

THIS PRINT COVERS CALENDAR ITEM NO.: 11

**SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY**

DIVISION: Streets

BRIEF DESCRIPTION:

Adopting San Francisco's Biking and Rolling Plan to guide biking and rolling policies, programs, and establishing the North Star network for people using human-powered and low-speed devices in alignment with San Francisco's Transit First policy, the Transportation Element in the City's General Plan, the Better Streets Policy, Vision Zero policy, Climate Action Plan, and Racial Equity Framework.

SUMMARY:

- The City of San Francisco has been a national leader in the design and implementation of best-practices bicycle infrastructure.
- New technologies including electric scooters and electric bicycles have made biking and rolling more accessible for people of all ages and abilities.
- In order to guide investment of infrastructure for biking and rolling, the City needs to have a current Biking and Rolling Plan.
- Outreach for the Biking and Rolling Plan started in January 2023 with the goal of updating the policies, programs, and network to be accommodating of low-speed or human-powered devices.
 - 5 informational board hearings
 - Over 250 community tabling events and presentations
 - 1,000 survey responses
 - 10 open houses with over 900 written responses
- The plan establishes a set of goals, policies, and actions for how a bikeway network and supporting programs will be prioritized.
- The plan establishes a North Star network which contains prospective bikeways and potential facility types.
- As part of an effort to repair past harms where redevelopment or previous planning efforts excluded communities or left them at risk of gentrification, the SFMTA worked with five community organizations to develop community action plans for the Tenderloin, South of Market, Mission, Fillmore, Excelsior and Bayview Hunters Point.
- The community action plans outline transportation priorities for each community group and serve as a guide for how community groups wish to be engaged in regard to biking and rolling development.
- Funding for this plan comes from California Department of Transportation (Caltrans) Sustainable Communities Grant with a local match from the San Francisco County Transportation Authority to fund outreach and data analysis.
- The Planning Department has determined that the proposed Biking and Rolling plan is statutorily exempt from the California Environmental Quality Act (CEQA).
- The proposed action is the Approval Action as defined by the S. F. Administrative Code Chapter 31.

- Staff recommends adoption of the Biking and Rolling Plan.

ENCLOSURES:

1. SFMTA Board Resolution
2. The Biking and Rolling Plan
3. Community Action Plan Active Transportation Actions

APPROVALS:

DIRECTOR 

DATE

February 27, 2025

SECRETARY 

February 27, 2025

ASSIGNED SFMTAB CALENDAR DATE: March 4, 2025

PURPOSE

Adopting San Francisco's Biking and Rolling Plan to guide biking and rolling policies, programs, and establishing the North Star network for people using human-powered and low-speed devices in alignment with San Francisco's Transit First policy, the Transportation Element in the City's General Plan, the Better Streets Policy, Vision Zero policy, Climate Action Plan, and Racial Equity Framework.

ADOPTED CITY POLICY BASIS

This item will support the following goals and objectives of the SFMTA Strategic Plan:

Goal 1: Identify and reduce disproportionate outcomes and resolve past harm towards marginalized communities.

Goal 4: Make streets safer for everyone.

Goal 5: Deliver reliable and equitable transportation services.

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

Goal 7: Build stronger relationships with stakeholders.

Goal 8: Deliver quality projects on-time and on-budget.

Goal 9: Fix things before they break and modernize systems and infrastructure.

Goal 10: Position the agency for financial success.

This item will support the following Transit First Policy Principles as established in the City Charter:

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.

6. Bicycling shall be promoted by encouraging safe streets for riding, convenient access to transit, bicycle lanes, and secure bicycle parking.

This item supports the following goals and policies within the Transportation Element of the City's General Plan:

POLICY 2.4

Organize the transportation system to reinforce community identity, improve linkages among interrelated activities and provide focus for community activities.

POLICY 2.5

Provide incentives for the use of transit, carpools, vanpools, walking and bicycling and reduce the need for new or expanded automobile and automobile parking facilities.

POLICY 12.1

Develop and implement strategies which provide incentives for individuals to use public transit, ridesharing, bicycling and walking to the best advantage, thereby reducing the number of single occupant auto trips.

POLICY 15.1

Discourage excessive automobile traffic on residential streets by incorporating traffic-calming treatments.

POLICY 19.4

Discourage high-speed through traffic on local streets in residential areas through traffic "calming" measures that are designed not to disrupt transit service or bicycle movement

POLICY 22.9

Improve pedestrian and bicycle access to transit facilities.

OBJECTIVE 29

ENSURE THAT BICYCLES CAN BE USED SAFELY AND CONVENIENTLY AS A PRIMARY MEANS OF TRANSPORTATION, AS WELL AS FOR RECREATIONAL PURPOSES.

POLICY 29.1

Expand and improve access for bicycles on city streets and develop a well-marked, comprehensive system of bike routes in San Francisco.

POLICY 29.7

Include bicycle facility funding in all appropriate requests.

OBJECTIVE 31

CITY GOVERNMENT SHOULD PLAY A LEADERSHIP ROLE IN INCREASING BICYCLE USE.

POLICY 31.1

Consider the needs of bicycling and the improvement of bicycle accommodations in all city decisions.

POLICY 31.2

Integrate bicycle planning into regular short-range and long-range planning activities for all city departments.

This item supports the following goals and objectives within the Better Streets Policy under Administrative Code Section 98.1:

Section 98.1.d(2) Streets that support and invite multiple uses, including safe, active, and ample space for pedestrians, bicycles, and public transit, are more conducive to the public life of an urban neighborhood and efficient movement of people and goods than streets designed primarily to move automobiles. Decisions regarding the design and use of the City's limited public street space shall prioritize space for pedestrians, bicycles, and public transit over space for automobiles.

Section 98.1.e(1)(B)(iv) Follow, to the maximum extent possible, the street design guidelines set forth in the NACTO¹ Urban Street Design Guide (2013) and the NACTO Urban Bikeway Design Guide (2014), and any subsequent editions of these Guides.

On October 24, 2023, the San Francisco County Transportation Authority (“SFCTA”) Board passed the Safe Passage to School Resolution (No. 24-16) urging the San Francisco Municipal Transportation Agency to incorporate safe routes to all schools in the San Francisco Unified School District in the Active Communities Plan.

DESCRIPTION

Background

The *San Francisco Biking and Rolling Plan: Active Communities* (the Plan) is the result of a two-year planning process to develop a new plan for biking and rolling in San Francisco. The Plan directs future SFMTA investments in the biking and rolling network, programs, and policies for the coming decades. Supplementary to the Plan are community action plans that highlight the priorities and recommendations for community groups that the SFMTA partnered with in an effort to repair past harms. Staff will refer to the goals, policies, and actions when they decide which projects and programs to prioritize.

This planning effort includes all devices that can legally use the biking and rolling network and elevates the voices and needs of equity priority communities, or census tracts that have high levels of households with minority or low-income status, people who have limited English proficiency, merchants, caregivers, seniors, and people with disabilities. Between January 2023 and January 2024, the plan was named the Active Communities Plan; however, based on feedback that the name was confusing, the plan was renamed to San Francisco’s Biking and Rolling Plan.

The Plan process, structure, and partnerships were established to meet the requirements of, and successfully compete for, a Caltrans grant solely dedicated to active transportation planning. In

¹ National Association of City Transportation Officials

2021, Caltrans awarded \$600,000 in funding which was accepted by the SFMTA Board via Resolution 210907-103. In September 2021, the SFCTA approved an allocation of \$410,000 from the Bicycle Circulation and Safety (EP39) and Transportation/Land Use Coordination (EP44) line items of Proposition K funding, and \$712,000 in SFMTA street safety operations funding as a match to support staff engagement with extensive city-wide outreach prior to developing recommendation.

SFMTA contracted with the following five community-based organizations to conduct in-depth engagement in six equity priority communities:

- Western Addition, Fillmore & Japantown – New Community Leadership Foundation
- Tenderloin – Tenderloin Community Benefit District
- South of Market – SOMA Pilipinas
- Mission District – People Organizing to Demand Environmental and Economic Rights (“PODER”) Bicis del Pueblo program
- Outer Mission & Excelsior –PODER Bicis del Pueblo program
- Bayview Hunters Point – Bayview Hunters Point Community Advocates

SFMTA also contracted with the San Francisco Bicycle Coalition to provide additional community outreach efforts citywide, including translation services, flier distribution, and review of policy and programmatic recommendations.

PLAN PROCESS

The Plan process consisted of initial technical analysis and community engagement leading to staff synthesis, plan development in response to community input, and final recommendations described in the final draft plan:

Technical Analysis

Staff studied the existing experiences and conditions for people biking and rolling across the city through several complex analyses, including:

- **Existing Conditions:** The project team developed a complete picture of current conditions for biking and rolling in San Francisco. This picture of existing conditions served as the foundation to assess the performance of the current bicycle network and the efficacy of existing programs and policies, which informed the recommendations developed in the Biking and Rolling Plan. (See Attachment A, Appendix J)
- **Data integration:** Review of SFMTA existing data and data needs provided appropriate input to ensure the format and content reflects industry best practices and established a shared baseline of critical data and information that is the foundation for future tasks.
- **Existing Conditions Basemaps:** Review of SFMTA basemap to confirm the format on which to display existing conditions and recommendations data, and to confirm consistency with SFMTA standards and compatibility with integration in the SFMTA Data Store.
- **Bicycle Network Conditions Index:** A comprehensive update of the Bicycle Conditions Index (“BCI”, formerly called the Bicycle Comfort Index), last comprehensively updated by SFMTA staff in 2017. Establish the condition of the existing 2017 shapefile, potential

changes to BCI methodology, and workplan to update the Index to current conditions. Deliverable was a systematic update to the Index and shapefile as well as documentation of the methodology and instructions for continued updates and maintenance in-line with the future expansion of the network. (See Attachment A, page 31)

- **Review of Past Goals, Policies, Programs and Plans:** Review and summarize plans, policies, and programs relevant to the Biking and Rolling Plan. Included an assessment of peer cities that have moved the needle on mode share, equity, safety, and other areas as well as an evaluation of, whether San Francisco has become a “Climber” city, according to the European Union’s Presto classification. (See Attachment A, Appendix K)
- **Bike Count Analysis:** The purpose of this analysis was to understand the intensity of bike and micromobility use across San Francisco. By understanding where people ride today, and how ridership is related to the existing active transportation network, the project team can start to identify gaps in the network and opportunities for improvements. (See Attachment A, Appendix L)
- **Collision Analysis:** The purpose of this analysis helped communicate the who, where, when, and why of crashes involving bicyclists and other human-scale wheeled road users. (See Attachment A, Appendix I)
- **Equity Analysis:** The project team sought to further understand inequities in San Francisco’s active transportation network and identify barriers to walking, biking, and rolling in Equity Priority Communities (EPCs). The project team collected quantitative and qualitative data to tell a cohesive story about transportation equity in San Francisco. (See Attachment A, Appendix H)
- **Network Connectivity Analysis:** This analysis assessed connectivity to key destinations via high-quality facilities on the existing active transportation network. (See Attachment A, Appendix G)

Key takeaway from this analysis included:

- 29% of people bike or roll every week for commute, shopping, recreational, and social trips
- 10% of San Franciscans use a bike or other mobility device every day.
- 18% of respondents reported using an assisted mobility device for some of their trips
- 53% people say that they would bike or roll if the network was safer.
- Nearly 80% of people in San Francisco would like to bike and roll for some trips.
- Residents in equity priority communities have lower access to All Ages and Abilities² bikeways (71%) compared to the citywide average (80%).
- Residents in equity priority communities have reduced connectivity to community destinations like parks and schools (26%).
- While access to transit stops is slightly higher in equity priority communities (38%), the overall findings highlight on-going needs, including elevating community-led process.
- Residents in equity priority communities are more likely to use active transportation than other communities to:
 - run errands (60% compared to 42%),

² **All Ages and Abilities** – Criteria set forth by the National Association of City Transportation Officials (“NACTO”) for selecting and implementing bike facilities. It considers contextual factors such as vehicular speeds and volumes, operational uses and observed sources of bicycling stress.

- go to work (54% compared to 42%),
- go to school (19% compared to 14%), or
- enjoy social activities (48% compared to 40%).
- San Francisco has the highest rate of commuting to work by bicycle (3.4%) of any major city in the United States.
- Bicycle injuries and fatalities have decreased by 50% in the last four years

Community Engagement

The three-phase public engagement process for San Francisco's Biking and Rolling Plan was conducted from January 2023 to February 2025. The outreach strategy employed the following methods of engagement:

- *Informing*: This was done primarily by tabling at Sunday Streets and similar street fair environments or neighborhood meetings where staff informed people that the Plan was in process and how to get further involved.
- *Consulting*: This included completing a citywide residential preference survey that sought to understand resident's current riding practices and their preferences for types of bikeways and programs (See Attachment A, Appendix F), abundant email communication, bike rides, over 40 one-on-one meetings with community groups, and attendance as invited guests at existing stakeholder meetings. Staff also participated in five informational public hearings at the SFMTA Board of Directors prior to Plan adoption.
- *Involving*: This was accomplished in ten open house forums where staff asked people to comment on draft material with specific ideas and commentary to be used by staff in developing the Plan.
- *Collaborating*: This was achieved by creating and supporting continued engagement with the Policy Working Group, Technical Advisory Committee, and a meeting series with the San Francisco Council of District Merchants Association (SFCDMA).
- *Empowering*: Concurrent to citywide outreach, the project team worked with five community partner organizations in six defined geographies: the Mission, the Excelsior, the South of Market, the Tenderloin, the Western Addition, and the Bayview. The organizations were identified as part of the grant application process for their ability to directly reach vulnerable residents in disadvantaged communities and to provide additional policy and programmatic support. These efforts organized a series of four community workshops in each of their communities, resulting in a Community Action Plan for each of our focus communities. These plans are complementary to the larger Plan document, establishing a clear community-led vision and demonstrating how projects and programs will directly respond to community needs, values, and challenges. In each community, the topics of the four community workshops were:
 1. Community Concerns: An introduction to the Biking and Rolling Plan and a broad-ranging discussion of community needs, challenges, values, and concerns for all things transportation.
 2. Community Discussion: Staff provide data, analysis, and responses related to meeting #1, with this workshop focusing on developing a vision for successful active transportation.

3. **Community Mapping:** Community members review a draft vision statement, network recommendations, and programs & policies specific to their community.
4. **Community Action Plan:** Community members review a draft action plan, with a set of prioritized projects, programs, and policy recommendations.

In all, there were over 1,000 survey responses, over 200 outreach events, and nearly 500 participants in and over 950 written comments received from open house events.

Phase 1 Focused on Informing and Consulting: From January 27 through April 21, 2023, Phase 1 focused on raising awareness and interest in the Biking and Rolling Plan. Staff collected input through the “How do you move?” exercise, through comment cards, and notes from interactions with the public at events.

Community Action Plans Phase 1 community partner events took place between late March and early May of 2023. Events differed in format and team roles based on the preferences of each community partner.

Citywide outreach Phase 1 events were stand-alone workshops and outreach at community events, a few were integrated into pre-existing programming by one of our community partners.

Phase 2 Focused on Consulting: Phase 2 took place from April 22 through August 10, 2023 and focused on understanding the needs and challenges of residents through a Resident Preference Survey. The online survey and the paper survey asked residents to rank different programmatic needs organized around themes like education, enforcement, encouragement, accessibility, affordability, and maintenance. The online survey was circulated through the project email list, featured on the project website, on an SFMTA blog post, through community partner communications, and on a QR code that was available at all Phase 2 events. Both online and paper surveys solicited home zip code and demographic information from respondents.

All Phase 2 data is meant as a complement to the Resident Preference Survey, conducted by the polling firm EMC. The Resident Preference Survey was conducted and weighted to balance demography and geography, providing a more accurate snapshot of resident responses than a self-selective survey. The questions for the Phase 2 outreach materials were designed to either replicate or complement the questions asked in the Resident Preference Survey.

In September 2023, SFMTA staff presented draft Biking and Rolling Plan (under the name Active Communities Plan) draft goals at the SFMTA Board for public and Directors’ review and comment.

Community Action Plans Phase 2 events took place between April and August 2023 at different locations throughout the city. For example, some hosted community workshops, while others hosted bike rides and a large youth-focused summit.

Phase 3 Focused on Involving and Collaborating: Phase 3 took place from August 11, 2023 through February 18, 2025 and focused on developing recommendations for policies, programs, and the network.

In support of this, three frameworks were created to ensure that policy leaders, technical advisors, and local community knowledge were all harnessed to inform the final recommendations:

Policy Working Group: the project formed a policy working group comprised of advocates, community members, and subject matter experts from the business community to inform the policies recommended in the plan. The group met five times in 2024.

Technical Advisory Committee: comprised of interdepartmental subject matter experts, the internal committee was formed to inform recommendations and processes for achieving the goals of the Biking and Rolling Plan. The group met nine times over a period of two years.

Community Action Plans Phase 3 events included a summit for drafting goals and policies and various community events to gather community feedback on drafted goals.

To enhance and open public collaboration, the first draft material SFMTA staff developed and communicated to the public included three scenarios that imagined how the future network could look based on different priorities. The first scenario focused on a network of fewer but more permanently protected facilities which would require more funding and parking removal. The second scenario offered a greater extension of the network with more shared or laned facilities which would be easier and less expensive to implement and with less parking removal. And the third scenario depicted an emphasis on protected facilities done through a quick build process combined with substantial traffic-calming around schools where some parking removal and enhancing SFMTA's existing traffic-calming program would be required.

These scenarios and discussion of draft plan policies and programs was brought forward for robust community engagement via ten citywide open houses hosted across the city throughout the summer of 2024. Over 950 written comments were received along with numerous in-person discussions at these events and numerous additional meetings and presentations. Nearly 500 people attended the open houses. An open house report was completed by staff in September 2024 (See Attachment A, Appendix M).

Key topics included comments on:

Engagement for the Plan

1. Acknowledge Past Harms First
2. Conduct Effective Community Engagement and Outreach
3. Involve Merchants Along with Other Stakeholders
4. Increase Accountability in Agency Leadership and Decision-Making process
5. Improve Access to Materials
6. General Appreciation and Support

Facilities, Policies, and Programs

1. Safe and Protected Bikeways that Encourage People to Bike and Roll
2. Traffic Calming and Diversion to Increase Safety and Comfort
3. Ample Bike Parking and Storage
4. Connected Biking and Rolling Network
5. Quality Materials for All Types of Bikeways

6. Biking and Rolling Amenities and Services
7. Bike Facilities to Enhance Connectivity and Encourage New Riders
8. Safety in Design and Implementation of Bike Facilities
9. Traffic Calming to Enhance Effectiveness of Bike Network
10. Enhance Connectivity of Biking with Transit
11. Equitable Access and Future Expansion
12. Provide Incentives and Discounts
13. Increase Access to Bikes

Outreach and Education

1. Support Community
2. Increase Use of Emerging Mobility

Enforcement of Traffic Rules

1. Need for Traffic Enforcement for Driving and Bicycling Rules

2. Examples of Traffic Violations Mentioned
3. Examples of Traffic Enforcement Solutions Mentioned
4. Equitable Enforcement
5. Prioritize Resources for Enforcement
6. Vehicle Parking
7. Desire to Reallocate Parking to Other Uses
8. Desire to Preserve Parking Spaces

Impact on Specific Groups

1. Alternative Solutions
2. Safety, Accessibility, Environmental, and Social benefits

User Experience

1. Safety and Comfort of Infrastructure
2. Efficiency of Infrastructure
3. Ease of Use

4. Placemaking, Community, and Fun

General Equity, Accessibility, and Environment

1. Equity
2. Disable Access
3. Environment

General Economic Impact

1. Impact to Merchants and Local Businesses
2. Budget and Financial Cost of Plan

General Safety

1. Safety Concerns
2. Driver behavior
3. Infrastructure and design
4. Vision zero and traffic calming
5. Personal Impact and preferences
6. General observations and suggestions

On November 14, 2024, SFMTA staff released a first draft Biking and Rolling Plan, which included five goals that organized a set of draft policies and actions, draft Community Action Plan summaries, draft programs, and a draft North Star map as a blueprint for future bikeway improvements that combined aspects of the three scenarios based on public feedback and further analysis. Eric Rozell from the Tenderloin Community Benefit District, presented a summary of the Tenderloin Community Action Plan. The draft plan also elevated three key challenges that would define plan delivery: technical challenges, resource constraints, and community readiness. SFMTA staff presented this draft to the SFMTA Board on November 19, 2024.

The SFMTA Board and public feedback asked for more detail on the Community Action Plans and greater detail around the term “community readiness.” Public comments ranged from concerns about the reduction of car travel lanes and parking to asks from bicycle advocates for a “bolder” plan with the definition of, and priority for, a cross-town grid of protected lanes.

On January 16, 2025, SFMTA staff released the second draft Biking and Rolling Plan, which provided the draft Community Action Plans and made minor modifications to the North Star Map including an index of project segments for public consideration and review. Staff and several community partners, including Majeid Crawford and Ericka Scott from the New Community Leadership Foundation in the Western Addition, Jessie Fernandez from PODER in both the Mission and the Excelsior, presented this at the SFMTA Board on January 21, 2025. The presentation also included a map showing highlighted crosstown routes included on the North Star Map.

The SFMTA Board asked for staff to: make clear what the plan does/doesn't do including what is being approved in the Community Action Plans; provide a two-year work plan and clear timeline for implementation of plan-approved actions in the Community Action Plans; and, finally, to outline the process for connecting schools into the All Ages and Abilities network with school zones and/or school streets. Public comment included concern about the plan competing with

SFMTA’s funding of Muni routes and operations given impending budget shortfalls and restricting driving access. Additional public comment asked for greater traffic-calming around schools, priority of the crosstown routes in implementation, and appreciated the process for partnering with communities traditionally outside of planning processes with the example of the Tenderloin.

Conclusion

Staff learned that 80% San Franciscans want to bike but over half feel the streets are too unsafe to do so and that even of the 27% of people who do bike every week, they want to feel safer when they do so. Staff also heard that designing future bikeways to meet All Ages and Abilities NACTO (National Association of City Transportation Officials) standards would substantially increase the number and diversity of users.

Staff heard that families want to be able to get their kids to school and activities safely.

Staff heard that different communities have different transportation needs and pressing issues outside of biking and rolling.

Staff heard that people who drive, take transit, and bike or roll want to have a better idea of what the city is planning for its transportation system as it relates to biking and rolling. This includes ensuring that these plans integrate supportively with Muni.

Staff heard clearly that in building new biking and rolling infrastructure, most road-users, regardless of mode, prefer having people on bicycles separated from moving cars and large vehicles.

Staff heard that there is a need for supportive programs, especially in places where biking and rolling may have existed in the past but where redevelopment or other community destabilizing “modernizing” efforts forced car-dependency.

Staff heard that bike parking that accommodates all types of bicycles and scooters is especially desired in places with older apartment buildings that lack elevators or in neighborhoods where housing unaffordability results in overcrowding.

THE PLAN

We recommend adopting the Biking and Rolling Final Plan (Attachment A), which includes:

Goals and Vision The goals, objectives, policies and actions that will guide the agency’s work – Attachment A, pages 40 - 88

North Star Network The long range goal for a future biking and rolling network – Attachment A, pages 68-69

Parking and Support Facilities Descriptions of the bike parking program – Attachment A, Appendix C

Programmatic Recommendations The programmatic recommendations to support biking and rolling – Attachment A, Appendix D

Personal Mobility Device Guidelines Set of guidelines for the types of mobility devices the network is designed for– Attachment A, Appendix B

Goals, Policies, Actions

The Biking and Rolling Plan includes a set of goals, policies, and actions designed to promote active transportation and greater use of the biking and rolling network in San Francisco. In addition, the Plan provides a long-term vision to develop a complete network by filling in existing gaps and improving existing infrastructure. The five goals of the Plan include:

- 1 - Putting People First,
- 2 - Setting a North Star,
- 3 - Serving Local Needs,
- 4 - Delivering the Plan, and
- 5 - Resourcing People.

Within each goal is a set of policies and actions that are intended to facilitate achieving the goals.

The Plan establishes an agency-wide focus on adjusting active transportation resource priorities, enhancing communication transparency, and defining accountability for future build out of the biking and rolling network. For example, Policy 9 of the Plan is to “Ensure direct network connections to schools, parks, and open space to increase health, play, and skills of young riders to empower the next generation.” This policy is accompanied by several actions including Action 2.9.1 to “Prioritize infrastructure projects that close key gaps in the network near schools by giving additional weight in project selection process.”

The goals, policies, and actions included in the Plan describe the agency’s intentions for the future biking and rolling network. Adoption of the goals, policies, and actions included in the Plan is not an approval of any specific projects contemplated in the Plan.

No specific physical “projects” or improvements are part of the Plan approval. Staff will bring future projects back to the SFMTA Board of Directors with subsequent design and any applicable environmental review.

North Star Network

The Biking and Rolling Plan includes a North Star network map and index of bikeway segments (Attachment A, pages 68-69) which conveys a future connected network of All-Ages-and-Abilities bikeways, linking all neighborhoods to parks, schools, shopping districts, employment, community centers, and other services. The North Star network is a long-term outlook that offers a new way to be more transparent about how and where the network is likely to grow so that people and communities are prepared.

The network map also includes existing bike facilities in the city. The North Star network map and index of bikeway segments included in the Plan indicate where the agency intends to focus its bikeway efforts, and the general facility type to be provided over the coming years. While the network map represents a future vision of a citywide connected biking and rolling plan, the lines do not represent specific projects that require agency action nor do they preclude other bikeway proposals, including modifications to existing bike and rolling infrastructure.

Programs and Guidelines

The Biking and Rolling Plan includes a series of programs and guidelines intended to facilitate implementation of the future biking and rolling network. The programs included in the Plan are divided into three categories: Economic and Workforce Development, Education and Encouragement, and Affordability and Access. Examples of Plan programs include Adult Bicycle Education, the Safe Routes to School Program, and E-Bike Rebates.

The Plan includes Personal Mobility Device Guidelines, which provide a framework for the SFMTA to facilitate the use of a wide range of micromobility devices, such as electric scooters, electric skateboards, shared bicycles, powerchairs and electric bicycles, in the biking and rolling network. The Plan also includes Bicycle Parking Guidelines, which identify the challenges and recommendations for the future implementation of additional bike parking within San Francisco.

Support for Exploration of Active Transportation Actions in Five Community Action Plans (Attachment B) for the Mission, the Excelsior, Bayview Hunters Point, the Tenderloin, South of Market, and the Western Addition neighborhoods, developed with community partners for communities who have historically been marginalized and/or negatively impacted by transportation plans. The specific active transportation actions that would be approved for exploration are listed in Attachment B and, just like the rest of the projects in the plan, design and environmental review may be required before implementation, and also that some of the specific projects proposed in the Community Action Plans may not be implemented because they are outside the jurisdiction of the SFMTA, they may not be feasible, or for other reasons.

Acknowledgement of each Community Action Plan’s overall framework, as well as priorities and needs for non-active transportation actions, (Attachment A, Appendix A) and an agency commitment to communicating and advancing them through other SFMTA efforts or with city partners outside of active transportation planning. Non-active transportation actions under the jurisdiction of other departments or agencies will be summarized in a memorandum and delivered to each agency or department director with a copy to the Chief of Infrastructure, Climate and Mobility at the Mayor’s Office.

Acknowledgement of agency resource constraints with plan accountability to be met through two-year progress updates. While Plan approval establishes intention in the form of “actions,” it also acknowledges:

- Funding for bikeways and programs is anticipated to come almost exclusively from local, state, or regional active transportation sources and will not compete with funding Muni service; and
- Implementing actions in, or projects after, the plan will move forward at a pace determined by agency success in obtaining needed funds; and
- As the existing street network has substantial technical challenges, each project will require staff capacity to detail solutions; and
- Projects will continue to require both community outreach and regulatory approvals.

ALTERNATIVES CONSIDERED

An alternative to approving the Plan as presented would be to approve one of the three network scenarios presented at the open houses during Phase 3 of outreach. Staff does not recommend any of these alternatives, as public input varied greatly across all three scenarios. The current North Star network as presented is based on the feedback received during Phase 3 of outreach.

Another alternative to approving the plan would be to not approve the plan. Staff does not recommend this alternative, as having a biking and rolling plan is a transparent way for the public to know what is upcoming for biking and rolling policies, programs, and network.

FUNDING IMPACT

The adoption of San Francisco's Biking and Rolling Plan does not have an immediate funding impact. The North Star network presents an aspirational goal for the network and will be evaluated for updates every two years to be responsive to technological advances, cultural shifts and changing needs of the city. It presents a safe and connected biking and rolling network but does not identify projects for implementation and therefore does not have a cost estimate.

At present, there is very little capital funding available for building out the North Star network and biking and rolling funding come from two sources: voter-approved laws that specify bike and pedestrian safety and bikeway-specific grants used over the past five years. Biking and rolling projects are funded through tax distribution by the San Francisco County Transportation Authority (SFCTA). The SFCTA is responsible for distributing voter-approved Prop B (2014 Population Baseline Transportation Funding), Prop D (2019 Transportation Network Companies Tax) and Prop L (2022 Half-cent sales tax). These sources have specific mandates that identify a portion of the funding exclusively for street safety projects and active transportation. Staff may also pursue grant funding for projects, such as Safe Streets for All and Active Transportation Program grants.

Transportation research, including Making the Economic Case for Cycling (2022) by the Institute for Transportation and Development Policy, demonstrates that investing in bikeways can save vital public funds as bikeways cost over 100 times less to build and maintain compared to traditional roadway maintenance and expansions. Thus in San Francisco, building future bikeway projects will likely reduce the burden on the city's general fund.

As projects are brought forward from the Plan to the Board for implementation, the financial impacts of those projects will be discussed in detail in future board actions.

ENVIRONMENTAL REVIEW

The California Environmental Quality Act (CEQA) provides a statutory exemption from environmental review for an active transportation plan, a pedestrian plan, or a bicycle transportation plan for the restriping of streets and highways, bicycle parking and storage, signal timing to improve street and highway intersection operations, and the related signage for bicycles, pedestrians, and vehicles pursuant to Public Resources Code Section 21080.20.

The Planning Department determined, on February 12, 2025, that adoption of the Biking and Rolling Plan (Case Number 2023-009251ENV) is statutorily exempt from CEQA pursuant to Public Resources Code Section 21080.20.

Pursuant to CEQA Section 21080.20(a)(3), individual projects that are part of an active transportation plan remain subject to CEQA unless another exemption is applicable to that project. Accordingly, for specific projects identified in the Biking and Rolling Plan that have not yet undergone environmental review and that are subject to CEQA, the SFMTA will not seek approval for such projects until compliance with CEQA and Chapter 31 of the San Francisco Administrative Code is completed.

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=2023-009251ENV> and 49 South Van Ness Avenue, Suite 1400 in San Francisco, and is incorporated herein by reference.

OTHER APPROVALS RECEIVED OR STILL REQUIRED

The City Attorney's Office has reviewed this calendar item.

Individual project segments and corridors will require separate SFMTA Board approval and will undergo any applicable environmental review.

RECOMMENDATION

Staff recommends adopting San Francisco's Biking and Rolling Plan as defined above to guide biking and rolling policies, programs, and establishing the North Star network for people using human-powered and low-speed devices in alignment with San Francisco's Transit First policy, the Transportation Element in the City's General Plan, the Better Streets Policy, Vision Zero policy, Climate Action Plan, and Racial Equity Framework.

SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY
BOARD OF DIRECTORS

RESOLUTION No. _____

WHEREAS, The City of San Francisco has been a national leader in the design and implementation of best-practices bicycle infrastructure; and,

WHEREAS, New technologies including electric scooters and electric bicycles have made biking and rolling more accessible for people of all ages and abilities; and,

WHEREAS, Outreach for the Biking and Rolling plan started in January 2023 with the goal of updating the policies, programs, and the network to be accommodating of low-speed or human-powered devices; and,

WHEREAS, The Biking and Rolling Plan supports San Francisco's Transit First policy in the City Charter Section 8A, the Transportation Element in the City's General Plan, and the Better Streets Policy in the Administrative Code Section 98.1; and,

WHEREAS, The Biking and Rolling Plan supports the Vision Zero policy as adopted by the San Francisco Board of Supervisors under Ordinance 91-14 and the San Francisco Municipal Transportation Agency Board of Directors; and,

WHEREAS, The Biking and Rolling Plan supports San Francisco's Climate Action Plan 2021 adopted by the San Francisco Board of Supervisors; and,

WHEREAS, The Biking and Rolling Plan supports the SFMTA Racial Equity Action Plan as defined under the Racial Equity Framework as defined in the Board of Supervisors Ordinance 188-19; and,

WHEREAS, The San Francisco County Transportation Authority (SFCTA) Board passed the Safe Passage to School Resolution (No. 24-16) urging the San Francisco Municipal Transportation Agency to incorporate safe routes to all schools in the San Francisco Unified School District in the Active Communities Plan; and,

WHEREAS, As part of an effort to repair past harms where redevelopment or previous planning efforts excluded communities or left them at risk of gentrification, the SFMTA worked with five community organizations to develop community action plans for the Tenderloin, South of Market, Mission, Fillmore, Excelsior, and Bayview Hunters Point; and,

WHEREAS, Funding for this plan comes from California Department of Transportation Sustainable Communities Grant with a local match from the San Francisco County Transportation Authority to fund outreach and data analysis; and,

WHEREAS, CEQA provides a statutory exemption from environmental review for an active transportation plan, a pedestrian plan, or a bicycle transportation plan for the restriping of streets and highways, bicycle parking and storage, signal timing to improve street and highway intersection operations, and the related signage for bicycles, pedestrians, and vehicles pursuant to Public Resources Code Section 21080.20; and,

WHEREAS, The Planning Department determined, on February 12, 2025, that adoption of the Biking and Rolling Plan (Case Number 2023-009251ENV) is statutorily exempt from CEQA pursuant to Public Resources Code Section 21080.20; and,

WHEREAS, Pursuant to CEQA Section 21080.20(a)(3), individual projects that are part of an active transportation plan remain subject to CEQA unless another exemption is applicable. Accordingly, specific projects and transportation improvements identified in the Biking and Rolling Plan would go through detailed design and review under CEQA, as applicable. Specific projects and transportation improvements identified in the Biking and Rolling Plan would be subject to all applicable hearings and approvals (approval by the SFMTA City Traffic Engineer or SFMTA Board of Directors) prior to implementation; and,

WHEREAS, The proposed action is the Approval Action as defined by the S. F. Administrative Code Chapter 31; and,

WHEREAS, A copy of the CEQA determination is on file with the Secretary of 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=2023-009251ENV> and 49 South Van Ness Avenue, Suite 1400 in San Francisco, and is incorporated herein by reference; now, therefore, be it

RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors adopt San Francisco's Biking and Rolling Plan to guide biking and rolling policies, programs, and establishing the North Star network for people using human-powered and low-speed devices in alignment with San Francisco's Transit First policy, Vision Zero policy, Climate Action Plan, and Racial Equity Action Plan; and be it further

RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors supports the actions and goals of the Community Action Plans, and attaches them to the Biking and Rolling Plan (Attachment A), to memorialize the communities' visions and goals, with the understanding that some of the specific recommendations proposed in the Community Action Plans may require design and environmental review before implementation, and also that they may not be implemented because they are outside the jurisdiction of the SFMTA, they may not be feasible, or for other reasons; and be it further

RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors supports exploration of Active Transportation Actions in Five Community Action Plans (Attachment B) for the Mission, the Excelsior, Bayview Hunters Point, the Tenderloin, South of Market, and the Western Addition neighborhoods.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of March 4, 2025.

Secretary to the Board of Directors
San Francisco Municipal Transportation Agency