

THIS PRINT COVERS CALENDAR ITEM NO. : 11

**SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY**

DIVISION: Sustainable Streets

BRIEF DESCRIPTION:

Approving various parking modifications on and adjacent to Page Street between Webster and Gough Streets to improve safety, aesthetic qualities, and make a more inviting residential street to walk, bike, live, and access transit.


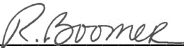
SUMMARY:

- The Page Street Neighborway Phase One project, which extends from Webster to Market streets, addresses concerns of pedestrian and bicycle safety, school safety, vehicle congestion, residential character, and the use of Page Street as a through-route to Octavia Boulevard and the Central Freeway.
- Based on a robust community input process between fall 2015 and spring 2018, the project includes the removal of up to 12 parking spaces to support widened sidewalks with landscaping and improved visibility at intersections.

ENCLOSURES:

1. SFMTAB Resolution
2. Map of proposed project extent and elements
3. Conceptual rendering at Page and Buchanan streets
4. Better Streets Plan Mitigated Negative Declaration;
http://sfmea.sfplanning.org/2007.1238E_FMND.pdf
5. Better Streets Plan CEQA Findings, Planning Commission Resolution
[http://www.sf-planning.org/ftp/BetterStreets/docs/FINAL BSP PCresolutions 10.28.10.pdf](http://www.sf-planning.org/ftp/BetterStreets/docs/FINAL_BSP_PCresolutions_10.28.10.pdf)

APPROVALS:

	DATE
DIRECTOR 	8/29/2018
SECRETARY 	8/27/2018

ASSIGNED SFMTAB CALENDAR DATE: September 4, 2018

PURPOSE

Approving parking modifications on and adjacent to Page Street between Webster and Gough Streets to improve safety, aesthetic qualities, and make a more inviting residential street to walk, bike, live, and access transit.

STRATEGIC PLAN GOALS AND TRANSIT FIRST POLICY PRINCIPLES

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

Goal 1: Create a safer transportation experience for everyone

Objective 1.1: Achieve Vision Zero by eliminating all traffic deaths

Objective 1.2: Improve safety of the transportation system

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

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

Goal 3: Improve the quality of life and environment in San Francisco and the region

Objective 3.2: Advance policies and decisions in support of sustainable transportation and land use principals

Objective 3.4: Provide environmental stewardship to improve air quality, enhance resource efficiency, and address climate change

This action supports the following principles of the City and County's Transit First Policy:

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.
5. Pedestrian areas shall be enhanced wherever possible to improve the safety and comfort of pedestrians and to encourage travel by foot.
6. Bicycling shall be promoted by encouraging safe streets for riding, convenient access to transit, bicycle lanes, and secure bicycle parking.

DESCRIPTION

Background

Page Street is an important travel corridor for the Hayes Valley/Lower Haight neighborhoods,

especially for families with children attending John Muir Elementary School and residents walking to nearby destinations, including Koshland Park. Page Street is a critical east-west bicycle route with a mix of Class II (bike lane) and Class III (shared lane) facilities that support approximately 1,000 daily bicycle trips. Page Street is also a designated *Green Connections* route in the San Francisco General Plan, which is a network of streets prioritized for non-vehicular connections to parks and enhanced “greening” opportunities. Lastly, Page Street has become an increasingly popular route for drivers seeking to access Octavia Boulevard and the Central Freeway, resulting in chronic, all-day congestion from Octavia as far back as Webster Street (just like the adjacent Haight and Oak streets).

These issues are reflected in two of the project intersections being on the city’s Vision Zero *High-Injury Network* (at Octavia Blvd and Gough Street), and 38 collisions recorded on the project corridor in the last five years – 13 involving a person bicycling or walking. Existing conditions have also prompted calls for action from many neighbors, including the Hayes Valley Neighborhood Association (HVNA), who have complained about poor air quality, excessive noise, and conflicts between vehicles and other roadway users. Interviews with John Muir Elementary parent leaders further reveal pedestrian safety concerns throughout the school zone, in particular along Page Street where the primary drop off/pick up zone is located, where vehicle speeds have been recorded much higher than the 15-mph conditional school speed limit, and where pedestrians cross against steady bike and vehicular traffic.

With parallel corridors also on the *High-Injury Network* and prioritized for crosstown vehicular traffic (Oak and Fell streets) and transit (Haight Street), there is substantial neighborhood support to prioritize Page Street for safety improvements that enhance bicycle and pedestrian mobility and minimize the impacts of non-local traffic accessing Octavia Boulevard and the Central Freeway.

Project Summary

To address conflicts between roadway users and to promote a walkable, bikeable and calmer neighborhood street, the SFMTA selected the Page Street corridor as part of a program of planned “neighborways,” or residential streets designed for low vehicle traffic and low speeds. The first phase of the Page Street Neighborway project extends from Market Street to Webster Street and is funded by approximately \$1.5 million from developer impact fees earmarked for the neighborhood. A second phase of the Page Street Neighborway, from Webster to Stanyan streets, is tentatively planned for future years.

The SFMTA conducted planning and public outreach activities in 2015 and 2016 that led to near-term implementation of an eastbound center-running bike lane on Page Street between Buchanan and Octavia streets. This improvement helps position eastbound bicyclists safely to the left of vehicles waiting to turn right from Page Street onto Octavia Boulevard, and has led to a substantial drop in bicycle-involved collisions (no collisions in the two years since constructed, versus four in the two years preceding the change).

Community input also led to the following project objectives for the “Phase One” project segment of Page Street - from Market to Webster streets:

1. Improve intersection safety for people walking and bicycling
2. Calm traffic within the John Muir Elementary school zone
3. Explore options to address the effects of vehicle congestion and the use of Page Street as a through-route to Octavia Boulevard and the Central Freeway
4. Incorporate green stormwater infrastructure (e.g., raingardens) and/or landscaping opportunities

Based on these objectives, and with extensive community engagement, Phase One of the Page Street Neighborway includes the following modifications:

Items Requiring SFMTA Board Approval

- **Two 15-foot-long Tow-Away No-Stopping zones** to improve intersection sight distances and support vehicle turns
- **Six Tow-Away No-Stopping zones** of various lengths, impacting up to ten parking spaces, to support sidewalk extensions (bulb-outs)

Items Not Requiring SFMTA Board Approval (Informational only)

- **A raised intersection** at the intersection of Page and Buchanan streets to slow all traffic, including bicycles, to improve safety (approval by Public Works)
- **Six corner sidewalk extensions** (bulb-outs) between Gough and Buchanan streets, most of which would include landscaped rain gardens (stormwater capture areas) and other pedestrian amenities (approval by Public Works)
- **One 20-foot-long “No Parking Except Bicycles” zone** to relocate an existing on-street bike parking corral being displaced by sidewalk widening (approval by Director of Transportation)

Related-but-Separate Item Requiring Future SFMTA Board Approval

Staff is preparing a separate-but-related proposal to test a **temporary series of turn restrictions that would result in the diversion of eastbound automobile traffic on Page Street at Webster Street, with bicycles still permitted**. Consistent with project goals, the proposed diverter aims to reduce impacts to public health and safety of excessive traffic congestion on a priority residential and active transportation corridor. Given the unknown potential for spillover traffic to affect transit on the Haight Street corridor, this action is envisioned as a one-year pilot project in order to allow SFMTA staff to conduct a more detailed evaluation regarding traffic diversion and transit. Staff intends to bring this proposal to the SFMTA Board for its consideration in the near future.

Regardless of the outcome of the pilot proposal (assuming the proposal is approved by the SFMTA Board), staff recommends implementation of the proposed actions in this calendar item. Independent

of the pilot proposal, these items will improve intersection safety for pedestrians and calm traffic within the John Muir Elementary school zone, and provide an opportunity to incorporate green stormwater infrastructure (e.g., raingardens) and/or landscaping, in support of SFMTA Strategic Plan Goals and Objectives.

Parking Removal Summary

Seven parking spaces on Page Street and approximately five additional spaces on Buchanan, Laguna and Gough streets will be removed for this project. Of the 12 parking spaces removed, one is metered and 11 are parking spaces within the Area “S” residential parking permit (RPP) zone with time limitations for non-RPP permit holders. It is anticipated that these parking spaces will be removed starting approximately August 1, 2019, to support implementation of sidewalk widening and new red zones.

All proposed parking changes are subject to appeal to the Board of Supervisors.

Proposed Parking Modifications

Staff recommends that the SFMTA Board approve the following parking changes:

- A. ESTABLISH - TOW-AWAY, NO STOPPING ANYTIME – Page Street, south side, from 15 feet to 60 feet westerly of Buchanan Street (6-foot wide bulb-out); Page Street, north side, from 15 feet to 20 feet easterly of Buchanan Street (6-foot wide bulb-out); Buchanan Street, east side, from 15 feet to 60 feet southerly of Page Street (6-foot wide bulb-out); Laguna Street, west side, from 24 feet to 50 feet northerly of Page Street (6-foot wide bulb-out); Page Street, south side, from Gough Street to 61 feet westerly (6-foot wide bulb-out); Gough Street, west side, from 20 feet to 37 feet northerly of Page Street (6-foot wide bulb-out); Page Street, north side, from Gough Street to 15 feet westerly (red zone); Page Street, south side, from Webster Street to 15 feet westerly (red zone)

San Francisco Fire Department

The San Francisco Fire Department approved all parking and traffic modifications associated with this project at the Transportation Advisory Staff Committee meeting on April 26, 2018.

STAKEHOLDER ENGAGEMENT

The SFMTA engaged the greater Hayes Valley community with five public outreach events and numerous stakeholder meetings over a three-year period to develop the recommendations for Phase One of the Page Street Neighborway. These efforts began as part of the Octavia Boulevard Enhancement Project planning phase – of which improvements to Page Street between Webster and Gough streets were integrated – and continued with more focused public open houses in coordination with the Planning Department’s *Lower Haight Public Realm Plan* and SFMTA’s *Western Addition Community-Based Transportation Plan*. Throughout the process, SFMTA staff consulted regularly

with the Hayes Valley Neighborhood Association (HVNA), the Market-Octavia Community Advisory Committee (MOCAC), parents/staff of John Muir Elementary School, and staff with then-District 5 Supervisor London Breed (since replaced with Supervisor Vallie Brown, who has indicated support for the project).

Outreach efforts concluded in spring 2018 with targeted stakeholder meetings (including with residents of the Hayes Valley Apartments at 401 Rose Street), an informational mailer to affected addresses within the project area, outdoor “office hours” (one in the morning on May 29, a second in the evening on May 30), and a project presentation at an SFMTA Engineering public hearing on June 1, 2018.

A summary of the significant public engagement activities for these proposals is included below.

- **April 2015: Outdoor open house #1 at PROXY (Patricia’s Green)** — introduced the idea of traffic diversion on Page Street and how to address safety issues at the intersection of Page Street & Octavia Boulevard and gathered community comments
- **September 2015: Page Street walking tour** — reviewed and discussed the options of a center-running eastbound bike lane, westbound uphill bike lane, and various traffic and safety issues with approximately 16 members of the public (most residents along Page Street)
- **May 2016: Joint Page Street / Lower Haight Public Realm Plan (LHPRP) open house #1** — introduced initial draft project proposal, including sidewalk extensions, speed humps, and traffic diversion options
- **May 2016: Outdoor open house #2 at PROXY (Patricia’s Green)** — presented similar materials from LHPRP open house #1
- **March 2017: Joint Page Street / Lower Haight Public Realm Plan open house #2** — introduced the “neighborway” branding for the project and staff preferred alternative proposals (refined from May 2016); gathered specific feedback on traffic calming, traffic diversion, and bulb-out impacts
- **Winter - Spring 2018: Outreach for 2018 package of projects** — targeted outreach to residents of Hayes Valley Apartments; additional outreach to John Muir Elementary School, including at the monthly parent-principal chat; and outdoor “office hours” during the morning commute along the project corridor and in the evening in front of Koshland Park adjacent to Page Street.

This extensive public engagement reveals widespread support for safety improvements on Page Street, and majority support (of open house attendees) for the SFMTA’s specific proposals. Several long-time residents have voiced concern regarding the proposed loss of residential permit parking (both with this project and accumulated impacts from adjacent projects) and the overall effectiveness of bulbouts to improve safety. Other stakeholders, such as residents of the Hayes Valley Apartment complex at 401 Rose Street, are excited about the idea of wider sidewalks with places to sit and meet their neighbors.

By far the most amount and variety of comment from residents and engaged stakeholders has been about the proposed pilot traffic diversion, which is not under consideration with this calendar item and will be brought to and summarized for the Board at a future meeting.

ALTERNATIVES CONSIDERED

The staff proposal for parking modifications reflects a planning process that blended public outreach with collision analysis and examination of potential suitable locations for green stormwater infrastructure (GSI). Although few collision patterns exist, staff assessed and prioritized intersections with the most collisions and then refined the proposal after review of stormwater flows and storm drain locations for GSI.

GSI is a term that describes strategies that take advantage of natural processes to reduce, slow down and/or treat stormwater runoff – thereby reducing stress on the City’s sewer system. The incorporation of GSI into the project influences both the locations and extents of proposed parking restrictions since sidewalk bulb-outs must be strategically located and sufficiently sized to accommodate stormwater capture areas.

A project alternative that does not incorporate GSI could result in shorter bulb-outs and reduced parking impacts (while maintaining pedestrian safety benefits). Given project and neighborhood goals to increase landscaping and support more sustainable urban habitat, such an alternative was not pursued.

The following traffic control measures were also considered during the planning phase but are not recommended at this time:

- **Mid-block speed humps:** speed humps could slow traffic between intersections, but would not benefit pedestrians crossing at intersections (compared to the proposed raised intersection)
- **Traffic islands and circles:** traffic islands could help slow traffic and reduce conflicts at intersections, but are inconsistent with sidewalk widening, could impede the flow of bicycles, and could be problematic for emergency access.
- **Physically protected bikeways:** protected bikeways were not pursued given the high number of driveways along the corridor, emergency access concerns, and too much loss of parking relative to the benefits provided.

The project team considered a “no build” option. This is feasible but not recommended given the strong and outspoken desire from the community to implement safety improvements for people walking and bicycling, including John Muir Elementary students, and to reduce or otherwise mitigate congestion along the corridor.

FUNDING IMPACT

Capital funds for this project, in the amount of \$1.425 million, have been programmed from Interagency Plan Implementation Committee (IPIC) developer impact fees assessed in the Market-Octavia Area. These funds are included in the SFMTA’s Capital Improvement Program and must be spent within the Market-Octavia Plan area.

ENVIRONMENTAL REVIEW

The proposed project is subject to the California Environmental Quality Act (CEQA).

The Octavia Boulevard Enhancements include the following improvements: sidewalk bulb-outs and extensions; enhanced streetscape amenities such as landscaping, seating, and potential green storm water infrastructure; new and improved bicycle facilities; and traffic calming elements such as raised crosswalks and roadway pavers. The Page Street Neighborway includes sidewalk corner bulb-outs and extensions, additional landscaping, and traffic calming (raised intersections and/or crosswalks).

On October 28, 2010, the San Francisco Planning Department adopted the Better Streets Plan. The Better Streets Plan creates a unified set of standards, guidelines, and implementation strategies to govern how the City designs, builds, and maintains its pedestrian environment. On September 15, 2010, prior to adoption of the Better Streets Plan, the Planning Department prepared a Final Mitigated Negative Declaration (Better Streets Plan FMND, Case No. 2007.1238E), under the California Environmental Quality Act (CEQA). In adopting the Better Streets Plan, the Planning Commission, in Resolution No. 18211, adopted findings under CEQA, the CEQA Guidelines, and Chapter 31 of the Administrative Code (CEQA Findings), and a Mitigation Monitoring and Reporting Program.

On August 4, 2017, the San Francisco Planning Department determined that the proposed Octavia Boulevard Enhancements and Page Street Neighborway Project is within the scope of the Better Streets Plan Final Mitigated Negative Declaration (FMND, Case No. 2007.1238E), as adopted by the Planning Department on September 15, 2010, and that the proposal would not require the preparation of a subsequent negative declaration under CEQA Guidelines section 15162.

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

OTHER APPROVALS RECEIVED OR STILL REQUIRED

Sidewalk modifications require approval by the Board of Supervisors and installation by Public Works.

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

RECOMMENDATION

SFMTA staff recommends that the SFMTA Board of Directors approve various parking modifications on and adjacent to Page Street between Webster and Gough Streets, as set forth in Item A above, to improve safety, and aesthetic qualities, and to make Page Street a more inviting residential street to walk, bike, live, and access transit.

SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY
BOARD OF DIRECTORS

RESOLUTION No. _____

WHEREAS, Page Street is an important residential street and travel corridor for the Hayes Valley and Lower Haight neighborhoods, especially for families with children attending John Muir Elementary School and residents walking to nearby destinations, including Koshland Park; and,

WHEREAS, Page Street is a popular east-west bicycle route with a mix of Class II (bike lane), Class III (shared lane), and publicly accessible bike parking/sharing facilities, with particularly heavy volumes of people cycling eastbound downhill toward downtown; and,

WHEREAS, Page Street is a designated *Green Connections* route in the San Francisco General Plan, which is a network of streets prioritized for non-vehicular connections to parks and local services, as well as enhanced habitat and ‘greening’ opportunities; and,

WHEREAS, SFMTA staff recommends the following parking modifications to enhance the safety, comfort, and neighborhood character of Page Street between Webster and Gough streets:

- A. ESTABLISH - TOW-AWAY, NO STOPPING ANYTIME – Page Street, south side, from 15 feet to 60 feet westerly of Buchanan Street; Page Street, north side, from 15 feet to 20 feet easterly of Buchanan Street; Buchanan Street, east side, from 15 feet to 60 feet southerly of Page Street; Laguna Street, west side, from 24 feet to 50 feet northerly of Page Street; Page Street, south side, from Gough Street to 61 feet westerly; Gough Street, west side, from 20 feet to 37 feet northerly of Page Street; Page Street, north side, from Gough Street to 15 feet westerly; Page Street, south side, from Webster Street to 15 feet westerly; and,

WHEREAS, The San Francisco Fire Department approved proposed items associated with this project at the Transportation Advisory Staff Committee meeting on April 26, 2018; and,

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

WHEREAS, The Better Streets Plan creates a unified set of standards, guidelines, and implementation strategies to govern how the City designs, builds, and maintains its pedestrian environment; and,

WHEREAS, On September 15, 2010, the San Francisco Planning Department adopted the Better Streets Plan Final Mitigated Negative Declaration (Better Streets Plan FMND, Case No. 2007.1238E), under the California Environmental Quality Act (CEQA); and,

WHEREAS, On October 28, 2010, the Planning Commission, in Resolution No. 18211, adopted findings under CEQA, the CEQA Guidelines, and Chapter 31 of the Administrative Code (CEQA Findings), and adopted a Mitigation Monitoring and Reporting Program associated with the Better Streets Plan; and,

WHEREAS, On August 4, 2017, the San Francisco Planning Department determined that the proposed Octavia Boulevard Enhancements and Page Street Neighborway Project are within the scope of the Better Streets Plan FMND and would not require the preparation of a subsequent negative declaration under CEQA Guidelines Sections 15162 and 15168; and,

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

WHEREAS, The SFMTA Board of Directors has reviewed the Better Streets Plan FMND and finds that since adoption of the FMND, no changes have occurred in the proposed project or in the circumstances under which the project would be implemented that would cause new significant impacts or a substantial increase in the severity of impacts identified and analyzed in the FMND, and that no new information has emerged that would materially change the analysis or conclusions set forth in the FMND; the actions approved herein would not necessitate implementation or additional or considerably different mitigation measures than those identified in the FMND; and,

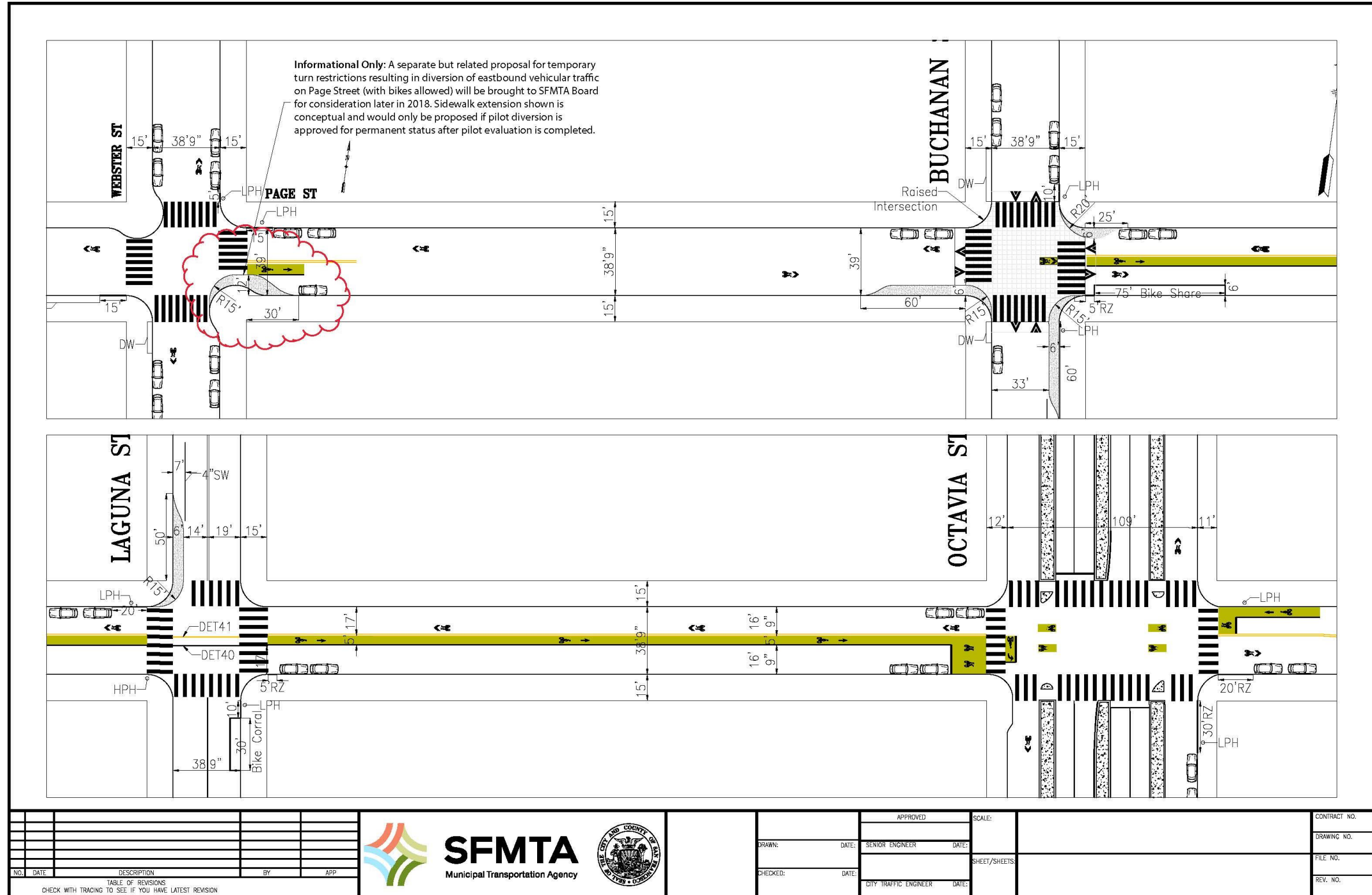
RESOLVED, The SFMTA Board of Directors adopts these CEQA findings as its own, including the mitigation measure applicable to the proposed project: Mitigation Measure Cul-1 (Accidental Discovery), which includes distribution of the Planning Department archeological resource "ALERT" sheet to the prime contractor, subcontractor, or utilities firm involved in soils-disturbing activities within the project site; and adopts this measure as a condition of this approval; and, be it

RESOLVED, That the SFMTA Board of Directors approves various parking modifications on and adjacent to Page Street between Webster and Gough Streets, as set forth in Item A above, to improve safety and the aesthetic qualities of Page Street and make Page Street a more inviting residential street to walk, bike, live, and access transit.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting on September 4, 2018.

Secretary to the Board of Directors
San Francisco Municipal Transportation Agency

Enclosure 2 – Map of proposed project extent and elements

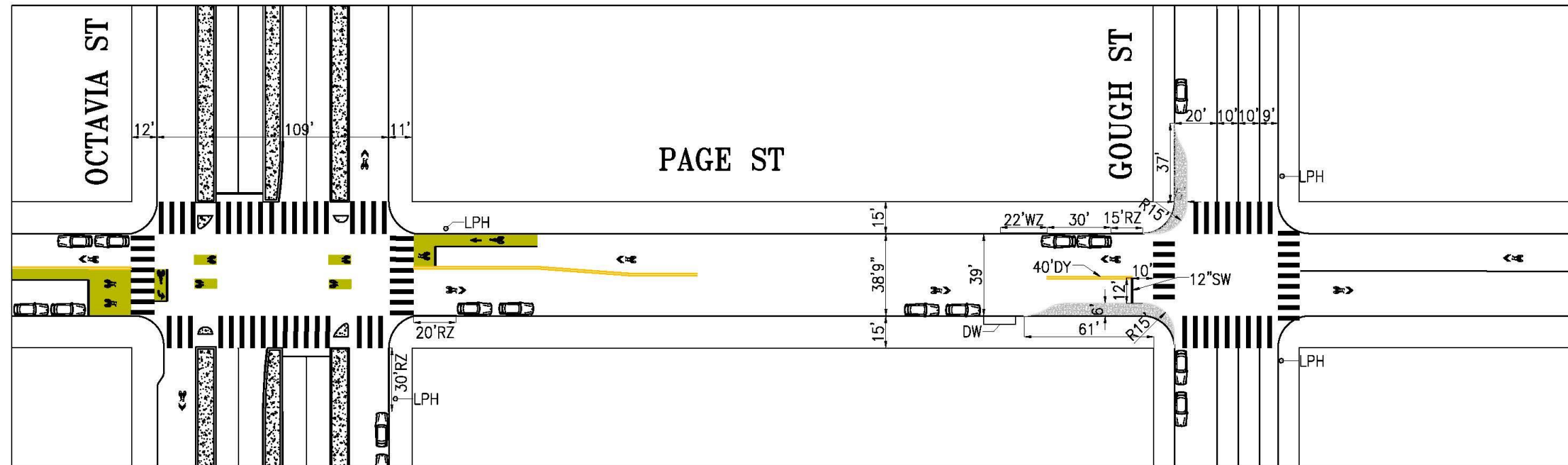


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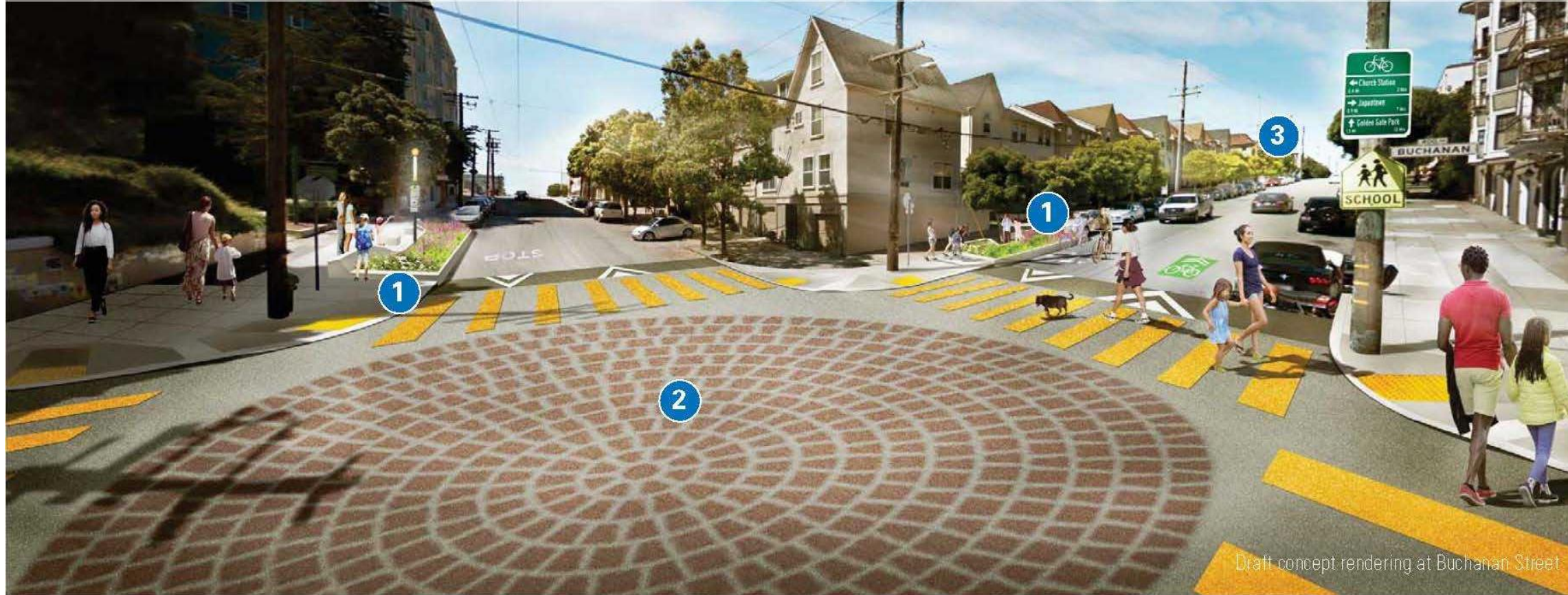


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PAGE STREET NEIGHBORWAY - Webster to Buchanan

Proposed Changes



Draft concept rendering at Buchanan Street



1 **Widened sidewalks at the corners** (called 'bulbouts') to help slow turning vehicles, improve walkability by shortening crossing distances, and provide room for landscaped **rain gardens** and rest areas.

Bulbouts with rain gardens help capture and treat stormwater, and can provide seating and other landscaping/habitat opportunities



2 **Traffic-calmed or 'raised' intersection** to slow vehicles and bicycles where it's most needed (at pedestrian crossings); also provides neighborhood gateway opportunity with special paving and other features.

Raised intersections help calm traffic, prioritize pedestrians, and provide unique neighborhood character (Image: NACTO)



3 **Eastbound traffic diverter** to force vehicles off Page Street at (or prior to) Webster Street, which would cut traffic volumes by more than half between Koshland Park and John Muir Elementary School – reducing noise, air pollution, and conflict while maintaining two-way circulation for parking and bicycles.