

THIS PRINT COVERS CALENDAR ITEM NO.: 11

**SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY**

DIVISION: Transit

BRIEF DESCRIPTION:

Approving traffic and parking modifications along the 5 Fulton Rapid Muni transit corridor that are included in the Muni Forward Service-Related Capital Improvements and Travel Time Reduction Proposals.

SUMMARY:

- On March 28, 2014, the SFMTA Board of Directors approved the Transit Effectiveness Project (TEP), which included various Service-Related Improvements and Travel Time Reduction Proposals (TTRP) to improve transit performance along various Municipal Railway routes.
- The approval of the TEP led to the launch of the Muni Forward program, which proposes implementation of various service and capital improvements to improve transit reliability, safety, and comfort on Muni's busiest transit corridors.
- These proposed traffic and parking modifications on Fulton and McAllister Streets will promote the City's Transit-First Policy by improving transit performance along the 5 Fulton corridor.
- Between June 2014 and early 2015, the SFMTA conducted public meetings and direct outreach with community groups and stakeholders to specifically discuss the proposed traffic and parking modifications.

ENCLOSURES:

1. 5L Fulton Pilot SFMTA Board Resolution from the October 15, 2013 Meeting
2. 5L Fulton Pilot Project Final Report
3. SFMTA Resolution No. 14-041 <http://www.sfmta.com/sites/default/files/agendaitems/3-28-14%20Item%206%20TEP%20CEQA%20approval%20resolution.pdf>
4. TEP FEIR <http://www.sf-planning.org/index.aspx?page=2970>
5. Mitigation Monitoring and Reporting Program <https://www.sfmta.com/sites/default/files/agendaitems/3-28-14%20Item%207%20TEP%20Service%20Changes%20-%20MMRP.pdf>

APPROVALS:

DATE

DIRECTOR _____ 8/18/15

SECRETARY _____ 8/18/15

ASSIGNED SFMTAB CALENDAR DATE: September 1, 2015

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PURPOSE

Approving traffic and parking modifications along the 5 Fulton Rapid Muni transit corridor that are included in the Muni Forward Service-Related Capital Improvements and Travel Time Reduction Proposals.

GOAL

This action supports the following SFMTA 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.
- Goal 3: Improve the environment and quality of life in San Francisco
 - Objective 3.1: Reduce the Agency's and the transportation system's resource consumption, emissions, waste, and noise.
 - Objective 3.3: Allocate capital resources effectively.

DESCRIPTION

Prior to late 2013, the portions of Fulton Street and McAllister Street served by Muni's 5 Fulton electric trolley line were characterized by high rates of congestion and transit travel time delay. Specifically, service took approximately 50 minutes from terminus to terminus with 48 stops in each direction. Additionally, the portion of the route between Arguello Boulevard and Market Street was highly crowded, with 20 percent of the PM peak period trips over capacity and high rates of customer pass-ups. Closely-spaced bus stops, numerous intersections along McAllister Street controlled by four-way stop signs and traffic congestion along the corridor resulted in service reliability issues, with on-time performance at approximately 65 percent and the rate of gaps in service approximately 13 percent.

To address these issues and as a part of the Muni Forward program, which is purposed to reduce Muni travel times and enhance reliability across the Muni network, the San Francisco Municipal Transportation Agency (SFMTA) implemented the 5L Fulton Pilot Project along the 5 Fulton Corridor on October 28, 2013. Specifically, the pilot introduced various elements of the Muni Forward program, including service changes (introduction of 5L Fulton Limited service) and capital changes that included bus stop consolidation and parking and traffic changes to improve safety and Muni operations. This pilot project enabled analysis of Muni Forward strategies and their associated benefits prior to implementation on other Muni routes. These temporary changes were approved as a pilot by the SFMTA Board of Directors on October 15, 2013, and made permanent by the SFMTA Board on March 28, 2014.

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As a result of recent comprehensive data collected, the SFMTA proposes to build on the success of the 5 Fulton Muni Forward program and install further parking and traffic modifications on Fulton and McAllister Streets. Specifically, to reduce Muni travel times and enhance reliability on the routes that make up the Rapid Network, which includes the 5 Fulton corridor, the Muni Forward program identifies a variety of Travel Time Reduction Proposals (TTRPs), which are engineering strategies oriented to specifically address the delays transit vehicles face along rapid routes. The TTRPs draw from the Transit Preferential Streets Toolkit, which includes different engineering measures to improve transit service.

As a part of the Muni Forward program's TTRP.5 for the 5 Fulton corridor and in order to reduce transit travel times and improve reliability, the SFMTA proposes a variety of improvements within the area. The proposals, which compliment the previously-implemented pilot project by expanding upon its service, reliability, and safety improvements, include:

- Replacing stops signs with traffic circles on McAllister Street at the intersections of Lyon and Steiner Streets, which will reduce transit travel time through these intersections while providing traffic calming.
- Replacing stop signs with traffic signals on McAllister Street at the intersections of Broderick and Scott Streets, which in conjunction with Transit Signal Priority (TSP) technology will reduce transit travel time through these intersections while maintaining pedestrian safety.
- Adding pedestrian bulbs at the intersections of Fulton and Ashbury Streets and McAllister and Laguna Streets, as well as pedestrian refuge islands at the intersection of McAllister and Broderick Streets. Pedestrian bulbs are sidewalk extensions at intersection corners that improve pedestrian safety by reducing the roadway crossing distance, making pedestrians waiting to cross the street more visible to approaching motorists, and reducing the speed of motorists turning from cross streets.
- Adding a transit bulb at the intersection of McAllister and Larkin Streets. Transit bulbs are sidewalk extensions alongside bus stops that allow buses to pick-up and drop-off customers without having to pull out of the travel lane into a bus stop and then wait for a gap to merge back into traffic. Transit bulbs enhance the ability of buses to take advantage of all-door boarding. Transit bulbs provide space for transit shelters and other customer amenities. Transit bulbs also improve pedestrian safety by reducing the roadway crossing distance, making pedestrians waiting to cross the street more visible to approaching motorists, and reducing the speed of motorists turning from cross streets.
- Optimizing bus stop locations on McAllister Street at the intersections of Laguna and Gough Streets. Relocating bus stops from the near-side to the far-side of intersections allows buses to take advantage of planned transit signal priority improvements that hold green traffic signal lights for approaching buses.
- Removing bus stops at the intersection of McAllister and Lyon Streets. This stop was implemented at the start of the 5L pilot project. Since that time, we have reinstalled a stop a

Baker, one block to the east, due to the proximity of a senior center. We have been monitoring the utilization of both stops and recommend consolidating the Lyon location based on ridership demand and geographic location to community amenities.

- A total of 23 parking spaces along the 1.6 mile corridor are proposed for removal.

Specifically, the SFMTA proposes the following:

- A. ESTABLISH – TRAFFIC CIRCLE - Intersection of McAllister Street at Steiner Street; and Intersection of McAllister Street at Lyon Street.
- B. REMOVE – STOP SIGN - Westbound and Eastbound on McAllister Street at Lyon Street; and Westbound and Eastbound on McAllister Street at Steiner Street.
- C. ESTABLISH – PEDESTRIAN REFUGE ISLAND - Westbound and Eastbound on McAllister Street at Buchanan Street (6 feet wide).
- D. ESTABLISH – TOW AWAY NO STOPPING ANY TIME - McAllister Street, north side, from Lyon Street to 30 feet easterly; McAllister Street, north side, from Lyon Street to 30 feet westerly (removes 2 parking spaces); McAllister Street, south side, from Lyon Street to 30 feet westerly; McAllister Street, south side, from Lyon Street to 30 feet easterly (removes 2 parking spaces); Lyon Street, west side, from McAllister Street to 15 feet northerly (removes 1 parking space); Lyon Street, east side, from McAllister Street to 15 feet southerly (removes 1 parking space); McAllister Street, north side, from Steiner Street to 30 feet easterly (removes 2 parking spaces); McAllister Street, north side, from Steiner Street to 39 feet westerly (removes 2 parking spaces); McAllister Street, south side, from Steiner Street to 30 feet easterly (removes 2 parking spaces); McAllister Street, south side, from Steiner Street to 30 feet westerly (removes 2 parking spaces); Steiner Street, west side, from McAllister Street to 15 feet northerly (removes 1 parking space); and Steiner Street, west side, from McAllister Street to 15 feet southerly (removes 1 parking space).
- E. ESTABLISH – TOW AWAY NO STOPPING ANY TIME AND SIDEWALK WIDENING - Fulton Street, north side, from Hemway Terrace to 40 feet easterly (extends sidewalk by 6-feet –existing red zone); Fulton Street, north side, from Hemway Terrace to 30 feet westerly (extends sidewalk by 6-feet; removes 1 parking space); Fulton Street, south side, from Ashbury Street to 25 feet westerly (extends sidewalk by 6-feet – existing red zone); Fulton Street, south side, from Ashbury Street to 15 feet easterly (extends sidewalk by 6-feet – existing red zone); Ashbury Street, east side, from Fulton Street to 20 feet southerly (extends sidewalk by 6-feet; removes 1 parking space); McAllister Street, north side, from Laguna Street to 20 feet easterly (extends sidewalk by 6-feet); McAllister Street, south side, from Laguna Street to 20 feet westerly (extends sidewalk by 6-feet); and McAllister Street, north side, from Larkin Street to 90 feet westerly (extends sidewalk by 6-feet for bus bulb - restores 4 metered motorcycle parking spaces).
- F. REMOVE – BUS ZONE - McAllister Street, north side, from Lyon Street to 100 feet easterly (restores 3 parking spaces); McAllister Street, south side, from Lyon Street to 100 feet westerly (restores 4 parking spaces); McAllister Street, north side, from Laguna Street to 75 feet easterly (restores 2 parking spaces – stop to be relocated far side); McAllister Street, south side, from Laguna Street to 76 feet westerly (restores 2 parking spaces – stop to be relocated far side); and McAllister Street, south side, from Gough Street to 100 feet

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- G. westerly (restores 4 parking spaces – stop to be relocated far side).

- H. ESTABLISH – BUS ZONE - McAllister Street, north side, from Laguna Street to 80 feet westerly (removes 4 parking spaces); McAllister Street, south side, from Laguna Street to 80 feet easterly (removes 4 parking spaces); and McAllister Street, south side, from Gough Street to 84 feet easterly (removes metered spaces #637, 635, 633, and 631).
- I. ESTABLISH – TRAFFIC SIGNAL - McAllister Street at Broderick Street; and McAllister Street at Scott Street.
- J. EXTEND – BUS ZONE - McAllister Street, north side, from 80 feet to 100 feet east of Baker Street (extends through 2 driveway); and McAllister Street, south side, from 70 feet to 100 feet west of Baker Street (removes 1 parking space and extends through 1 driveway).
- K. ESTABLISH – TOW-AWAY LANE MUST TURN RIGHT – Eastbound McAllister at Van Ness Avenue.

ALTERNATIVES CONSIDERED

SFMTA initially proposed to install new traffic signals on McAllister Street at the intersections of Pierce, Lyon, Baker, Broderick, Scott, and Steiner Streets. However, during public outreach activities, residents voiced concerns about traffic signals and their impacts on traffic speed and neighborhood character. Therefore, to address these concerns, SFMTA staff collaborated with residents and developed an alternative proposal, which includes traffic signals at Broderick and Scott Streets, traffic circles at Lyon and Steiner Streets, and the maintaining of existing conditions at Pierce and Baker Streets.

FUNDING IMPACT

The total cost of this project is \$5,500,000. This project already has funding identified, as detailed below.

Funding Source	Amount
SFCTA-Prop A	\$4,800,000
SFCTA-Prop K	\$700,000

PUBLIC OUTREACH

SFMTA staff conducted extensive outreach between June 2014 and early 2015 regarding the proposed parking and traffic modifications. Outreach efforts included two community meetings, a Public Hearing on July 10, 2015, direct engagement of 28 neighborhood groups and representatives of the San Francisco Fire Department, community flyer that reached over 2,000 people, surveys, and web, email, and social media updates. The outreach process enabled SFMTA staff made the following modifications to their approach:

- Based on feedback about stop changes and new traffic signals, SFMTA staff modified their project proposals to leave existing conditions in place at McAllister and Baker Streets, eliminate plans for traffic signals at McAllister and Pierce Streets, and implement traffic calming measures instead of traffic signals at McAllister and Lyon Streets and McAllister and Steiner Streets. A number of residents participated at the July 10, 2015 public hearing to

voice their feedback that traffic circles do not, in their view, provide adequate pedestrian safety. SFMTA staff believes that this is, in fact, not true based on research done in other

cities. For example, Sacramento found that accidents decreased by 70% at locations where they implemented a traffic circle. Additionally, staff will monitor the traffic circles after implementation and make design changes if appropriate.

- Based on fire department feedback, the SFMTA modified traffic circle curb heights to ensure efficient fire truck navigation and the ability to stage firefighting operations in the vicinity of overhead wires.

ENVIRONMENTAL REVIEW

All of the 5 Fulton Rapid Muni transit project proposals are within the scope of the TTRP.5: 5 Fulton and 5L Fulton Limited Expanded Alternative as defined in the TEP Final Environmental Impact Report (FEIR). The TEP FEIR was certified by the San Francisco Planning Commission in Motion No. 19105 on March 27, 2014. Subsequently, on March 28, 2014 in Resolution No. 14-041, the SFMTA Board of Directors approved all of the TEP proposals including Service-Related Capital Improvements and Travel Time Reduction Proposals (TTRP) to improve transit performance along various Municipal Railway routes. As part of Resolution No. 14-041, the SFMTA Board of Directors adopted findings under the California Environmental Quality Act (CEQA), the CEQA Guidelines, and Chapter 31 of the Administrative Code (CEQA Findings) and a Mitigation Monitoring and Reporting Program (MMRP). The San Francisco Planning Department Environmental Planning Division reviewed the proposed modifications to the TTRP.5 described here and determined that the proposed project is within the scope of the TEP FEIR. No new significant effects have been identified, there is no substantial increase in significant effects already identified, and no new mitigation is required for the project. A subset of TEP MMRP that pertinent to the TTRP.5 is on file with the Secretary of the SFMTA Board of Directors.

Because the SFMTA Board of Directors did not determine whether to approve the Moderate or Expanded TTRP.5 when it approved the TEP as a whole on March 28, 2014, the SFMTA Board of Directors, in approving part of the TTRP.5 Expanded Alternative, now adopts additional findings rejecting the TTRP.5 Moderate Alternative as infeasible.

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

RECOMMENDATION

SFMTA staff recommends that the SFMTA Board of Directors approve the traffic and parking modifications along the 5 Fulton Rapid Muni transit corridor that are included in the Muni Forward Service-Related Capital Improvements and Travel Time Reduction Proposals.

SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY
BOARD OF DIRECTORS

RESOLUTION No. _____

WHEREAS, The San Francisco Municipal Transportation Agency has proposed traffic and parking modifications along the 5 Fulton Rapid Muni transit corridor included in the Muni Forward Service-Related Capital Improvements and Travel Time Reduction Proposals as follows:

- A. ESTABLISH – TRAFFIC CIRCLE - Intersection of McAllister Street at Steiner Street; and Intersection of McAllister Street at Lyon Street.
- B. REMOVE – STOP SIGN - Westbound and Eastbound on McAllister Street at Lyon Street; and Westbound and Eastbound on McAllister Street at Steiner Street.
- C. ESTABLISH – PEDESTRIAN REFUGE ISLAND - Westbound and Eastbound on McAllister Street at Buchanan Street (6 feet wide).
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- G. ESTABLISH – BUS ZONE - McAllister Street, north side, from Laguna Street to 80 feet

westerly (removes 4 parking spaces); McAllister Street, south side, from Laguna Street to 80 feet easterly (removes 4 parking spaces); and McAllister Street, south side, from Gough Street to 84 feet easterly (removes metered spaces #637, 635, 633, and 631).

- H. ESTABLISH – TRAFFIC SIGNAL - McAllister Street at Broderick Street; and McAllister Street at Scott Street.
- I. EXTEND – BUS ZONE - McAllister Street, north side, from 80 feet to 100 feet east of Baker Street (extends through 2 driveway); and McAllister Street, south side, from 70 feet to 100 feet west of Baker Street (removes 1 parking space and extends through 1 driveway).
- J. ESTABLISH – TOW-AWAY LANE MUST TURN RIGHT – Eastbound McAllister at Van Ness Avenue.

WHEREAS, This project was analyzed in the Transit Effectiveness Project Final Environmental Impact Report (FEIR) certified by the San Francisco Planning Commission in Motion No. 19105 on March 27, 2014; and,

WHEREAS, Approval for traffic and parking modifications to implement various projects along the 5 Fulton Muni transit corridor included in the Service-Related Capital Improvements of the Muni Forward program, which was previously referred to as the Transit Effectiveness Project (TEP), relies on said FEIR, and information pertaining to the FEIR is set forth in a SFMTA Resolution No 14-041, which is on file with the Secretary to the SFMTA Board of Directors and incorporated herein by reference; and,

WHEREAS, As part of Resolution No. 14-041, the SFMTA Board of Directors adopted findings under the California Environmental Quality Act (CEQA), the CEQA Guidelines, and Chapter 31 of the Administrative Code (CEQA Findings) and a Mitigation Monitoring and Reporting Program (MMRP), which Resolution, CEQA Findings, and MMRP are on file with the Secretary to the SFMTA Board of Directors and are incorporated herein by reference as though fully set forth; and,

WHEREAS, The SFMTA Board adopts the following additional findings rejecting the TTRP.5 Moderate Alternative as infeasible and supporting its approval of the proposed project, due to the fact that, while the Expanded Alternative includes all of the same parking and traffic improvements that are included in the Moderate Alternative, it also includes the implementation of new traffic circles on McAllister Street, which is not specified within the Moderate Alternative. Even though the Expanded Alternative is found to have significant and unavoidable impacts at several locations within the project corridor, it offers substantial benefits that make it more favorable than the Moderate Alternative for implementation. Specifically, the lane modifications for Fulton Street, which have been found as having significant and unavoidable impacts to traffic at the intersection of Fulton Street and Masonic Avenue, will allow for dedicated turn lanes and will result in reduced queuing in through lanes. This will not only allow buses to move around queuing vehicles and travel through the intersection more efficiently, but will also enhance traffic safety by minimizing lane shifting; and,

WHEREAS, The SFMTA Board has reviewed the FEIR and hereby finds that since certification of the FEIR, 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 FEIR, and that no new information has emerged that would materially change the analyses or conclusions set forth in the

FEIR. The actions approved herein would not necessitate implementation or additional or considerably different mitigation measures than those identified in the FEIR; 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; now, therefore, be it

RESOLVED, The SFMTA Board of Directors has reviewed and considered the TEP EIR and record as a whole, and finds that the proposed approvals herein are within the scope of the TEP and incorporates the CEQA findings contained in Resolution No. 14-041, including the Statement of Overriding Considerations by this reference thereto as though fully set forth, and be it further

RESOLVED, That the SFMTA Board of Directors approve the traffic and parking modifications along the 5 Fulton Rapid Muni transit corridor that are included in the Muni Forward Service-Related Capital Improvements and Travel Time Reduction Proposals.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of September 1, 2015.

Secretary to the Board of Directors
San Francisco Municipal Transportation Agency