

**SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY**

DIVISION: Sustainable Streets

BRIEF DESCRIPTION:

Approving various traffic, parking, and traffic calming modifications on and near Divisadero Street and other Lower Haight and Alamo Square streets, constituting “the Wiggle,” to improve safety, aesthetic qualities, and make the neighborhood a more inviting place to walk, bike, live, and access transit.

SUMMARY:

- “The Wiggle” is a Lower Haight bicycle route which connects Market Street and Golden Gate Park by following Duboce Avenue, Steiner Street, Waller Street, Pierce Street, Haight Street, and Scott Street.
- The Wiggle Neighborhood Green Corridor project will improve conditions for those who walk, bike, and live along the Wiggle route by installing various traffic calming and bicycle and pedestrian safety measures as well as adding natural space.
- Scott Street has been identified for traffic diversion to address congestion and safety concerns.
- The Wiggle Neighborhood Green Corridor will build on the residential character of the Wiggle Route, making it a more pleasant route that is safer and will encourage more walking and bicycle trips.
- The SFMTA partnered with the Planning Department, Public Works, and the Public Utilities Commission to host a series of community meetings between March 2013 and October 2015 to establish project goals, explore design alternatives, and discuss potential tradeoffs with stakeholders.
- The proposed actions are the Approval Actions as defined by the S. F. Administrative Code Chapter 31.

ENCLOSURES:

1. SFMTAB Resolution
2. The Wiggle Neighborhood Green Corridor Project Area Map

APPROVALS:	DATE
DIRECTOR _____	<u>11/7/15</u>
SECRETARY _____	<u>11/7/15</u>

ASSIGNED SFMTAB CALENDAR DATE: November 17, 2015

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PURPOSE

Approving various traffic, parking, and traffic calming modifications on and near Divisadero Street and other Lower Haight and Alamo Square streets, constituting “the Wiggle,” to improve safety, aesthetic qualities, and make the neighborhood a more inviting place to walk, bike, live, and access transit.

GOAL

This action supports the following SMTA Strategic Plan Goals and Objectives:

Goal 1: Create a safer transportation experience for everyone

Objective 1.3 Improve the safety of the transportation system

Goal 2: Make transit, walking, bicycling, taxi, ridesharing, and carsharing the preferred means of travel

Objective 2.2: Improve transit performance

Objective 2.3: Increase use of all non-private auto modes

DESCRIPTION

“The Wiggle” is a bicycle route which connects Market Street and Golden Gate Park by following Duboce Avenue, Steiner Street, Waller Street, Pierce Street, Haight Street, and Scott Street. The SFMTA proposes a variety of improvements on the Wiggle and Divisadero Street to improve safety and transportation options. The project area spans the Duboce Triangle, Lower Haight and Alamo Square neighborhoods and is mainly residential with some commercial business on Haight Street and at certain corners along the Wiggle.

The project team developed specific goals for this project for traffic to improve conditions for people who walk, bike, and live along the Wiggle:

- Ensure that pedestrians feel safe crossing the street
- Minimize congestion from motor vehicles
- Encourage slow, safe speeds from all roadway users.

Pedestrian Safety Improvements

Pedestrian safety bulbouts will be installed at eight corners which could improve safety, shorten crossing distances, and provide more visibility between motorists and bicycle riders and pedestrians. Pedestrian bulbouts will also encourage slow, safe speeds from all roadway users when making turns, and prioritize pedestrians at intersection crosswalks. One of these bulbouts, on Scott Street south of Fell Street will act as a diverter and will prohibit vehicles from continuing southbound on Scott Street. This will reduce the level of cut-through traffic using southbound Scott Street as a secondary route to Divisadero Street and will restore some of the residential characteristics of Scott Street. In addition, left turn prohibitions on Fell and on Divisadero will reduce potential pedestrian conflict points.

Transit Improvements

Traffic signal revisions, parking modifications to relieve key bottlenecks, and left turn restrictions will improve Muni operations for the 24-Divisadero on Divisadero Street. These improvements are expected to make traffic flow more smoothly and improve travel time reliability for the 24-Divisadero by coordinating traffic signal timing and reducing vehicle queuing by restricting some left turns.

Parking and Commercial Loading

The proposed modifications will remove approximately 15 parking spaces on project streets to accommodate bulbouts, red zones, and pedestrian daylighting. Any unmet parking demand could be accommodated within existing on-street parking spaces within a reasonable distance such as on Haight Street, Steiner Street, and Scott Street. No commercial loading would be affected by the proposed project.

Bicycle Safety Improvements

Pedestrian bulbouts at eight corners would increase the visibility between motorists, pedestrians and bicycle riders. The diverter at Scott Street and Fell Street would restrict southbound motor vehicle traffic at Fell Street, which will reduce traffic on Scott Street and make it a much safer and more comfortable street to ride on. A bicycle lane would be established on Scott Street from Fell Street to 50 feet north and on Scott Street from Fell Street to 20 feet south. This new bicycle lane would establish dedicated space for bicyclists at this intersection and would provide adequate space for southbound bicyclists traveling past the new diverter. Bicycle riders waiting to turn left from northbound Scott Street onto westbound Fell Street would no longer be at risk from motorists turning left from Fell onto Scott Street. Additional improvements will be made including enhancing existing bicycle facilities with green paint and a bicycle-specific signal.

Traffic Circulation

The proposed project would include traffic circulation changes in the area of Divisadero Street and the Wiggle. Due to community concerns with cut-through traffic using Scott Street to avoid the congestion of Divisadero Street, the project would include a diverter on the south side of the intersection of Scott Street and Fell Street. This diverter would restrict traffic (excluding bicycles) from traveling southbound on Scott Street from either westbound Fell Street or southbound Scott Street. All traffic would be required to continue on westbound Fell Street rather than southbound Scott Street.

It is expected that most of this diverted traffic will utilize Divisadero Street to travel south, and measures to improve traffic flow on Divisadero Street are included as a part of this project. Left turn restrictions for four turning movements on Divisadero Street between McAllister Street and Hayes Street will reduce vehicle queueing associated with these left turns. Traffic signals between O'Farrell Street and Hayes Street will be coordinated to provide smoother flowing traffic through these intersections. Additionally, no stopping during peak hours will be established on an additional block of Divisadero Street to provide queueing space for vehicles turning into and out of business along the street. A small amount of diverted traffic is expected to utilize local streets to access the residential areas of Lower Haight and Duboce Triangle. Some residential traffic diverted from southbound Scott Street will use Pierce Street, Steiner Street, Fillmore Street or any number of routes including east-west streets in the neighborhood to access neighborhoods south of Fell Street.

Construction Monitoring and Project Evaluation

Consistent with current practice, SFMTA, Public Works, and Public Utilities Commission staff will work with the neighborhood to address and minimize any disruptions caused by project construction.

Additionally, after the project has been implemented, SFMTA staff will evaluate the success of the project based on its conformance with the above stated project goals. Staff will evaluate street operations, including traffic and bicycle counts and transit travel time. Staff will base this evaluation on field observations and user feedback.

Proposed Project Parking and Traffic Modifications

The specific parking and traffic modifications are as follows:

A. ESTABLISH – CLASS II BIKEWAY

Scott Street, southbound, Fell Street to 50 feet north of Fell Street; Scott Street, southbound, Fell Street to 20 feet south of Fell Street

B. ESTABLISH – NO PARKING ANYTIME and ESTABLISH - SIDEWALK WIDENING (BULB-OUTS)

Fell Street, north side, from Scott Street to 22 feet easterly (6-foot bulb, removes 1 parking space); Fell Street, south side, from Scott Street to 22 feet easterly (6-foot bulb, removes 1 parking space); Scott Street, west side, from Fell Street to 12 feet southerly (12-foot bulb); Oak Street, south side, from Scott Street to 22 feet easterly (6-foot bulb, removes 1 parking space); Page Street, south side, from Pierce Street to 46 feet westerly (6-foot bulb, removes 2 parking spaces); Pierce Street, west side, from Page Street to 22 feet southerly (6-foot bulb, removes 1 parking space); Haight Street, south side, from Pierce Street to 25 feet westerly (6-foot bulb, removes 2 parking spaces); Pierce Street, west side, from Haight Street to 25 feet southerly (6-foot bulb, removes 1 parking space); Pierce Street, east side, from Waller Street to 25 feet northerly (6-foot bulb, removes 1 parking space); Waller Street, north side, from Pierce Street to 22 feet easterly (6-foot bulb); Waller Street, south side, from Steiner Street to 34 feet westerly (6-foot bulb, removes 1 parking space); Steiner Street, west side, from Waller Street to 22 feet southerly (6-foot bulb, removes 1 parking space)

C. ESTABLISH – RED ZONE

Steiner Street, west side, from Hermann Street crosswalk to 20 feet northerly; Scott Street, west side, from Fell Street to 60 feet northerly (removes 3 parking spaces)

D. ESTABLISH – RIGHT TURN ONLY EXCEPT BICYCLES

Scott Street, southbound, at Fell Street

E. ESTABLISH – NO LEFT TURN

Fell Street, westbound, at Scott Street

F. ESTABLISH – NO LEFT TURN BETWEEN 6AM AND 9AM AND BETWEEN 4PM AND 7PM MONDAY THROUGH FRIDAY EXCEPT MUNI

Divisadero Street, southbound, at McAllister Street; Divisadero Street, northbound, at McAllister Street; Divisadero Street, southbound, at Hayes Street; Divisadero Street, northbound, at Hayes Street

G. ESTABLISH – TOW AWAY NO STOPPING 4 PM TO 6 PM MONDAY THROUGH FRIDAY

Divisadero Street, east side, from Oak Street to Fell Street

ALTERNATIVES CONSIDERED

Nine project alternatives were considered at various stages of the planning process. Alternatives for Scott Street and Page Street focused on options for traffic restrictions. Restricting traffic in both directions on Scott Street and Page Street, in both directions on Scott Street, in the northbound direction on Scott Street, and in the southbound direction on Scott Street were all considered. Restricting traffic in the southbound direction on Scott Street is the only alternative where redirected traffic could be accommodated on Divisadero Street while reducing the amount of cut-through traffic on Scott Street, providing access for block residents, and maintaining a “neighborhood feel” to the area.

At the intersection of Haight Street and Divisadero, four options relating to turning vehicles were considered. These included keeping the protected left turns in both directions from Divisadero Street to Haight Street, prohibiting southbound left turns, prohibiting northbound left turns, and prohibiting northbound and southbound left turns only during peak hours. With the southbound vehicle restrictions at Scott Street and Fell Street, additional vehicles would be diverted to Divisadero Street. Keeping the northbound and southbound left turns with the additional vehicle volumes would result in increased congestion and delay to Muni. The northbound left movement at this intersection has a greatly higher volume than the southbound left movement, and prohibition would create secondary traffic circulation concerns. Prohibiting northbound and southbound vehicles from turning only during peak hours is not recommended from a traffic signal design perspective. Restricting the southbound left turn from Divisadero Street to Haight Street would affect a lower number of turning vehicles, improve travel time for Muni and other vehicles on Divisadero Street, and allow Divisadero to accommodate added vehicle traffic related to the Scott Street and Fell Street traffic diverter.

Not installing any traffic calming measures was also considered. However, community concerns with cut-through traffic on Scott Street, reducing congestion on Divisadero Street, and providing a more inviting pedestrian environment would not be addressed. As such, a “no project” alternative is not advisable.

PUBLIC OUTREACH

The project team has met extensively with community members and key stakeholders to discuss this project. Four community meetings were held between summer 2013 and spring 2014 to develop project goals, discuss alternatives, and receive public feedback. Staff attended and presented at meetings of local neighborhood associations on nine occasions between summer 2013 and fall 2015 to present project updates and seek input. In addition, on over 15 occasions staff met individually and in small groups with key stakeholders including neighborhood associations and multi-modal advocates. Project staff also made themselves available on two occasions at a coffee shop and in the field to address questions about the project proposal.

Project information was also provided to the public through mailers, emails, surveys, and the project website. SFMTA staff provided updates and offered to meet with Supervisor London Breed and her staff throughout the project to brief them about the project and incorporate their feedback.

Surveys were conducted at each stage of the project development, complementing each community meeting. The first meeting included an opportunity for residents to rank 6 priorities for the neighborhood, and of 60 in-person and 470 online responses, the top three priorities were Bicycle Improvements, Pedestrian Improvements, and Nature Space. The lowest ranked priority was Preserve On-Street Parking, which had around one-fifth as many votes as each of the top three priorities. After the final community meeting, a survey was conducted asking respondents to rate various aspects of the

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project on a scale of 1 to 5; 75percent of over 250 respondents rated the project 4 or 5 stars. Support for Scott Street Traffic Diversion received 4-5 stars from 59percent of respondents living in the project area and 82percent of respondents traveling through the project area, many of whom primarily ride bikes along the Wiggle.

Despite strong support for the project overall, many project stakeholders expressed concern and opposition for specific aspects of the project. The primary concerns voiced by residents were about the ramifications of restricting access to southbound Scott Street at Fell, which could result in moderate amounts of additional traffic on other neighborhood streets and could force drivers to find alternate routes to access certain homes and destinations. Other frequently cited concerns included desire for reduced parking loss, desire for more comprehensive bicycle improvements, concern for legibility of the corridor, and desire for more pedestrian bulb-outs. To address these concerns, project staff developed recommendations for improving Divisadero Street, analyzed alternatives to proposed turn restrictions, modified bulb-out locations, clarified bicycle improvements, and worked closely with neighborhood groups to explain the project’s goals and discuss tradeoffs.

On March 5th, staff gave a presentation about the project to the SFMTA Citizens Advisory Council, which voted to recommend that the SFMTA Board of Directors adopt the Wiggle Neighborhood Green Corridor Project.

Dozens of community members sent correspondence to project staff, and eight sent correspondence specifically to the Public Hearing email address expressing their views on the project, with four in favor and four opposed. The top concern was over the proposed southbound left turn prohibition at Divisadero and Haight, which is no longer included in the project recommendation. A small number of people shared concerns about the number of on-street parking spaces to be removed by the project. Many expressed support for the project, though some felt that more could be done to improve pedestrian and bicycle comfort and safety.

On April 3, 2015, an SFMTA public hearing was held and around 20 people shared their feedback about the project. The commenters were relatively evenly split between those who support and those who oppose the project. Of those who do not support the project, most cite access to their homes and businesses as their primary concern, and many noted that they would support other aspects of the project. A few commenters cited concern over loss of parking. Among those who spoke in favor of the project, many felt that more could be done to improve pedestrian and bicycle comfort and safety or that more could be done to add nature space to the neighborhood.

FUNDING IMPACT

Full funding for the project cost of \$6.1 million has been identified. Funding is composed of the following sources and amounts:

SFPUC – Central Bayside System Improvement Project:	\$1,700,000
SFPUC – Channel Early Implementation Program:	2,500,000
SFDPW – 2011 Streets and Repaving General Obligation Bond:	800,000
SFMTA –Series 2014 SFMTA Revenue Bond:	1,030,000
SFMTA – CPMC Development Agreement – Bike Studies:	<u>71,000</u>
Total Project Funding:	\$6,101,000

ENVIRONMENTAL REVIEW

The proposed parking and traffic modifications are subject to the California Environmental Quality Act (CEQA). On October 6, 2015, the Planning Department determined the proposed parking and traffic modifications were categorically exempt from CEQA under two exemptions: Class 1 Existing Facilities and Class 4 Minor Alteration to Land (CEQA Guidelines Sections 15201 and 15204, respectively). The exemption is recorded in Planning Case No. 2014.0397E.

Before reaching this determination, the Planning Department analyzed the CEQA topics where the proposed project could have significant environmental impacts: transportation (including traffic and parking) and biological resources. As part of the transportation analysis, the traffic impacts of the project were modeled to determine Level of Service (LOS) effects. The traffic analysis included studying the LOS impacts for existing as well as future cumulative conditions (in 2040) at nine intersections.

Analysis of parking impacts from the proposed project was undertaken as part of the transportation analysis. Unmet parking demand associated with implementation of the project would not materially affect the overall parking conditions in the project vicinity such that hazardous conditions or significant delays are created. The City does not consider parking supply as part of the permanent physical environment as defined by CEQA, and considers parking deficits to be social effects. Under CEQA, a project's social impacts need not be treated as significant impacts on the environment. Environmental documents should, however, address the secondary physical impacts that could be triggered by a social impact. (CEQA Guidelines Section 15131(a).)

The transportation analysis also assessed the impacts on transit, pedestrians, bikes, loading from the proposed modifications. With respect to biological resources, staff reviewed the project and determined that the project would not remove any existing trees within the Wiggle corridor. The impacts of the project were measured against established thresholds to ascertain whether they would be significant as defined by CEQA.

The analysis revealed that no significant impacts would result from the proposed project and no further environmental review is required. There are no unusual circumstances surrounding the proposed project that would suggest a reasonable possibility of any significant effect. The proposed project would not substantially increase traffic on the existing street system and no significant environmental impact would occur.

The Planning Department's determination is on file with the Secretary to the SFMTA Board of Directors and is attached. The proposed actions are the Approval Actions as defined by the S. F. Administrative Code Chapter 31.

OTHER APPROVALS RECEIVED OR STILL REQUIRED

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

RECOMMENDATION

SFMTA staff recommends that the SFMTA Board of Directors approve the various traffic, parking, and traffic calming modifications on and near Divisadero Street and other Lower Haight and Alamo Square streets, constituting "the Wiggle," listed in items A through G above associated with the Wiggle Neighborhood Green Corridor Project.

SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY
BOARD OF DIRECTORS

RESOLUTION No. _____

WHEREAS, The San Francisco Municipal Transportation Agency has received numerous public requests to improve conditions for people walking and riding and to provide traffic calming measures in the area of the Wiggle; and,

WHEREAS, Goal 1 of The San Francisco Municipal Transportation Agency Strategic Plan is to “Create a safer transportation experience for everyone”; and,

WHEREAS, Goal 2 of the San Francisco Municipal Transportation Agency Strategic Plan is to “Make transit walking, bicycling, taxi, ridesharing, and carsharing the preferred means of travel”; and,

WHEREAS, The San Francisco Municipal Transportation Agency led a comprehensive and inclusive planning process to identify pedestrian and bicycle safety improvements and traffic calming measures in the area of the Wiggle; and,

WHEREAS, The specific parking and traffic modifications are as follows:

- A. ESTABLISH – CLASS II BIKEWAY – Scott Street, southbound, Fell Street to 50 feet north of Fell Street; Scott Street, southbound, Fell Street to 20 feet south of Fell Street
- B. ESTABLISH – NO PARKING ANYTIME ESTABLISH and ESTABLISH - SIDEWALK WIDENING (BULB-OUTS) - Fell Street, north side, from Scott Street to 22 feet easterly (6-foot bulb, removes 1 parking space); Fell Street, south side, from Scott Street to 22 feet easterly (6-foot bulb, removes 1 parking space); Scott Street, west side, from Fell Street to 12 feet southerly (12-foot bulb); Oak Street, south side, from Scott Street to 22 feet easterly (6-foot bulb, removes 1 parking space); Page Street, south side, from Pierce Street to 46 feet westerly (6-foot bulb, removes 2 parking spaces); Pierce Street, west side, from Page Street to 22 feet southerly (6-foot bulb, removes 1 parking space); Haight Street, south side, from Pierce Street to 25 feet westerly (6-foot bulb, removes 2 parking spaces); Pierce Street, west side, from Haight Street to 25 feet southerly (6-foot bulb, removes 1 parking space); Pierce Street, east side, from Waller Street to 25 feet northerly (6-foot bulb, removes 1 parking space); Waller Street, north side, from Pierce Street to 22 feet easterly (6-foot bulb); Waller Street, south side, from Steiner Street to 34 feet westerly (6-foot bulb, removes 1 parking space); Steiner Street, west side, from Waller Street to 22 feet southerly (6-foot bulb, removes 1 parking space)
- C. ESTABLISH – RED ZONE - Steiner Street, west side, from Hermann Street crosswalk to 20 feet northerly; Scott Street, west side, from Fell Street to 60 feet northerly (removes 3 parking spaces)
- D. ESTABLISH – RIGHT TURN ONLY EXCEPT BICYCLES - Scott Street, southbound, at Fell Street
- E. ESTABLISH – NO LEFT TURN - Fell Street, westbound, at Scott Street
- F. ESTABLISH – NO LEFT TURN BETWEEN 6AM AND 9AM AND BETWEEN 4PM AND 7PM MONDAY THROUGH FRIDAY EXCEPT MUNI - Divisadero Street, southbound, at McAllister Street; Divisadero Street, northbound, at McAllister Street; Divisadero Street, southbound, at Hayes Street; Divisadero Street, northbound, at Hayes Street
- G. ESTABLISH – TOW AWAY NO STOPPING 4 PM TO 6 PM MONDAY THROUGH FRIDAY - Divisadero Street, east side, from Oak Street to Fell Street

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 modification are subject to environmental review pursuant to the California Environmental Quality Act (CEQA); and,

WHEREAS, On October 6, 2015, the San Francisco Planning Department determined that the Wiggle Neighborhood Green Corridor Project is exempt from the California Environmental Quality Act (CEQA) under a Class 1 (Existing Facilities), Class 4 (Minor Alterations to Land) categorical exemption (Planning Case No. 2014.0397E), and the SFMTA Board of Directors concurs with this determination; and,

WHEREAS, A copy of the determination is on file with the Secretary for the SFMTA Board of Directors; and,

WHEREAS, The proposed actions are Approval Actions as defined by the S. F. Administrative code Chapter 31; now, therefore, be it

RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors approves the proposed traffic and parking modifications listed in items A-G above associated with the Wiggle Neighborhood Green Corridor Project.


I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of November 17, 2015.

Secretary to the Board of Directors
San Francisco Municipal Transportation Agency

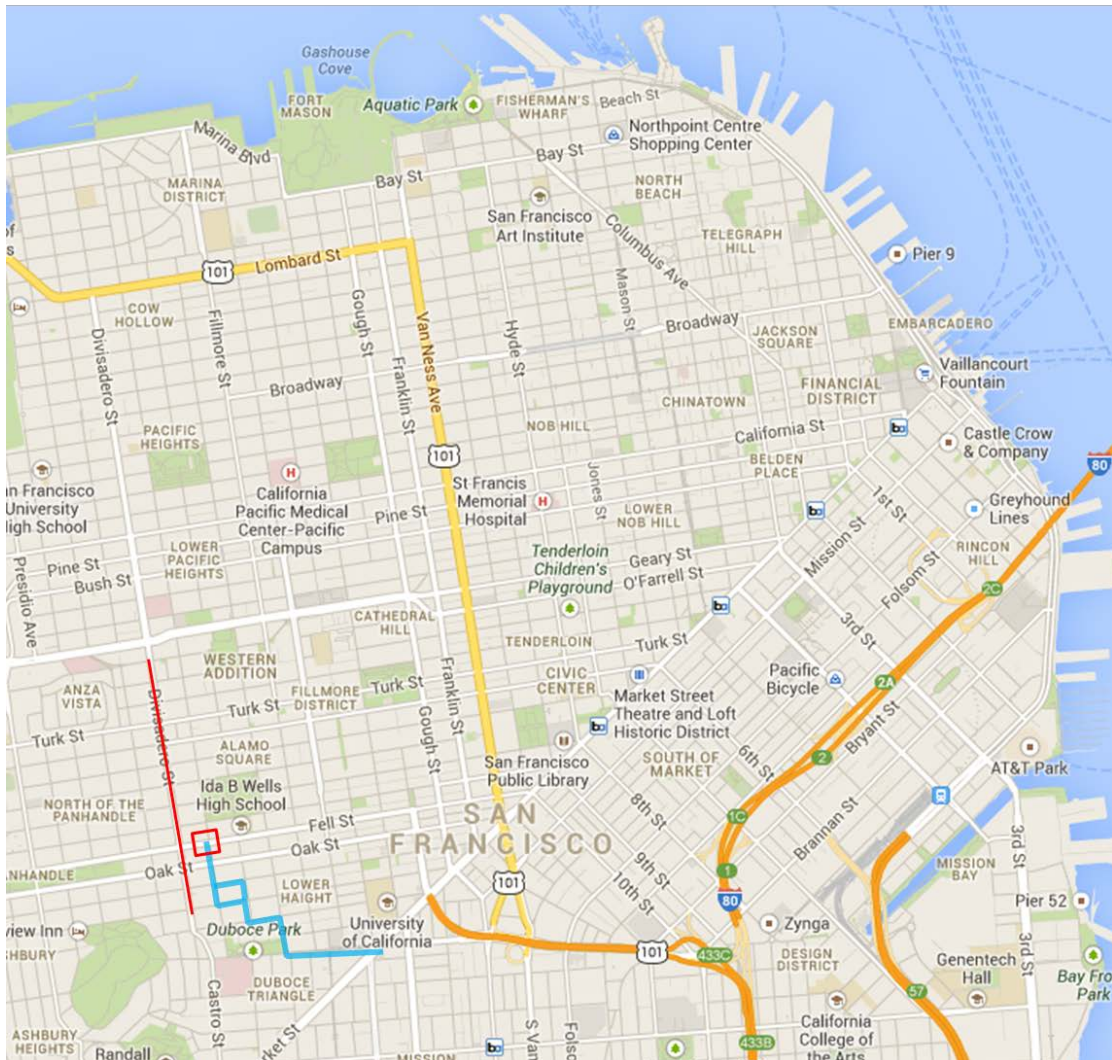
Enclosure 2 – Wiggle Neighborhood Green Corridor Project Area Map & Renderings

Location of Project

 Scott & Fell: No SB Traffic on Scott

 Divisadero Improvements





 Wiggle Neighborhood Green Corridor Project Area



Rendering of Bulbout with Rain Garden at Pierce and Waller



Map of Project Elements Requiring Legislation

-  Wiggle Neighborhood Green Corridor Project Area
-  New Turn Restrictions
-  New Parking Restrictions
-  Bulb and/or Raised Feature

