.

V. RECOMMENDATIONS

Table 2 and Map 1 detail the full list of access recommendations, although the recommendations have not been prioritized based on any set criteria. The effectiveness of the access recommendations will be monitored and in turn will inform future prioritization. All access improvements should be designed to accommodate people with disabilities.

Table 2: 24th Street and Mission BART Station Access Improvement Recommendations

Mode	Recommendation Map Reference Number and Description	S/M/L Term*	Lead	Funding Tier and Source**
WALK				
Improvement to Pedestrian Environment	W1: Plaza Remodel: Remodel the two plazas to improve the environment with lighting, better sightlines and accommodations for joint development and vendors per the Community Plan.	S/M	BART	Tier 3: MTC, BART, San Francisco,
	W2: Joint Development: Develop adjacent properties with higher-density mixed-use that will induce new walk trips to BART and encourage off-peak BART use activating the Plazas.	M/L	BART	Adjacent Property Owners, Estimated Cost: \$7 million Tier 1: BART Real Estate Lead
Information	W3: Local Streetscape Improvements: Assist planning the streetscape improvements for Mission Street and 24th Street proposed by the City Planning Dept. and DPW.	M	City of SF	Tier 2: DCP, DPW
	W4: Pedestrian Wayfinding - Install wayfinding signs to orient pedestrians to key local destinations and landmarks, such as St. Luke's Hospital, General Hospital, Bernal Heights, Balmy Alley murals, Noe Valley, etc.	S	City of SF BART	Tier 2: BART, San Francisco DPW

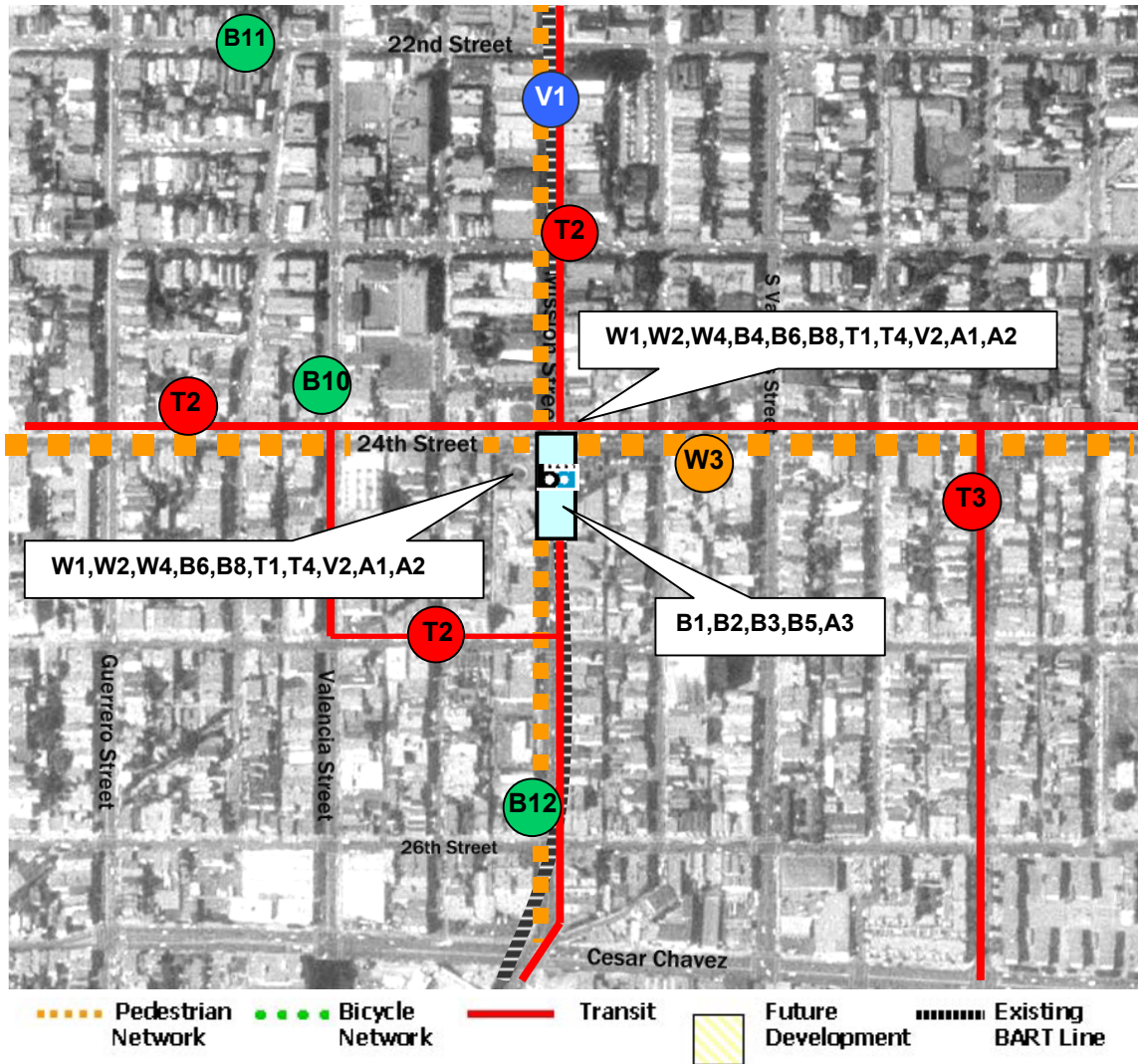
* (S) Short Term = Up to 2005 , (M) Medium Term = 2006 to 2010 , (L) Long Term = 2010 and After

Mode	Recommendation Map Reference Number and Description	S/M/L Term*	Lead	Funding Tier and Source**
BIKE				
Promotion	B1: Free Brochure - Develop a system-wide brochure that illustrates regional bicycle route connections to all BART stations. (1)	S	BART	Tier 3: MTC, BART
Bike Facilities/ Amenities	B1: Bike Lockers/Racks - Install 8-10 new perforated lockers or racks lockers in the paid area near station agent to ensure available bike parking outside of Bike Station hours.	S	BART	Tier 1: BART Estimated Cost: \$15,000
	B2: Bike Lockers/Racks - Install space-efficient racks for 10 bikes in area near station agent	S	BART	Tier 2: BART
	B3: Security Program Assessment - Monitor success of bike storage security programs at 16th Street and plan similar projects based upon results	M	BART	Tier 2: BART
	B4: New Accessible Entry gate - install at bottom of stairs @ NE plaza	S	BART	Tier 3: BART
	B5: Bike Station - consider as part of community planning project for	L	BART	Tier 3: BART
	B6: Stair Channels - Install bike stair channels at new stairs entrances. Install one stair channel on stairway from Concourse to Platform level	L	BART	Tier 2: BART
	B7: Revise Bike "Block-Out" Times - Consider revising "block-outs" in BART schedules to allow bikes on southbound am trains and northbound pm trains south of Civic Center.	S	BART	N/A
Information	B8: Exterior Signs - Locate bicycle parking signs at station entrances to direct cyclists to the new Bike Station.	S	City of SF BART	Tier 2: BART, City of SF
	B9: Free Brochure - Develop a Bike & BART systemwide brochure that illustrates the regional bike network to all BART Stations.	M	BART	Tier 3: MTC, BART

Mode	Recommendation Map Reference Number and Description	S/M/L Term*	Lead	Funding Tier and Source**
BIKE				
Key Access Routes	B10: Valencia Street - Provide directional signage from Valencia Street bike lanes to the BART station.	S	City of SF	FUNDED Tier 1: San Francisco TFCA Estimated Cost: \$18,000
	B11: 22nd Street - Provide directional signage from 22nd St bike route to the BART station.	M	City of SF	Tier 2: DPT
	B12: Wayfinding - Install a series of signs in Mission to guide cyclists on key bike routes to the BART station. Could be a stand-alone project or part of a general multi-modal wayfinding system	S	City of SF BART	Tier 2: BART, DPT
TRANSIT				
Improve BART - Muni Connection	T1: Enhanced Transfer Facilities - Install new shelters and sidewalk bulbs in conjunction with Plaza remodel to improve sightlines and sense of comfort and safety	M	Muni BART	Tier 2: MTC, BART and Muni
Muni Service	T2: Feeder Service - Review opportunities to improve schedule coordination between BART as its schedules revise and the 67 Bernal Heights and 48 Quintara lines	M	Muni BART	Tier 3: Muni
	T3: Rapid Bus - Participate in Van Ness-Mission Rapid Bus project proposed in the Muni "X" plan	S	Muni	Tier 3: Muni
Information	T4: Prioritized Bus Information: Prioritize key BART feeder routes in Next Bus expansion, such as the 14 and 49 trolley and the 48 diesel bus line. Include digital displays at bus stops.	M	N/A	Tier 1: Muni PARTLY FUNDED
	T5: Market General Hospital Shuttle: List Shuttle services to BART on SF General Hospital website on "Nearby Public Transportation" page that currently only lists Muni services	S	N/A	Tier 1: SFDPH
	T6: Real Time Information - Install real-time displays of BART train schedule information at Muni shelters. Install Muni next bus information on the BART platform level or the concourse or street levels	M	Muni BART	Tier 2: Muni

Mode	Recommendation Map Reference Number and Description	S/M/L Term*	Lead	Funding Tier and Source**
TRANSIT				
Shuttle Service	T7: General Hospital Shuttle : sustain shuttle service and consider expansion to other key medical facilities (St. Luke's) and other nearby transit hubs (Caltrain 22nd Street Station) and market for this service	S	Shuttle Providers	Tier 3: TFCA
VEHICULAR				
Auto Wayfinding	V1: Wayfinding Signs : Install wayfinding signs in Mission to guide motorists to the station. This could be a stand-alone project or part of a general, multi-modal wayfinding system	S	City of SF BART	Tier 2: BART, DPT
Drop-off Area	V2: Drop-off - Designate a drop-off area at the street level that could also serve as taxi loading zone without impairing Muni service	S	City of SF BART	Tier 2: BART, DPT
ALL MODES				
Entrance Amenity	A1: Decorative Canopies - Install artistically inspired canopies at one or more station entrances in conjunction with Community Plan and joint development	M	BART	Tier 2: MTC, BART, City of SF, J-D
Exterior Signage	A2: Station Identification - Install prominent and distinctive signage at the entrance to the station with station name, "24th Street Mission" consistent with Community Design plan.	M	BART	Tier 3: BART, City of SF
Information	A3: New Maps - Update the station area maps inside the station	S	BART	Tier 1: BART
Security	A4: New Video Cameras - Install cameras on the plazas to allow live video feeds to BART HQ	S/M	BART	Tier 1: BART

24th Street BART Station Area Access Recommendations



WALK

- W1:** Plaza Remodel
- W2:** Joint Development
- W3:** Local Streetscape Improvements
- W4:** Pedestrian Pathfinding

BIKE

- B1-B2:** Bike Lockers/Racks
- B3:** Security Program Assessment
- B4:** New Accessible Entry gate
- B5:** Bike Station
- B6:** Stair Channels
- B8:** Exterior Signs
- B10:** Valencia Street signage
- B11:** 22nd Street Signage
- B12:** Wayfinding

TRANSIT

- T2:** Improved MUNI Feeder Service
- T3:** Rapid Bus
- T4:** Prioritized Bus Information
- T5:** Market General Hospital Shuttle

AUTO

- V1:** Pathfinder Signs
- V2:** Drop Off