

**THIS PRINT COVERS CALENDAR ITEM NO. : 10.4**

**SAN FRANCISCO  
MUNICIPAL TRANSPORTATION AGENCY**

**DIVISION:** Sustainable Streets

**BRIEF DESCRIPTION:**

Approving permanently closing Twin Peaks Boulevard, eastern alignment, from Christmas Tree Point Road to the southern end of the “Figure 8” roadway to vehicular traffic, except for bicycles and emergency vehicles, and changing the one-way direction of Twin Peaks Boulevard, western alignment, from Christmas Tree Point Road to the northern end of the “Figure 8” roadway to two-way effective June 1, 2020.


**SUMMARY:**

- The SFMTA implemented temporary traffic modifications, including temporarily closing the northbound one-way portion of Twin Peaks Boulevard, to support the Twin Peaks Boulevard Figure 8 Pilot Project (Pilot Project) that expire on May 31, 2020.
- SFMTA staff propose that the reallocation of existing roadway sections from vehicle to exclusive pedestrian and bicycle use with the Pilot Project become permanent, closing the eastern alignment of the Twin Peaks Boulevard Figure 8 to motor vehicle traffic.
- If permanent roadway changes are not enacted, the Figure 8 roadway will revert to pre-Pilot Project conditions on June 1, 2020.
- The Planning Department has determined that the proposed Twin Peaks Permanent Project is categorically 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.
- Final SFMTA decisions, whether made by the City Traffic Engineer or the SFMTA Board, can be reviewed by the Board of Supervisors pursuant to Ordinance 127-18; however, none of the proposed traffic modifications are subject to the review by the Board of Supervisors pursuant to Ordinance 127-18.

**ENCLOSURES:**

1. SFMTAB Resolution
2. Proposed Roadway Modifications
3. Rec Park Twin Peaks Figure 8 Concept Design Plan
4. Rec Park Figure 8 Planning Study Rendering
5. Figure 8 Pilot Report

**APPROVALS:**

DIRECTOR 

**DATE**

April 15, 2020

SECRETARY 

April 15, 2020

**ASSIGNED SFMTAB CALENDAR DATE:** April 21, 2020

**PAGE 2.**

**PAGE 3.**

## **PURPOSE**

Approving permanently closing Twin Peaks Boulevard, eastern alignment, from Christmas Tree Point Road to the southern end of the “Figure 8” roadway to vehicular traffic, except for bicycles and emergency vehicles, and changing the one-way direction of Twin Peaks Boulevard, western alignment, from Christmas Tree Point Road to the northern end of the “Figure 8” roadway to two-way effective June 1, 2020.

## **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 1.3: Improve security for transportation system users.
- 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 principles.
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This action also supports the following SFMTA Transit First Policy Principles:

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

## **DESCRIPTION**

### **Background**

Twin Peaks is an iconic open space landmark, enjoyed by residents living throughout the San Francisco Bay Area as well as by visitors to San Francisco. Providing safe and comfortable

## **PAGE 4.**

access to the panoramic views of San Francisco and the San Francisco Bay is vital to ensure access to this attraction and meet City goals.

### **The Existing Pilot Project**

On April 19, 2016, the SFMTA Board approved two-year temporary traffic modifications on Twin Peaks Boulevard between Christmas Tree Point Road and the southern end of the Figure 8 roadway surrounding Twin Peaks effective June 1, 2016 (Pilot Project). On April 17, 2018, the SFMTA Board extended the Pilot Project for an additional two years until May 31, 2020. This allowed the SFMTA to evaluate circulation impacts and solicit community feedback.

The Pilot Project opened the eastern side of the Figure 8 to exclusive use by non-motorized traffic, allowing people walking and bicycling to enjoy the San Francisco cityscape view and San Francisco Bay view from the safety and comfort of the existing paved roadway. Vehicle access remains on the western side of the Figure 8, operating as a two-way street with vehicles traveling in both directions, as opposed to the previous one-way configuration. The two-way western alignment maintain access to Christmas Tree Point Road, as well as from Twin Peaks Boulevard.

The San Francisco Police Department (SFPD) and the San Francisco Fire Department reviewed the proposal and emergency vehicle access to the eastern side of the Figure 8 was established at each of the three intersections of the Figure 8. Tour bus access is preserved on the western side of the Figure 8, to and from the parking lot at Christmas Tree Point Road.

### **Twin Peaks Figure 8 Planning Study**

San Francisco Recreation and Park Department (Rec Park) secured a Priority Conservation Area Grant to fund the Twin Peaks Figure 8 Redesign Planning Study (Figure 8 Planning Study). The Figure 8 Planning Study was an effort that collected community input on the Pilot closure of the Figure 8 and to review options for future design improvements. The goals of the Figure 8 Planning Study included:

- Reallocating a portion of the existing roadway from vehicle use to pedestrian and bicycle use;
- Locating pedestrian crossings to link with trail sections; and
- Recommending realignment of the Bay Area Ridge Trail to cross over Twin Peaks Boulevard.

Under the Pilot Program, the SFMTA project team tested roadway changes raised during the Figure 8 Planning Study and the permanent installation, now separate from any future unfunded Rec Park projects, will make the reallocation of portions of the existing roadway exclusively for pedestrian and bicycle use and close the eastern alignment of Twin Peaks Boulevard Figure 8 to motor vehicle traffic.

**PAGE 5.**

## **Twin Peaks Figure 8 Planning Study Update**

Rec Park conducted community outreach and project updates since the Pilot Project was first introduced to the public in 2015; however, the department is still initiating the land use review phase to further modify the roadway or land in the Figure 8 area. Rec Park is still actively pursuing project funding to commence next steps.

### **Pilot Project Evaluation Results**

After initial implementation of the Pilot Project, staff comprehensively evaluated the new traffic configuration, including traffic counts for private cars and commercial vehicles, speed surveys, field observations of parking and traffic behavior, and a user survey to solicit feedback from the public.

Observations and findings were compiled in a report, revealing a number of key findings and highlighting the Pilot Project's safety benefits, including:

- People drive at safer speeds. The number of vehicles driving over 30 mph dropped by 77 percent;
- Parking supply remains relatively unchanged, with the exception of several informal spaces being formalized with the Pilot Project;
- Vehicle circulation at Twin Peaks remains relatively unchanged. While tour bus operators expressed concern over the impacts prior to implementation of the project, no significant increase in queuing or change in traffic volumes was observed. No complaints were received by tour bus operators during the Pilot Project. SFMTA staff reached out to the San Francisco Tour Guide Guild staff during the final months of the Pilot, who expressed no complaints from guild members.; and
- The public supports making the Pilot Project permanent. More than 58 percent of people surveyed support making the project permanent, 71 percent of people walking and 73 percent of people biking support the project, while 29 percent of people driving support making the Pilot Project permanent.

## **PROJECT ELEMENTS**

### **Street Closure on Twin Peaks Boulevard**

The project will permanently close Twin Peaks Boulevard, eastern alignment, from Christmas Tree Point Road to the southern end of the "Figure 8" roadway to vehicular traffic, except for bicycles and emergency vehicles, to enhance safety and comfort of vulnerable street users, since SFMTA staff have determined that the street is no longer needed for vehicular traffic pursuant to California Vehicle Code section 21101. The closure will eliminate several conflict points between vehicles and pedestrians and create a safer connection between the south summit, north summit, and the parking area at Christmas Tree Point. Additionally, the closure will provide more public space protected from traffic near the summits of Twin Peaks.

## **PAGE 6.**

The proposed closure area will remain fully accessible to all street users. The SFMTA's Accessible Services Division has reviewed this project through the interagency Transportation Advisory Staff Committee (TASC).

### **Change One-Way Street Direction on Twin Peaks Boulevard To Two-Way Operation**

The project will change the direction of travel on the western alignment of Twin Peaks Boulevard Figure 8 loop from one-way southbound to two-way north-south operation. The two-way western alignment will maintain access to Christmas Tree Point Road, as well as from Twin Peaks Boulevard to the north and south as it existed prior to and during the Pilot.

### **Proposed Traffic Modifications**

The SFMTA proposes making the following traffic modifications permanent effective June 1, 2020:

- A. ESTABLISH - ROAD CLOSURE, EXCEPT, BICYCLES AND EMERGENCY VEHICLES  
Twin Peaks Boulevard, eastern alignment, from Christmas Tree Point Road to 1,700 feet southerly (closes existing northbound one-way portion of figure 8 loop to vehicles)
- B. ESTABLISH - TWO-WAY STREET  
Twin Peaks Boulevard, western alignment, from Christmas Tree Point Road to 1,500 feet southerly (converts existing southbound one-way portion of figure eight loop to two-way operation)

### **Conclusion of Traffic Modifications**

The Pilot Phase extension is set to expire on May 31, 2020. If the SFMTA Board of Directors determines that the proposed traffic modifications do not meet the goals of the project, or absent further SFMTA Board action, the Figure 8 roadway will return to its pre-Pilot Project configuration on June 1, 2020.

### **STAKEHOLDER ENGAGEMENT**

Public outreach was targeted to users of the Figure 8 roadway, stakeholder groups, and residents on nearby streets. There are no residences or significant structures on the section of roadway being addressed for the proposed traffic modifications.

The following public participation activities were conducted during the Pilot Project:

- Online Survey – July 2016-July 2017: Solicited feedback on the Pilot Project roadway configuration. 433 responses were received, of which 58 percent supported making the Pilot roadway configuration permanent;
- Pilot Project Webpage ([www.sfmta.com/figure8](http://www.sfmta.com/figure8)): updates throughout the process; and

## **PAGE 7.**

- On May 8, 2018, more than 30 community members attended an open house to review and provide comments on the Pilot Project as well as the Figure 8 Redesign Planning Study's future concept designs for the eastern half of the Figure 8.

An SFMTA Engineering Public Hearing was held on March 6, 2020, to solicit public comment on the proposed traffic modifications. In total, 19 individuals provided comments about the proposal or by correspondence prior to the hearing: 6 expressed opposition, and 13 expressed support.

The primary issues raised by members of the public included:

- Concerns about crime in and around Twin Peaks;
- Concerns about the use of the Figure-8 and adjacent areas by skateboarders; and
- Concern that the two-way segment has reduced personal safety.

SFMTA's engineering analysis during the Pilot Project studied these issues and SFMTA staff found that the Pilot Project provides safe and efficient operations along Twin Peaks Boulevard for all users. The project team has also worked with SFPD to address concerns about crime and safety. Captain Bailey at Park District Station has endorsed the pilot roadway configuration and indicated that it has improved SFPD's ability to monitor activity and control crime in the area. SFPD has also realized that when there is police presence in the area, both prior to the Pilot and during, car break-ins are less likely to occur. The project team will continue to work closely with SFPD partners to ensure that security is addressed through the Rec Park project.

## **ALTERNATIVES CONSIDERED**

The SFMTA considered several alternatives for Twin Peaks Boulevard. In addition to the Pilot Project roadway configuration, staff also considered a "No Project/Minor Changes" alternative that would revert the roadway to its pre-Pilot Project motor vehicle lane condition. With this alternative, there would be no dedicated car-free space on the Figure 8 roadway, and many of the safety benefits of the Pilot Project—such as the reduction in speeding and elimination of conflict points between cars and pedestrians—would be eliminated. This alternative was not selected due to the clear safety benefits of the Pilot Project configuration and a lack of negative and/or unforeseen impacts. Additionally, Rec Park and the San Francisco Department of Public Works (SFPW) support the Pilot Project roadway configuration.

## **FUNDING IMPACT**

Funding for the proposed traffic modifications is provided by Transportation Development Act, Article 3 funds for Bicycle Facility Projects in the amount of \$20,000. This funding covers the administrative costs related to SFMTA Board approval.

**PAGE 8.**

## **ENVIRONMENTAL REVIEW**

The proposed Twin Peaks Permanent Project is subject to the California Environmental Quality Act (CEQA). CEQA provides a categorical exemption from environmental review for operation, repair, maintenance, or minor alteration of existing highways and streets, sidewalks, gutters, bicycle and pedestrian trails, and similar facilities as defined in Title 14 of the California Code of Regulations Section 15301.

On April 2, 2020, the San Francisco Planning Department determined (Case No. 2020-003882ENV) that the proposed Twin Peaks Permanent Project is categorically exempt from CEQA pursuant to Title 14 of the California Code of Regulations Section 15301.

The Planning Department's determination (Case No. 2020-003882ENV) is 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.

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

## **OTHER APPROVALS RECEIVED OR STILL REQUIRED**

Final SFMTA decisions, whether made by the City Traffic Engineer or the SFMTA Board, can be reviewed by the Board of Supervisors pursuant to Ordinance 127-18. Information about the review process can be found at:

[https://sfbos.org/sites/default/files/SFMTA\\_Action\\_Review\\_Info\\_Sheet.pdf](https://sfbos.org/sites/default/files/SFMTA_Action_Review_Info_Sheet.pdf)

None of the proposed traffic modifications are subject to the review by the Board of Supervisors pursuant to Ordinance 127-18.

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

## **RECOMMENDATION**

SFMTA staff recommend that the SFMTA Board approve permanently closing Twin Peaks Boulevard, eastern alignment, from Christmas Tree Point Road to the southern end of the "Figure 8" roadway to vehicular traffic, except for bicycles and emergency vehicles, and changing the one-way direction of Twin Peaks Boulevard, western alignment, from Christmas Tree Point Road to the northern end of the "Figure 8" roadway to two-way effective June 1, 2020.



SAN FRANCISCO  
MUNICIPAL TRANSPORTATION AGENCY  
BOARD OF DIRECTORS

RESOLUTION No. \_\_\_\_\_

WHEREAS, Twin Peaks is an iconic open space landmark in San Francisco, to be enjoyed by all in safety and comfort; and,

WHEREAS, The Twin Peaks Boulevard Figure 8 Pilot Project has allowed the SFMTA to evaluate circulation impacts and solicit community feedback for permanent closure of the eastern alignment of the Figure 8; and,

WHEREAS, Vehicle circulation at Twin Peaks remained relatively unchanged under the Pilot Project, and vehicles are traveling at safer speeds; and,

WHEREAS, SFMTA staff have determined that the eastern alignment of Twin Peaks Boulevard in the the “Figure 8” loop is no longer needed for vehicular traffic pursuant to California Vehicle Code section 21101, except for bicycles and emergency vehicles, because it is necessary for the safety and comfort of vulnerable street users; and,

WHEREAS, SFMTA staff have proposed to make permanent the Pilot Project’s traffic modifications as follows:

- A. ESTABLISH - ROAD CLOSURE, EXCEPT, BICYCLES AND EMERGENCY VEHICLES - Twin Peaks Boulevard, eastern alignment, from Christmas Tree Point Road to 1,700 feet southerly (closes existing northbound one-way portion of figure eight loop to vehicles)
- B. ESTABLISH - TWO-WAY STREET - Twin Peaks Boulevard, western alignment, from Christmas Tree Point Road to 1,500 feet southerly (converts existing southbound one-way portion of figure eight loop to two-way operation); and,

WHEREAS, The public has been notified about the proposed modifications and has been given the opportunity to comment on these modifications through the SFMTA Engineering Public Hearing process; and,

WHEREAS, The proposed Twin Peaks Permanent Project is subject to the California Environmental Quality Act (CEQA); CEQA provides a categorical exemption from environmental review for operation, repair, maintenance, or minor alteration of existing highways and streets, sidewalks, gutters, bicycle and pedestrian trails, and similar facilities as defined in Title 14 of the California Code of Regulations Section 15301; and,

**PAGE 10.**

WHEREAS, On April 2, 2020, the San Francisco Planning Department determined (Case Number 2020-003882ENV) that the proposed Twin Peaks Permanent Project is categorically exempt from CEQA pursuant to Title 14 of the California Code of Regulations Section 15301; and,

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

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

WHEREAS, Final SFMTA decisions, whether made by the City Traffic Engineer or the SFMTA Board, can be reviewed by the Board of Supervisors pursuant to Ordinance 127-18; however, none of the proposed traffic modifications are subject to the review by the Board of Supervisors pursuant to Ordinance 127-18; now therefore be it

RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors finds that Twin Peaks Boulevard, eastern alignment, from Christmas Tree Point Road to the southern end of the “Figure 8” roadway is no longer needed for vehicular traffic pursuant to California Vehicle Code Section 21101, except for bicycles and emergency vehicles, because it is necessary for the safety and comfort of vulnerable street users; and, be it further

RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors approves permanently closing Twin Peaks Boulevard, eastern alignment, from Christmas Tree Point Road to the southern end of the “Figure 8” roadway to vehicular traffic except for bicycles and emergency vehicles, and changing the one-way direction of Twin Peaks Boulevard, western alignment, from Christmas Tree Point Road to the northern end of the “Figure 8” roadway to two-way, as set forth in Items A and B above.

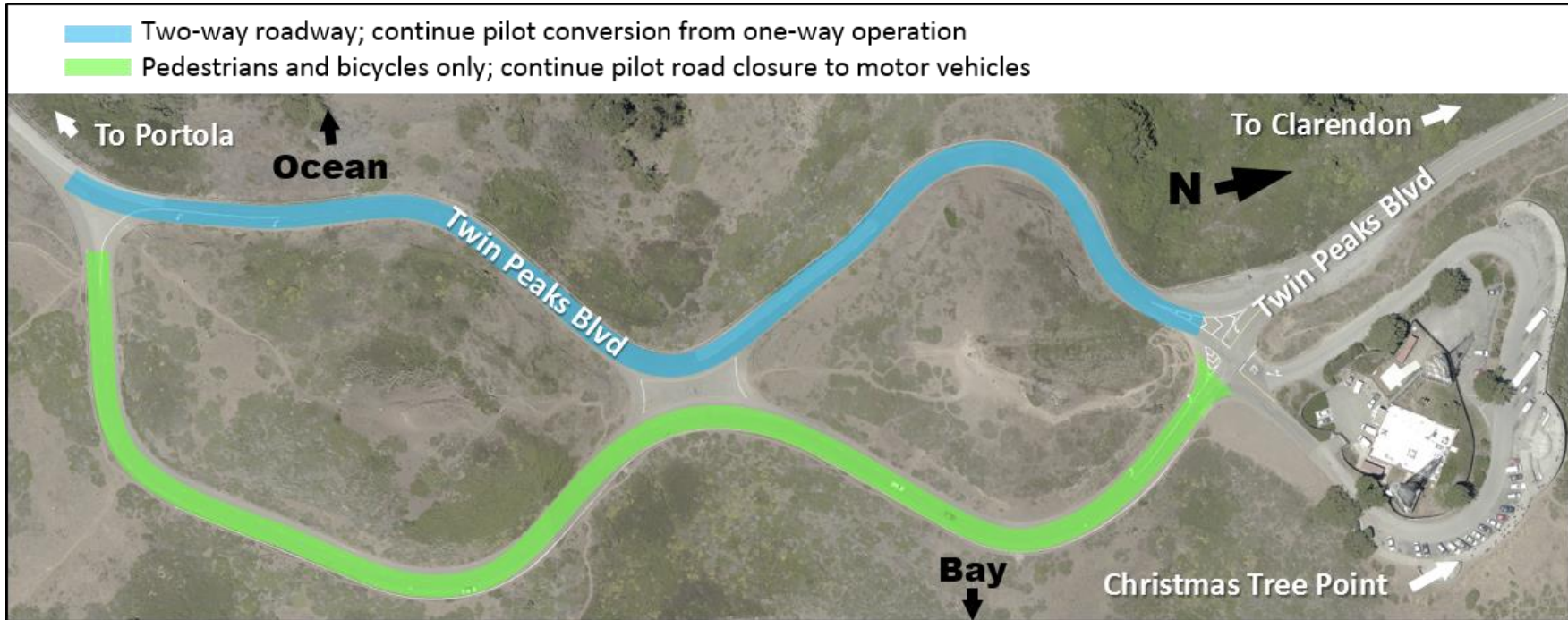
I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of April 21, 2020.

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Secretary to the Board of Directors  
San Francisco Municipal Transportation Agency

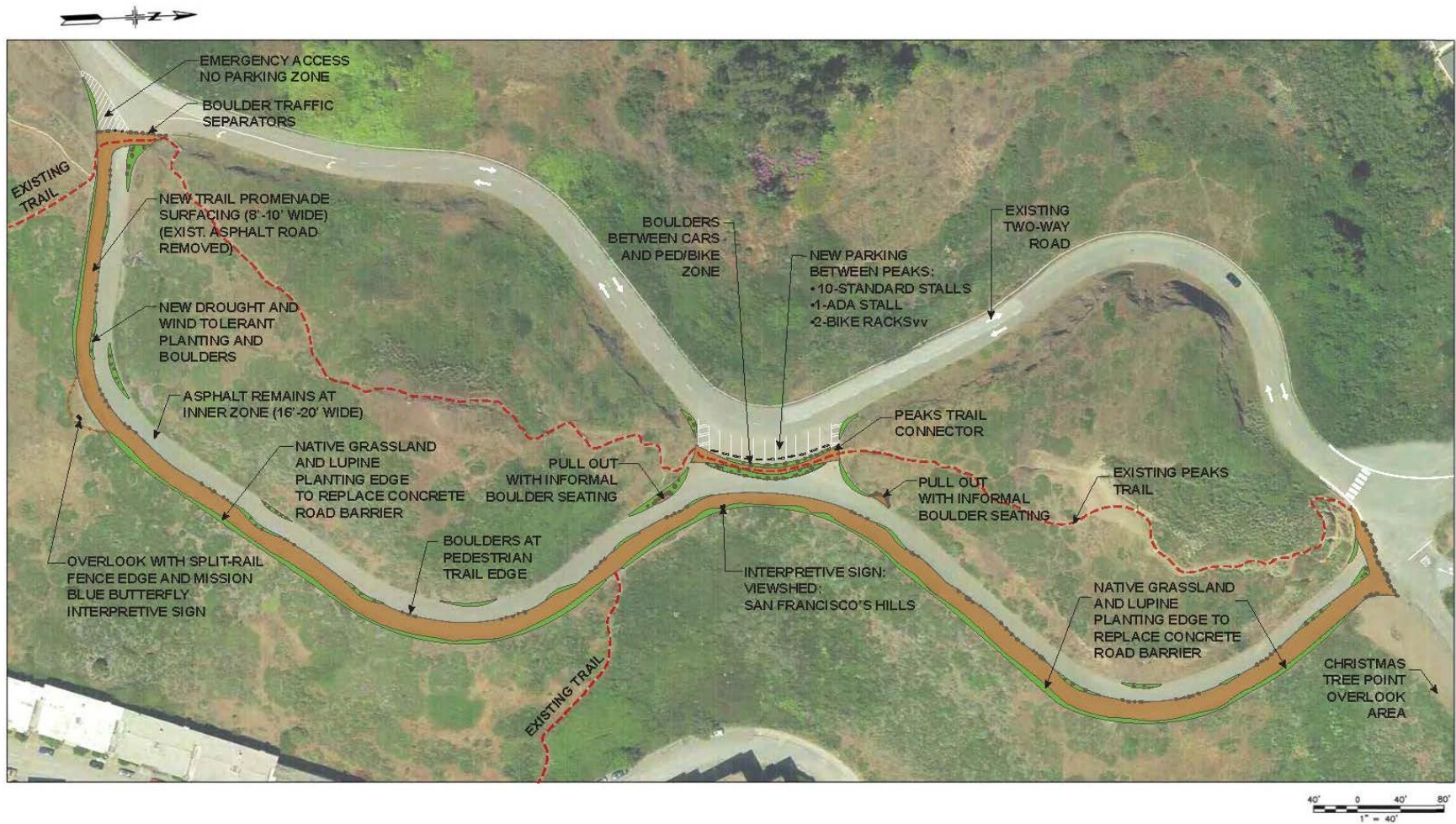
## Enclosure 2: Proposed Roadway Modifications

This overview shows the proposed roadway modifications along the Twin Peaks Boulevard Figure 8, which include a two-way roadway on the west (ocean) side, and a pedestrian- and bicycles-only section on the east (bay) side. These proposed roadway modifications are the same as the existing Pilot Project configuration.





Enclosure 3 – Rec Park Twin Peaks Figure 8 Concept Design Plan



**PAGE 13.**

Enclosure 4: Rec Park Figure 8 Redesign Planning Study Rendering Showing Perspective View Looking South from East of North Peak

