

THIS PRINT COVERS CALENDAR ITEM NO: 10.4

**SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY**

DIVISION: Streets

BRIEF DESCRIPTION:

Approving protected bikeways and various traffic revisions for one block segments of both Lincoln Way and Sloat Boulevard adjacent to the Upper Great Highway.

SUMMARY:

- The passage of Proposition K permanently closes the Upper Great Highway to private vehicles between Lincoln Way and Sloat Boulevard.
- To provide safe, low-stress bicycle connections at both ends of the new recreation corridor, the SFMTA and Recreation and Park Department (RPD) propose quick-build separated bikeways at the gateway intersections of Lincoln Way (between Great Highway and Martin Luther King Jr. Drive) and on Sloat Boulevard (between Great Highway and 47th Ave). These changes will provide a seamless rider experience between Golden Gate Park, the Upper Great Highway, and Lake Merced and connect to separated bikeways previously approved for Sloat Boulevard (from 47th Ave to Skyline Boulevard) and the Great Highway Extension (by the San Francisco Public Utilities Commission's (SFPUC) Ocean Beach Climate Change Adaptation Project).
- The proposed project also includes traffic modifications at both Lincoln Way and Sloat Boulevard, as well as new protected bikeways.
- The project relocates an existing Muni flag stop on westbound Lincoln Way but otherwise does not affect parking or transit service.
- The proposed action is the Approval Action as defined by the S.F. Administrative Code Chapter 31.

ENCLOSURES:

1. SFMTAB Resolution
2. Summary Presentation

APPROVALS:

DIRECTOR  _____

SECRETARY  _____

DATE

November 26, 2024

November 26, 2024

ASSIGNED SFMTAB CALENDAR DATE: December 3, 2024

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PURPOSE

Approving protected bikeways and various traffic revisions for one block segments of both Lincoln Way and Sloat Boulevard adjacent to the Upper Great Highway

STRATEGIC PLAN GOALS AND TRANSIT FIRST POLICY PRINCIPLES:

4. Make streets safer for everyone.
5. Deliver reliable and equitable transportation services.
6. Eliminate pollution and greenhouse gas emissions by increasing use of transit, walking, and bicycling.

This action supports the following SFMTA 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

Background

Although the Department of Elections has not yet certified the results of the November 5, 2024 election, the Department has published results indicating that the people of San Francisco voted to approve Proposition K, (“Reserving the Upper Great Highway as Public Open Recreation Space”). It’s anticipated that these results will become final and Proposition K will go into effect in December 2024. Proposition K, permanently closes the Upper Great Highway to vehicular traffic between Lincoln Way and Sloat Boulevard, and finds that the Upper Great Highway is not needed for vehicular traffic, and that the restriction of private vehicles from the Upper Great Highway would still leave a sufficient portion of the streets in the surrounding area for other public uses including vehicular, pedestrian, and bicycle traffic.

Due to climate change and sea level rise, in April 2024 the San Francisco Board of Supervisors legislated the vehicular closure of the Great Highway Extension (GHX) south of Sloat Boulevard

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to private vehicles and introduced new walking and bicycling spaces, among other coastline and habitat protection measures. While the Ocean Beach Climate Change Adaptation Project is not anticipated to begin construction for another year, the closure of Upper Great Highway will substantially reduce vehicle travel demand along GHX and allow for the closure of its southbound vehicle lanes at the discretion and timeline of the City. Northbound GHX will continue to function as an access point for the SF Zoo until the Ocean Beach Climate Adaptation Project begins construction and is able to facilitate improved driveway operations for the San Francisco Zoo on Sloat Boulevard.

The closure of the Upper Great Highway to vehicular traffic between Lincoln Way and Sloat Boulevard extends walking and biking space north of GHX for an additional two miles, connecting GHX and the Upper Great Highway as a continuous 2.75-mile open space along the shoreline.

Lastly, the SFMTA Board previously approved the Sloat Quick-Build Project in July 2023 that includes a new two-way protected bikeway from 47th Ave to Skyline Boulevard. This Project is also subject to the review and approval by the California Coastal Commission; pending approval the project is anticipated for construction in early 2025.

Purpose and Need

To improve the safety and comfort of active transportation connections to and from the Upper Great Highway recreational corridor, as well as to respond to the circulation changes required by the passage of 2024 Proposition K, the SFMTA proposes this Lincoln and Sloat Quick-Build Connections Project.

This project provides for near-term traffic signal and striping changes to facilitate the full-time redirection of traffic away from the Upper Great Highway as well as full-time separated bikeway linkages to Golden Gate Park (via Lincoln Way) and Lake Merced (via Sloat Boulevard). These quick-build changes, developed in collaboration with RPD staff, will provide immediate safety and recreational benefits while there is ongoing planning and community engagement to consider potential longer-term capital changes in the area.

PROJECT ELEMENTS

Lincoln Way

At Lincoln Way, the project will support the restriction of private vehicle movements to southbound left-turns and westbound right-turns only as dictated by the passage of Proposition K. The intersection's traffic signal will be retained and modified while a second westbound right-turn only lane will be added for vehicles. Right turns on red will be prohibited. A semi-circular barrier, such as K-rail or concrete islands, will be installed within the intersection to reinforce these traffic restrictions while still allowing access to the Upper Great Highway for emergency and other authorized vehicles.

A new two-way, separated (Class IV) bikeway will be installed on the north side of Lincoln Way between the Upper Great Highway and Martin Luther King Jr. Drive, requiring the relocation of an existing flag stop for the 18 46th Avenue bus route (from farside to nearside of Martin Luther King Jr. Way). The bikeway crossing of Upper Great Highway would be signalized and timed with the pedestrian crosswalk as a separate phase from vehicular turns.

Sloat Boulevard

At Sloat Boulevard, the project will make the existing Upper Great Highway intersection “U-Turn Only” for westbound vehicle traffic through the installation of barriers, signage, and striping changes. Access to southbound Great Highway Extension will be limited to bicycles and emergency/authorized vehicles only, while northbound Great Highway Extension will be controlled by a STOP sign with right-turns only allowed. Within RPD jurisdiction the intersection’s traffic signal will be removed, as will the existing northern and eastern pedestrian crosswalks since they are no longer needed.

A two-way separated (Class IV) bikeway will be installed along the south side of Sloat Boulevard from Upper Great Highway to 47th Avenue, which will extend further east to Skyline Boulevard with the implementation of the previously approved Sloat Boulevard Quick-Build Project. A one-way separated bikeway will also be installed along the north (westbound) side of Sloat Boulevard between Upper and Lower Great Highway to help prioritize bicycle (and emergency vehicle) access.

Class IV Protected Bikeway

Class IV bikeways are proposed for Lincoln Way and Sloat Boulevard. A Class IV bikeway is a bikeway for exclusive use of bicycles and includes required separation between the bikeway and vehicle traffic. Section 891 of the Streets and Highways Code provides that agencies responsible for the development or operation of bikeways or roadways where bicycle travel is permitted may utilize minimum safety design criteria other than those established by Section 890.6 if all of the following conditions are met:

1. The alternative criteria are reviewed and approved by a qualified engineer with consideration for the unique characteristics and features of the proposed bikeway and surrounding environs;
2. The alternative criteria, or the description of the project with reference to the alternative criteria, are adopted by resolution at a public meeting, after having provided proper notice of the public meeting and opportunity for public comment; and
3. The alternative criteria adhere to guidelines established by a national association of public agency transportation officials.

The proposed protected bikeways on Lincoln Way and Sloat Boulevard meet these three conditions. The alternative criteria for the protected bikeway design have been reviewed and approved by a qualified engineer prior to installation. The alternative criteria for the Project are

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to discourage motor vehicles from encroaching or double parking in the bicycle lane, provide a more inviting facility and greater sense of comfort for bicyclists, and provide a greater perception of safety for bicyclists. These alternative criteria will be adopted by SFMTA Board of Directors as part of this calendar item. Lastly, the Project's alternative criteria adhere to guidelines set by the National Association of City Transportation Officials (NACTO) Urban Bikeway Design Guide, Federal Highway Administration Separated Bike Lane Planning and Design Guide, and California Department of Transportation Design Bulletin Information Number 89 Class IV Bikeway Guidance. The NACTO guidelines state that parking protected bikeways require the following features:

- A separated bikeway, like a bike lane, is a type of preferential lane as defined by the Manual on Uniform Traffic Control Devices (MUTCD).
- Bicycle lane word, symbol, and/or arrow markings shall be placed at the beginning of a cycle track and at periodic intervals along the facility based on engineering judgment.
- If pavement markings are used to separate motor vehicle parking lanes from the preferential bicycle lane, solid white (yellow to separate opposing directions of traffic) lane line markings shall be used. Diagonal crosshatch markings may be placed in the neutral area for special emphasis. Raised medians or other barriers can also provide physical separation to the cycle track.

The separated bikeways in this proposal will conform to these NACTO design guidelines. The separated bikeways will also conform to best practices and design standards, including design guidelines developed jointly by the SFMTA, Mayor's Office on Disability, and Department of Public Works to ensure accessibility for all street users. It was also reviewed by the San Francisco Fire Department.

Proposed Traffic and Parking Modifications

Transportation Code, Division II, Section 201 subsections (a) and (b) delegate to the City Traffic Engineer the authority to approve Items A through F(ii-iii), and G. The establishment of a Class IV bikeway on Lincoln Way (Item F(i)) must be approved by the SFMTA Board. Staff recommends that the SFMTA Board approve all items within SFMTA jurisdiction as part of the Lincoln and Sloat Quick-Build Connections Project.

- A. ESTABLISH – Right Turn Only Except Bikes - Lincoln Way, westbound, at Upper Great Highway (prohibits left turn and U-turn movements, adds a second right turn lane)
- B. ESTABLISH – No Right on Red Except Bikes – Lincoln Way, westbound, at Upper Great Highway
- C. RESCIND – Flag Stop – Lincoln Way, westbound, west of Martin Luther King Jr Drive
- D. ESTABLISH – Flag Stop – Lincoln Way, westbound, east of Martin Luther King Jr Drive
- E. RESCIND – Class II Bikeway
 - i. Sloat Boulevard, eastbound, from Lower Great Highway to 47th Avenue
 - ii. Sloat Boulevard, westbound, from Lower Great Highway to Upper Great Highway
- F. ESTABLISH – Class IV Bikeway

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- i. Lincoln Way, eastbound and westbound, from Upper Great Highway to Martin Luther King Jr Drive (two-way bikeway on north side)
 - ii. Sloat Boulevard, eastbound and westbound, from Upper Great Highway to 47th Avenue (two-way bikeway on south side)
 - iii. Sloat Boulevard, westbound, from Lower Great Highway to Upper Great Highway (one-way bikeway on north side)
- G. ESTABLISH – U-Turns Only Except Bikes – Sloat Boulevard, westbound, at Upper Great Highway (prohibits left and right turns)

These changes do not impact parking. Other roadway changes within the project area, such as turn restrictions and crosswalk removals on the Upper Great Highway corridor itself, are within RPD jurisdiction and do not require SFMTA approval.

ALTERNATIVES CONSIDERED

Minimum Alterations

The minimum traffic changes required by the passage of Proposition K to permanently close the Upper Great Highway do not require protected bikeways on Lincoln Way or Sloat Boulevard. Given the minimal trade-offs and obvious benefits to providing such facilities, however, staff do not recommend this option.

Longer-Term Capital Changes

The passage of Proposition K provides the potential for longer-term capital upgrades along and adjacent to the Upper Great Highway. These changes are as yet unknown and will require years of planning, public engagement, design, and construction. The proposed quick-build project will provide improved conditions in the meantime and does not preclude future potential changes from occurring. Thus, the alternative of waiting to only do longer-term capital changes was rejected.

FUNDING

The SFMTA’s project budget for construction is estimated to be \$100,000, which will be funded by the Citywide Vision Zero Quick Build Program using a mix of local SFMTA and Traffic Congestion Mitigation Tax (TNC Tax) funds.

Phase	Prop B	TNC Tax	Total
Construction	\$25,000	\$75,000	\$100,000

ENVIRONMENTAL REVIEW

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The proposed traffic modifications are subject to the California Environmental Quality Act (CEQA). CEQA provides a statutory exemption from environmental review for pedestrian and bicycle facilities that improve safety, access, or mobility, including new facilities, within the public right-of-way, pursuant to Public Resources Code Section 21080.25.

The SFMTA, under authority delegated by the San Francisco Planning Department, has determined that the proposed parking and traffic modifications in Items A-G (Case No. 2024-010317ENV, November 12, 2024) are statutorily exempt from CEQA pursuant to Public Resources Code Section 21080.25.

The proposed action is the Approval Action for Items A-G as defined by San Francisco Administrative Code Chapter 31.

Copies of the CEQA determinations are on file with the Secretary to the SFMTA Board of Directors, and may be found in the records of the Planning Department by Case Number at <https://sfplanninggis.org/pim/> or 49 South Van Ness Avenue, Suite 1400 in San Francisco, and are incorporated herein by reference.

OTHER APPROVALS RECEIVED OR STILL REQUIRED

Portions of the project fall within the retained jurisdiction of the California Coastal Commission and will require Commission approval prior to implementation. Portions of the project outside of the California Coastal Commission's retained jurisdiction may be approved by the San Francisco Planning Department or the whole project could be heard by the Coastal Commission as a consolidated permit.

The City Attorney has reviewed this item.

RECOMMENDATION

Staff recommends the Board approve protected bikeways and various traffic revisions for one block segments of both Lincoln Way and Sloat Boulevard adjacent to the Upper Great Highway.

SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY
BOARD OF DIRECTORS

RESOLUTION No. _____

WHEREAS, The San Francisco Municipal Transportation Agency (SFMTA) is committed to making San Francisco a Transit First City that prioritizes non-private automobile transportation; and

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

WHEREAS, Although the Department of Elections has not yet certified the results of the November 5, 2024 election, the Department has published results indicating that the people of San Francisco voted to approve Proposition K, (“Reserving the Upper Great Highway as Public Open Recreation Space”), and the SFMTA Board of Directors anticipates that the election results will become final and Proposition K will go into effect in December 2024; and

WHEREAS, Proposition K, permanently closes the Upper Great Highway to vehicular traffic between Lincoln Way and Sloat Boulevard, and finds that the Upper Great Highway is not needed for vehicular traffic, and that the restriction of private vehicles from the Upper Great Highway would still leave a sufficient portion of the streets in the surrounding area for other public uses including vehicular, pedestrian, and bicycle traffic; and

WHEREAS, To improve the safety and comfort of active transportation connections to/from the Upper Great Highway recreational corridor, and to facilitate the full-time redirection of private vehicle traffic away from the Upper Great Highway as required by the recent passage of Proposition K, the SFMTA has proposed the Lincoln and Sloat Quick-Build Connections Project; and

WHEREAS, The proposed quick-build changes will provide immediate safety and recreational benefits while there is ongoing planning and community engagement to consider potential longer-term capital changes in the area; and

WHEREAS, The SFMTA has proposed the installation of protected bikeways and traffic modifications along Lincoln Way and Sloat Boulevard, as follows:

- A. ESTABLISH – Right Turn Only Except Bikes - Lincoln Way, westbound, at Upper Great Highway (prohibits left turn and U-turn movements, adds second right turn lane)
- B. ESTABLISH – No Right on Red Except Bikes – Lincoln Way, westbound, at Upper Great Highway
- C. RESCIND – Flag Stop – Lincoln Way, westbound, west of Martin Luther King Jr Drive
- D. ESTABLISH – Flag Stop – Lincoln Way, westbound, east of Martin Luther King Jr Drive
- E. RESCIND – Class II Bikeway
 - i. Sloat Boulevard, eastbound, from Lower Great Highway to 47th Avenue

- ii. Sloat Boulevard, westbound, from Lower Great Highway to Upper Great Highway
- F. ESTABLISH – Class IV Bikeway
 - i. Lincoln Way, eastbound and westbound, from Upper Great Highway to Martin Luther King Jr Drive (two-way bikeway on north side)
 - ii. Sloat Boulevard, eastbound and westbound, from Upper Great Highway to 47th Avenue (two-way bikeway on south side)
 - iii. Sloat Boulevard, westbound, from Lower Great Highway to Upper Great Highway (one-way bikeway on north side)
- G. ESTABLISH – U-Turns Only Except Bikes – Sloat Boulevard, westbound, at Upper Great Highway (prohibits left and right turns); and

WHEREAS, Although the City Traffic Engineer has the authority to approve Items A through F(ii-iii), and G, the SFMTA Board is requested to approve these items as part of the Lincoln and Sloat Quick-Build Connections Project; 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; and

WHEREAS, The proposed Lincoln and Sloat Quick-Build Connections Project is subject to the California Environmental Quality Act (CEQA); CEQA provides a statutory exemption from environmental review for pedestrian and bicycle facilities that improve safety, access, or mobility, including new facilities, within the public right-of-way, pursuant to Public Resources Code Section 21080.25; and

WHEREAS, On November 12, 2024, the Planning Department determined that the proposed Lincoln and Sloat Quick-Build Connections Project (Case Number 2024-010317ENV) is statutorily exempt from CEQA pursuant to Public Resources Code Section 21080.25; and

WHEREAS, The proposed action is the Approval Action for Items A-G as defined by San Francisco Administrative Code Chapter 31; and,

WHEREAS, Copies of the CEQA determinations are on file with the Secretary to the SFMTA Board of Directors, and may be found in the records of the Planning Department by Case Number at <https://sfplanninggis.org/pim/> or 49 South Van Ness Avenue, Suite 1400 in San Francisco, and are incorporated herein by reference; and,

RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors endorses the closure of the Upper Great Highway and adopts the closure and findings of Proposition K; and be it further

RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors approves the protected bikeway and traffic modifications on Lincoln Way and Sloat Boulevard, as set forth in Items A through G above.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of December 3, 2024.

Secretary to the Board of Directors
San Francisco Municipal Transportation Agency

Enclosure 1 – Summary Presentation



Lincoln & Sloat QB Connections Project



Proposal Summary

SFMTA Board of Directors

December 3, 2024

Passage of Proposition K / Upper Great Highway Project Context



Purpose and Need

- Facilitate a full-time closure of the Great Highway (passage of Proposition K)
- Identify quick-build design priorities to support early 2025 implementation
- Design and implementation support for Recreation and Park Department (RPD)

Key Objectives

- Revise Lincoln Way and Sloat intersections to account for voter-approved circulation changes
- Establish protected bikeway connections between the Great Highway corridor and other high-quality bikeways and parks
- Collaborate with RPD on signage and striping for recreational corridor

Passage of Proposition K / Upper Great Highway Proposed Changes by RPD



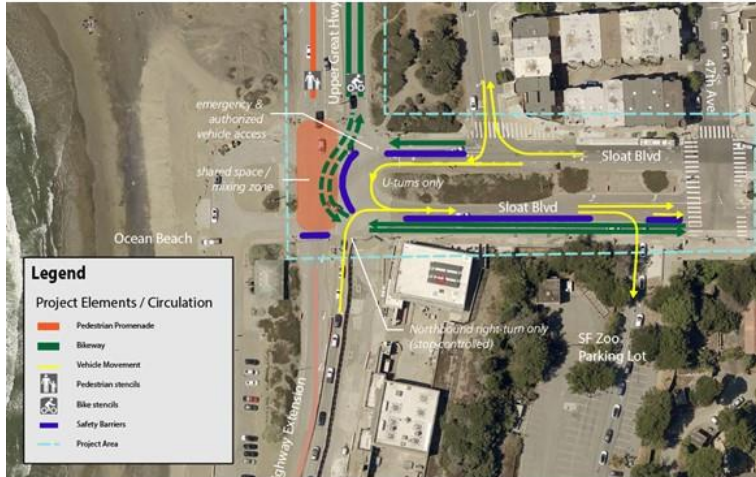
Upper Great Highway

- [Traffic signals](#): Decommissioned and eventually removed
- [Crosswalks](#): Remain with new markings and signage
- [East side \(formerly NB\)](#): Converted to bikeway for all wheeled device users with stencils and signage; potential fencing of dune areas
- [West side formerly SB](#): Converted to pedestrian-only with stencils and signage; potential fencing of dune areas
- [Emergency and service vehicle access to be maintained](#)

RPD proposal is to encourage separation of modes with pedestrians on the west side and bicycles/wheeled devices on the east side

Lincoln and Sloat QB Connections Project

Sloat Boulevard



Summary image (above): With Upper Great Highway permanently closed to private cars, the traffic signal at Sloat Blvd would be removed and replaced by a u-turn and new bikeway connections

Proposed Changes in SFMTA Jurisdiction

- Westbound Sloat: unsignalized U-turn only except emergency and service vehicles, bicycles
- Eastbound Sloat, GH to 47th: Two-way bikeway, south side*; 2nd thru-lane converted to right-turn lane for SF Zoo

**Bikeway to extend easterly to Skyline Blvd with implementation of the Sloat Blvd Quick-Build Project (approved by SFMTA Board in 2023)*

Lincoln and Sloat QB Connections Project

Sloat Boulevard Quick-Build Project

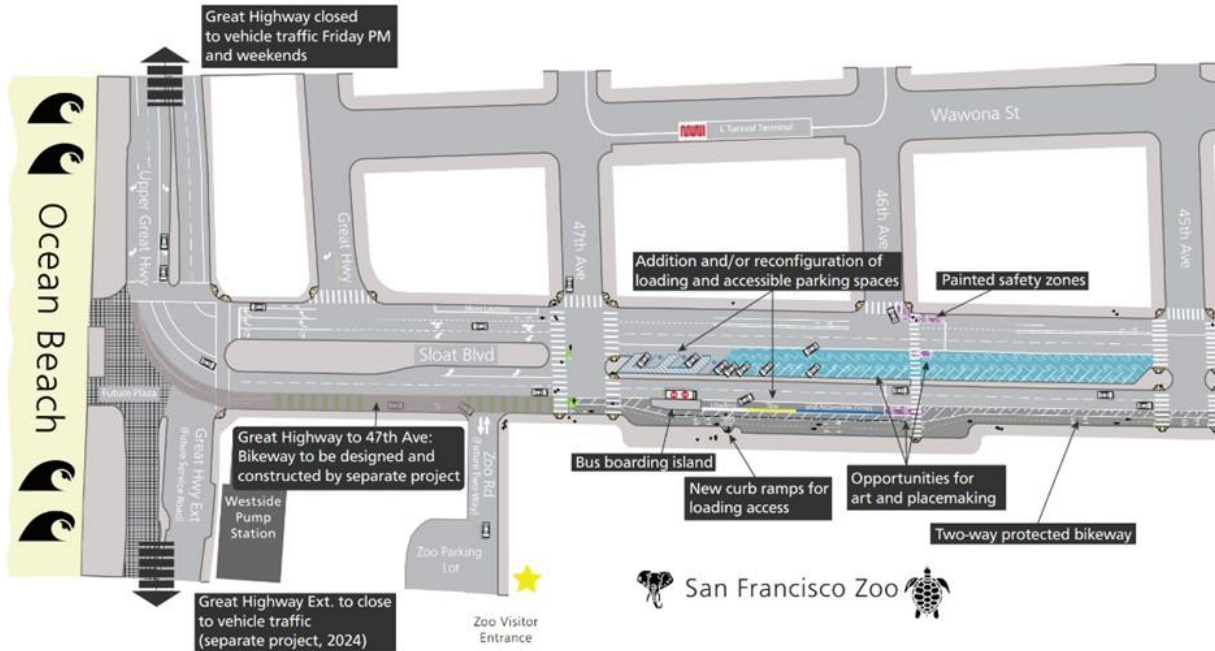


Image above: Summary graphic (partial) from SFMTA's Sloat Blvd Quick-Build Project

Lincoln and Sloat QB Connections Project

Lincoln Way



Proposed Changes in SFMTA Jurisdiction

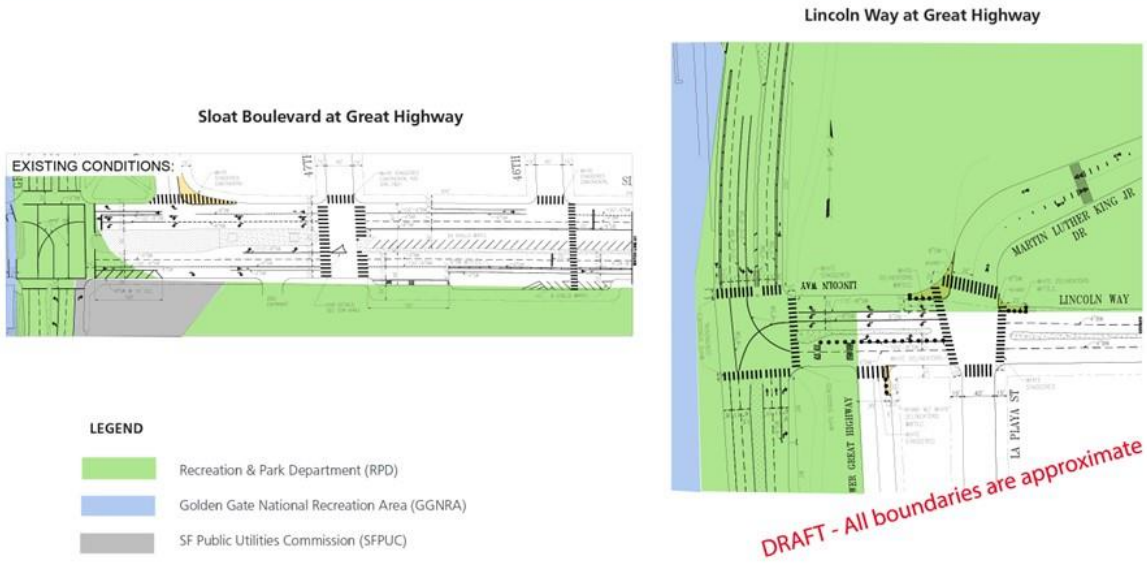
- Westbound Lincoln Way: Right-turns only (no left or U-turns allowed except emergency and authorized vehicles)
- Two-way bikeway on north side of Lincoln Way connecting to MLK Jr Way
- Relocate eastbound Muni flag stop from far-side to near-side

Other Changes by RPD

- Southbound GH: Left-turns only except emergency and authorized vehicles
- Two-way bikeway on GH north of Lincoln Way connecting to beach parking lot

Graphic of proposed circulation at Lincoln Way/Upper Great Highway (left). Longer-term upgrades, including a new traffic signal at MLK Jr Way and La Playa Street, will be studied separately as part of the Great Highway Gateway planning project

Lincoln and Sloat QB Connections Project Jurisdictional Boundaries



Revised 11/2024

Lincoln Way & Sloat Boulevard at the Great Highway Jurisdiction Map

Map of approximate jurisdictional boundaries at Lincoln Way and Sloat Boulevard along the Great Highway