

THIS PRINT COVERS CALENDAR ITEM NO.: 10.3

**SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY**

DIVISION: Streets

BRIEF DESCRIPTION:

Approving a protected bikeway and parking restrictions on Washington Street between Drumm Street and the Embarcadero and turn restrictions at the intersections of the Embarcadero with Broadway and Washington Street.



SUMMARY:

- The Embarcadero Enhancement Program (EEP) is a series of related traffic-safety and mobility projects along and adjacent to the Embarcadero, a Vision Zero high-injury corridor.
- The Central Embarcadero Safety Project (Project) is the EEP's highest priority. It extends on the Embarcadero between Bryant Street and Broadway and on Washington Street between the Embarcadero and Drumm Street.
- The project includes a two-way bikeway, travel lane 'road diet', curb management changes, and related work that fall within the Port of San Francisco's jurisdiction. The San Francisco Port Commission approved these changes on August 10, 2021.
- Proposed changes under the jurisdiction of the SFMTA establish a protected bikeway on Washington Street between Drumm Street and the Embarcadero and turn restrictions at the intersections of the Embarcadero with Broadway and Washington Street.
- The San Francisco Planning Department has determined that the proposed traffic and parking modifications are statutorily exempt from the California Environmental Quality Act (CEQA).
- The proposed project is not subject to the Board of Supervisors review pursuant to Ordinance 127-18.

ENCLOSURES:

1. SFMTAB Resolution
2. Project Plans

APPROVALS:

	DATE
DIRECTOR 	<u>September 14, 2021</u>
SECRETARY 	<u>September 14, 2021</u>

ASSIGNED SFMTAB CALENDAR DATE: September 21, 2021

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PURPOSE

Approving a protected bikeway and parking restrictions on Washington Street between Drumm Street and the Embarcadero and turn restrictions at the intersections of the Embarcadero with Broadway and Washington Street.

STRATEGIC PLAN GOALS AND TRANSIT FIRST POLICY PRINCIPLES

The item will support the following goals and objectives of the SFMTA Strategic Plan:

Goal 1: Create a safer transportation experience for everyone.

Objective 1.1: Achieve Vision Zero by eliminating all traffic deaths.

Objective 1.2: Improve the safety of the transit system.

Goal 2: Make transit and other sustainable modes of transportation the most attractive and preferred means of travel.

Objective 2.2: Enhance and expand the 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 3.1: Use agency programs and policies to advance San Francisco's commitment to equity.

Objective 3.2: Advance policies and decisions in support of sustainable transportation and land use principles.

This item will support the following Transit First Policy 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.
7. Parking policies for areas well served by public transit shall be designed to encourage travel by public transit and alternative transportation.

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DESCRIPTION

The SFMTA Embarcadero Enhancement Program (EEP) is a phased program of capital improvements to promote safety, mobility, connectivity, access, and economic recovery along The Embarcadero. Planning and concept design occurred over many years in collaboration with the Port of San Francisco, adjacent neighborhood organizations, and other waterfront corridor stakeholders.

The EEP's highest priority is to implement safety changes between Bryant Street and Broadway, collectively known as the Central Embarcadero Safety Project (the Project), that include:

- A protected (Class IV) two-way bikeway and northbound lane 'diet' along the waterside of the Embarcadero
- A protected (Class IV) bikeway and eastbound lane 'diet' along Washington Street between the Embarcadero and Drumm Street
- Revised curb management and parking near the Ferry Building
- Vehicle turn restrictions and other intersection improvements

The Project includes an initial quick-build phase focused between Mission Street and Broadway on the Embarcadero and Washington Street between the Embarcadero and Drumm Street. A future capital project phase would add sidewalk, signal, and other physical changes within the quick-build area and extend the Embarcadero two-way bikeway southerly to Bryant Street.

The Embarcadero waterfront is under the jurisdiction of the Port of San Francisco, and the Central Embarcadero Safety Project's quick-build phase includes changes that require approval actions by both the San Francisco Port Commission and the SFMTA Board, as described below:

The following project elements fall under the jurisdiction of the Port of San Francisco and were approved by the Port Commission on August 10, 2021:

- New two-way protected bikeway and northbound vehicle lane removal on the Embarcadero between Mission Street and Broadway
- Vehicle lane, bike lane, and curb management changes along the Embarcadero southbound

The proposed Project includes elements that fall under the jurisdiction of the SFMTA:

- A. ESTABLISH – NO TURN ON RED – Washington Street, eastbound, at The Embarcadero
- B. ESTABLISH – NO TURN ON RED – The Embarcadero, southbound, at Washington Street
- C. ESTABLISH – NO TURN ON RED – Broadway, eastbound, at The Embarcadero
- D. ESTABLISH – NO TURN ON RED – The Embarcadero, southbound, at Broadway
- E. ESTABLISH – NO U-TURNS – The Embarcadero, northbound, at Washington Street

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- F. ESTABLISH – NO U-TURNS – The Embarcadero, southbound, at Washington Street
- G. ESTABLISH – NO U-TURNS – The Embarcadero, southbound, at Broadway
- H. ESTABLISH – CLASS IV BIKEWAY – Washington Street, eastbound and westbound, from The Embarcadero to Drumm Street (parking-protected bikeways)
- I. ESTABLISH – RED ZONE – Washington Street, north side, from The Embarcadero to 150 feet westerly (removes three parking spaces for Class IV bikeway)
- J. ESTABLISH – RED ZONE – Washington Street, north side, from Drumm Street to 20 feet easterly
- K. ESTABLISH – RED ZONE – Washington Street, south side, from Drumm Street to 40 feet easterly (removes one parking space and shifts existing blue zone by 34')
- L. ESTABLISH – BLUE ZONE – Washington Street, south side, from 40 feet to 66 feet east of Drumm Street (shifting and lengthening existing blue zone at the same location)

Existing Conditions

Washington Street

Washington Street between Drumm Street and the Embarcadero has four travel lanes, two eastbound and two westbound, separated by a planted median island. The north and south curb lanes serve as vehicle parking, consisting of 21 general meters and one blue zone.

The westbound lanes of Washington Street approaching Drumm Street comprise one lane for traffic turning left onto southbound Drumm Street and one lane for traffic continuing straight on westbound Washington Street or turning right onto northbound Drumm Street. The eastbound lanes approaching the T-intersection at the Embarcadero comprise one left-turn lane and one right-turn lane for traffic onto northbound and southbound Embarcadero.

At the intersection of Washington Street and the Embarcadero, legal turn movements include northbound Embarcadero left turns and U-turns, southbound Embarcadero right turns and U-turns, eastbound Washington right turns, left turns, and U-turns. All right turns on red are permissible.

At the peak (pre-pandemic) commute, westbound Washington Street carried approximately 400 vehicles per hour, while eastbound Washington Street carried 250 vehicles per hour. The street carried 30 bicycles per hour during the peak hour and is not currently a designated bikeway. SamTrans operates Routes FCX, 292, 397, and 398 on this block of Washington Street.

Broadway

Broadway between Davis Street and the Embarcadero currently has four travel lanes: two westbound lanes and one lane each for eastbound left and right turns onto the Embarcadero. At the intersection of Broadway and the Embarcadero, legal turn movements include northbound

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Embarcadero left turns and U-turns, southbound Embarcadero right turns and U-turns, eastbound Broadway right turns, left turns, and U-turns. All right turns on red are permissible.

At the peak (pre-pandemic) commute, westbound Broadway carried approximately 400 vehicles per hour, while eastbound Broadway carried 250 vehicles per hour.

Collision history

Both the intersections of the Embarcadero at Broadway and Washington Street are on the Vision Zero High-Injury Network and comprise the top two intersections for collisions along the Embarcadero corridor. Between 2015 and 2020, 16 injury crashes occurred at Broadway and the Embarcadero, ten of which involved a person walking or bicycling. During the same period, 14 injury crashes occurred at Washington Street and the Embarcadero, six of which involved a person walking or bicycling.

Proposed Modifications

The proposed bikeway on Washington Street will connect the Embarcadero waterfront bikeway into the Financial District and create opportunities for expansions to existing bikeways on Davis and Front Streets north of Jackson Street in the future.

A parking-protected (Class IV) bikeway is proposed for eastbound and westbound Washington Street. This proposal requires removing one eastbound vehicle lane, one westbound vehicle lane (on the west half of the block only), and five general metered spaces.

The proposed 'No Turn on Red' restrictions for the Embarcadero at the intersections of Broadway and Washington Street reduce the number of potential traffic conflicts and improve safety, especially for people walking and bicycling. Further, the eastbound Washington Street and eastbound Broadway 'No Turn On Red' restrictions provide a safe waiting condition for new bicycle left-turn boxes at the intersection.

Proposed U-turn restrictions for the Embarcadero eliminate low-demand turn movements and increase the vehicle capacity of through traffic on the Embarcadero.

Based on recorded vehicle traffic volumes in 2019 (peak, pre-pandemic traffic), analyses by staff show that these lane removals and turn restrictions will have minimal impacts on vehicle traffic.

All proposed elements above would be implemented as part of the quick-build phase of the Central Embarcadero Safety Project in 2022.

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Class IV Protected Bikeway

As discussed above, a Class IV protected bikeway is proposed on Washington Street between the Embarcadero and Drumm Street.

A Class IV bikeway is a bikeway for the exclusive use of bicycles and includes a 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. It forces people who are already 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 a greater sense of comfort for bicyclists.

Separated bikeways are authorized under California State law (Assembly Bill No. 1193 effective January 1st, 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 Washington Street meets these three conditions. The alternative criteria for the protected bikeway design have been reviewed and approved by a qualified engineer before 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 and a greater sense of comfort for bicyclists, and provide a greater perception of safety for bicyclists. The SFMTA Board of Directors will adopt these alternative criteria 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:

- Like a bike lane, a separated bikeway is a type of preferential lane as defined by the Manual on Uniform Traffic Control Devices (MUTCD).

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- Bicycle lane word, symbol, and/or arrow markings shall be placed at the beginning of a cycle track and 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 bikeways for Washington 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.

STAKEHOLDER ENGAGEMENT

Outreach for the Project included the review of the proposed changes on Washington Street. Between December 2020 and August 2021, the project team conducted public outreach via direct virtual and in-person stakeholder engagement. Presentations to organized groups included the Port of San Francisco's Northern Advisory Committee (NAC), neighborhood associations, advocacy groups, and regional transit agencies. Outreach also included an online survey, interactive fact sheet, project website, mailer, and promotion on social media. The mailer describing the project and promoting the survey was sent to 17,300 addresses within one-half mile of the Embarcadero between Bay and Townsend streets. The team provided English, Spanish, Chinese, and Filipino versions of outreach collateral and the survey, which received over 1,400 responses – the majority from daily Embarcadero users.

Central Embarcadero stakeholders engaged by the project team in 2021 include:

- Port of San Francisco's Northern Advisory Committee (NAC)
- Hudson Properties, property managers for the Ferry Building
- Center for Urban Education about Sustainable Agriculture (CUESA), operators of the Ferry Building farmers' market
- San Francisco Bay Area Water Emergency Transportation Authority (WETA)
- Pacific Waterfront Partners (PWP)
- Barbary Coast Neighborhood Association (BCNA)
- San Francisco Downtown Community Benefit District (SFDCBD)
- Chinatown Transportation Research and Improvement Project (TRIP)
- San Mateo County Transit District (SamTrans)
- Solano County Transit (SolTrans)
- Walk San Francisco
- San Francisco Bicycle Coalition
- San Francisco Tour Guide Guild
- SF Travel

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The online survey and stakeholder meetings in 2021 produced public feedback that was consistent with, but more detailed than, past EEP engagement efforts. The team received support for pedestrian crossing improvements and safety upgrades on Washington Street and at Broadway, including the intersections with the Embarcadero and Drumm Street. The public was also supportive of adding protected bike lanes on Washington Street.

Project Modifications Based on Feedback

SFMTA incorporated the following changes on Washington Street based on public feedback:

- Removed a proposal to remove one of two left-turn lanes from northbound Embarcadero onto Washington Street to maintain efficient vehicle access to the Financial District and Chinatown. A merging area will be provided on the east end of westbound Washington Street for traffic to merge into a single lane.
- Relocated a proposal for the prohibition of southbound U-turns from Washington Street to Broadway to mitigate potential congestion from the northbound lane reduction.
- Added additional red zones (no parking) on the west end of eastbound Washington Street to allow longer (60-foot) SamTrans buses to make turns onto the block.

ALTERNATIVES CONSIDERED

Class II Unprotected, Buffered Bike Lanes

Staff considered adding Class II unprotected, buffered bike lanes to Washington Street between Drumm Street and the Embarcadero. This alternative would still have required the removal of eastbound and westbound travel lanes on Washington Street. Class II bike lanes are susceptible to illegal uses by people driving, such as double parking and driving in the bike lane. The vehicle volumes, roadway width, required lane reductions, and expected bike volumes on this block make Class II bikeways less suitable than the proposed Class IV parking-protected bikeway.

Class III Bikeways

Staff also considered installing a Class III bikeway with shared-lane markings (“sharrows”) on Washington Street. Provided the expected growth in bike traffic with the Embarcadero’s two-way protected bikeway, the project team instead recommended dedicated bike facilities.

No Build

Staff also considered leaving the existing condition on Washington Street. Provided the expected growth in bike traffic with the Embarcadero’s two-way protected bikeway, the project team instead recommended dedicated bike facilities.

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FUNDING IMPACT

The Central Embarcadero Safety Project's quick-build phase has received \$1,000,000 of Proposition K funds as approved by the San Francisco Transportation Authority Board of Directors.

ENVIRONMENTAL REVIEW

The proposed traffic and parking modifications are subject to the California Environmental Quality Act (CEQA). CEQA provides a statutory exemption from environmental review for pedestrian and bicycle facilities, including new facilities, and the associated maintenance, repair, relocation, replacement, or removal of any utility infrastructure pursuant to Public Resources Code Section 21080.25.

The Planning Department determined, on June 2, 2021, that the proposed traffic and parking modifications (Case Number 2019-003785ENV) are statutorily exempt from CEQA pursuant to Public Resources Code Section 21080.25.

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 <https://sfplanning.org/> and 49 South Van Ness Avenue, Suite 1400 in San Francisco, and is incorporated herein by reference.

OTHER APPROVALS RECEIVED OR STILL REQUIRED

The San Francisco Port Commission approved the elements of the Central Embarcadero Safety Project that fall under the jurisdiction of the Port of San Francisco on August 10, 2021. These elements include a two-way protected bikeway on the Embarcadero between Broadway and Mission Street, a northbound vehicle lane reduction on the same segment, and various parking and loading changes supporting roadway changes.

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

The proposed project is not subject to the Board of Supervisors review, because the project establishes Class IV bicycle facilities and all the parking and traffic modifications in the proposed approval action are directly related to the establishment of these bikeways.

The City Attorney has reviewed this report.

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RECOMMENDATION

Staff recommends that the SFMTA Board of Directors approve a protected bikeway and parking restrictions on Washington Street between Drumm Street and the Embarcadero and turn restrictions at the intersections of the Embarcadero with Broadway and Washington Street.

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 the Embarcadero, Broadway, and Washington Street; and,

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

WHEREAS, The Embarcadero Enhancement Program (EEP) is a series of related traffic-safety and mobility projects along the Embarcadero, a Vision Zero high-injury corridor; and,

WHEREAS, The Central Embarcadero Safety Project is the EEP's highest priority and proposes traffic safety changes on the Embarcadero between Bryant Street and Broadway and on Washington Street between the Embarcadero and Drumm Street; and,

WHEREAS, The intersections of the Embarcadero at Broadway and Washington Street see the highest rates of collisions along the entire corridor; and,

WHEREAS, The San Francisco Municipal Transportation Agency has proposed traffic and parking modifications along the Embarcadero and Washington Street as follows:

- A. ESTABLISH – NO TURN ON RED – Washington Street, eastbound, at The Embarcadero
- B. ESTABLISH – NO TURN ON RED – The Embarcadero, southbound, at Washington Street
- C. ESTABLISH – NO TURN ON RED – Broadway, eastbound, at The Embarcadero
- D. ESTABLISH – NO TURN ON RED – The Embarcadero, southbound, at Broadway
- E. ESTABLISH – NO U-TURNS – The Embarcadero, northbound, at Washington Street
- F. ESTABLISH – NO U-TURNS – The Embarcadero, southbound, at Washington Street
- G. ESTABLISH – NO U-TURNS – The Embarcadero, southbound, at Broadway
- H. ESTABLISH – CLASS IV BIKEWAY – Washington Street, eastbound and westbound, from The Embarcadero to Drumm Street (parking-protected bikeways)
- I. ESTABLISH – RED ZONE – Washington Street, north side, from The Embarcadero to 150 feet westerly (removes three parking spaces for Class IV bikeway)
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L. ESTABLISH – BLUE ZONE – Washington Street, south side, from 40 feet to 66 feet east of Drumm Street (shifting and lengthening existing blue zone at the same location)

WHEREAS, The San Francisco Port Commission approved traffic safety changes within the jurisdiction of the Port of San Francisco on August 10, 2021; 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 are adopted by resolution at a public meeting after public comment and proper notice, and the alternative criteria adhere 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 a greater sense of comfort for bicyclists, and 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 proposed traffic and parking modifications are subject to the California Environmental Quality Act (CEQA); CEQA provides a statutory exemption from environmental review for pedestrian and bicycle facilities, including new facilities, and the associated maintenance, repair, relocation, replacement, or removal of any utility infrastructure pursuant to Public Resources Code Section 21080.25; and,

WHEREAS, The Planning Department determined, on June 2, 2021, that the proposed traffic and parking modifications (Case Number 2019-003785ENV) are statutorily exempt from CEQA pursuant to Public Resources Code Section 21080.25; 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 <https://sfplanning.org/> and 49 South Van Ness Avenue, Suite 1400 in San Francisco, and is incorporated herein by reference; and,

RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors approves a protected bikeway and parking restrictions on Washington Street between Drumm Street and the Embarcadero and turn restrictions at the intersections of the Embarcadero with Broadway and Washington Street 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 of September 21, 2021.

Secretary to the Board of Directors
San Francisco Municipal Transportation Agency