

THIS PRINT COVERS CALENDAR ITEM NO. : 11

**SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY**

DIVISION: Transit

BRIEF DESCRIPTION:

Approving parking and traffic modifications as a part of the West Portal Transit Delay Reduction Project to reduce transit delay for the K-Ingleside, L-Taraval, and M-Ocean View light rail lines in the vicinity of West Portal Station; and amending Division II of the Transportation Code to designate a Muni- and Taxi-only lane on West Portal Avenue, northbound, from Vicente Street to Ulloa Street on weekdays from 6:00am to 10:00am.

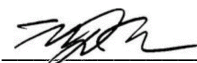

SUMMARY:

- The proposed modifications are part of the West Portal Transit Delay Reduction Project, developed as a part of the SFMTA's Plan to Improve Muni.
- The Project would reduce transit delay by implementing turn restrictions along West Portal Avenue at Ulloa and Vicente streets, and on Lenox Way at Ulloa Street, modify three 48 Quintara-24th Street inbound bus stops, including removing one bus stop, and make other changes to parking and loading.
- The Project would also install a new Muni- and Taxi-Only lane on West Portal Avenue, northbound, from Vicente Street to Ulloa Street during weekday mornings from 6:00am to 10:00am.
- Certain items listed below with a “#” are Final SFMTA Decisions as defined by Ordinance 127-18. Final SFMTA Decisions can be reviewed by the Board of Supervisors. Information about the review process can be found at https://sfbos.org/sites/default/files/SFMTA_Action_Review_Info_Sheet.pdf

ENCLOSURES:

1. SFMTAB Resolution
2. Transportation Code, Division II Amendment
3. SFMTAB Resolution No. 14-041
(TEP) <http://www.sfmta.com/sites/default/files/agendaitems/3-28-14%20Item%206%20TEP%20CEQA%20approval%20resolution.pdf>
4. TEP FEIR <https://sfplanning.org/project/muni-forward-transit-effectiveness-project-tep-environmental-review-process>
5. TEP Mitigation Monitoring and Reporting Program http://default.sfplanning.org/MEA/tep/TEP_CEQA-FinalMMRP_March272014.pdf

APPROVALS:

	DATE
DIRECTOR 	May 14, 2019
SECRETARY 	May 14, 2019

ASSIGNED SFMTAB CALENDAR DATE: May 21, 2019

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PURPOSE

Approving parking and traffic modifications as a part of the West Portal Transit Delay Reduction Project to reduce transit delay for the K-Ingleside, L-Taraval, and M-Ocean View light rail lines in the vicinity of West Portal Station; and amending Division II of the Transportation Code to designate a Muni- and Taxi-only lane on West Portal Avenue, northbound, from Vicente Street to Ulloa Street on weekdays from 6:00am to 10:00am.

STRATEGIC PLAN GOALS AND TRANSIT FIRST POLICY PRINCIPLES

This action supports the following SFMTA Strategic Plan goals and objectives:

Goal 1: Create a safer transportation experience for everyone

Objective 1.1: Achieve Vision Zero by eliminating all traffic deaths

Objective 1.2: Improve the safety of the transit system

Goal 2: Make transit and other sustainable modes of transportation the most attractive and preferred means of travel

Objective 2.1: Improve transit service

Objective 2.2: Enhance and expand use of the city's sustainable modes of transportation

Goal 4: Create a workplace that delivers outstanding service

Objective 4.3: Enhance customer service, public outreach, and engagement

This action supports the following Transit First Policy Principles:

Policy 1 - To ensure quality of life and economic health in San Francisco, the transportation system provides safe and efficient movement of people and goods.

Policy 2 - Public transit, including taxis and vanpools, is an economically and environmentally sound alternative to transportation by individual automobiles. Within San Francisco, travel by public transit, by bicycle and on foot must be an attractive alternative to travel by private automobile.

Policy 3- Decisions regarding the use of limited public street and sidewalk space shall encourage the use of public rights of way by pedestrians, bicyclists, and public transit, and shall strive to reduce traffic and improve public health and safety.

Policy 4 - Use designated transit lanes and streets to expedite the movement of public transit vehicles and to improve pedestrian safety.

DESCRIPTION

The West Portal Transit Delay Reduction Project proposes to implement a suite of changes to reduce transit delay at the entrance to West Portal Muni Metro station at Ulloa Street and West Portal Avenue. Since Fall 2018, SFMTA has been developing and implementing a Plan to improve Muni. Part of the focus of that plan is on improving Muni light-rail performance and addressing transit delays at West Portal station is a specific action within that plan.

The West Portal Muni Metro Station is a key node within the Muni light-rail network. Three Muni light-rail lines, the K-Ingleside, the L-Taraval, and the M-Ocean View, serve this station and it is the point where these lines transition from surface operation to subway operation within the Twin Peaks Tunnel before continuing to the Market Street subway. The area around West Portal Station is a critical location that contributes to light-rail system delays for a variety of reasons:

- Three different lines merge or diverge and make nine different train movements at the intersection of West Portal Avenue and Ulloa Street. When multiple trains arrive at about the same time, there are delays associated with waiting for the right-of-way to proceed.
- There is some delay associated with the time it takes to switch a light-rail between manual and automated modes which happens as trains enter/exit the subway.
- There are substantial multi-modal conflicts at this location including: cars making turns or driving across tracks, passenger loading activity and transit riders walking across the tracks to get to and from the trains and to make transfers to/from the 48 Quintara-24th Street.

Since February 2019, the SFMTA has increased efforts to improve transit delay at West Portal through operational improvements. For example, Parking Control Officers (PCOs) have been at the station during morning and evening peak periods to manage vehicle and pedestrian traffic, giving priority to trains routing in and out of the station. As a result, transit delay approaching the station has decreased by approximately 40%.

In addition, SFMTA is working to improve operational efficiency for trains entering/exiting the subway in a number of ways, including:

- Deploying an updated system for communications between operators and the SFMTA Transportation Management Center. As part of this system, LRV operator cabs will be equipped with display panels indicating the distance, in estimated travel time, between the train and the trains both immediately in front of and behind it. This will allow operators to better manage speed (including time spent at stops) to more evenly space arrivals and departures.
- Moving Operations Control Center staff from the existing location on Lenox to the new Transportation Management Center so that all resources are centrally located and supporting controllers with the newest technology in day to day management of the system.

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- Reducing turn around time at Embarcadero so that trains do not queue up as much going inbound and do not have as many gaps in the outbound direction.
- Replacing switches and working to restore the cross over at Van Ness station which will help improve the management of the system.
- Modifying the Automatic Train Control System (ATCS) connection to be more efficient by reducing the number of ATCS-required stops between the tunnel entrance and the eastern crosswalk (from three required stops to one).
- Installing a “local control panel”, which allows Muni inspectors to manually control which trains can pass through the West Portal intersection. At times of congestion, the local control panel would allow for staff to target and prioritize critical movements in an effort to efficiently relieve congestion.



With these operational improvements in place, the West Portal Transit Delay Reduction Project seeks to build on these successes by further managing multi-modal conflicts through the following changes also illustrated graphically in Figure 1.

1. **Turn restrictions on West Portal Avenue northbound at Ulloa Street, including a new Muni- and Taxi-Only Lane on West Portal Avenue between Vicente and Ulloa streets.**



At this intersection during weekdays from 6:00-10:00 am, all northbound vehicles except Muni and taxis would be required to turn right and would no longer be allowed to make left-turns. This restriction is intended to decrease delays to Muni light-rail routes by prohibiting vehicle movements that create delay. For example, the photograph above provides an example of cars waiting in the track lane in this location contributing to light-rail delay. In order to accommodate this change, the northbound left lane would be converted into a Muni- and Taxi- only lane during the times the turn restrictions would be in effect.


To facilitate the creation of the Muni- and Taxi- only lane north of Vicente Street, the northbound left lane of West Portal Avenue at Vicente Street would be designated “left lane must turn left, except Muni and Taxis.” Northbound through and right-turn movements would still be allowed at West Portal Avenue/Vicente Street during these times, but would need to occur from the right lane.

In addition, at all times of day, U-turns from West Portal Avenue northbound to West Portal Avenue southbound at Ulloa Street would be restricted. This restriction is intended to decrease delays to Muni light-rail routes by prohibiting vehicle movements that create delay as well as improve the safety of the intersection. It is not an uncommon occurrence for cars making U-turns in this location to not be able to complete the turn in one smooth movement, requiring them to back-up into the crosswalk to complete the U-turn, contributing to delay and decreasing safety at this complex intersection.




Proposed Changes


Transit Changes

 **48 Quintara-24th Stop Changes**


- Relocate Ulloa & West Portal Ave inbound stop
- Remove Vicente & West Portal Ave inbound stop

 **48 Quintara-24th St relocated inbound stop**


Traffic Changes, Monday-Friday 6-10AM

 **New Muni & Taxi Lane**


- on West Portal between Vicente & Ulloa (northbound)

 **No Left-Turn Restriction**


- from northbound West Portal to westbound Ulloa
- from southbound Lenox to eastbound Ulloa

 **Left Lane Must Turn Left**

- from left northbound lane on West Portal to westbound Vicente

 **Straight on West Portal or right turn on Vicente allowed**

Traffic Changes, at All Times

 **No U-Turn**

- from northbound West Portal to southbound West Portal

Figure 1 – West Portal Transit Delay Reduction Project Proposals

2. **Southbound left turn restriction on Lenox Way at Ulloa Street.** At this intersection during weekdays during 6:00 – 10:00 am, southbound left turns would be restricted, and all vehicles would be required to turn right. This restriction is intended to decrease delays to the L-Taraval by prohibiting a private vehicle turning movement that creates delays during the AM peak. Additionally, this restriction would improve safety by preventing a situation where drivers sometimes make left turns from the right lane to turn around Muni trains waiting to enter the tunnel.
3. **48 Quintara-24th Street bus zone modifications and re-routing.** The 48 Quintara-24th Street Muni inbound/westbound bus zone on Ulloa Street would be re-located from the nearside (westside) to the farside (eastside) of West Portal Avenue, at all times. This proposed change is intended to reduce delays to the Muni light-rail lines by enabling bus customers transferring from the 48 Quintara-24 Street to West Portal Station inbound to make this transfer without crossing any light-rail tracks.

The photograph below illustrates representative conditions when 48 Quintara-24th Street customers are transferring at the same time that a train is arriving.



This would also be beneficial for pedestrian safety by reducing the crossing distance for customers transferring between the lines. The new location of the inbound bus zone would require removal of one metered loading zone and two general meter parking spaces. The one metered loading zone proposed for removal would be replaced by a new metered loading zone on the same block of Ulloa Street, 75 feet east of the intersection, which would require the removal of one general metered parking space. In addition, the existing near-side bus stop location would continue to serve as the terminal for the 48 Quintara/24th Street short line in operation on weekday evenings and on weekdays all day. The bus zone would be designated as drop-off only, and customer pickup would occur at the new far side bus zone. On weekdays, this space would be designated as a passenger loading zone between 7am and 6pm.

In order to accommodate this change, additional routing and stop changes would be required for the inbound/eastbound 48 Quintara-24th Street route. As shown in Figure 2, because inbound routing would be removed from West Portal Avenue and Vicente Street, the inbound bus stop on Vicente Street would be removed and the inbound bus stop on Portola Drive at Claremont Street would be relocated slightly further east. These changes will streamline the routing of the 48 Quintara-24th Street by providing a more direct route, which will improve travel times for passengers.



Figure 2: Existing (left) and Proposed (right) Routing and Stop Locations for the 48 Quintara-24th Street

Analysis

Traffic circulation

There would likely be some traffic diversion in the immediate vicinity during the times these turn restrictions are proposed to be in effect, but analysis of recent traffic volume data indicates these diversions could be accommodated by nearby intersections as summarized below.

West Portal Avenue and Ulloa Street intersection

- Northbound Left-turn Restriction at Ulloa Street – Drivers traveling northbound on West Portal Avenue who wish to turn left onto Ulloa Street and proceed west would turn left at Vicente Street. If a driver reaches Ulloa Street intending to turn left, they would be required to turn right on Ulloa Street. They would then likely travel via either Claremont Boulevard to Taraval or Claremont Boulevard to Vicente Street to proceed west.
- Northbound U-Turn Restriction at Ulloa Street – Drivers traveling north on West Portal Avenue who wish to complete a U-Turn at Ulloa Street and proceed south on West Portal Avenue would be prohibited from doing so. They would have the option of either turning right (at all times) or turn left (except between the hours of 6-10 AM Monday through Friday). If they turn left, they would then turn right on Lenox Way, travel via Taraval Street, Claremont Boulevard and Ulloa Street to return to the intersection and proceed south on West Portal Avenue. If the driver instead turns right at the intersection, they would then turn left on Claremont Boulevard, travel via Taraval Street, Wawona Street and Ulloa Street to return to the intersection and proceed south on West Portal Avenue.

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Alternatively, a driver aware of the prohibition, may choose to turn left a block sooner at Vicente Street, travel via Wawona Street and Ulloa Street to then continue southbound on West Portal Avenue.

Existing vehicle volumes were taken at the intersection of West Portal Avenue. During the AM peak hour, these volumes indicate that about 60 vehicles would be affected in the northbound West Portal direction as a result of this change. There are other left turn opportunities available in the north and south directions as described above. Additional counts taken at the intersection of West Portal Avenue at Vicente Street indicate that these left turn movements could be accommodated at Vicente Street or other intersections further south.

West Portal Avenue between Vicente Street and Ulloa Street

The proposed Muni- and Taxi-Only lane on West Portal Avenue between Vicente Street and Ulloa Street would remove one lane of mixed flow traffic, and one mixed flow lane would remain. Based on vehicle volumes collected at the intersection of West Portal Avenue and Vicente Street on Wednesday, April 24, 2019, between 7:30 am -8:30 am, currently, approximately 204 vehicles travel northbound on this block during the morning peak hour, indicating that the mixed flow vehicles would be accommodated by the remaining northbound lane.

West Portal Avenue and Vicente Street intersection

In order to transition private vehicle drivers out of the northbound left lane in advance of the Muni- and Taxi-Only Lane, the northbound left lane of West Portal Avenue at Vicente Street would be designated as “left lane must turn left.” Drivers would be permitted to complete northbound through or right turn movements by using the right lane. Advanced signage would be provided to inform drivers of the restriction so that they can change lanes in advance of the intersection, if necessary. Based on vehicle volumes collected at the intersection of West Portal Avenue and Vicente Street on Wednesday, April 24, 2019, between 7:30 am - 8:30 am, currently, about 142 vehicles travel either northbound through or right turn at this intersection during the morning peak hour, and this volume would be accommodated in the right lane.

Lenox Way at Ulloa Street

The proposal would prohibit the southbound left turn from Lenox Way at Ulloa Street during Monday through Friday, from 6 am -10 am. Currently, based on vehicle volumes collected on Thursday, April 16, 2019, between 7:45 am - 8:45 am, about 23 vehicles make the southbound left turn from Lenox Way at Ulloa Street during the morning peak hour. Of these vehicles, nine were observed to continue east on Ulloa Street, while 14 immediately turned right to travel south West Portal Avenue. Drivers wishing to travel this direction and continue east on Ulloa Street would have to turn right onto Ulloa Street, then left on Wawona Street and left on Vicente Street to either return to the intersection via northbound West Portal Avenue, or proceed east via Vicente Street. Alternatively, drivers may choose to travel north on Lenox Way and proceed east via Taraval Street. Drivers wishing to travel south on West Portal Avenue would turn right on Ulloa Street, then turn left on Wawona Street and left on Vicente Street to return to West Portal Avenue.

Bus Stop Changes

As discussed above, the proposal would eliminate one 48 Quintara-24th Street inbound bus stop (Vicente Street & Ulloa Street) and re-locate two others (Ulloa & West Portal and Portola & Claremont). The Vicente Street stop is a flag stop with lower than average ridership, 64 ons and 11 offs, as compared to an average for the route of 88 ons and 87 offs. The removal of this stop would result in an approximately 600-foot walk to get to this location from either of the next closest stops (Ulloa & West Portal or Portola & Claremont) and make the distance between the two remaining stops about 640 feet, still under SFMTA's local stop spacing guidelines that call for spacing between approximately 800 to 1,360 feet on grades less than or equal to 10%. The eliminated stop at Vicente Street is on a 13% grade, but the path between the next closest stops (Ulloa & West Portal and Portola & Claremont) is less than 10%.

The existing stop at Ulloa & West Portal has a shelter and real-time arrival information. The new location does not have adequate space for a shelter, but the SFMTA will pursue placement of a bench at this location if possible. In addition, while there is not currently the capability to place real-time information at stops without shelters, this is expected to become available as a part of the next generation customer information procurement underway, and the SFMTA would pursue adding this technology when available, though it is expected to be at least 1.5 years until available. The Portola and Claremont stop is a flag stop that would be relocated slightly but would not create any major change to the customer experience at this location.

Parking and Loading

The proposal involves minor changes to parking and loading, including removal of three on-street metered parking spaces on Ulloa Street east of West Portal Avenue, as well as the relocation of one commercial loading space on this same block.

Implementation

The proposed changes would be implemented shortly after Board approval. SFMTA staff would evaluate the success of the proposed changes considering metrics such as the following:

- Delay light-rail vehicles experience prior to entering/exiting West Portal Station (at least a 5% reduction relative to existing conditions without Parking Control Officers present)
- Qualitative input from train operators and inspectors
- Qualitative observation of interaction between Muni and private vehicles
- Traffic volume counts at West Portal/Ulloa, Lenox/Ulloa, Claremont/Ulloa, West Portal/Vicente, and Vicente/Wawona-Madrone (no intersection should go to a failing level of service)
- Muni-related collisions within project area
- Parking occupancy in West Portal at the two off-street parking lots and the on-street stalls along West Portal Avenue between Ulloa and 14th streets should not decrease by more than 5%.

In addition, qualitative feedback from West Portal area stakeholders and Muni customers will also be considered. After this evaluation period, SFMTA staff will consider whether any modifications to the project are warranted and whether the project has demonstrated success and should be extended to other times of day. Any additional recommended changes would then be brought forward to the Board for consideration.

Proposed Project Parking and Traffic Modifications

- A. ESTABLISH – NO LEFT TURN, 6 AM TO 10 AM, MONDAY THROUGH FRIDAY, EXCEPT MUNI AND TAXIS – West Portal Avenue, northbound, at Ulloa Street
- B. ESTABLISH – LEFT LANE MUST TURN LEFT, 6 AM TO 10 AM, MONDAY THROUGH FRIDAY, EXCEPT MUNI AND TAXIS – West Portal Avenue, northbound, at Vicente Street
- C. ESTABLISH – BUS ZONE – Ulloa Street, south side, from West Portal Avenue to 75 feet easterly (removes 3 parking spaces: yellow metered loading zone space 815 and general meter parking space 811 and 813)
- D. ESTABLISH – YELLOW METERED LOADING ZONE, 9 AM TO 3 PM, MONDAY THROUGH FRIDAY – Ulloa Street, south side, from 75 to 100 feet east of West Portal Avenue (replaces general meter parking space 809; would remain general metered parking at all other times) #
- E. RESCIND – MUNI FLAG STOP – Portola Drive, south side, at Claremont Boulevard (relocated east); Vicente Street, south side, east of West Portal Avenue
- F. ESTABLISH – MUNI FLAG STOP – Portola Drive, south side, east of Claremont Boulevard
- G. ESTABLISH – PASSENGER LOADING ZONE, 7 AM TO 6 PM, MONDAY THROUGH FRIDAY – Ulloa Street, south side, from 20 feet to feet 70 feet west of West Portal Avenue (would remain a bus zone at all other times) #
- H. ESTABLISH – NO LEFT TURN, 6 AM TO 10 AM, MONDAY THROUGH FRIDAY, EXCEPT MUNI – Lenox Way, southbound, at Ulloa Street
- I. ESTABLISH – NO U-TURN AT ALL TIMES – West Portal Avenue, Northbound at Ulloa Avenue

STAKEHOLDER ENGAGEMENT

SFMTA staff consulted with key stakeholders in the vicinity of the proposed changes including the West Portal Merchants Association (WPMA), the Greater West Portal Neighborhood Association (GWPNA), and West Portal Elementary School, as well as citywide advocacy organizations including the San Francisco Transit Riders, Senior Disability Action, and Walk San Francisco. Staff also conducted door-to-door outreach to merchants near the proposed new 48 Quintara-24th Street bus zone on Ulloa Street and coordinated with Supervisor Yee’s office. Engagement efforts included phone calls, emails, and small group meetings. In addition, Public Hearing notices were posted ten days before the meeting, with the SFMTA Board meeting serving as the required Public Hearing for these changes.

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Outreach included two meetings with participants from WPMA and GWPNA on May 10 and May 17. At the first meeting, SFMTA staff presented a variety of traffic restriction proposals, and at the second meeting, several changes to the proposals were made to respond to feedback provided at the first meeting. Specifically, the following turn restrictions that were proposed were eliminated based on feedback:

- Restricting Ulloa westbound traffic from making left-turns onto West Portal Avenue during weekday mornings, from 6 to 10am
- Restricting Ulloa eastbound traffic from making through movements at West Portal Avenue, during weekday mornings, from 6 to 10am

In addition, the following additions were made to the proposals based on feedback:

- Restricting Lenox southbound traffic from making left-turns onto Ulloa Street during weekday mornings, from 6 to 10am
- Restricting U-Turns from West Portal Avenue northbound to West Portal Avenue southbound at Ulloa Street at all times of day.

Overall, with these modifications stakeholders who participated in these meetings had no major objections to trying these changes, and offered additional suggestions that SFMTA will consider to further improve conditions in this area.

SFMTA also briefed GWPNA at their monthly meeting on May 1, 2019 who also did not raise any major objections. However, one issue that was raised at this meeting was questioning whether the proposed length of the re-located commercial loading zone on the south side of Ulloa might not be long enough to accommodate some of the trucks that typically load in this location. Based on this feedback, SFMTA staff have developed a revision to extend this commercial loading zone to encompass two parking spaces for a total length of 43 feet. To accommodate the increased commercial loading zone, the existing green (short-term) parking meter would be relocated to the adjacent off-street parking lot. Since this change was recently added in response to community concerns, it is being considered separately through SFMTA's Color Curb Program public hearing process and would be implemented in parallel with the proposals described here.

The SF Transit Riders were briefed on the proposals and were supportive of all the restrictions and also indicated support for the Ulloa restrictions that were dropped.

Following the meetings described above and since Public Hearing notices were posted the week of May 6, additional concerns from stakeholders have been raised which are summarized below.

Finally, on May 9, Supervisor Norman Yee sent a letter to the SFMTA Board expressing concern about some aspects of the proposal and emphasizing the need for a clear evaluation plan with clear measures of success prior to approval and offering several specific evaluation-related comments. His letter also noted support for the proposed restriction of U-turns from West Portal Avenue northbound at Ulloa Street and the proposed restriction of southbound left turns from

Lenox onto Ulloa Street. SFMTA staff wrote a detailed response, which in summary included:

- Noting that a [draft evaluation plan](#) had been developed with input from stakeholders and was published online and circulated for further input by email on May 8, 2019.
- Further specifying the measures of “success” for the pilot to be at least a reduction of 5% in transit delays relative to existing conditions (without PCO support), while not decreasing parking occupancy by more than 5% (to gauge any potential reduction in people visiting West Portal businesses via car), and not causing any of five nearby study intersections to go to a failing grade from a level of service standpoint.
- Explaining why piloting a package of traffic restrictions is preferable to piloting and evaluating individual restrictions in isolation.

Some common themes of comments included:

- ***There are major subway delay instances that create a back-up of trains in West Portal that are un-related to traffic delays.*** It is true that there are other substantial sources of delay that contribute to subway delays and SFMTA is implementing a variety of measures to address these delays including described earlier in this memo. However, SFMTA staff have also documented the traffic conditions that contribute to train delays in the vicinity of West Portal Station (as described earlier in the memo) that the pilot is designed to address.
- ***Pedestrian activity also contributes substantially to train delays.*** This is true and is one of the reasons why the proposal includes re-locating the 48 Quintara-24th Street inbound bus stop to the far side of the intersection, to limit the points of conflict between pedestrians and trains. In the long-term, if SFMTA could identify a location to re-locate the 57-Parkmerced terminal, then additional efforts to channelize pedestrians as they approach the station through fencing could also be effective (but these are not currently feasible due to the turning radius needs of the 57-Parkmerced).
- ***Concern about the timing of implementing these proposals, given the recent Twin Peaks Tunnel construction work and potential impacts to West Portal merchants.*** SFMTA understands and empathizes with the negative impacts that Twin Peaks Tunnel construction may have contributed to West Portal businesses. The scale of change in traffic restrictions of these pilots is nowhere comparable to the types of disruption associated with a major capital project. The pilot evaluation includes collecting data on parking occupancy changes, and would not consider the pilot a success if there was more than a 5% reduction in parking occupancy. It is also worth noting that with about 80,000 Muni customers passing through West Portal Station, transit riders make up a notable segment of West Portal business customers. In improving transit service through this area, the pilot could also contribute to increases in patronage of West Portal businesses.
- ***Interest in alternative locations for the 48 Quintara-24th Street weekend/evening terminal.*** SFMTA staff considered alternate locations suggested by stakeholders, however none of them met minimum acceptable criteria for a short transfer distance to West Portal Station, logical location relative to passenger activity, and providing convenient access to an operator restroom.
- ***Interest in the evaluation plan for the project.*** As described above, SFMTA developed a

draft evaluation plan and shared for input on May 8, 2019.

- ***Suggestion to install a traffic signal instead.*** Unfortunately, a traffic signal is likely to further exacerbate delays to all modes at this location given the complexity of the location. The intersection accommodates 9 different train movements that would each need a phase of traffic signal time. In addition, signal phases for people walking must provide adequate time to walk the entire length of a crossing, which results in a longer amount of time for conflicting cars needing to stop than would occur with the current stop-controlled configuration.
- ***Confusion about the purpose of the proposed transit-only lane.*** Several commenters expressed confusion about the efficacy of a transit-only lane for just one block, some of whom also supported restricting the northbound left-turn from West Portal Avenue to Ulloa Street. In this case, the transit-only lane's main purpose is to make the no left turn restriction feasible by indicating to people driving that they need to move to the right-hand travel lane in order to make the required right-turn in this location during weekday morning peak hours. Some commenters were also confused and thought the proposal would have the transit-only lane in effect for a larger stretch of West Portal Avenue and/or for all times of day.
- ***Concern that when double-parking occurs on West Portal Avenue northbound, that cars who pass in the track lane will be ticketed.*** SFMTA staff have coordinated with Police Department representatives from the Taraval District to confirm such tickets would not be issued and are coordinating to ensure a directive specifying that would be sent to any other relevant District's staff.

ALTERNATIVES CONSIDERED

SFMTA staff considered three other alternatives:

- Focusing only on operational improvements that do not require parking or traffic changes
- Implementing the proposed changes across all times of day
- Implementing the proposed changes as well as turn restrictions on Ulloa Street eastbound and westbound at West Portal Avenue.

The first strategy would continue the current practice of stationing PCOs at the station during peak hours. While this strategy has proven successful, it is likely not sustainable to maintain indefinitely due to the high cost and competing staff needs. Moreover, while some sources of delay are related to the large number of trains that pass through this location and the existing infrastructure, some of the delay is related to multi-modal conflicts. An operational-only strategy would not address sources of delay caused by multi-modal conflicts.

Staff also considered a strategy where the changes described above would be implemented, but instead of just on weekday mornings from 6:00am to 10:00am, the changes would be implemented all times of day. The benefit of this strategy would be an improvement in legibility because signing and marking restrictions that are in effect only during certain times of day are harder and more complicated to communicate. However, the AM hours are some of the most

important for subway service. In addition, there are more customers who visit West Portal businesses during the afternoon and evening hours, therefore implementing the proposed restrictions only during AM hours would limit the potential for these changes to negatively impact visitor access during the rest of the day. After implementing these changes staff will evaluate their success and consider extending the hours to additional times of day if the initial results are promising.

Finally, staff considered implementing additional restrictions during weekday mornings on Ulloa Street at West Portal Avenue. In this scenario, on Ulloa Street westbound, drivers would have been required to proceed straight and would no longer be allowed to make left-turns onto West Portal Avenue. And, on Ulloa Street eastbound, drivers would have been required to turn right and would no longer be allowed to proceed straight on Ulloa Street. These restrictions were dropped from consideration due to both outreach and technical reasons. Related to outreach, stakeholders were concerned that the westbound restriction would leave only one way for drivers to access businesses on the west side of West Portal Avenue on the block between Ulloa and Vicente Street. In addition, there were concerns that the eastbound restriction would divert more traffic to neighborhood streets, requiring more circuitous routing. It is expected that, if implemented, a large portion of the traffic rerouted by a Ulloa Street turn restriction would instead use Vicente Street, which is currently operating near capacity at the intersection with Portola Drive. Additional traffic would likely cause the queues on Vicente Street at Portola Drive to extend into the West Portal Avenue/Vicente Street intersection, potentially causing intersection blockages that would negatively impact the K and M Muni lines.

FUNDING IMPACT

The cost for the West Portal Transit Delay Reduction Project is estimated at \$77,000. Operating funds required are budgeted in the Transit Division's current year budget.

ENVIRONMENTAL REVIEW

The Transit Effectiveness Project Final Environmental Impact Report (TEP FEIR) was certified by the San Francisco Planning Commission in Motion No. 19105 on March 27, 2014. Subsequently, on March 28, 2014 in Resolution No. 14-041, the SFMTA Board of Directors approved all of the TEP proposals including Service-Related Capital Improvements and Travel Time Reduction Proposals (TTRP) to improve transit performance along various Municipal Railway routes. As part of Resolution No. 14-041, the SFMTA Board of Directors adopted findings under the California Environmental Quality Act (CEQA), the CEQA Guidelines, and Chapter 31 of the Administrative Code (CEQA Findings) and a Mitigation Monitoring and Reporting Program (MMRP).

On April 26, 2019, the San Francisco Planning Department determined that the West Portal Transit Delay Reduction Project was within the scope of the TEP FEIR. No new significant

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effects were identified, there was no substantial increase in significant effects already identified, and no new mitigation were required for the project.

A copy of the CEQA determination is on file with the Secretary to the SFMTA Board of Directors, and may be found in the records of the Planning Department at 1650 Mission Street in San Francisco, and is incorporated herein by reference.

OTHER APPROVALS RECEIVED OR STILL REQUIRED

Final SFMTA decisions, whether made by the City Traffic Engineer or the SFMTA Board, can be reviewed by the Board of Supervisors pursuant to Ordinance 127-18. Information about the review process can be found at: https://sfbos.org/sites/default/files/SFMTA_Action_Review_Info_Sheet.pdf.

Items D and Item G are final SFMTA Decisions as defined by Ordinance 127-18.

The City Attorney has reviewed this report.

RECOMMENDATION

Staff recommends that the SFMTA Board of Directors approve parking and traffic modifications, as set forth in Items A through I above, as a part of the West Portal Transit Delay Reduction Project to reduce transit delay for the K-Ingleside, L-Taraval, and M-Ocean View light rail lines in the vicinity of West Portal station; and amend Division II of the Transportation Code to designate a Muni- and Taxi-only lane on West Portal Avenue, northbound, from Vicente Street to Ulloa Street on weekdays from 6:00am to 10:00am.

SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY
BOARD OF DIRECTORS

RESOLUTION No. _____

WHEREAS, The West Portal Muni Metro Station is a key node within the Muni light-rail network; three Muni light-rail lines, the K-Ingleside, the L-Taraval, and the M-Ocean View serve this station and it is the point where these lines transition from surface operation to subway operation; and

WHEREAS, Since Fall 2019, SFMTA has been developing and implementing an SFMTA Plan to Improve Muni and part of the focus of that plan is on improving Muni light-rail performance; and

WHEREAS, Addressing light-rail transit delays at West Portal station is a specific action within the SFMTA Plan to Improve Muni; and

WHEREAS, The area around West Portal Station contributes to light-rail system delay for a variety of reasons including substantial multi-modal conflicts including: cars making turns or driving across tracks and transit riders walking across the tracks to get to and from the trains and to make transfers to/from the 48 Quintara-24th Street; and

WHEREAS, The San Francisco Municipal Transportation Agency (SFMTA) has proposed the installation of parking and traffic modifications as a part of the West Portal Transit Delay Reduction Project to reduce these multi-modal conflicts in the vicinity of West Portal station as follows:

- A. ESTABLISH – NO LEFT TURN, 6 AM TO 10 AM, MONDAY THROUGH FRIDAY, EXCEPT MUNI AND TAXIS – West Portal Avenue, northbound, at Ulloa Street; Lenox Way, southbound, at Ulloa Street
- B. ESTABLISH – LEFT LANE MUST TURN LEFT, 6 AM TO 10 AM, MONDAY THROUGH FRIDAY, EXCEPT MUNI AND TAXIS – West Portal Avenue, northbound, at Vicente Street
- C. ESTABLISH – BUS ZONE – Ulloa Street, south side, from West Portal Avenue to 75 feet easterly (removes 3 parking spaces: yellow metered loading zone space 815 and general meter parking space 811 and 813)
- D. ESTABLISH – YELLOW METERED LOADING ZONE, 9 AM TO 3 PM, MONDAY THROUGH FRIDAY – Ulloa Street, south side, from 75 to 100 feet east of West Portal Avenue (replaces general meter parking space 809; would remain general metered parking at all other times)
- E. RESCIND – MUNI FLAG STOP – Portola Drive, south side, at Claremont Boulevard (relocated east); Vicente Street, south side, east of West Portal Avenue

- F. ESTABLISH – MUNI FLAG STOP – Portola Drive, south side, east of Claremont Boulevard
- G. ESTABLISH – PASSENGER LOADING ZONE, 7 AM TO 6 PM, MONDAY THROUGH FRIDAY – Ulloa Street, south side, from 20 feet to feet 70 feet west of West Portal Avenue (would remain a bus zone at all other times)
- H. ESTABLISH – NO LEFT TURN, 6 AM TO 10 AM, MONDAY THROUGH FRIDAY, EXCEPT MUNI –Lenox Way, southbound, at Ulloa Street
- I. ESTABLISH – NO U-TURN AT ALL TIMES – West Portal Avenue, Northbound at Ulloa Avenue; and

WHEREAS, The Transit Effectiveness Project Final Environmental Impact Report (TEP FEIR) was certified by the San Francisco Planning Commission in Motion No. 19105 on March 27, 2014; subsequently, on March 28, 2014 in Resolution No. 14-041, the SFMTA Board of Directors approved all of the TEP proposals including Service-Related Capital Improvements and Travel Time Reduction Proposals (TTRP) to improve transit performance along various Municipal Railway routes; as part of Resolution No. 14-041, the SFMTA Board of Directors adopted findings under the California Environmental Quality Act (CEQA), the CEQA Guidelines, and Chapter 31 of the Administrative Code (CEQA Findings) and a Mitigation Monitoring and Reporting Program (MMRP); the projects listed above were cleared at a program or project level; any modifications to the programs or projects as described in the FEIR would require further CEQA review; and

WHEREAS, On April 26, 2019, the San Francisco Planning Department reviewed the West Portal Transit Delay Reduction Project and determined that the project was within the scope of the TEP FEIR; no new significant effects were identified, there was no substantial increase in significant effects already identified, and no new mitigation were required for the project; and

WHEREAS, Final SFMTA decisions, whether made by the City Traffic Engineer or the SFMTA Board, can be reviewed by the Board of Supervisors pursuant to Ordinance 127-18. Items D and Item G are Final SFMTA Decisions as defined by Ordinance 127-18; and

WHEREAS, The public has been notified about the proposed modifications and has been given the opportunity to comment on those modifications through the public hearing process; now, therefore, be it

RESOLVED, That the SFMTA Board of Directors adopts the Transit Effectiveness Project Final Environmental Impact Report CEQA findings as its own, and to the extent the above actions are associated with any mitigation measures and improvement measures, including Mitigation Measure M-CP-2a: Accidental Discovery of Archeological Resources, Mitigation Measure M-TR-10: Provision of Replacement Commercial Loading Spaces, and Improvement Measure Improvement Measure I-TR-1: Construction Measures; the SFMTA Board of Directors adopts these mitigation measures as conditions of this approval; a copy of the Planning

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Commission Resolution, the CEQA findings, and the CEQA determination are on file with the Secretary to the SFMTA Board of Directors, and may be found in the records of the Planning Department at 1650 Mission Street in San Francisco, and are incorporated herein by reference; and, be it further

RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors approves the parking and traffic modifications, as set forth in Items A through I above, in the vicinity of West Portal Station as a part of the West Portal Transit Delay Reduction Project; and be it further

RESOLVED, That the SFMTA Board amends Transportation Code, Division II, Section 601 to designate a Muni- and Taxi-only lane on West Portal Avenue, northbound, from Vicente Street to Ulloa Street on weekdays from 6:00am to 10:00am.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of May 21, 2019.

Secretary to the Board of Directors
San Francisco Municipal Transportation Agency

RESOLUTION NO.

[Transportation Code – West Portal Avenue Transit-Only Lane]

Resolution amending Division II of the Transportation Code to designate a Transit-only area on West Portal Avenue, northbound, from Vicente Street to Ulloa Street.

NOTE: Additions are single-underline Times New Roman;
deletions are ~~strike-through Times New Roman~~.

The Municipal Transportation Agency Board of Directors of the City and County of San Francisco enacts the following regulations:

Section 1. Article 600 of Division II of the Transportation Code is hereby amended by revising Section 601, to read as follows:

SEC. 601. DESIGNATED TRANSIT-ONLY AREAS.

(a) The locations listed in this Section 601 are designated as Transit-only Areas. Any vehicle operating within a Transit-only Area during times that the Transit-only Area is enforced is in violation of Transportation Code, Division I, Section 7.2.72 (Driving in Transit-only Area).

* * * *

(21) **Geary Boulevard, westbound, from Presidio Avenue to Masonic Avenue.** Except as to Municipal Railway and Golden Gate Transit vehicles and authorized emergency vehicles, no vehicle may operate within the Transit-only Areas on Geary Boulevard westbound from Presidio Avenue to Masonic Avenue.

(22) West Portal Avenue, northbound, from Vicente Street to Ulloa Street.
Except as to Municipal Railway vehicles, taxis, and authorized emergency vehicles, no vehicle

may operate within the Transit-only Areas on West Portal Avenue northbound from Vicente Street to Ulloa Street between the hours of 6AM-10AM Monday through Friday.

(223) **Other Transit-Only Areas.** Except for buses, taxicabs, vehicles preparing to make a turn, vehicles entering into or exiting from a stopped position at the curb, and vehicles entering into or exiting from a driveway, no vehicle may operate in the following Transit-only Areas during the times indicated:

* * * *

Section 2. The City Attorney's Office is authorized to instruct the Code Publisher to renumber subsections 601(a)(22) and (23) of the Transportation Code denoted in Section 1 of this ordinance as appropriate in order to avoid duplication in numbering that may result from enactment of another ordinance containing a different subsection also designated as subsection 601(a)(22).

Section 3. Effective Date. This ordinance shall become effective 31 days after enactment. Enactment occurs when the San Francisco Municipal Transportation Agency Board of Directors approves this ordinance.

Section 4. Scope of Ordinance. In enacting this ordinance, the San Francisco Municipal Transportation Agency Board of Directors intends to amend only those words, phrases, paragraphs, subsections, sections, articles, numbers, letters, punctuation marks, charts, diagrams, or any other constituent parts of the Transportation Code that are explicitly shown in this ordinance as additions or deletions in accordance with the "Note" that appears under the official title of the ordinance.

APPROVED AS TO FORM:
DENNIS J. HERRERA, City Attorney

By: _____
JOHN I. KENNEDY
Deputy City Attorney

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I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of May 21, 2019.

Secretary to the Board of Directors
San Francisco Municipal Transportation Agency

