

THIS PRINT COVERS CALENDAR ITEM NO.: 11

**SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY**

DIVISION: Sustainable Streets

BRIEF DESCRIPTION:

Approving a 15-month pilot project, starting approximately February 1, 2020 and ending May 1, 2021, which includes turn restrictions on and adjacent to Page Street at Webster and Octavia streets, converting Page Street between Octavia Boulevard and Laguna Street to one-way westbound except for bicycles, establishing Class II, Class III and Class IV bicycle facilities on Page Street, adding a peak period right-turn only except Muni lane on Haight Street for one block, and approving related parking and traffic modifications to improve safety and livability.

SUMMARY:

- The Page Street Bikeway Pilot Project will implement and evaluate temporary traffic restrictions, including turn restrictions, and bikeway upgrades on and adjacent to Page Street to improve safety for people bicycling, enhance neighborhood livability, and collect data over a 15-month period to inform potential permanent changes.
- The pilot also will remove 20 parking spaces on Page Street to establish Class II and IV bike lanes and will add peak period parking restrictions for nine parking spaces on Haight Street to implement a peak period curbside right-turn only except Muni lane.
- The pilot project was developed with neighborhood input between 2015 and 2019.
- The proposed action is the Approval Action as defined by the S.F. Administrative Code Chapter 31.
- Items I-L listed below are subject to Board of Supervisors review pursuant to Ordinance 127-18.

ENCLOSURES:

1. SFMTAB Resolution
2. SF Planning Department Letter of General Plan Consistency
3. Existing/Proposed Pilot Project Design Drawings

APPROVALS:

DIRECTOR  _____

SECRETARY  _____

DATE

November 12, 2019

November 8, 2019

ASSIGNED SFMTAB CALENDAR DATE: November 19, 2019

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PURPOSE

Approving a 15-month pilot project, starting approximately February 1, 2020 and ending May 1, 2021, which includes turn restrictions on and adjacent to Page Street at Webster and Octavia streets, converting Page Street between Octavia Boulevard and Laguna Street to one-way westbound except for bicycles, establishing Class II, Class III and Class IV bicycle facilities on Page Street, adding a peak period right-turn only except Muni lane on Haight Street for one block, and approving related parking and traffic modifications to improve safety and livability.

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

This action also supports the City's Transit First Policy with the following principles:

- 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.
- 10. The City and County shall encourage innovative solutions to meet public transportation needs wherever possible and where the provision of such service will not adversely affect the service provided by the Municipal Railway.

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DESCRIPTION

Background

The Hayes Valley and Lower Haight neighborhoods are situated near the geographic center of San Francisco where several crosstown arterial corridors intersect, including the east-west Oak/Fell and north-south Franklin/Gough one-way couplets. Octavia Boulevard replaced the Central Freeway north of Market Street in 2005 and serves to move traffic on and off the remaining portion of the Central Freeway and these one-way crosstown arterial couplets.

People driving towards Octavia Boulevard to access the Central Freeway are increasingly queueing on residential streets and transit-priority corridors, including Page and Haight streets, as opposed to remaining on arterial streets such as Oak and Fell streets. The ensuing congestion results in traffic safety, mobility, and quality-of-life issues on these streets.

In the project area, Page Street is a two-way street with one travel lane in each direction and parking generally permitted on both sides of the street. Average daily traffic (ADT) is approximately 5,200 vehicles on the block between Buchanan and Laguna streets, with 293 vehicles observed in the AM peak hour on eastbound Page Street approaching Octavia Boulevard. Page Street also serves as a major crosstown bicycle route and experiences very high bicycle volumes, particularly during the morning commute in the eastbound direction. There are often more people on bikes than in cars and the most recent observation recorded 363 bikes in the morning peak hour approaching Octavia Boulevard.

In 2016, the *Page Street/Octavia Boulevard Bicycle Spot Improvements Project* added an eastbound ‘center-running’ Class II bike lane on Page Street between Laguna Street and Octavia Boulevard to address ‘right hook’ collisions between vehicles on Page Street turning right onto Octavia Boulevard and people on bikes continuing straight towards Market Street. This center-running bike lane was extended to Buchanan Street in 2017. In 2018, the SFMTA Board approved parking changes as part of the *Page Street Neighborway Project* to support sidewalk bulbouts and other streetscape enhancements to Page Street between Webster and Gough streets. Construction of these elements is expected to begin in late 2020 or early 2021.

Despite these recent improvements and planned sidewalk extensions, traffic safety and chronic congestion issues remain on Page Street. Both the Page Street/Octavia Boulevard and Page Street/Gough Street intersections are located on the City’s Vision Zero High-Injury Network, which is the 13% of streets where 75% of severe and fatal traffic injuries occur. While Page Street between Octavia Boulevard and Webster Street is not on the High-Injury Network, there were 16 reported collisions between 2014 and 2019; of these collisions, 11 involved a person bicycling and three involved one or more pedestrians (including one child struck while walking to school). Such a large concentration and percentage of overall collisions involving vulnerable users is not typical in San Francisco.

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To reduce the use of Page Street between Webster and Gough streets as a conduit for significant commuter traffic accessing the Central Freeway, to improve bicycle safety on a key corridor of the San Francisco bicycle network, and to calm traffic within the John Muir Elementary school zone, staff are proposing a 15-month Page Street Bikeway Improvements pilot project consisting of several traffic circulation changes and bikeway improvements on and around Page Street. This pilot project would allow an evaluation of the effects to traffic circulation, transit operations, traffic safety, and other metrics to determine the feasibility of permanent or modified traffic changes.

PROJECT ELEMENTS

Eastbound turn restrictions on Page Street at Webster Street

People driving eastbound on Page Street will be required to turn right (south) or left (north) at Webster Street. Northbound right-turns and southbound left-turns from Webster Street onto eastbound Page Street will also be prohibited.

Westbound vehicle travel on Page Street at Webster Street will be unchanged, and pedestrian and bicycle traffic will remain permitted in all directions. The block of Page Street between Webster and Buchanan streets will continue to be two-way with parking permitted on both sides of the street. People wishing to park on the south side of the street will make a U-turn at the west end of the block. For comparison, a similar design was recently installed on Scott Street at Fell Street with the *Wiggle Neighborhood Green Corridor* project.

These turn restrictions are intended to reduce vehicle volumes on Page Street for several blocks to the west of Octavia Boulevard to improve traffic safety for students of John Muir Elementary School. The primary school loading zone is located on the north side of Page Street between Webster and Buchanan streets, with westbound access to this loading zone unaffected by the proposed restrictions. Students also often walk along this block to Koshland Park for various school activities.

Westbound turn restrictions on Page Street at Octavia Boulevard

People driving westbound on Page Street will be required to turn right (north) at Octavia Boulevard. Access to the first block of Page Street west of Octavia Boulevard will be possible by turning right from southbound Octavia Boulevard. Pedestrian and bicycle traffic will remain permitted in all directions at the intersection of Page Street and Octavia Boulevard.

These restrictions are intended to discourage excessive congestion and traffic impacts on Page Street from drivers waiting to turn left (south) onto Octavia Boulevard, as well as reduce overall traffic volumes on Page Street. Currently, westbound vehicle queues regularly back up to Gough Street, affecting traffic on Gough Street and limiting the ability of people biking to travel safely westbound on Page Street.

Protected bikeway and one-way Page Street from Laguna Street to Octavia Boulevard

The block of Page Street between Octavia Boulevard and Laguna Street (currently a two-way street) will be converted into one-way westbound only for vehicles with a contra-flow (eastbound) Class IV protected bikeway and westbound (uphill) Class II bike lane. In order to implement these changes, 20 parking spaces on the south side of the street will be removed. On Page Street between Laguna and Buchanan streets, the existing eastbound ‘center-running’ Class II bike lane will be replaced by a new westbound Class II bike lane, which will also continue west for an additional block to provide a continuous uphill bike lane from Octavia to Webster streets. Eastbound Page Street from Buchanan to Laguna street will include Class III bicycle shared lane markings.

The proposed changes are intended to limit vehicular access to the Central Freeway from eastbound Page Street, add protection for the eastbound bikeway on one block, and add a dedicated bicycle lane up-hill (westbound) for three blocks. Combined with the previously discussed eastbound and westbound turn restrictions, vehicular traffic on Page Street between Webster Street and Octavia Boulevard is expected to be significantly reduced as a result.

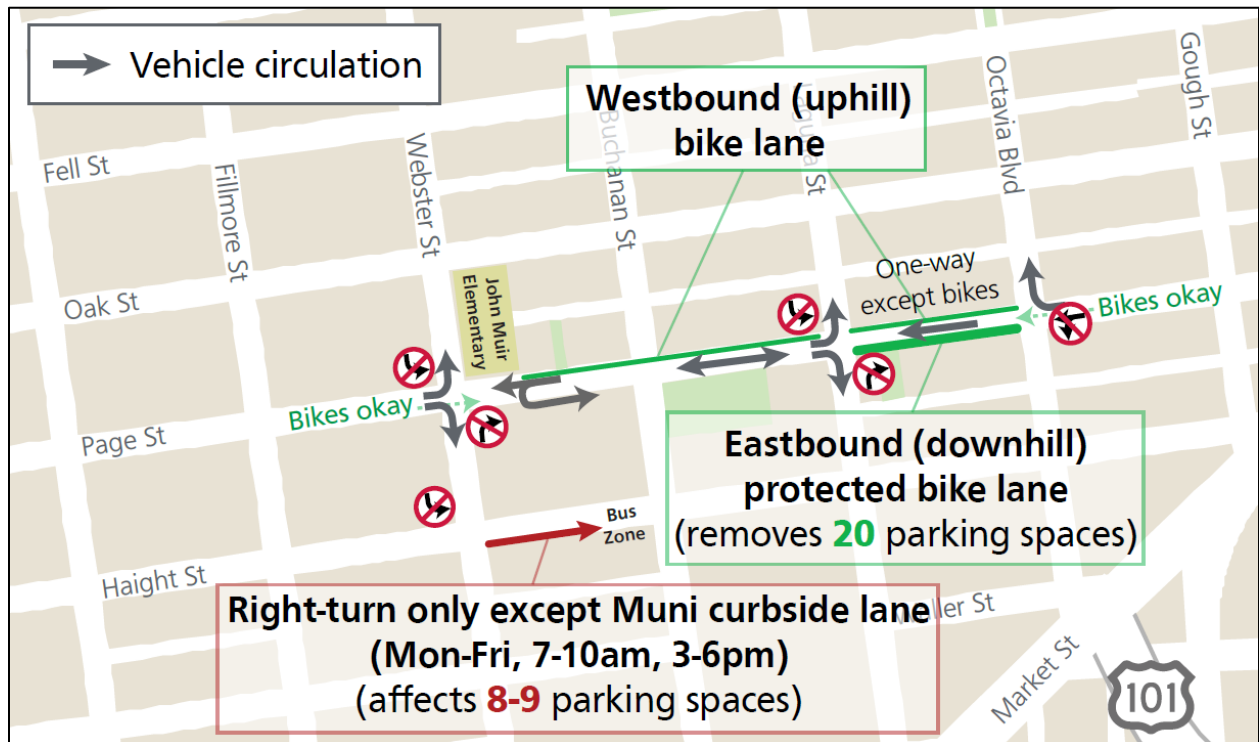


Figure 1. Page Street Bikeway Improvements Pilot Summary Graphic

Consistency with the San Francisco General Plan

Pursuant to California Vehicle Code section 21101(f), local authorities may adopt regulations to prohibit entry to, or exit from, or both, any street by means of islands, curbs, traffic barriers, or other roadway design features to implement the circulation element of a city's general plan. Consistent with this state statute, the Planning Department has determined that prohibiting entry onto Page Street in certain locations by motorized vehicles and other vehicular circulation changes are designed to implement Objectives 15 and 18 of the City's General Plan's Transportation Element:

Objective 15 of the City's General Plan provides:

“Encourage alternatives to the automobile and reduced traffic levels on residential streets that suffer from excessive traffic through the management of transportation systems and facilities.”

Within this objective, Policy 15.2 states specifically to “consider partial closure of certain residential streets to automobile traffic where the nature and level of automobile traffic impairs livability and safety, provided there is an abundance of alternative routes such that the closure will not create undue congestion on parallel streets.”

Objective 18 of the City's General Plan provides:

“Establish a street hierarchy system in which the function and design of each street are consistent with the character and use of adjacent land.”

Within this objective, Policy 18.1 states specifically that “wherever feasible, divert through automobile and commercial traffic from residential neighborhoods onto major and secondary arterials, and limit major arterials to nonresidential streets wherever possible.”

San Francisco's Better Streets Plan, adopted in 2010 and incorporated by reference to the San Francisco General Plan (see Table 2 under Objective 18) by of the Board of Supervisors, is a unified set of standards, guidelines, and implementation strategies intended to carry out the city's Better Streets Policy (Administrative Code Chapter 98). The Better Street Plan identifies a set of street ‘typologies’ to serve as the city's official street hierarchy system, which are based on existing land use and transportation designations in the Planning Code and San Francisco General Plan.

Pursuant to the Better Streets Plan, the portions of Page Street and Haight Street within the project area are classified as “Neighborhood Residential” and such streets should be “quieter residential streets with relatively low traffic volumes and speeds.” By comparison, the adjacent and parallel Oak Street is classified as a “Commercial Throughway” typology that should “move significant volumes of people across town in a variety of travel modes.”

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Restricted entry of vehicles onto a residential street such as Page Street, between Webster Street and Octavia Boulevard, allows the right of way to be allocated for other users of the street, thereby improving safety, prioritizing sustainable transportation modes, enhancing neighborhood livability, and supporting adjacent land uses. The Planning Department has submitted a letter to the SFMTA to this effect and a copy of it is on file with the Secretary to the SFMTA Board of Directors. Further, SFMTA staff has determined that restricting entry onto Page Street at select locations between Webster Street and Octavia Boulevard would provide for the health and safety of citizens due to the high number of vulnerable roadway users, including people bicycling to and from downtown as well as students attending John Muir Elementary School, and the corridor's history of collisions involving these users. The proposed turn restrictions on Page Street will substantially improve safety for pedestrian and cyclists by prioritizing their needs.

Class IV Protected Bikeway

As discussed above, an eastbound Class IV protected bikeway is proposed on Page Street from Laguna Street to Octavia Boulevard.

A Class IV bikeway is a bikeway for exclusive use of bicycles and includes required separation between the bikeway and vehicle traffic. The project would use plastic delineators as physical separation. Today, vehicular encroachment into the bike lane is a frequent occurrence and forces people who already are riding bikes in the center of the roadway (and exposed to both eastbound and westbound traffic) to make potentially unsafe passing and other maneuvers. The proposed protected bike lane will reduce the frequency of vehicles stopped in the bike lanes, improve safety, and provide a more inviting facility and greater sense of comfort for bicyclists.

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 proposed protected bikeway on Page Street 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 for the project are to discourage motor vehicles from encroaching or double parking in the bicycle lane, provide a more inviting facility

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and greater sense of comfort for bicyclists, and provide a greater perception of safety for bicyclists. These alternative criteria will be adopted by SFMTA Board of Directors 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 Information Number 89 Class IV Bikeway Guidance. The NACTO guidelines state that parking 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.

The separated bikeway for Page 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. It was also reviewed by the San Francisco Fire Department.

Turn restrictions and parking restrictions on Haight Street

By using signage, left-turns from southbound Webster Street onto eastbound Haight Street will be prohibited to discourage vehicles from turning onto Haight Street and affecting transit service.

To further address the potential for increased traffic onto Haight Street, the pilot project will also add peak period parking restrictions on the south side of Haight Street between Webster and Buchanan streets (affecting nine spaces¹) into a curbside 'right lane must turn right, except Muni' lane, which will allow Muni buses to bypass queued traffic to reach the inbound bus zone near-side of Buchanan Street. This new travel lane will only be in effect Monday-Friday, 7 AM – 10 AM and 3 PM - 6 PM, with evening/overnight and all-day weekend parking permitted. To ensure consistency with these weekday peak period parking restrictions, residential permit program (RPP) Area 'S' effective hours will be modified to exclude all parking during the tow-away hours.

¹ Parking would be removed on the south side of Haight Street from 154 feet west of Buchanan Street to Webster Street, amounting to approximately nine spaces (depending on size of vehicles). Of note, parking removal was previously legislated from Buchanan Street to 154 feet westerly as part of the Haight Street Muni Forward transit and signal improvements (three additional spaces).

Proposed Traffic and Parking Modifications from approximately February 1, 2020 to May 1, 2021

- A. ESTABLISH – RIGHT OR LEFT TURNS ONLY, EXCEPT BICYCLES – Page Street, eastbound, at Webster Street
- B. ESTABLISH – RIGHT TURN ONLY, EXCEPT BICYCLES - Page Street, westbound, at Octavia Boulevard
- C. ESTABLISH – NO LEFT TURN - Webster Street, southbound, at Haight Street
- D. ESTABLISH – ONE-WAY STREET, EXCEPT BICYCLES - Page Street, westbound, from Octavia Boulevard to Laguna Street
- E. RESCIND – CLASS II BIKEWAY (BIKE LANE) - Page Street, eastbound, from Buchanan Street to Octavia Boulevard
- F. ESTABLISH – CLASS II BIKEWAY (BIKE LANE) - Page Street, westbound, from Octavia Boulevard to Webster Street
- G. ESTABLISH – TOW-AWAY, NO STOPPING ANY TIME - Page Street, south side, between Laguna Street and Octavia Boulevard (removes 20 residential permit parking spaces for protected bikeway)
- H. ESTABLISH – CLASS IV BIKEWAY (PROTECTED BIKEWAY) - Page Street, eastbound, from Laguna Street to Octavia Boulevard
- I. ESTABLISH – CLASS III BIKEWAY (SHARED LANE) – Page Street, eastbound, from Buchanan Street to Laguna Street #
- J. ESTABLISH – TOW-AWAY, NO STOPPING, MONDAY TO FRIDAY, 7 AM – 10 AM AND 3 PM - 6 PM - Haight Street, south side, from 154 feet west of Buchanan Street to Webster Street #
RESCIND – 2-HOUR PARKING, 8 AM TO 9 PM, MONDAY THROUGH FRIDAY, EXCEPT VEHICLES WITH AREA S PERMITS - Haight Street, south side, from 154 feet west of Buchanan Street to Webster Street #
- K. ESTABLISH – 2-HOUR PARKING, 10 AM TO 3 PM AND 6 PM TO 9 PM,
- L. MONDAY THROUGH FRIDAY, EXCEPT VEHICLES WITH AREA S PERMITS - Haight Street, south side, from 154 feet west of Buchanan Street to Webster Street #

These proposed modifications will expire, and the streets reverted to pre-pilot conditions, by May 1, 2021 if not extended or permanently approved/modified by the SFMTA Board of Directors prior to this date.

PILOT PROJECT DATA COLLECTION

The 15-month pilot project will run from approximately February 1, 2020 to May 1, 2021, allowing for study of effects to circulation, transit performance, and traffic safety. Data collection for the pilot will be used to assess changes to conditions in the following categories:

1. Vehicle and bicycle volumes on Page Street

- To measure the project’s primary goal of reducing vehicle volumes on Page Street east of Webster Street, and the extent to which the street becomes more attractive for bicycling

- Method: traffic counts (including breakdown by mode)
- 2. Vehicle queuing on Oak and Haight streets**
 - To measure possible changes to vehicle queuing lengths and incidents of ‘blocking the box’ on Oak and Haight streets approaching Octavia Boulevard
 - Method: observations (in-person and video)
- 3. Neighborhood traffic circulation**
 - To study changes in traffic patterns throughout the larger neighborhood street grid (i.e., how traffic is dispersed onto other streets)
 - Method: traffic counts (intersection movements and mid-block screen lines)
- 4. Transit travel times on Haight Street**
 - To measure possible changes in transit travel times
 - Method: on-board Muni GPS data (bus stop to bus stop)
- 5. Violations of Muni-only lane on Haight Street**
 - To measure possible changes in private vehicle violations of the eastbound Muni-only lane on Haight Street
 - Method: observations (in-person and video)
- 6. Compliance with traffic modifications and turn restrictions**
 - To measure the effectiveness of the proposed pilot traffic restrictions
 - Method: traffic counts (intersection movements) and observations
- 7. Disruptions to transit service on Haight Street during special events**
 - To study how transit is re-routed from Haight Street during special events
 - Method: analysis of disruption events before and during the pilot
- 8. Safety on Page and Haight streets**
 - To study various metrics of safety, including ‘close calls’ between people driving and bicycling, passing events, and collisions
 - Methods: observations (in-person and video), collision records (including transit)
- 9. Public perceptions**
 - To study the public’s perceptions of the modified traffic patterns
 - Method: public perception survey (including intercepting street users)

‘Baseline’ data will be collected prior to installation of the temporary turn restrictions, one-way conversion, and bikeway improvements (expected construction approximately February 1, 2020).

Two evaluation periods are proposed to compare against the ‘baseline’ data. The first evaluation period will occur before planned transit upgrades on Haight Street (new traffic signals and associated roadway changes between Webster and Buchanan streets). After data is available and assessed from this evaluation period, SFMTA staff will return to the SFMTA Board to review performance of the pilot project and consider potential ‘course corrections’ as needed. The second evaluation will occur after the Haight Street signal improvements have been constructed and once school is in back in session.

- **1st evaluation – spring 2020**
 - *Prior to traffic signal modifications on Haight Street, with school in session*

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- *Staff to brief SFMTA Board within four months of project implementation*
- **2nd evaluation – late summer / early fall 2020**
 - *After traffic signal modifications on Haight Street, with school in session*

The project team will return to the SFMTA Board of Directors with a report of findings by May 1, 2021 along with a recommendation of whether to continue, modify, or remove the pilot project's traffic restrictions, bikeway improvements, and parking changes.

STAKEHOLDER ENGAGEMENT

From 2015 through 2018, the SFMTA engaged the Hayes Valley and Lower Haight communities on traffic issues on and around Page Street as part of the *Octavia Boulevard Enhancement Project*, later evolving into the separate *Page Street/Octavia Boulevard Bicycle Spot Improvements* and *Page Street Neighborway* projects. The SFMTA held over a dozen public meetings and pop-up events where more than one hundred participants discussed community issues related to traffic safety, congestion and neighborhood livability.

SFMTA staff began distinct outreach for the *Page Street Bikeway Improvements Pilot* in summer 2019. Staff met with neighborhood groups including Hayes Valley Neighborhood Association (HVNA) and Lower Haight Merchants and Neighbors Association (LoHaMNA), institutions including the French American International School and the San Francisco Zen Center, merchants including Two Jacks Nik's Place, S&W Market, Mercury Café and Nick's Market, and neighbors on Page, Haight, and intersecting streets including Hayes Valley Apartments.

On August 27, 2019, SFMTA hosted an open house and public hearing at John Muir Elementary School, with over 150 attendees. SFMTA additionally tabled at Sunday Streets Western addition and performed door-to-door outreach to all addresses on Page Street and Haight Street within the project area.

The San Francisco Fire Department, San Francisco Police Department, and San Francisco Department of Public Works have reviewed the pilot project through the interagency Transportation Advisory Staff Committee (TASC). The office of District 5 Supervisor Vallie Brown also has been directly involved in development of this pilot project and has expressed support for the proposed changes.

Over the four years of public engagement focused on traffic safety for Page Street and surrounding streets, several hundred public comments were received at meetings or by direct correspondence. Preceding each outreach event, promotional materials were posted along Page Street, hand-delivered or mailed to project area residents and businesses, and otherwise communicated via SFMTA's online channels, electronic updates, and community channels.

Further, the pilot project is intended to serve as an extended phase of public outreach, with a public perception survey, continued engagement with neighborhood groups, and a dedicated project email address to facilitate ongoing feedback.

Summary of Public Feedback on the Proposed Changes

The following are major themes of feedback:

- General support for improved safety for people bicycling: The consensus among people who ride bikes on Page Street, particularly towards downtown in the morning commute, is that the proposed traffic circulation changes and bikeway improvements would greatly improve safety along the corridor. Further, many Page Street neighbors specifically mention the appeal of reduced vehicle volumes on their street.
- General support for the project overall: By a two-to-one margin, people who attended and commented at the August 27, 2019 open house were in favor of the pilot project (compared to those who expressed strong concern(s) about one or more project elements). Besides support for bicycle safety, many residents expressed frustrations with the status quo and the impacts of traffic on neighborhood livability (e.g., honking, air quality), and voiced interest in how the pilot might help improve school safety and generally change things for the better.
- Concerns with impact to Haight Street: A number of public comments, including a local resident petition and several business owners, have focused on the potential for additional freeway-bound traffic on Haight Street and the possible effects on safety, transit travel times, and overall livability. Some of these comments also focused on the original proposal for all-day (7am-7pm) parking restrictions on Haight Street and the effects it might have on local business and residential access. Overall, most of those concerned with Haight Street are not wholly opposed to the proposed pilot project on Page Street, but are concerned with existing traffic issues, are worried about spillover effects, and would like improvements to be made to Haight Street as well.
- Concerns with parking loss and availability: Some public comments have expressed concern with the proposed loss of residential permit parking spaces on both Page and Haight streets, with some fully opposed to the project and others empathetic to the project goals but otherwise frustrated with the continued erosion of available on-street residential parking in the neighborhood. Other community members expressed desire to see modifications to the existing Residential Permit Parking (RPP) regulations in the neighborhood to expand potential available parking near Page Street.
- Concerns with construction and other changes on Haight Street: Many merchants and residents are fatigued from years of utility upgrades and streetscape improvements on Haight Street, the most recent of which were substantially completed in 2018. With previously legislated traffic signals, turn restrictions, and relocated/lengthened bus zones (some involving parking loss) expected to start construction in 2020, many Haight Street residents and businesses have voiced concerns with additional construction and changes.

Project Modifications Based on Public Feedback

SFMTA's public outreach and engagement identified concerns among area residents and businesses that resulted in modifications to the project proposal. These include the following:

- In response to concerns that earlier proposals were insufficient for bicycle safety on Page Street, the project team expanded the scope of the turn restrictions on Page Street to include traffic approaching Octavia Boulevard from both the eastbound and westbound directions, as well as additional protected bike lane infrastructure.
- In response to merchants' and residents' concerns regarding parking removal on Haight Street, the project team reduced the effective hours of parking restrictions to support transit from all day (7am-7pm) on weekdays to peak periods only (7-10am, 3-6pm).
- The pilot project evaluation plan was expanded and refined based on public input. Specifically, vehicle queuing, crosswalk/intersection blocking, and other safety metrics will be studied on Haight Street in more detail than previously planned as part of the pilot proposal evaluation.
- Staff committed to greater enforcement activities intended to support the introduction of the pilot circulation changes and to address on-going traffic safety issues based on feedback from the community, including residents and merchants on Haight Street. The District 5 Supervisor Office has committed to assisting in the provision of SFPD enforcement resources at the start of the pilot, joining SFMTA parking/traffic control officers.
- The Page Street project team has met with the SFMTA Parking subdivision to consider modifications to the existing Residential Permit Parking regulations adjacent to Page Street (Areas S and Q).

ALTERNATIVES CONSIDERED

Only restricting eastbound traffic on Page Street at Webster Street: Staff have spent several years developing a proposal to restrict eastbound traffic at Webster Street without additional circulation changes, which would have maintained eastbound access to Octavia Boulevard and the Central Freeway on Page Street via Buchanan and Laguna streets. Upon further community discussions, including with District 5 Supervisor Brown's office, it was determined that there is support for a pilot of a more complete solution that fully restricts both the eastbound and westbound approaches to Octavia Boulevard on Page Street.

Implementing eastbound and westbound turn restrictions without the one-way street conversion: Staff considered whether to implement turn restrictions without converting the Octavia-Laguna block into a one-way westbound street for vehicle traffic and adding a protected bikeway (requiring the removal of 20 parking spaces). This alternative was rejected in order to fully protect cyclists that travel eastbound on Page Street.

Implementing a two-way protected bikeway on Page Street: Staff considered adding a two-way protected bikeway on the Octavia-Laguna block provided there is enough roadway width for such a design. However, this layout is only possible for one block without expanding project scope significantly on adjacent blocks and would result in irregular transitions into and out of the protected bikeway for westbound bike riders. This alternative is not recommended.

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Implementing a protected bikeway westbound on Page Street: Staff considered a protected bicycle facility in the westbound direction from Laguna Street to Octavia Boulevard to complement the proposed eastbound protected facility. This would require the elimination of an additional twenty parking spaces on the block. Additionally, with the limited access for vehicles to Page Street, the anticipated low vehicle volumes meet national guidelines for 'bicycle boulevards' that do not require fully protected bicycle facilities.

Restricting vehicular access to Octavia Boulevard from Haight Street in one or both directions: In response to concerns regarding transit travel times and the effects of traffic on livability on Haight Street (either currently or with the proposed pilot project), a few stakeholders have raised the idea of undertaking a similar approach to turn restrictions on Haight Street. While staff do see this alternative as having potential merit, this potential action would require considerable additional public outreach and time to develop further. Given the magnitude of traffic circulation changes proposed for Page Street, and the opportunity for the pilot proposal to inform future potential changes on Haight Street, staff ultimately recommend moving forward with evaluation of the current pilot proposal before considering additional turn restrictions within the project study area.

No Project: Staff considered not proposing any improvements. However, given the importance of addressing collision patterns and improving the comfort of bicycling along Page Street, staff recommend a pilot to study the proposed traffic circulation changes and bikeway improvements.

FUNDING IMPACT

This project is funded by approximately \$350,000 in developer impact fee funds for transportation improvements within the Market-Octavia Plan Area.

ENVIRONMENTAL REVIEW

The proposed Page Street Bikeway Improvements Pilot Project is subject to the California Environmental Quality Act (CEQA) and CEQA provides a Class 6 categorical exemption for information collection including basic data collection, research, experimental management, and resource evaluation activities. On October 31, 2019, the Planning Department determined that the proposed Page Street Bikeway Pilot Project is categorically exempt from CEQA, pursuant to Title 14 of the California Code of Regulations Section 15306.

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

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.

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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

Only Items I-L listed above are subject to the Board of Supervisors review because all other parking modifications are directly related to the installation of Class II and Class IV bicycle facilities pursuant to Ordinance 127-18.

The City Attorney has reviewed this item.

RECOMMENDATION

SFMTA staff request that the SFMTA Board of Directors approve a 15-month Page Street Bikeway Improvement pilot project, starting approximately February 1, 2020 and ending on May 1, 2021, which includes implementing turn restrictions on and adjacent to Page Street at Webster and Octavia streets, converting Page Street between Octavia Boulevard and Laguna Street to one-way westbound except for bicycles, establishing Class II, Class III and Class IV bicycle facilities on Page Street, adding a peak period right-turn only except Muni lane on Haight Street for one block, and approving related parking and traffic modifications to improve safety and livability as set forth in Items A through L above.

SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY
BOARD OF DIRECTORS

RESOLUTION No. _____

WHEREAS, The San Francisco Municipal Transportation Agency has proposed traffic and parking modifications along Page, Haight, and Webster streets as follows:

- A. ESTABLISH – RIGHT OR LEFT TURNS ONLY, EXCEPT BICYCLES – Page Street, eastbound, at Webster Street
- B. ESTABLISH – RIGHT TURN ONLY, EXCEPT BICYCLES - Page Street, westbound, at Octavia Boulevard
- C. ESTABLISH – NO LEFT TURN - Webster Street, southbound, at Haight Street
- D. ESTABLISH – ONE-WAY STREET, EXCEPT BICYCLES - Page Street, westbound, from Octavia Boulevard to Laguna Street
- E. RESCIND – CLASS II BIKEWAY (BIKE LANE) - Page Street, eastbound, from Buchanan Street to Octavia Boulevard
- F. ESTABLISH – CLASS II BIKEWAY (BIKE LANE) - Page Street, westbound, from Octavia Boulevard to Webster Street
- G. ESTABLISH – TOW-AWAY, NO STOPPING ANY TIME - Page Street, south side, between Laguna Street and Octavia Boulevard
- H. ESTABLISH – CLASS IV BIKEWAY (PROTECTED BIKEWAY) - Page Street, eastbound, from Laguna Street to Octavia Boulevard
- I. ESTABLISH – CLASS III BIKEWAY (SHARED LANE) – Page Street, eastbound, from Buchanan Street to Laguna Street
- J. ESTABLISH – TOW-AWAY, NO STOPPING, MONDAY TO FRIDAY, 7 AM – 10 AM AND 3 PM - 6 PM - Haight Street, south side, from 154 feet west of Buchanan Street to Webster Street
- K. RESCIND – 2-HOUR PARKING, 8 AM TO 9 PM, MONDAY THROUGH FRIDAY, EXCEPT VEHICLES WITH AREA S PERMITS - Haight Street, south side, from 154 feet west of Buchanan Street to Webster Street
- L. ESTABLISH – 2-HOUR PARKING, 10 AM TO 3 PM AND 6 PM TO 9 PM, MONDAY THROUGH FRIDAY, EXCEPT VEHICLES WITH AREA S PERMITS - Haight Street, south side, from 154 feet west of Buchanan Street to Webster Street; and,

WHEREAS, The proposed parking and traffic modifications will start on approximately February 1, 2020 and end on May 1, 2021; and,

WHEREAS, The San Francisco Municipal Transportation Agency is committed to implementing bicycle and pedestrian safety improvements on Page Street; and,

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

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WHEREAS, Page Street experiences very high bicycle volumes, often exceeding the number of vehicles on the street in the morning commute; and,

WHEREAS, Page Street continues to see elevated numbers of injury traffic collisions, including a high concentration of collisions involving people bicycling and walking; and,

WHEREAS, The Page Street Bikeway Improvements Pilot Project aims to improve traffic safety for people bicycling and walking on Page Street, including students of John Muir Elementary School; and,

WHEREAS, Haight Street is an important transit corridor with over 20,000 daily riders in addition to important commercial and residential uses in the Lower Haight and Hayes Valley neighborhoods; and,

WHEREAS, Prohibiting entry onto Page Street at select locations between Webster Street and Octavia Boulevard would provide for the health and safety of citizens due to the high number of vulnerable roadway users, including people bicycling to and from downtown as well as students attending John Muir Elementary School, and the corridor's history of collisions involving these users; and,

WHEREAS, The Planning Department has determined that prohibiting entry onto Page Street at select locations between Webster Street and Octavia Boulevard would help to implement Objective 15 and Objective 18 of the City's General Plan's Transportation Element pursuant to California Vehicle Code section 21101(f) in order to allow the right-of-way to be allocated for other users of the street, thereby improving safety, prioritizing sustainable transportation modes, enhancing neighborhood livability, and supporting adjacent land uses; and,

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 protected bikeway proposed as part of the project meets these three requirements; 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 facility and greater sense of comfort for bicyclists, and to provide a greater perception of safety for bicyclists; and,

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

WHEREAS, The proposed Page Street Bikeway Improvements Pilot Project is subject to the California Environmental Quality Act (CEQA) and CEQA provides a Class 6 categorical exemption for information collection including basic data collection, research, experimental management, and resource evaluation activities; and,

WHEREAS, On October 31, 2019, the Planning Department determined that the proposed Page Street Bikeway Improvements Pilot Project is categorically exempt from CEQA, pursuant to Title 14 of the California Code of Regulations Section 15306; and,

WHEREAS, 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; 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, only Items I through L listed above are subject to the Board of Supervisors review because all other parking modifications are directly related to the installation of Class II and Class IV bicycle facilities; and, now, therefore, be it

RESOLVED, That the SFMTA Board of Directors concurs with the Planning Department's determination that prohibiting entry onto Page Street at select locations between Webster Street and Octavia Boulevard would help to implement Objective 15 and Objective 18 of the City's General Plan's Transportation Element pursuant to California Vehicle Code section 21101(f) in order to allow the right-of-way to be allocated for other users of the street, thereby improving safety, prioritizing sustainable transportation modes, enhancing neighborhood livability, and supporting adjacent land uses; and, be it further

RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors approves a 15-month Page Street Bikeway Improvement pilot project, starting approximately February 1, 2020 and ending on May 1, 2021, which includes implementing turn restrictions on and adjacent to Page Street at Webster and Octavia streets, converting Page Street between Octavia Boulevard and Laguna Street to one-way westbound except for bicycles, establishing Class II, Class III and Class IV bicycle facilities on Page Street, adding a peak period right-turn only except Muni lane on Haight Street for one block; and, be it further

PAGE 19.

RESOLVED, That the Board of Directors approves related parking and traffic modifications to improve safety and livability as set forth in Items A through L above.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting on November 19, 2019.

Secretary to the Board of Directors
San Francisco Municipal Transportation Agency

Enclosure 2 – SF Planning Department Letter of General Plan Consistency



**SAN FRANCISCO
PLANNING DEPARTMENT**

MEMO

October 30, 2019

Tom Maguire
Acting Director of Transportation
San Francisco Municipal Transportation Agency
1 S Van Ness Ave, San Francisco, CA 94103

RE: Page Street Neighborway Project

Dear Director Maguire,

The San Francisco Municipal Transportation Agency (SFMTA) recently requested the Planning Department (Planning) issue a determination whether the proposed traffic diversion components of the Page Street Neighborway Project help implement adopted polices in the San Francisco General Plan.

Planning understands that this documentation is needed to ensure compliance with section 21101(f) of the California Vehicle Code which provides that local authorities can adopt regulations by ordinance or resolution to "(p)rohibiting entry to, or exit from, or both, from any street by means of islands, curbs, traffic barriers, or other roadway design features to implement the circulation element of a general plan...".

The Planning Department has determined that Objectives 15 and 18 of the San Francisco General Plan's Transportation Element support the proposed traffic calming and traffic diversion measures being proposed by the SFMTA which include:

- Prohibiting eastbound traffic from entering page Street at Webster Street
- Prohibiting westbound t through traffic and left turns on to Page Street at Octavia Boulevard
- Converting Page Street into a one-way street in the westbound direction between Laguna Street and Buchanan Street
- Adding a westbound bike lane on Page Street between Octavia Boulevard and Webster Street
- Adding a right-turn only except Muni lane on Haight Street between Webster and Buchanan
- Prohibiting left turns from Webster Street onto Haight Street

Objective 15 provides as follows:

Objective 15 – Encourage alternatives to the automobile and reduced traffic levels on residential streets that suffer from excessive traffic through the management of transportation systems and facilities.

Within this objective, Policy 15.2 states specifically to "consider partial closure of certain residential streets to automobile traffic where the nature and level of automobile traffic impairs livability and safety, provided there is an abundance of alternative routes such that the closure will not create undue congestion on parallel streets."

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Objective 18 provides as follows:

Objective 18 – Establish a street hierarchy system in which the function and design of each street are consistent with the character and use of adjacent land.

Within this objective, Policy 18.1 states specifically that “wherever feasible, divert through automobile and commercial traffic from residential neighborhoods onto major and secondary arterials, and limit major arterials to nonresidential streets wherever possible.”

San Francisco’s Better Streets Plan, adopted in 2010 and incorporated by reference to the San Francisco General Plan (see Table 2 under Objective 18) by of the Board of Supervisors, is a unified set of standards, guidelines, and implementation strategies intended to carry out the city’s Better Streets Policy (Administrative Code Chapter 98). The Better Street Plan identifies a set of street ‘typologies’ to serve as the city’s official street hierarchy system, which are based on existing land use and transportation designations in the Planning Code and San Francisco’s General Plan.

Pursuant to the Better Streets Plan, the portions of Page Street and Haight Street within the project area are classified as “Neighborhood Residential” and such streets should be “quieter residential streets with relatively low traffic volumes and speeds.” By comparison, the adjacent and parallel Oak Street is classified as a “Residential Throughway” that should “move significant volumes of people across town in a variety of travel modes.”

Prohibiting entry of vehicles onto a residential street such as Page Street, between Webster Street and Octavia Boulevard, allows the right of way to be allocated for other users of the street, thereby improving safety, prioritizing sustainable transportation modes, enhancing neighborhood livability, and supporting adjacent land uses.

The identified San Francisco General Plan policies are applicable to the Page Street Neighborway Project *as well as* similar traffic calming and/or traffic diversion projects the SFMTA might pursue in the future for Neighborhood Residential streets, where the SFMTA elects to:

- Prohibit entry onto a street in certain locations by motorized vehicles
- Install traffic calming features such as traffic circles, medians, islands, bulb-outs, diverters, speed humps, tabled intersections etc. that slow vehicular traffic
- Install other vehicular circulation changes designed to implement Objectives 15 and 18 of the City’s General Plan’s Transportation Element.

In summary, the Planning Department finds the Page Street Neighborway Project furthers implementation of the San Francisco General Plan..

Best Regards,

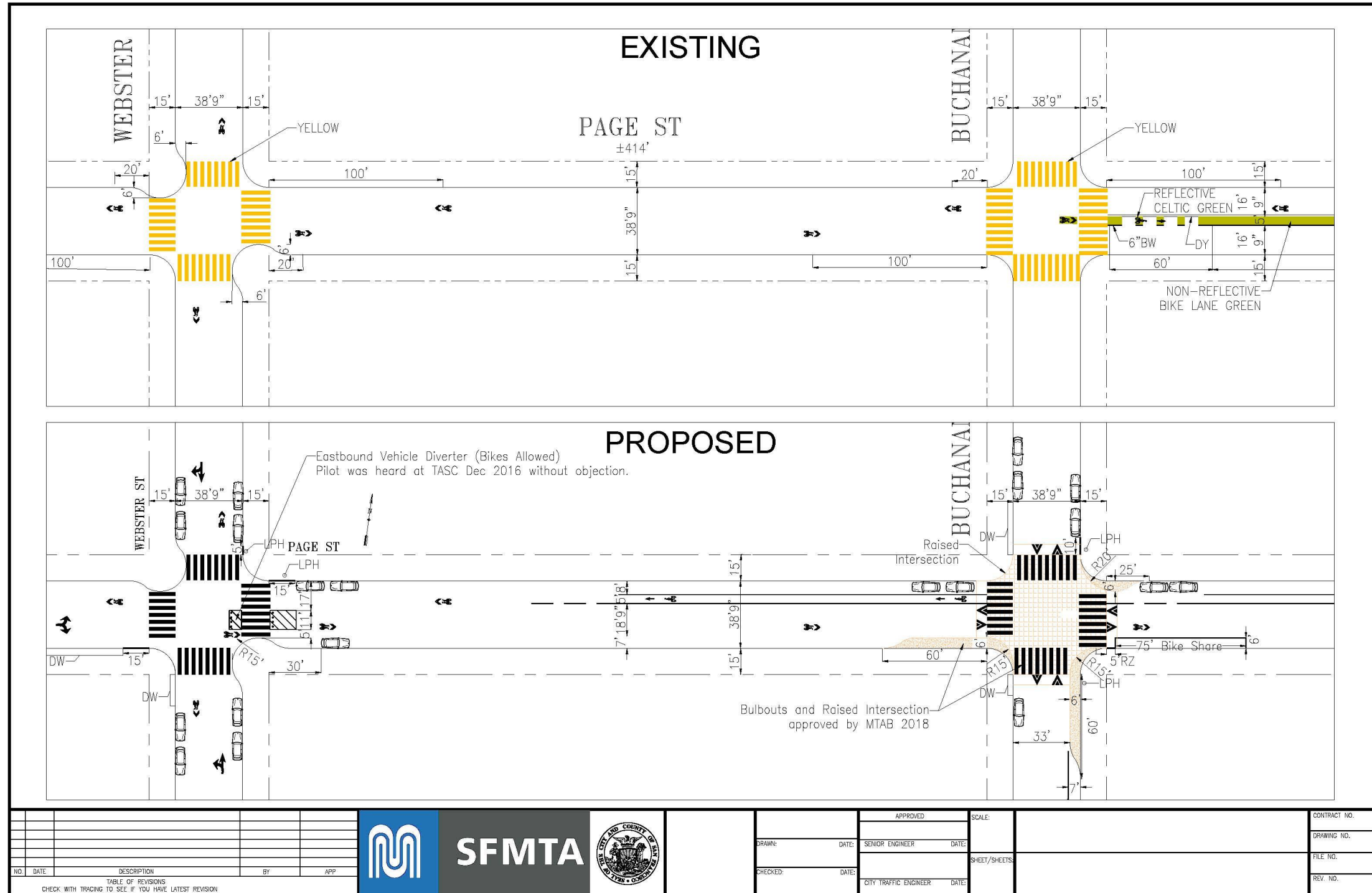




John Rahaim
Director of Planning
San Francisco Planning Department
City and County of San Francisco

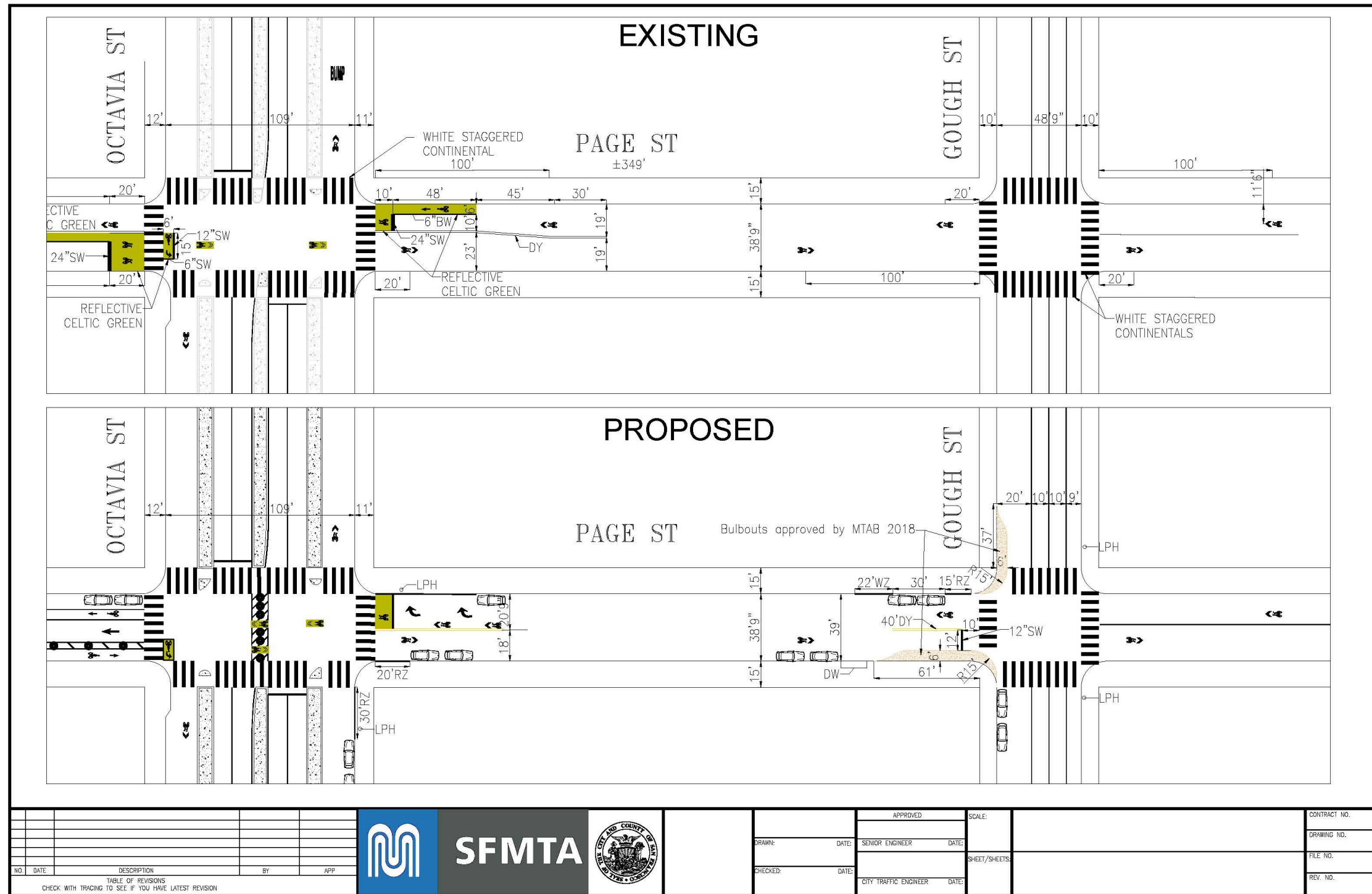
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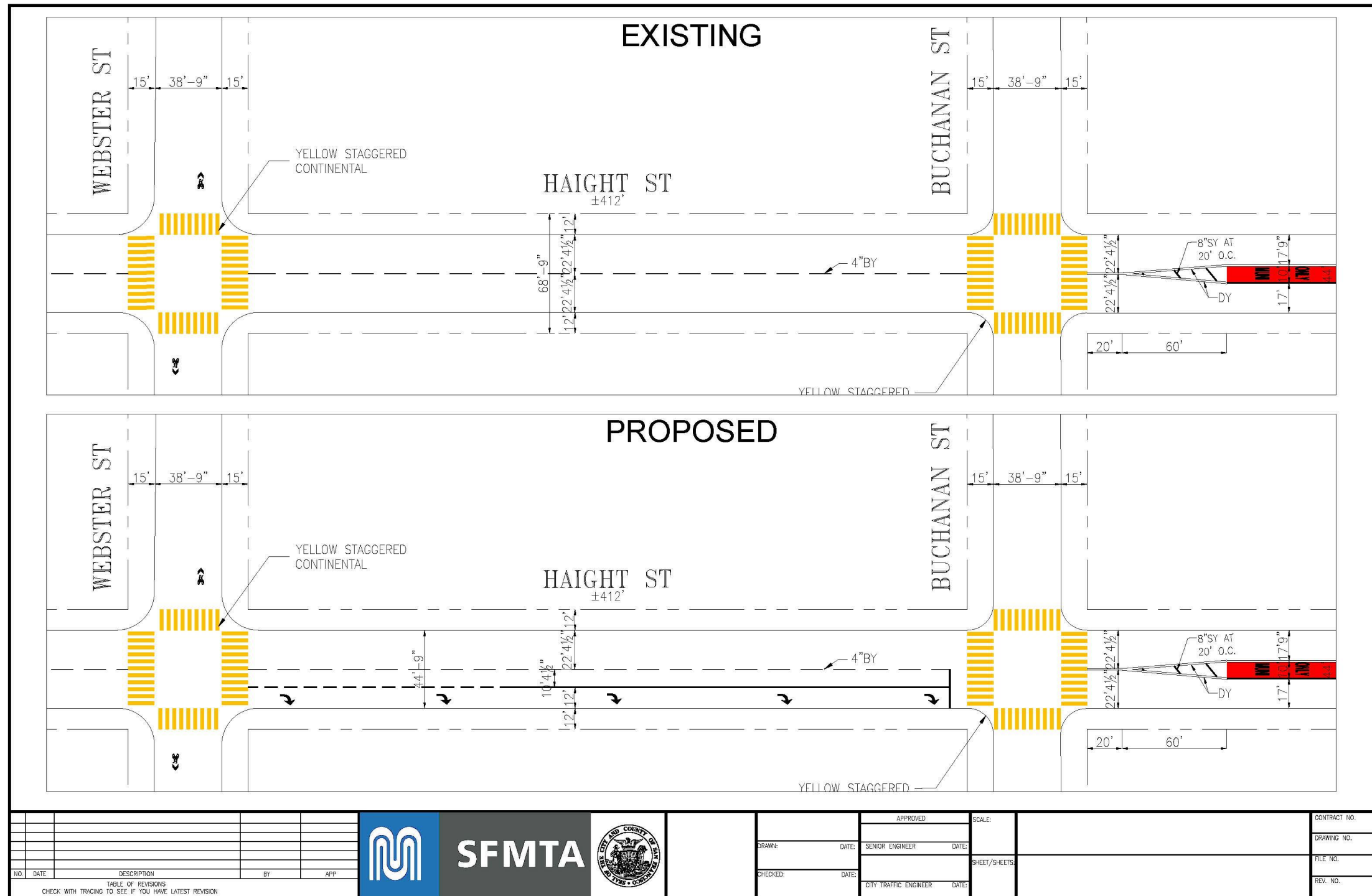
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Enclosure 3 –Existing/Proposed Pilot Project Design Drawings



NO.		DATE		DESCRIPTION		BY	APP
TABLE OF REVISIONS							
CHECK WITH TRACING TO SEE IF YOU HAVE LATEST REVISION							
 SFMTA							
DRAWN:		DATE:		APPROVED:		SCALE:	
CHECKED:		DATE:		SENIOR ENGINEER		DATE:	
				CITY TRAFFIC ENGINEER		DATE:	
				SHEET/SHEETS:		CONTRACT NO.	
						DRAWING NO.	
						FILE NO.	
						REV. NO.	





NO.	DATE	DESCRIPTION	BY	APP.
TABLE OF REVISIONS				
CHECK WITH TRACING TO SEE IF YOU HAVE LATEST REVISION				



SFMTA



APPROVED

SCALE:

CONTRACT NO.

DRAWING NO.

FILE NO.

REV. NO.

DRAWN: DATE: SENIOR ENGINEER

DATE: DATE:

CHECKED: DATE: CITY TRAFFIC ENGINEER

DATE: DATE:

SHEET/SHEETS