

THIS PRINT COVERS CALENDAR ITEM NO. : 12

**SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY**

DIVISION: Sustainable Streets

BRIEF DESCRIPTION:

Approving parking and traffic modifications associated with the Upper Market Street Safety Project.



SUMMARY:

- On May 5, 2017, the Board approved various parking and traffic modifications to support the implementation of the Upper Market Safety Project, which directly supports the City’s Vision Zero goals
- This proposal modifies the Upper Market Safety Project to improve the physical protection, accessibility, and overall functionality of the approved Class IV protected bikeway on Market Street from Octavia Boulevard to Duboce Avenue/Buchanan Street (a two-block segment)
- This project increases the supply and duration of vehicle loading on Market Street, and reduces the overall vehicle parking supply by five spaces (including the removal of all metered parking) on the approved two-block protected bikeway segment
- This project establishes 20 metered parking spaces and one accessible parking space, and removes two parking spaces on street segments abutting Market Street with adjacent commercial or institutional land-uses, which replace a mix of existing unregulated and residential permit/time-limited spaces

ENCLOSURES:

1. SFMTAB Resolution
2. Parking and Loading Outreach Flier, Revised Class IV Bikeway Design Graphic, July 2017 Board of Supervisors Packet for CEQA Appeal of Project Approval Action

APPROVALS:

	DATE
DIRECTOR 	1/8/2018
SECRETARY 	1/8/2018

ASSIGNED SFMTAB CALENDAR DATE: January 16, 2018

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PURPOSE

Approving refinements to the Upper Market Safety Project, including parking modifications and additional pedestrian safety features on Market Street between Octavia Boulevard and Duboce Avenue/Buchanan Street, and on adjacent/nearby block faces of Laguna, Hermann, Waller streets and Duboce Avenue in Hayes Valley. These modifications reflect additional input from project stakeholders, including the San Francisco Fire Department (SFFD), and support implementation of previously-approved safety and streetscape enhancements including two blocks of protected bikeway on Market Street as part of the Upper Market Safety Project.

STRATEGIC PLAN GOALS AND TRANSIT FIRST POLICY PRINCIPLES

This action supports the following goals and objectives in the SFMTA's Strategic Plan and Transit First Policy Principles:

Strategic Plan Goals/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

Market Street, from Castro Street to Octavia Boulevard, is on the city's Vision Zero High-Injury Network and includes the intersection with the highest number of recorded bicycle collisions in the last five years in San Francisco (at Octavia Boulevard). The Upper Market Safety Project seeks to

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improve the safety and comfort of Upper Market Street for all users by reducing potential for conflict, making the corridor more consistent and intuitive to navigate, and providing phased implementation to achieve immediate safety benefits where possible. The proposed changes to the project as approved in July 2017 are intended to achieve these goals while optimizing emergency response access to buildings along Market Street.

The proposed parking and traffic modifications will support near-term and longer-term implementation of safety measures that support and enhance the project.

The approved Upper Market Street Safety Project delivers pedestrian safety treatments and implements Class IV bike lanes on a section of the corridor that carries high numbers of cyclists daily and exhibits a record of bicycle collisions. This portion of Market Street abuts a variety of commercial, service, and institutional land uses, resulting in multiple competing demands for street space. The presence of overhead wires that provide power to the F line historic streetcars is an additional challenge for emergency access to buildings along Market Street.

After the Upper Market Street Safety Project was approved by the SFMTA Board in May 2017, SFMTA continued working with the San Francisco Fire Department (SFFD) to optimize emergency vehicle access, resulting in proposed additional adjustments to parking and loading restrictions. Proposed modifications to the project include yellow commercial load zone adjustments, white passenger load zone adjustments and expansions, additional parking restrictions (Tow Away No Stopping Anytime zones), and additional pedestrian safety measures on Market Street to support implementation of Class IV bike lanes from Octavia Boulevard to Duboce Avenue / Buchanan Street. Additional metering of parking spaces on side streets abutting/adjacent to Market Street is also included.

Project Location

The approved project corridor is located on and abutting Market Street from Castro Street to Octavia Boulevard in District 8, and touches several neighborhoods including the Castro, Duboce Triangle, Lower Haight, and Hayes Valley. Proposed project modifications are limited to Market Street and the abutting Duboce Avenue, Hermann Street, Laguna Street, and Waller Street predominantly located in Hayes Valley.

Market Street is a four-lane arterial street with parallel parking on both sides, and tracks and overhead wires for the F-Line Historic Streetcar that run in the center lanes of the roadway. Herman Street, Laguna Street, and Waller Street are two-lane, non-arterial streets with parallel parking on both sides. Duboce Avenue is a four-lane arterial with parallel parking on both sides. Land uses on blocks affected by the proposed modifications are a mix of residential, commercial, and institutional uses.

Additional / Modified Project Elements

Pedestrian Safety Measures

Additional crosswalks across the approved Class IV curbside bikeway will direct pedestrians to safe crossing locations of the bike lane and reinforce proper yielding behavior from people on bikes.

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These crosswalks will also improve accessibility of proposed passenger and commercial load zones.

Market Street Parking and Loading

Modifications to previously-approved parking and loading on Market Street between Octavia Boulevard and Buchanan Street include removal of five additional parking spaces (new Tow Away No Stopping Anytime zones) and conversion of all remaining parking spaces to all-day (“24 hours, 7 days a week”) passenger (white) loading zones, with the exception of two existing commercial (yellow) load zones that will be retained and converted from time-limited, metered commercial loading to unmetered, all-day commercial loading. The proposed modifications would result in one 80-foot passenger (white) load zone for each block face of the Class IV bike lane, with one 45-foot commercial (yellow) load zone also included for the inbound block face between Pearl and McCoppin streets.

Nearby/Adjacent Street Parking

Conversion of 20 existing unregulated and residential permit/time-limited parking spaces to general metered parking on street segments with adjacent commercial or institutional uses on the following blocks: Laguna Street (west side) between Hermann and Waller streets, Hermann Street (both sides) between Laguna and Buchanan streets, Waller Street (south side) between Laguna and Octavia streets, and Duboce Avenue (north side) between Guerrero and Market streets. New and extended red zones (Tow Away No Stopping Anytime) on these blocks is also included in the proposed modifications, which remove approximately two additional parking spaces.

STAKEHOLDER ENGAGEMENT

The approved Upper Market Street Safety Project reflects years of input from a wide variety of neighborhood stakeholders, roadway users including emergency responders, transportation advocacy groups, and directly affected residents and businesses.

From October 2014 to April 2017, the Upper Market Street Safety Project team held 22 in-person meetings with key organizations including the Castro Commercial Benefit District (CBD), Castro Merchants group, Duboce Triangle Neighborhood Association, Hayes Valley Neighborhood Association, and the Market-Octavia Citizen’s Advisory Committee. During this time, the Project team also hosted seven public open meetings, including a curb space management workshop in October 2015 to gather community feedback on corridor parking and safety issues including double-parking and loading concerns. Based on community feedback, the SFMTA prepared a set of draft recommendations for comprehensive parking and loading changes on and adjacent to the Upper Market Street corridor.

Most of the package of draft comprehensive parking changes was not presented to the SFMTA Board for approval as part of the larger Upper Market Safety Project due to the desire for more outreach prior to bringing forward these recommendations.

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Public Hearings

The SFMTA Engineering Public Hearing on March 3, 2017, put forward a package of infrastructure and safety improvements for Upper Market Street from Duboce Avenue to Castro Street for public comment. There was no opposition to the improvements presented at this public hearing.

The SFMTA Board approved the Upper Market Safety Project on May 2, 2017, after receiving a strong showing of public support for the project and despite concerns regarding congestion and emergency response access raised by the San Francisco Fire Department (SFFD). The SFMTA Board encouraged staff and Director Reiskin to continue working with SFFD to explore potential parking and traffic modifications that might improve proposed conditions for emergency response while maintaining the safety benefits of the approved project.

On July 7, 2017, the San Francisco Board of Supervisors held a public hearing to consider an appeal of the Planning Department's determination of exemption from CEQA for the Upper Market Safety Project. The Board of Supervisors voted unanimously to deny the appeal and uphold the Planning Department's determination.

Additional Stakeholder Input on Proposed Modifications

Between July and December 2017, members of SFMTA and SFFD held several meetings to discuss potential modifications to the approved Upper Market Safety Project.

On December 12, 2017, project staff met with members of the Mayor's Office on Disabilities, Walk San Francisco, the San Francisco Bicycle Coalition, Seniors and Disabled Action (SDA), and staff from SFMTA Accessible Services to review and discuss potential refinements to the approved Upper Market Safety Project Class IV bike lanes.

With additional input received, the SFMTA developed a proposal for parking and traffic modifications to the Upper Market Safety Project along and adjacent to the approved Class IV bike lanes between Octavia Boulevard and Duboce Avenue/Buchanan Street. The proposal includes expanded loading and decreased metered parking (additional Tow Away No Stopping Anytime zones) along Market Street, and added metered parking to side streets abutting Market Street and affected commercial and institutional land uses.

The proposal to expand commercial and passenger loading and Tow Away No Stopping Anytime zones on Market Street is intended to improve the flexibility and safety of emergency response operations as originally accommodated in the approved Class IV bike lane design. The additional side street metered spaces are intended to retain short- and medium-term parking access for local commercial and institutional activities that would no longer be available on the blocks of Market Street with a Class IV bike lane. Both modifications generally were contemplated during the 2015 parking management public workshop, and the current proposal is substantially consistent with draft recommendations that have been publicly presented and available since May 2016.

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In mid-to-late December 2017, SFMTA staff conducted door-to-door outreach along blocks affected by the proposed modifications, sharing a flier with graphic information on the proposed parking modifications. Staff engaged in additional outreach to the Castro CBD, Castro Merchants Group, LGBT Center, and other local businesses to ensure receipt of the proposal information and opportunity for feedback.

While a few businesses have voiced concern regarding employee parking and sufficient commercial loading capacity, to date, SFMTA staff has not identified substantial opposition to the proposal. Additional concerns regarding loss of residential permit parking spaces may be anticipated, since the permit zone Area “S” is in high demand and residents will become more aware impacts as outreach continues.

The SFMTA proposed modifications maintain existing yellow commercial zone capacity and expand white passenger loading supply along Market Street, and preserves the same or more number of approved metered parking spaces within close proximity to services along the project corridor. Additionally, potential residential parking concerns should be mitigated by recent and forthcoming proposed expansions of the Area “S” residential permit zone (unrelated to the Upper Market Safety Project) to several blocks within the project proposal area.

ITEM FOR APPROVAL TO SUPPORT THE PROJECT

- A. ESTABLISH – MID-BLOCK CROSSWALK - Market Street, between Guerrero Street and Pearl Street (crossing eastbound Class IV bikeway); Market Street, between Pearl Street and McCoppin Street (crossing eastbound Class IV bikeway)
- B. ESTABLISH – TOW AWAY NO STOPPING ANY TIME - Market Street, north side, from Octavia Boulevard to 111 feet westerly (relocates passenger load zone, removes one parking space); Market Street, north side, from 191 feet west of Octavia Boulevard to Hermann Street (removes one parking space); Market Street, north side, from Laguna Street to 94 feet westerly (removes one parking space); Market Street, north side, from 174 feet west of Laguna Street to Duboce Street (removes two parking spaces); Market Street, south side, from Guerrero Street to 85 feet easterly (consolidates no parking zone and shifts passenger load zone); Market Street, south side, from 165 feet east of Guerrero Street to Pearl Street (modifies previously approved no parking zone); Market Street, south side, from McCoppin Street to 43 feet westerly (shortens existing commercial load zones); Laguna Street, west side, from Hermann Street to 25 feet northerly (extends existing red zone); Laguna Street, west side, from Waller Street to 27 feet southerly (extends existing red zone); Waller Street, south side, from Octavia Street to 12 feet westerly (red zone); Hermann Street, north side, from Laguna Street to 15 feet westerly (extends existing red zone); Hermann Street, south side, from Laguna Street to 18 feet westerly (extends existing red zone)
- C. ESTABLISH – WHITE PASSENGER LOADING ZONE, AT ALL TIMES – Market Street, north side, from 111 feet to 191 feet west of Octavia Boulevard; Market Street, north side, from 94 feet to 174 feet west of Laguna Street; Market Street, south side, from 85 feet to 165 feet east of Guerrero Street

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- D. ESTABLISH YELLOW COMMERCIAL LOADING ZONE, AT ALL TIMES - Market Street, south side, from 43 feet to 88 feet west of McCoppin Street
- E. ESTABLISH - GENERAL METERED PARKING, 4-HOUR TIME LIMIT, 9 AM TO 6 PM, MONDAY THROUGH SATURDAY – Laguna Street, west side, from 25 feet to 65 feet north of Hermann Street (converts approx. two unregulated spaces into two 20-foot metered spaces); Laguna Street, west side, from 27 feet to 93 feet south of Waller Street (converts approx. three unregulated spaces into three 22-foot metered spaces); Waller Street, south side, from 12 feet to 112 feet west of Octavia Street (converts approx. five residential permit parking spaces into five 20-foot metered spaces); Hermann Street, north side, from 15 feet to 95 feet west of Laguna Street (converts approx. four unregulated spaces into four 20-foot metered spaces); Hermann Street, south side, from 18 feet to 96 west of Laguna Street (converts approx. four residential permit parking spaces into four approx. 20-foot metered spaces); Duboce Avenue, north side, from 52 feet to 86 feet east of Market Street (converts approx. two residential permit parking spaces into two 17-foot metered spaces)
- F. ESTABLISH – BLUE ZONE - Waller Street, south side, from 112 feet to 134 feet west of Octavia Street (converts approx. one residential permit parking space into one 22-foot blue zone)

ALTERNATIVES CONSIDERED

Three options were considered for Market Street:

- Option 1: No project
- Option 2: Project proposal as approved by the SFMTA Board on May 2, 2017
- Option 3: Project proposal with modifications as outlined herein

Option 3 was chosen as the preferred alternative since it supports the highest level of safety on the critical gap in the City’s low-stress bikeway network from Octavia Boulevard to Duboce Avenue, and best reflects the parking and traffic needs of various stakeholders and roadway users in the Project area.

FUNDING IMPACT

This project is an element of the Upper Market Safety Project, which is funded by Priority Development Area (PDA) and Interagency Plan Implementation Committee (IPIC) funds as follows (figures are approximate and subject to change pending more detailed design):

- Planning: \$875K
- Detailed Design: \$1.75M
- Construction: \$7.05M
- Total SFMTA Funding: \$9.68M

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ENVIRONMENTAL REVIEW

The proposed Upper Market Street Safety Project is subject to the California Environmental Quality Act (CEQA). CEQA provides a categorical exemption from environmental review for minor alteration of existing public facilities as provided in Title 14 of the California Code of Regulations Section 15301.

On February 3, 2017, the Planning Department determined (Case Number 2017-000817ENV) that the proposed Upper Market Street Safety Project is categorically exempt from CEQA as provided in Title 14 of the California Code of Regulations Section 15301. This determination was appealed to the Board of Supervisors under the provisions of Chapter 31 of the San Francisco Administrative Code. On July 7, 2017 the Board of Supervisors upheld the exemption determination and denied the appeal.

On January 3, 2018, the Planning Department determined that the proposed modifications to the Upper Market Street Safety Project did not constitute a substantial modification to the project as approved, and no further environmental review is necessary. That determination consists of a revised checklist and new attachments to the existing environmental documentation. Therefore, since the SFMTA Board of Directors approved on May 2, 2017, the whole of the project in reliance on the categorical exemption issued for Case Number 2017-000817ENV, that action constitutes the Approval Action as defined in Chapter 31 of the San Francisco Administrative Code for the Upper Market Street Safety Project.

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, File No. 2017-000817ENV.

OTHER APPROVALS RECEIVED OR STILL REQUIRED

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

RECOMMENDATION

SFMTA staff recommends approval of proposed parking and traffic modifications, as set forth in Items A through F above, associated with the Upper Market Street Safety Project.

SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY
BOARD OF DIRECTORS

RESOLUTION No. _____

WHEREAS, The San Francisco Municipal Transportation Agency (SFMTA), building on past neighborhood planning efforts, and in support of the City’s Vision Zero goals, identified a need for safety improvements on the Upper Market Street corridor from Octavia Boulevard to Castro Street; and,

WHEREAS, The SFMTA Project team has engaged the community since October 2014 via Public Open House meetings, workshops, briefings to community groups, walkthroughs, public events, and other forums to gather feedback on areas of safety concern and to solicit feedback on project proposals; and,

WHEREAS, The SFMTA Board of Directors approved a series of parking and traffic modifications for the Upper Market Safety Project on May 2, 2017, including a protected Class IV bike lane and supportive parking and loading restrictions and adjustments;

WHEREAS, The SFMTA Project team has since collaborated with project stakeholders to address outstanding concerns related to traffic and parking modifications that support implementation of the Class IV bike lane:

WHEREAS, The SFMTA Project team identified the following traffic and parking modifications to the approved Upper Market Safety Project necessary to implement the proposed project:

- A. ESTABLISH – MID-BLOCK CROSSWALK - Market Street, between Guerrero Street and Pearl Street (crossing eastbound Class IV bikeway); Market Street, between Pearl Street and McCoppin Street (crossing eastbound Class IV bikeway)
- B. ESTABLISH – TOW AWAY NO STOPPING ANY TIME - Market Street, north side, from Octavia Boulevard to 111 feet westerly; Market Street, north side, from 191 feet west of Octavia Boulevard to Hermann Street; Market Street, north side, from Laguna Street to 94 feet westerly; Market Street, north side, from 174 feet west of Laguna Street to Duboce Street; Market Street, south side, from Guerrero Street to 85 feet easterly; Market Street, south side, from 165 feet east of Guerrero Street to Pearl Street; Market Street, south side, from McCoppin Street to 43 feet westerly; Laguna Street, west side, from Hermann Street to 25 feet northerly; Laguna Street, west side, from Waller Street to 27 feet southerly; Waller Street, south side, from Octavia Street to 12 feet westerly; Hermann Street, north side, from Laguna Street to 15 feet westerly; Hermann Street, south side, from Laguna Street to 18 feet westerly

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- C. ESTABLISH – PASSENGER LOADING ZONE, AT ALL TIMES – Market Street, north side, from 111 feet to 191 feet west of Octavia Boulevard; Market Street, north side, from 94 feet to 174 feet west of Laguna Street; Market Street, south side, from 85 feet to 165 feet east of Guerrero Street
- D. ESTABLISH COMMERCIAL LOADING ZONE, AT ALL TIMES - Market Street, south side, from 43 feet to 88 feet west of McCoppin Street
- E. ESTABLISH - GENERAL METERED PARKING, 4-HOUR TIME LIMIT, 9 AM TO 6 PM, MONDAY THROUGH SATURDAY – Laguna Street, west side, from 25 feet to 65 feet north of Hermann Street; Laguna Street, west side, from 27 feet to 93 feet south of Waller Street; Waller Street, south side, from 12 feet to 112 feet west of Octavia Street; Hermann Street, north side, from 15 feet to 95 feet west of Laguna Street; Hermann Street, south side, from 18 feet to 96 west of Laguna Street; Duboce Avenue, north side, from 52 feet to 86 feet east of Market Street
- F. ESTABLISH – BLUE ZONE - Waller Street, south side, from 112 feet to 134 feet west of Octavia Street.

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

WHEREAS, The proposed Upper Market Street Safety Project is subject to the California Environmental Quality Act (CEQA); and,

WHEREAS, CEQA provides an exemption from environmental review for minor alteration of existing public facilities as provided in Title 14 of the California Code of Regulations Section 15301; and,

WHEREAS, On February 3, 2017, the Planning Department determined (Case Number 2017-000817ENV) that the proposed Upper Market Street Safety Project is categorically exempt from CEQA as provided in Title 14 of the California Code of Regulations Section 15301; and,

WHEREAS, An appeal of the Planning Department’s CEQA determination was heard and denied by the San Francisco Board of Supervisors on July 7, 2017; and

WHEREAS, January 3, 2018, the Planning Department determined that the proposed modifications to the Upper Market Safety Project did not constitute a substantial modification and no further environmental review is necessary; and,

WHEREAS, The SFMTA Board approval of the Upper Market Safety Project on May 2, 2017 was 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, File No. 2017-000817ENV, at 1650 Mission Street in San Francisco, and is incorporated herein by reference; now, therefore be it

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RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors approves the parking and traffic modifications, listed in items A-F above, associated with the Upper Market Street Safety Project.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of January 16, 2018.

Secretary to the Board of Directors
San Francisco Municipal Transportation Agency