

THIS PRINT COVERS CALENDAR ITEM NO.: 11

**SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY**

DIVISION: Transit

BRIEF DESCRIPTION:

Approving an all-way stop sign at Church and 28th streets as well as changes to J Church transit stop locations on Church Street to create more even transit stop spacing that aligns with the new stop sign.

SUMMARY:

- Since 2020, the SFMTA has made a series of safety improvements at 28th and Church streets. These upgrades have reduced collisions, but safety remains a significant community concern, and residents have requested an all-way stop sign.
- Currently, the J Church line travels through this intersection but does not have a passenger stop. To allow for a new all-way stop sign without delaying the train, the SFMTA proposes to adjust the transit stop spacing. The J Church stops at Clipper and 27th streets would shift to 26th and 28th streets. This would improve the spacing on the J Church, making it more even and predictable, with a stop at every even-numbered street along Church Street.
- If approved, the changes would be installed this fall by SFMTA crews. There would be no major infrastructure changes. One parking space would be removed for daylighting, consistent with state law requiring daylighting at corners approaching intersections.
- A future Muni Forward project will evaluate J Church reliability improvements on Church Street. This will be developed through an extensive outreach and planning process in collaboration with the Noe Valley community.
- The San Francisco Planning Department has determined that the proposed Church Street stop sign and transit stop changes are statutorily exempt from the California Environmental Quality Act (CEQA).
- The proposed action is the Approval Action as defined by the San Francisco Administrative Code Chapter 31.

ENCLOSURES:

1. SFMTAB Resolution

APPROVALS:

	DATE
DIRECTOR 	<u>October 9, 2024</u>
SECRETARY 	<u>October 9, 2024</u>

ASSIGNED SFMTAB CALENDAR DATE: October 15, 2024

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PURPOSE

Approving an all-way stop sign at Church and 28th streets as well as changes to J Church transit stop locations on Church Street to create more even transit stop spacing that aligns with the new stop sign.

STRATEGIC PLAN GOALS AND TRANSIT FIRST POLICY PRINCIPLES

The proposed project will support the following SFMTA Strategic Plan goals:

Goal 4: Make streets safer for everyone

Goal 5: Deliver reliable and equitable transportation services.

This item will support the following Transit First Policy principle:

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.

DESCRIPTION

The SFMTA is proposing a new all-way stop sign and J Church transit stop spacing enhancements on Church Street in Noe Valley in response to extensive community requests for safety improvements at Church and 28th streets.

The intersection of Church and 28th streets experienced a spike in reported injury collisions from 2019 to mid-2022. During this time, there were six injury collisions, three of which occurred in early 2022. By contrast, there were only two recorded collisions from 2005 through 2018. This increase in collisions prompted many community members to request improvements. In response to this collision pattern and community requests, the SFMTA implemented a series of safety improvements from 2020 to 2023, including:

- Hatched safety zones and delineators at the southeast and southwest corners to prevent vehicles from parking in red zones and obstructing sightlines (April 2023)
- Continental crosswalks (May 2022)
- Speed humps on 28th Street approaching the intersection (February 2021 and April 2022)
- “Cross traffic does not stop” signage on 28th Street approaching the intersection (2020)

Following these improvements, there were no reported injury collisions at this intersection in the two years from June 2022 through July 2024. (We are aware of one collision that occurred on August 4, 2024 between two vehicles, but have not yet confirmed whether there were injuries.) Even with the decreased rate of collisions since 2022, safety at this intersection remains a major concern for the community and the SFMTA has received many requests for an all-way stop sign.

Currently, the J Church line travels through the intersection of 28th and Church streets but does not have a passenger stop. To allow for a new all-way stop sign without delaying the train, we propose to realign the J Church stop spacing on Church Street between 24th and 28th streets. As shown in Figure 1, the stops at Clipper and 27th streets would shift to 26th and 28th streets.

This would create more even and intuitive spacing. The J Church would have a passenger stop at every even-numbered street on Church Street between 14th and 30th streets except 30th Street outbound, where the stop is a half block away at Day Street due to crossover track near 30th Street.

There would still be a passenger stop at 29th Street (inbound) as well. We evaluated removing this stop, since this is an odd-numbered street and there would be nearby inbound stops at 28th and 30th streets. However, there has been strong community feedback regarding this stop, including during outreach for the J Church Improvement Project in 2019 and 2020. At that time, many residents expressed opposition to a proposal to remove the stop, and the proposal was placed on hold during the pandemic. Given the accelerated timeline for outreach on the current proposal (realigning transit stops and adding a stop sign at Church and 28th streets), we do not recommend removing the 29th Street stop at this time. In addition, there are operational considerations with removing the stop that would require review.

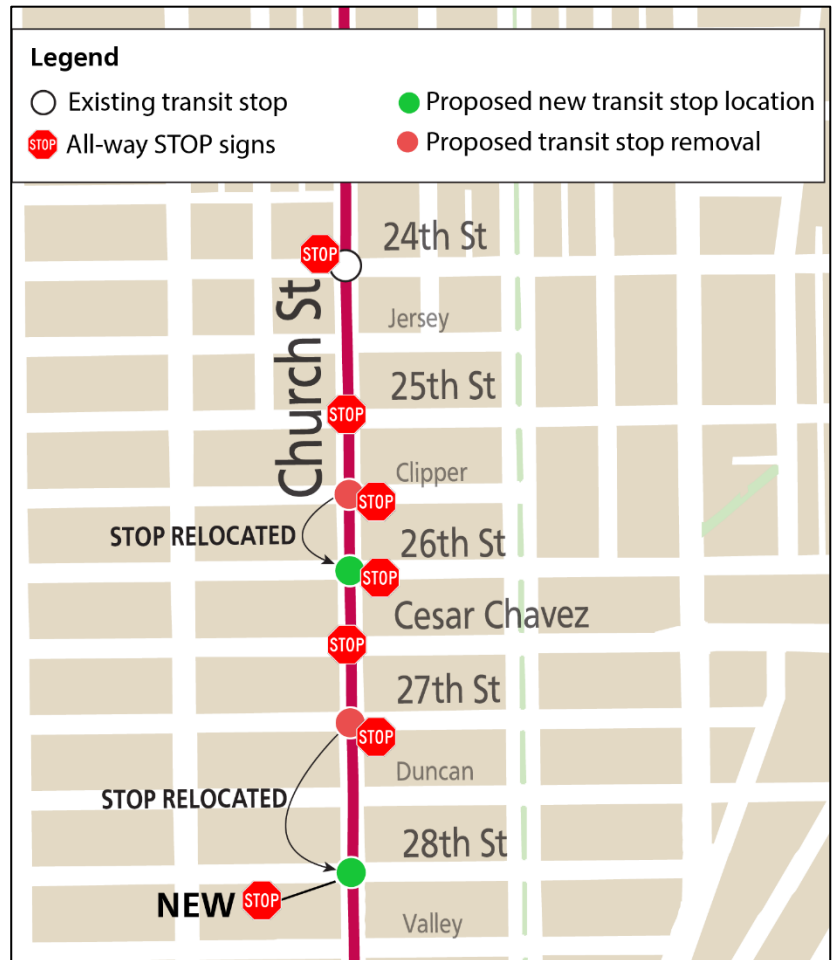


Figure 1: Proposed J Church transit stop relocations and new all-way stop sign on Church Street

IMPLEMENTATION

If approved, the changes would be delivered this fall by SFMTA crews using paint and signage. There would be no major infrastructure or parking changes as part of this proposal. One parking space would be removed on Church Street at 28th Street for intersection daylighting, but this parking space would have been removed regardless due to the enactment of the state's new [daylighting law](#) (Assembly Bill 413).

FUTURE IMPROVEMENTS

A future Muni Forward project on Church Street will include transit reliability and accessibility improvements for the J Church. Realigning transit stops now will provide certainty about their locations so future proposals can address delay from stop signs at other intersections. The SFMTA will evaluate installing traffic signals with transit signal priority at some intersections that have stop signs but no J Church stop. Any further improvements would be developed through an extensive outreach and planning process in collaboration with the Noe Valley community and would require additional approvals.

PROPOSED MODIFICATIONS

Below is a list of all the actions associated with the proposal. Although Transportation Code, Division II, Section 201 subsection (b) delegates to the City Traffic Engineer the authority to approve items A and B after a public hearing, the City Traffic Engineer recommends that in this case the SFMTA Board of Directors approve these items because they are part of a broader proposal that has received significant public feedback. Further, rescinding and establishing flag stops (transit stops that do not have dedicated zones) does not require Board action, but SFMTA staff often bring these changes to the Board for approval to allow for greater public input.

The SFMTA proposes that the SFMTA Board approve all of the following modifications along Church Street between Clipper and 28th streets to enact this proposal:

- A. ESTABLISH - STOP SIGN - Church Street, northbound and southbound, at 28th Street
- B. ESTABLISH - RED ZONE - Church Street, west side, from 28th Street to 20 feet northerly
- C. RESCIND - FLAG STOP – Church Street, northbound and southbound, at Clipper Street;
Church Street, northbound and southbound, at 27th Street
- D. ESTABLISH - FLAG STOP - Church Street, northbound and southbound, at 26th Street;
Church Street, northbound and southbound, at 28th Street

STAKEHOLDER ENGAGEMENT

Since 2020, the SFMTA has made a series of safety improvements at Church and 28th streets in response to collision trends and community feedback. We’ve engaged with community members about their concerns through emails, phone calls, neighborhood organization meetings and on-site visits. As noted above, the reported collision rate at Church and 28th streets has improved in the past two years, but community members remain concerned about the intersection’s safety. We have worked closely with Supervisor Rafael Mandelman’s office to develop measures that respond to safety concerns while supporting reliability on the J Church line.

Community engagement for the current proposal began in August 2024, when the SFMTA notified the public of the proposal through merchant canvassing, mailers to residents of the community, posters throughout the Church Street corridor, and direct emails and phone calls to stakeholders. The proposal was presented for review at an SFMTA Engineering Public Hearing on September 6, 2024, and received nearly 120 public comments, with approximately 75 percent in support of the proposal.

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SFMTA staff attended the Upper Noe Neighbors community meeting on September 18, 2024 to discuss the proposal, answer questions and receive feedback. Attendees generally expressed support for adding an all-way stop to Church and 28th streets in conjunction with improving J Church transit stop spacing in Noe Valley as proposed.

In advance of public outreach, extensive in-reach within the SFMTA was conducted, including with SFMTA Accessible Services, SFMTA Service Planning, SFMTA Streets Division managers, Muni maintenance and operations, and the San Francisco Fire Department.

ALTERNATIVES CONSIDERED

The SFMTA received some requests to install an all-way stop sign at Church and 28th streets without realigning transit stops. However, in general, the SFMTA does not recommend adding stop signs on Muni Metro lines where there is not a transit stop because it affects transit travel times. Realigning the J Church stops on Church Street, including adding a stop at 28th Street, would provide a more intuitive experience for riders by placing most stops at even-numbered streets. This would also prepare the line for future upgrades, such as signalizing some intersections, which could be developed through a future planning and outreach process.

On Church Street at 30th Street, there is an inbound J Church transit stop that is far side of the stop sign, requiring the train to stop twice—once for the stop sign, and once for the passenger stop. We considered moving the stop near side of the intersection, on 30th Street, to align with the existing stop sign. There is general community support for this concept, but we are continuing to review the operational impacts. Two specific items for review include potential conflicts with the 24 Divisadero bus route at the near side stop on 30th Street and ensuring inbound trains serving the near side stop would not create a clearance issue for outbound trains making the turn from Church Street to 30th Street. If this stop relocation is deemed feasible, we could make this change later without SFMTA Board action since no parking removal is required and the stop would be at the same intersection.

FUNDING IMPACT

The total cost of implementing this proposal is estimated at less than \$5,000, which covers materials and labor by City crews to perform signage, pole and curb paint installations. Implementation of the proposal would be funded using Proposition B Population Baseline General Funds programmed to the Transit Reliability Spot Improvements project.

ENVIRONMENTAL REVIEW

The proposed Church Street stop sign and transit stop change are subject to the California Environmental Quality Act (CEQA). CEQA provides a statutory exemption from environmental review for transit prioritization projects pursuant to Public Resources Code Section 21080.25.

The Planning Department determined, on September 16, 2024, that the proposed Church Street stop sign and transit stop changes (Case Number 2024-008144ENV) are statutorily exempt from

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CEQA pursuant to Public Resources Code Section 21080.25.

The proposed action is the Approval Action as defined by the 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 <https://sfplanninggis.org/pim/?tab=Planning+Applications&search=2024-008144ENV> and 49 South Van Ness Avenue, Suite 1400 in San Francisco, and is incorporated herein by reference.

OTHER APPROVALS RECEIVED OR STILL REQUIRED

The City Attorney has reviewed this report.

The decision to add a stop sign is a Final SFMTA Decision under Transportation Code, Division 1, Section 10.1 Final SFMTA Decisions can be reviewed by the Board of Supervisors pursuant to Section 10.1. Information about the review process can be found at: https://sfbos.org/sites/default/files/SFMTA_Action_Review_Info_Sheet.pdf

RECOMMENDATION

Staff recommends approving an all-way stop sign at Church and 28th streets as well as changes to J Church transit stop locations on Church Street to create more even transit stop spacing that aligns with the new stop sign.

SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY
BOARD OF DIRECTORS

RESOLUTION No. _____

WHEREAS, Safety at the Church and 28th streets intersection remains a major concern for the community and the SFMTA has received extensive requests for an all-way stop sign following a series of improvements to address collisions; and,

WHEREAS, The SFMTA does not recommend installing all-way stop signs on Muni Metro lines except at near-side transit stops; and,

WHEREAS, We have evaluated transit stop spacing and developed a proposal that would create more even and intuitive transit stop spacing on Church Street between 24th and 28th streets that allows for an all-way stop sign to be installed at Church and 28th streets in this case; and,

WHEREAS, The changes, if approved, would be delivered by the end of the year by SFMTA crews using paint and signage, without major infrastructure or parking changes as part of this proposal; and,

WHEREAS, Improvements to J Church stop placement on Church Street now would provide more certainty about J Church stop locations on even-numbered streets so that a future Muni Forward project on Church Street can address delay from stop signs at other intersections through future transit reliability and accessibility proposals developed in collaboration with the Noe Valley community; and

WHEREAS, The SFMTA has proposed modifications as follows:

- A. ESTABLISH - STOP SIGN - Church Street, northbound and southbound, at 28th Street
- B. ESTABLISH - RED ZONE - Church Street, west side, from 28th Street to 20 feet northerly
- C. RESCIND - FLAG STOP – Church Street, northbound and southbound, at Clipper Street; Church Street, northbound and southbound, at 27th Street
- D. ESTABLISH - FLAG STOP - Church Street, northbound and southbound, at 26th Street; Church Street, northbound and southbound, at 28th Street

WHEREAS, Community engagement found support for adding an all-way stop to Church and 28th streets in conjunction with improving J Church transit stop spacing in Noe Valley; and

WHEREAS, The proposed Church Street stop sign and transit stop changes are subject to the California Environmental Quality Act (CEQA); CEQA provides a statutory exemption from environmental review for transit prioritization projects pursuant to Public Resources Code Section 21080.25; and,

WHEREAS, Copies of the CEQA determinations are 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,

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

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

RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors approves the proposed modifications set forth in Items A through D above, including an all-way stop sign at Church and 28th streets and transit stop relocation changes along Church Street between Clipper and 28th streets that provides more even transit stop spacing that aligns the new all-way stop on the J Church line.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of October 15, 2024.

Secretary to the Board of Directors
San Francisco Municipal Transportation Agency