

THIS PRINT COVERS CALENDAR ITEM NO. : 11

**SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY**

DIVISION: Sustainable Streets

BRIEF DESCRIPTION:

Approving a Class IV protected bikeway and parking and traffic modifications on eastbound 13th Street between Folsom Street and Bryant Street to improve safety for all modes of transportation and enhance safety and comfort for people biking along the corridor.

SUMMARY:

- In the past five years, there have been a total of 57 traffic collisions along 13th Street between Folsom Street and Bryant Street, with 30 percent of these involving bicyclists, making 13th Street a high injury corridor for bicycling.
- This project directly supports Mayor Lee's Executive Directive on Pedestrian and Bicycle Safety by establishing a protected bikeway along a bicycle high injury street.
- The project establishes an eastbound bicycle route on 13th Street between 11th Street/Bryant Street and Folsom Street helping connect bicycle routes on Division and Townsend Streets to routes on Harrison and Folsom Streets.
- The project converts 35 general parking spaces into right turn lanes and visibility areas at driveways and intersections.
- Beginning in November 2016, the SFMTA conducted public outreach to solicit input that helped shape the protected bikeway design and parking management along eastbound 13th Street, including door-to-door outreach and stakeholder meetings.
- The proposed action is the Approval Action as defined by the S.F. Administrative Code.

ENCLOSURES:

1. SFMTAB Resolution

APPROVALS:

DATE

DIRECTOR _____ 4/10/17

SECRETARY R. Boomer _____ 4/10/17

ASSIGNED SFMTAB CALENDAR DATE: April 18, 2017

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PURPOSE

Approving a Class IV protected separated bikeway and parking and traffic modifications on eastbound 13th Street between Folsom Street and Bryant Street to improve safety for all modes of transportation and enhance safety and comfort for people biking along the corridor.

STRATEGIC PLAN GOALS AND TRANSIT FIRST POLICY PRINCIPLES

This action supports the following SFMTA Strategic Plan Goal 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 2.3: Increase use of all non-private auto modes.

Transit First Principles

1. To ensure quality of life and economic health in San Francisco, the primary objective of the transportation system must be the safe and efficient movement of people and goods.
2. Public transit, including taxis and vanpools, is an economically and environmentally sound alternative to transportation by individual automobiles. Within San Francisco, travel by public transit, by bicycle and on foot must be an attractive alternative to travel by private automobile.
3. Decisions regarding the use of limited public street and sidewalk space shall encourage the use of public rights of way by pedestrians, bicyclists, and public transit, and shall strive to reduce traffic and improve public health and safety.
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

Mayor Lee's Executive Directive on Pedestrian and Bicycle Safety, issued on August 4, 2016, calls on all City departments to make our streets safer and accelerate the city's work toward Vision Zero, which is the city's commitment to eliminate traffic fatalities in San Francisco by 2024. In particular, the Executive Directive requires the SFMTA to improve the citywide bicycle network and streets through implementing three protected bikeways. The Eastbound 13th Street Safety Project contributes to this commitment by establishing a protected bikeway on a high injury corridor where a substantial number of people are biking with no bicycle facilities.

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In the past five years, there have been a total of 57 traffic collisions along 13th Street between Folsom Street and Bryant Street, with 30 percent of these involving bicyclists, making 13th Street a high injury corridor for bicycling. A protected bikeway in the westbound direction with various intersection improvements was implemented in October 2015.

The proposed bikeway bridges a gap in the city's bicycle network helping connect the Mission District to the 4th and King Caltrain Station and San Francisco's waterfront. The addition of this route to the bike network helps connect the east-west bicycle routes along Division Street and Townsend Street to the north-south bicycle routes on Harrison Street and Folsom Street south of 13th Street.

The bike facility is designed as a protected bikeway, also referred to as a separated bikeway. This bikeway design provides an increased level of separation between bicycle traffic and vehicle traffic compared to standard bike lanes by using vertical elements to make the separation prominent and conspicuous. The design incorporates right turn lanes to promote good vehicle and bike positioning approaching intersections and driveways. Eastbound 13th Street will be converted from a three lane roadway to a two lane roadway with right turn pockets to accommodate the protected bikeway.

Project Location

Thirteenth Street is a two to three-lane street eastbound and westbound between the South of Market and Mission neighborhoods. Though no bicycle facilities exist along the project location, 146 people were counted bicycling in the morning and 50 people in the evening peak hour periods along eastbound 13th Street.

During peak hours, 1,012 eastbound vehicles travel along the corridor in the morning and 790 vehicles in the evening.

Project Elements

The primary improvement to eastbound 13th Street between Folsom Street and Bryant Street is a continuous protected bikeway created through parking and traffic modifications. The project will remove one travel lane between South Van Ness Avenue and Bryant Street and reconfigure on-street parking between Folsom Street and Bryant Street.

Bicycle Safety Improvements

There are currently no bicycling facilities on eastbound 13th Street. This project will implement a separated bikeway (Class IV) between Folsom Street and Bryant Street. A Class IV bikeway (separated bikeway) is a bikeway for the exclusive use of bicycles and includes vertical separation between the bikeway and through vehicle traffic.

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From Folsom Street to Harrison Street, the separated bikeway will be achieved using a painted buffer with cross-hatching and flexible vertical delineators. The delineators add the vertical element of a separated bikeway that discourages drivers from encroaching and traveling in the bike lane.

From Harrison Street to Bryant Street, the design for the bikeway will use a parking protected bikeway configuration, a type of separated bikeway facility. A parking-protected bikeway uses a parking lane and painted buffer with cross-hatching to physically separate the vehicle travel lane from the bikeway by having vehicles park between them.

Separated bikeways are authorized under California State Law (Assembly Bill No. 1193 effective January 1, 2015). Section 891 of the Streets and Highways Code provides that agencies responsible for the development or operation of bikeways or roadways where bicycle travel is permitted may utilize minimum safety design criteria other than those established by Section 890.6 if all of the following conditions are met:

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

The parking protected bikeway proposed as part of this project meets these three conditions. The alternative criteria for the protected bikeway design have been reviewed and approved by a qualified engineer prior to installation. The alternative criteria considerations for the project are to discourage motor vehicles from encroaching or double parking in the bicycle lane, provide a more inviting and greater sense of comfort for bicyclists, and to provide a greater sense of safety for bicyclists. These alternative criteria will be adopted by SFMTA Board as part of this calendar item. Lastly, the project's alternative criteria adhere to guidelines set by the National Association of City Transportation Officials (NACTO) Urban Bikeway Design Guide, Federal Highway Administration Separated Bike Lane Planning and Design Guide, and California Department of Transportation Design Bulletin Number 89 Class IV Bikeway Guidance. The NACTO guidelines state that protected bikeways require the following features:

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

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The separated bikeway for eastbound 13th Street will conform to these NACTO design guidelines.

The separated bikeway will also conform to best practices and design standards, including design guidelines developed jointly by the SFMTA, Mayor's Office of Disability, and Department of Public Works to ensure accessibility for all street users. Between Harrison Street and Bryant Street, the painted buffer between the bikeway and parked vehicles will be clearly marked with cross-hatching and five feet in width, which is the recommended buffer width. Between Folsom Street and Harrison Street, the painted buffer and use of plastic delineators separating vehicle travel lanes from the bikeway is a standard bikeway design treatment that has been applied in numerous locations throughout the city. This project was also reviewed by the San Francisco Fire Department (see discussion in Stakeholder Engagement Section).

The project will install No Right Turn on Red restrictions on northbound Harrison Street approaching 13th Street to install a two-stage turn box. The two-stage turn box will enable eastbound 13th Street bicycle traffic to make a two-stage left turn onto northbound Harrison Street. Two-stage left turn bicycle boxes are waiting areas painted in the intersection to help cyclists perform a left turn in two movements from the right side lane. They are intended to make an intersection more inviting for people riding bicycles, make bicycle turning movement more predictable, reduce bicycle encroachment into the crosswalk, and signal to drivers that the turn box is a permitted location for bicyclists to wait.

Parking Changes

The project will remove 35 on-street parking spaces and six on-street motorcycle parking spaces. From Folsom Street to Harrison Street, on-street parking will be removed to create the protected bikeway, facilitate right turns at intersections and into driveways, and improve visibility. From Harrison Street to Bryant Street, on-street parking will be relocated away from the curb to create a parking-protected bikeway design. Some parking will be removed near intersections and driveways to facilitate right turns and improve visibility. This configuration approaching Harrison Street allows better positioning between bicycle traffic and vehicle traffic, with bicycle traffic to the left of vehicles turning right and entering driveways. Approaching the intersection of Bryant Street, the design will be a combined bicycle lane/right turn lane.

The project will also introduce new two-hour time limit restrictions for on-street parking between Harrison Street and Bryant Street to better manage limited on-street parking supply and increase short-term parking availability for nearby business establishments. Two-hour time limit restrictions are already in place in the westbound direction also between Harrison Street and Bryant Street.

Proposed Project Parking and Traffic Modifications

- A. ESTABLISH – CLASS IV BIKEWAY – 13th Street, eastbound, between Folsom Street to Bryant Street
- B. ESTABLISH – TOW-AWAY NO STOPPING ANYTIME – 13th Street, south side, between Folsom Street and Trainor Street; 13th Street, south side, between Trainor Street and Harrison Street; 13th Street, south side, from Harrison Street to 36 feet easterly; 13th Street, south side, from 290 feet to 320 feet east of Harrison Street; 13th Street, south side, from Bryant Street to 304 feet westerly
- C. ESTABLISH – NO RIGHT TURN ON RED (EXCEPT BICYCLES) – Harrison Street, northbound, at 13th Street
- D. ESTABLISH – STOP – Bernice Street, southbound, at 13th Street; Isis Street, southbound, at 13th Street; Trainor Street, northbound at 13th Street
- E. ESTABLISH – LEFT LANE MUST TURN LEFT – 13th Street, eastbound, at Bryant Street
- F. ESTABLISH – 2 HOUR PARKING 8 AM TO 6 PM MONDAY THROUGH SATURDAY – 13th Street, south side, between Harrison Street and Bryant Street

STAKEHOLDER ENGAGEMENT

Door-to-Door Outreach

From January to March 2017, staff performed door-to-door outreach to businesses along eastbound 13th Street. Staff was able to make face-to-face contact with representatives of Rainbow Grocery, Chicks and Love Pizza Patio, Office Max, and Best Buy to inform them of the proposed changes to the street. Best Buy and Office Max were neither against nor for the project changes. Chicks and Love Pizza Patio was in favor of the bicycling improvements, but was not in favor of the on-street parking loss on 13th Street between Folsom Street and Trainor Street because drivers of food delivery companies such as GrubHub and Eat 24 currently use it to pick up orders.

Stakeholder Meetings

Staff conducted targeted stakeholder meetings with community and advocacy groups, including Supervisor Kim’s Office and the San Francisco Bicycle Coalition.

SFMTA staff met with the Rainbow Grocery Board of Directors to discuss their driveway operations and the potential effects that would result from the proposed project. The proposed bikeway design and an alternative bikeway design were presented along with the design considerations for each. SFMTA staff resolved concerns with Rainbow Grocery regarding access to their business and reaffirmed that the project will continue to allow unobstructed access to their garage.

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SFMTA staff met with the founder of SOMA StrEat Food Park to discuss the proposed project elements and its potential effects. The SOMA StrEat Food Park representative was supportive of the SFMTA's proposals to install bicycling infrastructure and reconfigure parking.

Public Hearing

A public hearing was held on March 17, 2017 to solicit additional feedback from the community. Three members of the community attended to share their opinion about the project. One person spoke on behalf of the San Francisco Bicycle Coalition and favored the project. One nearby resident spoke in favor of the bicycling improvements and submitted a concern regarding the placement of one existing street sign within the project area. One person opined that removing parking on 13th Street would create a more uncomfortable environment to walk at night. She was also concerned about high traffic speeds of right-turning cars from northbound Folsom Street onto eastbound 13th Street.

Following the public hearing, SFMTA staff examined the street sign in question and determined that additional signage will be installed to provide better visibility. Additional striping will also be installed to help guide turning vehicles around the turn from northbound Folsom Street to eastbound 13th Street.

San Francisco Fire Department

The San Francisco Fire Department (SFFD) has no objections to the proposed project. The SFMTA worked with the SFFD to understand their operational needs and designed the street with flexibility and building and hydrant access in mind so as not to preclude SFFD's emergency response activities.

ALTERNATIVES CONSIDERED

Parking Protected Bikeway on Eastbound 13th Street between Folsom Street and Harrison Street

A parking protected bikeway design alternative to the proposed buffered bikeway was considered for the block between Folsom Street and Harrison Street. This design alternative would involve a curbside bikeway separated from vehicles traffic by a lane of on-street parallel parking and a buffer area. However, the parking protected bikeway design alternative is not recommended for this block due to the following reasons:

1. Queuing at Rainbow Grocery - Observations on November 21, 2016 were taken and the queue lengths were consistently eight or more vehicles long (two to three vehicles in the driveway and five or more queued on the street). The queues for the Rainbow Grocery parking garage facing eastbound 13th Street would spill over into one of the only two remaining vehicle travel lanes. The queue would also consistently block the bike path of travel.

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2. Ponding/flooding along 13th Street, south side, between Trainor Street and Harrison Street - After storms in January and February 2017, extensive ponding was observed along the existing parking strip. This ponding would cover the bikeway in the parking protected bikeway configuration, effectively rendering the facility unusable or uncomfortable, at best.

Protected Intersection at 13th Street/11th Street/Bryant Street/Division Street

This alternative involves adding islands at the corners of the intersections to slow turning vehicles and separate them from bicyclists, similar to what was done nearby at the intersection of 9th Street and Division Street. This design is not being pursued at this time due to the constraints of the roadway geometry. Intersection approaches in the project area exhibit acute angles with vehicles turning from curb side lanes. This condition does not accommodate intermediate semitrailer (WB-40) and single unit truck (SU-30) turning movements.

Alternate signal timing schemes were also evaluated, but due to the traffic demand on the intersection, adding or splitting traffic signal phases would result in significant delay to pedestrian, bicycle and transit traffic through the intersection.

FUNDING IMPACT

The project is in the San Francisco Municipal Transportation Agency's 2017-2021 Capital Improvement Program – CIP #ST012 Bike Safety & Connectivity Spot Improvements, Eastbound 13th Street Bike Network Improvement Project. Funding for the project comes from Prop B General Fund Set-aside funds.

The total cost of this project is \$217,000. The cost breakdown of the project phases is as follows:

- Planning and Design – Expected completion in 4/2017 (\$67,320)
- Construction – Expected completion in 4/2017 (\$149,680)

ENVIRONMENTAL REVIEW

The proposed Eastbound 13th Street Safety 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 well as for minor public alterations in the condition of land including the creation of bicycle lanes on existing rights-of-way as defined in Title 14 of the California Code of Regulations Sections 15301 and 15304 respectively.

On April 10, 2017, the Planning Department determined (Case Number 2017-001180ENV) that the proposed Eastbound 13th Street Safety Project is categorically exempt from CEQA as defined in Title 14 of the California Code of Regulations Section 15301 and 15304. The proposed action is the Approval Action as defined by the S.F. Administrative Code.

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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 is incorporated herein by reference.

OTHER APPROVALS RECEIVED OR STILL REQUIRED

The City Attorney has reviewed this item. No other approvals are required.

RECOMMENDATION

Approving a protected bikeway and parking and traffic modifications on eastbound 13th Street between Folsom Street and Bryant Street to improve safety for all modes of transportation and enhance safety and comfort for people biking along the corridor.

SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY
BOARD OF DIRECTORS

RESOLUTION No. _____

WHEREAS, The San Francisco Municipal Transportation Agency is committed to achieving Vision Zero goals and implementing safety improvements on eastbound 13th Street as outlined in Mayor Lee’s Executive Directive on Bicycle and Pedestrian Safety; and,

WHEREAS, The San Francisco Municipal Transportation Agency is committed to making San Francisco a Transit First city that prioritized non-private automobile transportation.

WHEREAS, Section 891 of the Streets and Highways Code provides that agencies responsible for the development or operation of bikeways or roadways where bicycle travel is permitted may utilize minimum safety design criteria other than those established by Section 890.6 if the following conditions are met: the alternative criteria are reviewed and approved by a qualified engineer, the alternative criteria is adopted by resolution at a public meeting after public comment and proper notice, and the alternative criteria adheres to the guidelines established by a national association of public agency transportation officials; and

WHEREAS, The parking protected cycletrack proposed as part of the project meets these three requirements; and

WHEREAS, The parking protected cycletrack has been reviewed and approved by a qualified engineer prior to installation; and,

WHEREAS, The alternative criteria for the project are to discourage motor vehicles from encroaching or double parking in the bicycle facility, provide a more inviting and greater sense of comfort for bicyclists, and to provide a greater perception of safety for bicyclists; and,

WHEREAS, The project’s alternative criteria adhere to guidelines set by the National Association of City Transportation Officials; and,

WHEREAS, The San Francisco Municipal Transportation Agency has proposed the installation of a protected bikeway and parking and traffic modifications along eastbound 13th Street between Folsom Street and Bryant Street as follows:

- A. ESTABLISH – CLASS IV BIKEWAY – 13th Street, eastbound, south side, between Folsom Street to Bryant Street
- B. ESTABLISH – TOW-AWAY NO STOPPING ANYTIME – 13th Street, south side, between Folsom Street and Trainor Street; 13th Street, south side, between Trainor Street and Harrison Street; 13th Street, south side, from Harrison Street to 36 feet easterly; 13th Street, south side, from 290 feet to 320 feet east of Harrison Street; 13th Street, south

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 - D. ESTABLISH – STOP – Bernice Street, southbound, at 13th Street; Isis Street, southbound, at 13th Street; Trainor Street, northbound at 13th Street
 - E. ESTABLISH – LEFT LANE MUST TURN LEFT – 13th Street, eastbound, at Bryant Street
 - F. ESTABLISH – 2 HOUR PARKING 8 AM TO 6 PM MONDAY THROUGH SATURDAY – 13th Street, south side, between Harrison Street and Bryant Street

WHEREAS, The proposed Eastbound 13th Street Safety Project is subject to the California Environmental Quality Act (CEQA); CEQA provides an 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 well as for minor public alterations in the condition of land including the creation of bicycle lanes on existing rights-of-way as defined in Title 14 of the California Code of Regulations Sections 15301 and 15304 respectively; and,

WHEREAS, On April 10, 2017, the Planning Department determined (Case Number 2017-001180ENV) that the proposed Eastbound 13th Street Safety Project is categorically exempt from CEQA, pursuant to Title 14 of the California Code of Regulations Section 15301 and 15304; the proposed action is the Approval Action as defined by the 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 is incorporated herein by reference; 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, That the San Francisco Municipal Transportation Agency Board of Directors approves a protected bikeway and parking and traffic modifications set forth in items A through F above along eastbound 13th Street between Folsom Street and Bryant Street.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of April 18, 2017.

Secretary to the Board of Directors
San Francisco Municipal Transportation Agency