

THIS PRINT COVERS CALENDAR ITEM NO.: 10.6

**SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY**

DIVISION: Streets

BRIEF DESCRIPTION:

Approving Class IV protected bikeway on Bayshore Boulevard between Jerrold Avenue and Marin Street and on Cesar Chavez Street between Vermont Street and Kansas Street. The scope of work includes upgrading and extending an existing bikeway on the east side of Bayshore Boulevard between Jerrold Avenue and Marin Street and installing a new protected bikeway on the south side of Cesar Chavez Street from Vermont to Kansas streets.

SUMMARY:



- The Cesar Chavez/Bayshore Boulevard/U.S. 101 Project (“The Hairball Project” or “Project”) proposes upgrading and extending an existing northbound bikeway on the east side of Bayshore Boulevard between Jerrold Avenue and Marin Street and installing a new protected two-way bikeway on the south side of Cesar Chavez Street from Vermont to Kansas streets.
- Previously approved portions of this project included a raised crosswalk, speed cushion, and changes to the signal at Kansas Street and Cesar Chavez to allow for pedestrian and bicycle safety improvements.
- The Planning Department has determined that the Project is statutorily exempt from the California Environmental Quality Act (CEQA).
- The proposed action is the Approval Action as defined by S.F. Administrative Code Chapter 31.

ENCLOSURES:

1. SFMTAB Resolution
2. Cesar Chavez/Bayshore Boulevard/U.S. 101 (The Hairball) Project Overview and Cross-sections Graphics

APPROVALS:

DATE

| | | |
|-----------|---|-------------------------|
| DIRECTOR |  | <u>January 10, 2024</u> |
| SECRETARY |  | <u>January 10, 2024</u> |

ASSIGNED SFMTAB CALENDAR DATE: January 16, 2024

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PURPOSE

Approving a northbound Class IV protected bicycle lane on the east side of Bayshore Boulevard between Jerrold Avenue and Marin Street and installing a new protected two-way bikeway on the south side of Cesar Chavez Street from Vermont to Kansas streets to enhance bicycle safety in the project area.

STRATEGIC PLAN GOALS AND TRANSIT FIRST POLICY PRINCIPLES

This action supports the following SFMTA Strategic Plan Goals:

Goal 4: Make streets safer for everyone.

Goal 6: Eliminate pollution and greenhouse gas emissions by increasing use of transit, walking and bicycling.

This item will support the following Transit-First Policy principles:

1. To ensure quality of life and economic health in San Francisco, the primary objective of the transportation system must be the safe and efficient movement of people and goods.
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.
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.
4. Pedestrian areas shall be enhanced wherever possible to improve the safety and comfort of pedestrians and to encourage travel by foot.
5. Bicycling shall be promoted by encouraging safe streets for riding, convenient access to transit, bicycle lanes, and secure bicycle parking.

DESCRIPTION

The San Francisco Municipal Transportation Agency (SFMTA) proposes to implement transportation safety improvements on street segments in the area known as the “Hairball”, where Cesar Chavez Street, Potrero Avenue, and Bayshore Boulevard intersect underneath the Highway 101 interchange. The Hairball Intersection Improvement Project (“The Hairball Project” or “Project”) would make the street segments in this vicinity safer and easier to use for bicyclists and would provide safer connections to and from the Bayview neighborhood. The Project aims to support citywide transportation safety efforts such as WalkFirst, Vision Zero, and the SFMTA 2012 Bicycle Strategy to improve non-motorized safety and mobility in San Francisco.

The Project would upgrade a northbound protected bicycle lane along the east side Bayshore Boulevard between Jerrold Avenue and Marin Street and install a new two-way, east-west protected bicycle lane on the south side of Cesar Chavez Street from Vermont to Kansas streets to enhance

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bicycle safety in the project area.

Existing Conditions

A northbound Class IV bikeway currently exists along the eastern side of Bayshore Boulevard from Jerrold Avenue to Marin Street but is only protected by plastic soft-hit posts. The bikeway along this segment of Bayshore Boulevard transitions from a soft-hit post/painted protected design to a design where bicyclists share a right-turn pocket with drivers approaching Marin Street. From Jerrold Avenue to Marin Street (approximately 150 feet), southbound bikes are designated to share the sidewalk with pedestrians.

South of Jerrold Avenue, bicyclists can enter protected bikeways on Jerrold Avenue that connect to the larger bike network to the east and south, including the recently constructed Bayshore Boulevard Quick-Build on Bayshore Boulevard from Oakdale to Silver avenues.

North of Marin Street, the bikeway continues onto to a separate pathway underneath the on-ramp to the 101-Highway. This pathway then connects to the south side of Cesar Chavez Street where northbound bicyclists can either go west on a pathway underneath the Highway 101 overpass to connect to West Cesar Chavez Street or can go east on East Cesar Chavez Street towards the Bayview neighborhood. There is currently no bike lane on the southern side of Cesar Chavez between Vermont and Kansas streets. A westbound Class II Bike Lane currently exists on the northern side of Cesar Chavez Street from Vermont to Kansas streets. There are existing Class IV bikeways along the southern and northern sides of Cesar Chavez Street east of Kansas Street.

Cesar Chavez Street from Vermont to Kansas streets consists of two vehicle travel lanes in both the west and eastbound directions.

As part of this project, staff requested peak-hour multimodal (vehicle, bicycle, pedestrian) turning-movement counts traffic counts for Bayshore Boulevard at Marin Street and Cesar Chavez at Kansas Street. Additionally, staff requested 72-hour speed and volume surveys on Bayshore Boulevard between Marin Street and the 101-Highway on-ramp and on Cesar Chavez Street between Potrero Avenue and Bayshore Boulevard. Lastly, data was collected to track right turns from westbound Jerrold Avenue onto northbound Bayshore. Below are the recorded average daily traffic counts (ADT) and speeds as well as peak turning counts by location:

Northbound Bayshore Boulevard at Marin Street

- ADT Northbound Bayshore Boulevard: 1,003
- Posted Speed Limit: 35 mph
- 85th Percentile Vehicle Speeds: 34 mph
- Average Speed: 29 mph
- Average 2-hour Peak AM (7am-9am) Bicycle Count (north and southbound): 37
- Average 2-hour Peak PM (4pm-6pm) Bicycle Count (north and southbound): 48

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Cesar Chavez at Kansas Street

- ADT Cesar Chavez Street: 14,351
- Posted Speed Limit: 30 mph
- 85th Percentile Vehicle Speeds: 39 mph
- Average Speed: 34 mph
- Average 2-hour Peak AM (7am-9am) Bicycle Count (north and southbound): 27
- Average 2-hour Peak PM (4pm-6pm) Bicycle Count (north and southbound): 36

Westbound Jerrold Avenue right turn onto Northbound Bayshore Boulevard

- Posted Speed Limit: 25 mph
- Average Vehicle Peak AM (7am-9am): 945
- Average Vehicle Peak PM (4pm-6pm): 708

Collision data collected by SFMTA over a 5-year period between 2018-2023 indicate a total of 30 collisions on Bayshore Boulevard between Jerrold Avenue and Marin Street/the Highway 101 on-ramp. Of those 30 crashes, there was one severe injury of a bicyclist at the intersection of Marin and Bayshore Boulevard, and one fatality at the intersection of Bayshore Blvd. and Jerrold Avenue. Three additional collisions involved bicycles, pedestrians, or scooters making a right turn from westbound Marin Street to northbound Bayshore Boulevard/the pathway underneath the Highway 101 on-ramp.

There were 16 total collisions between 2018-2023 on Cesar Chavez Street between Kansas Street and the Highway 101 on-ramp; three collisions involved a bicyclist and vehicle and one collision involved a pedestrian and vehicle. There was one fatality where a motorist hit a concrete barrier underneath the highway overpass.

The intersections of Bayshore Boulevard and Jerrold Street are signal controlled with a right turn vehicle slip lane from westbound Jerrold Avenue onto Northbound Bayshore Boulevard, and the intersection of Cesar Chavez and Kansas Streets is signal controlled.

San Francisco Fire Station 49 is located at 2241 Jerrold Avenue and utilizes Jerrold Avenue as an emergency route.

PROJECT ELEMENTS

Bicyclist Safety Improvements

This project proposes to improve safety for people bicycling in the project area by replacing a northbound Class II bike lane and right turn pocket on the east side of Bayshore Boulevard between Jerrold Avenue and Marin Streets with a northbound Class IV bikeway protected by concrete barriers.

The upgraded protected northbound bike lane on Bayshore Boulevard will be approximately 150 feet in length with a buffer that varies from two to eight feet in width and will include concrete barriers.

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This buffer narrows down to two feet at the southern end of the bike lane where Bayshore Boulevard intersects Jerrold Avenue. The purpose of the eight-foot-wide buffer is to allow for ample protection from fast-moving traffic and large trucks/commercial vehicles that make right turns from westbound Jerrold Avenue to northbound Bayshore Boulevard. Southbound bikes in this location are currently designated to share the six-foot-wide eastern sidewalk on Bayshore Boulevard between Marin Street and Jerrold Avenue. While there is roadway space to potentially make this bike lane area into a two-way bike lane in some sections, the bike lane narrows dramatically at Jerrold Avenue, introducing new conflicts between southbound bicyclists and vehicles making right turns from westbound Jerrold Avenue. Based on feedback from the SFMTA Board of Directors, staff will also include new wayfinding signs and upgraded roadway striping to clearly demarcate the path of travel for bicyclists and make vehicles aware of pedestrians and bicyclists crossing Jerrold Avenue.

This project proposes to improve safety and connectivity for people bicycling in the project area by installing a new two-way Class IV protected bikeway on the south side of Cesar Chavez Street from Vermont to Kansas Streets. The new protected bikeway fills a critical gap in the bike network and provides greater circulation option for bicyclists connecting to and from the Bayview neighborhood. It will include a two-way, east-west bike lane nine feet in total width with three-foot buffer, where concrete K-Rail barriers will be installed.

Class IV bike facilities are consistent with guidance within the National Association of City Transportation Officials (NACTO) Bikeway Design Guide based on target traffic volumes and speeds.

Proposed Project Parking and Traffic Modifications

- A. ESTABLISH – CLASS IV BIKEWAY – Bayshore Boulevard, northbound, east side, between Jerrold Avenue and Marin Street.
- B. ESTABLISH – CLASS IV BIKEWAY – Cesar Chavez Street, eastbound, south side, between Vermont Street and Kansas Street.

STAKEHOLDER ENGAGEMENT

In 2012, the San Francisco Planning Department conducted an in-depth community outreach process to develop a community-supported vision and design for a safe, comfortable, and accessible Cesar Chavez Street for all users. This outreach process culminated in the Cesar Chavez East Community Design Plan and incorporates the Bayshore Boulevard/Cesar Chavez Street/Potrero Avenue intersection (known as the Hairball).

Building on the previous outreach efforts of the Cesar Chavez East Design Plan, outreach for spot improvements in the area focused on the main stakeholders and members directly affected by proposed changes, specifically the Department of Public Works Maintenance Yard at 2323 Cesar Chavez Street, Extra Space Storage at 2501 Cesar Chavez Street, and the San Francisco Fire Department which maintains the nearby San Francisco Station House 49 at 2241 Jerrold Avenue.

ALTERNATIVES CONSIDERED

For Bayshore Boulevard, an alternative considered by SFMTA staff included replacing the northbound Class II bike lane and right turn pocket on the east side of Bayshore Boulevard between Jerrold Avenue and Marin Streets with a two-way Class IV bikeways protected by concrete barriers. This could alleviate conditions on the sidewalk where southbound bicyclists currently share space with pedestrians. However, there is a major conflict/choke point at Jerrold Avenue and Bayshore Boulevard where the proposed two-way bike lane would empty into the right turn slip lane that carries westbound Jerrold Avenue traffic onto northbound Bayshore Boulevard. There is not enough space at this location for southbound bikes to exit safely without potential head-on conflicts with right turning vehicles. In addition, there is a drive-way curb cut for a business at the corner of Jerrold Avenue and Bayshore Boulevard that is occasionally utilized. Creating a two-way bikeway on the east side of Bayshore Boulevard between Jerrold Avenue and Marin Streets would give southbound bicyclists a false sense of safety and channel them towards a dangerous conflict point. Given the pedestrian counts are very low on this stretch of sidewalk, it was deemed safer to keep to current shared sidewalk conditions where bicyclists must make slow, cautious movements on this short, 150-foot segment. After this segment, bicyclists can continue onto a Class IV protected bike facility on eastbound Jerrold Avenue and connect to the greater bicycle network.

A second alternative for Bayshore Boulevard included closing the right turn vehicle slip lane from westbound Jerrold Avenue to northbound Bayshore Boulevard. However, this right turn experiences very high peak volume traffic, including large commercial trucks, and would cause significant impacts to traffic circulation. The San Francisco Fire Department (SFFD) also maintains Firehouse 49 on Jerrold Avenue and uses this portion of Jerrold Avenue as a vital emergency route.

A third alternative for Bayshore Boulevard considered removing the concrete pork chop island at Jerrold Avenue and Bayshore Boulevard and signaling all right turn movements from westbound Jerrold Avenue onto northbound Bayshore Boulevard, thus allowing for a safe two-way bike facility on Bayshore Boulevard from Jerrold Avenue to Marin Street. However, this pork chop island contains a central PG&E utility pole to which three other utility poles in proximity are connected. Relocating this utility pole would require significant funding and coordination with PG&E. The SFMTA is considering this option in a long-term design for the project area but believes the current proposal can bring immediate safety benefits.

For Cesar Chavez Street, an alternative was considered to install a one-way protected bike lane on the roadway. However, this option does not have the same circulation benefits as the current proposal and therefore was not pursued.

Lastly, for both streets, a “no project” alternative was considered. Given the collision history for both streets and previous planning efforts surveying community support for upgrades in the area, the “no project” alternative was not pursued.

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FUNDING IMPACT

Funding for the planning, environmental review, and preliminary engineering is provided for these proposed improvements as part of a larger capital improvement project for the Cesar Chavez/Bayshore Boulevard/U.S. 101 area. The project funding sources and budget are described below.

REVENUE AND EXPENDITURE

| Activity | Sales Tax | Prop B | Total |
|---|------------------|------------------|------------------|
| Planning/Environmental Review/Preliminary Engineering | \$90,000 | | \$90,000 |
| Detailed Design | \$30,000 | | \$30,000 |
| Construction | | \$130,000 | \$130,000 |
| Total | \$120,000 | \$130,000 | \$250,000 |

The items proposed as part of this staff report are considered near-term improvements, or improvements that can be constructed by the summer of 2024.

ENVIRONMENTAL REVIEW

The proposed Cesar Chavez/Bayshore Boulevard/U.S. 101 (The Hairball) Project is subject to the California Environmental Quality Act (CEQA). The California Environmental Quality Act (CEQA) provides a statutory exemption from environmental review under Public Resources Code Section 21080.25 for pedestrian and bicycle facilities that improve safety, access, or mobility, including new facilities within the public right-of-way and projects that improve customer information and wayfinding for transit riders, bicyclists, or pedestrians within the public right-of-way.

On June 27, 2022, the Planning Department determined, that the proposed Cesar Chavez/Bayshore Boulevard/U.S. 101 (The Hairball) Project (Case Number 2022-005398ENV is statutorily exempt from CEQA pursuant to Public Resources Code Section 21080.25. The proposed action is the Approval Action as defined by the S.F. Administrative Code Chapter 31.

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 <https://sfplanninggis.org/pim/?tab=Planning+Applications&search=2022-005398ENV> and 49 South Van Ness Avenue, Suite 1400 in San Francisco, and is incorporated herein by reference.

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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

The public hearing for this item is taking place at the January 16, 2024 SFMTA Board Meeting.

The proposed project is not subject to the Board of Supervisors review because the project establishes Class IV bicycle facilities and all the parking and traffic modifications in the proposed approval action are directly related to the establishment of these bikeways.

The City Attorney has reviewed this item.

RECOMMENDATION

Staff recommends that the SFMTA Board of Directors approves a Class IV northbound protected bicycle lane on Bayshore Boulevard between Jerrold Avenue and Marin Street and a Class IV protected bicycle lane Cesar Chavez Street between Kansas and Vermont streets, as set forth in Item A above to improve traffic safety for the community as part of the Cesar Chavez/Bayshore/Highway 101 Improvement Project.

SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY
BOARD OF DIRECTORS

RESOLUTION No. _____

WHEREAS, The San Francisco Municipal Transportation Agency (SFMTA) is committed to achieving Vision Zero goals and implementing safety improvements on Bayshore Boulevard and Cesar Chavez Street; and,

WHEREAS, The SFMTA is committed to making San Francisco a Transit First city that prioritized non-private automobile transportation; and,

WHEREAS, The SFMTA is committed to creating a network of protected bikeways citywide; and,

WHEREAS, The SFMTA has proposed bicycle lanes on Bayshore Boulevard between Jerrold Avenue and Marin Street and on Cesar Chavez Street between Vermont Street and Kansas Street as follows:

- A. ESTABLISH – CLASS IV BIKEWAY – Bayshore Boulevard, northbound, east side, between Jerrold Avenue and Marin Street
- B. ESTABLISH – CLASS IV BIKEWAY – Cesar Chavez Street, eastbound, south side, between Vermont Street and Kansas Street; and,

WHEREAS, The California Environmental Quality Act (CEQA) provides a statutory exemption from environmental review under Public Resources Code Section 21080.25 for pedestrian and bicycle facilities that improve safety, access, or mobility, including new facilities, within the public right-of-way, and projects that improve customer information and wayfinding for transit riders, bicyclists, or pedestrians within the public right-of-way; and,

WHEREAS, On June 27, 2022, the Planning Department determined that the proposed Cesar Chavez/Bayshore Boulevard/U.S. 101 (The Hairball) Project (Case Number 2022-005398ENV) is statutorily exempt from CEQA pursuant to Public Resources Code Section 21080.25.; and,

WHEREAS, 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 <https://sfplanninggis.org/pim/?tab=Planning+Applications&search=2022-005398ENV> and 49 South Van Ness Avenue, Suite 1400 in San Francisco, and is incorporated herein by reference; and,

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

RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors approves bicycle, parking and traffic modifications, as set forth in items A-B above, along Bayshore Boulevard and Cesar Chavez Street associated with the Cesar Chavez/Bayshore Boulevard/U.S. 101 Project.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of January 16, 2024.

Secretary to the Board of Directors
San Francisco Municipal Transportation Agency

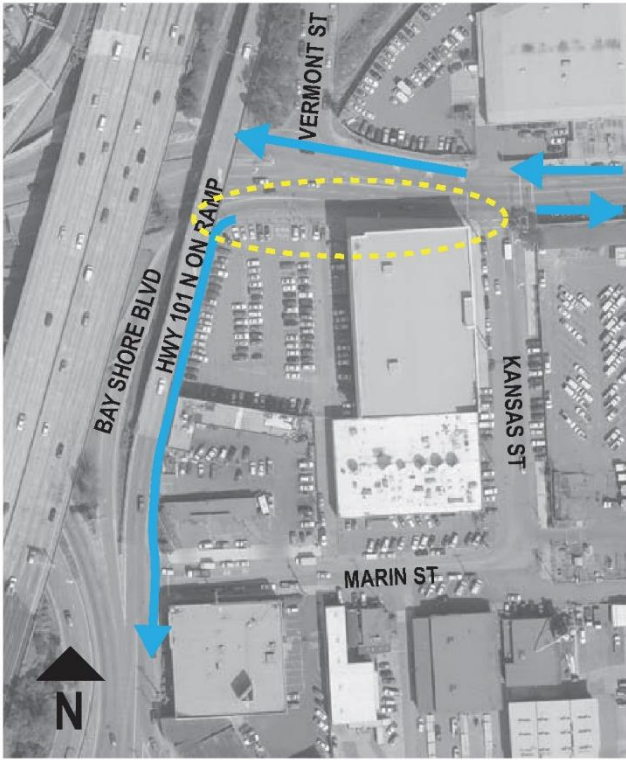
Enclosure 2: Cesar Chavez/Bayshore Boulevard/U.S. 101 (The Hairball) Project Overview and Cross Sections




Project Overview: Area Map

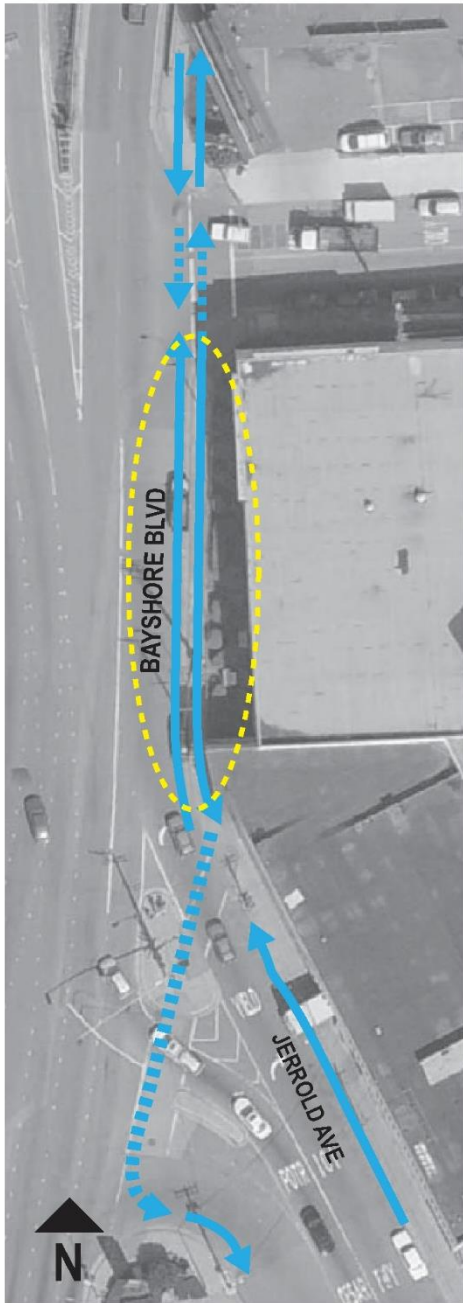


Upgraded or Proposed Protected
Bike Lane Project Areas

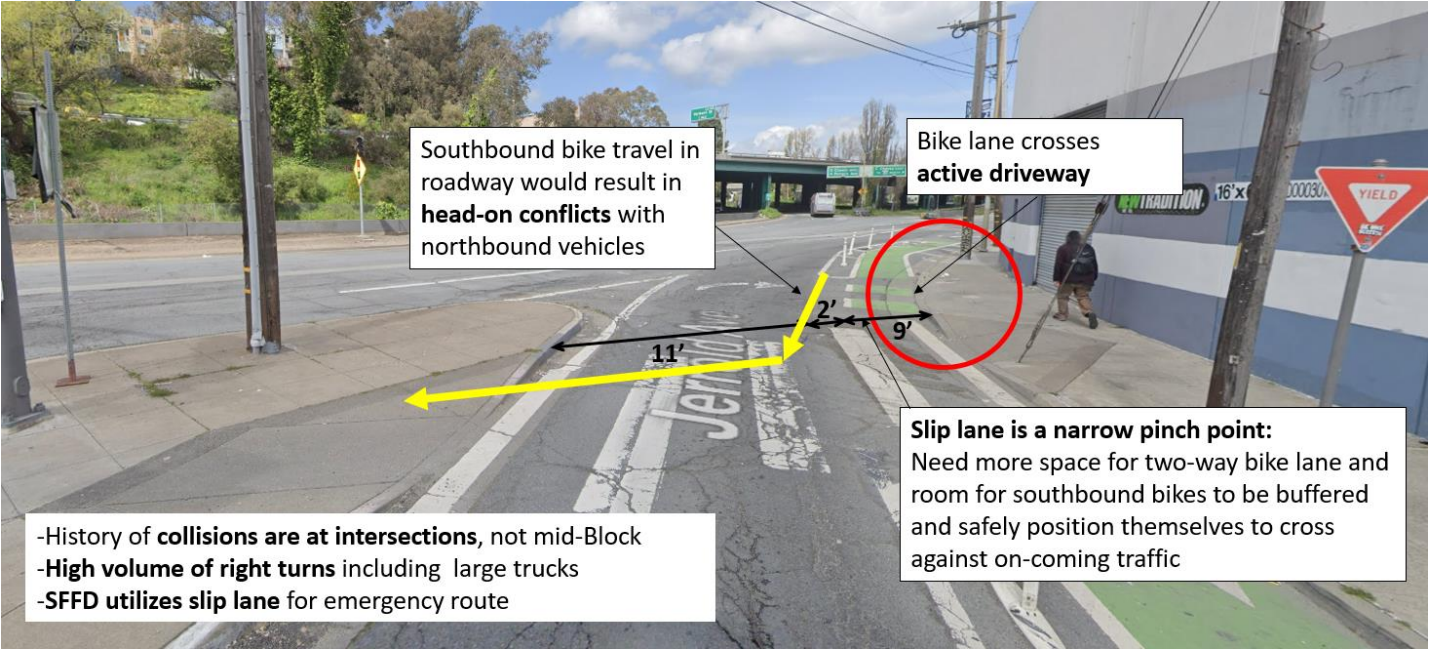
Project Overview: Circulation Diagrams



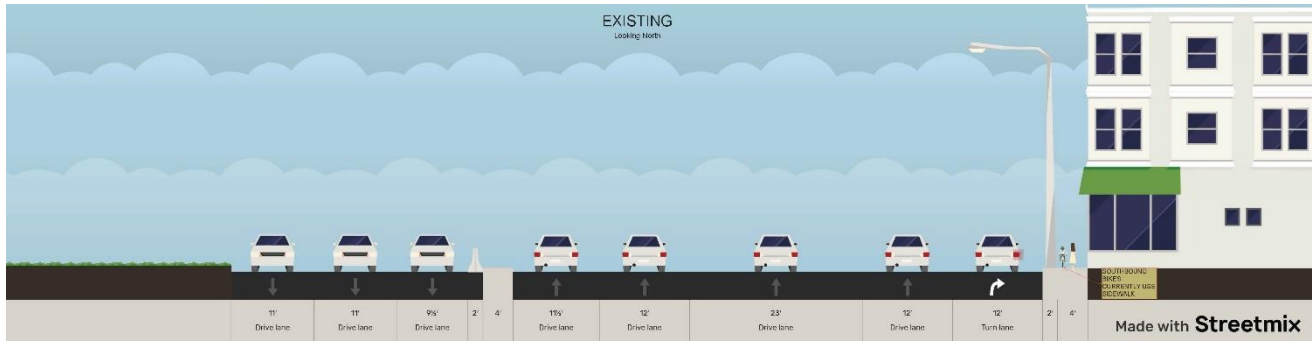
-  Existing Bicycle Circulation using Bike Lanes
-  Existing Bicycle Circulation through Intersections
-  Proposed Protected Bike Lane Project Areas



Bayshore Blvd. Conflicts and Constraints



Cross Sections: Bayshore Blvd.

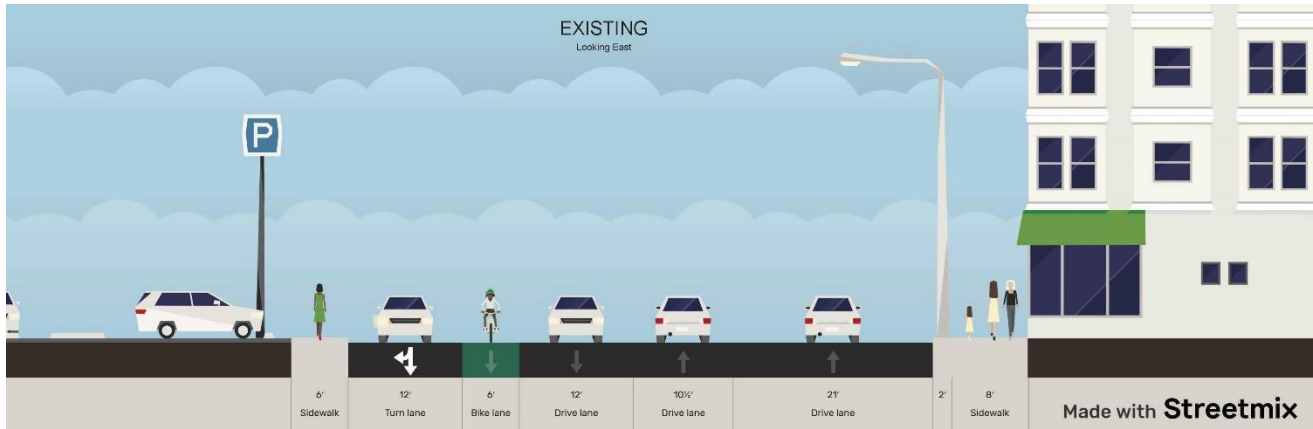


EXISTING: Bayshore Blvd. Looking North (Jerrold Ave. to Marin Street)



PROPOSED: Bayshore Blvd. Looking North (Jerrold Ave. to Marin Street)

Cross Sections: Cesar Chavez St.



EXISTING: Cesar Chavez Looking East (Vermont to Kansas Streets)



PROPOSED: Cesar Chavez Looking East (Vermont to Kansas Streets)