

THIS PRINT COVERS CALENDAR ITEM NO. : 13

**SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY**

DIVISION: Sustainable Streets

BRIEF DESCRIPTION:

Approving a no-parking buffer protected bicycle lane on one-way Turk Street between Mason Street and Polk Street, and various parking and traffic modifications, including a travel lane reduction, and removal of permanent parking, to improve safety for people walking, biking, driving and taking transit.

SUMMARY:

- This project directly supports Executive Directive 16-03 on Pedestrian and Bicycle Safety to make safe streets and accelerate the city’s Vision Zero goals immediately.
- This project will reduce the number of vehicle travel lanes on Turk Street between Leavenworth Street to Polk Street from three one-way lanes to two one-way lanes.
- The proposal removes all parking along the south side of Turk Street between Taylor and Larkin streets (approximately 30 general meter spaces and 7 short-term meter spaces).
- The project establishes a curb-side protected bicycle lane on Turk Street along the south side of the street from Mason Street to Polk Street.
- The proposal establishes a No-Parking buffer zone between the curb-side bicycle lane and vehicle travel lanes.
- The project establishes left-turn pockets for vehicles at Jones, Hyde, and Polk streets.
- The proposed action is the Approval Action as defined by the S. F. Administrative Code Chapter 31.


ENCLOSURES:

1. SFMTAB Resolution
2. Turk Street Bike Lane Project Design, Plans and Cross Section Graphics

APPROVALS:

DATE

DIRECTOR  1/8/2018

SECRETARY  1/8/2018

ASSIGNED SFMTAB CALENDAR DATE: January 16, 2018

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PURPOSE

Approving a no-parking buffer protected bicycle lane on one-way Turk Street between Mason Street and Polk Street, and various parking and traffic modifications, including a travel lane reduction, and removal of parking, to improve safety for people walking, biking, driving and taking transit.

STRATEGIC PLAN GOALS AND TRANSIT FIRST POLICY PRINCIPLES

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

Strategic Plan Goals/Objectives

Goal 1: Create a safer transportation experience for everyone

Objective 1.3: Improve the safety of the transportation system.

Goal 2: Make transit, walking, bicycling, taxi, ridesharing and carsharing the preferred means of travel

Objective 2.3: Increase use of all non-private auto modes.

Transit First Principles

1. To ensure quality of life and economic health in San Francisco, the primary objective of the transportation system must be the safe and efficient movement of people and goods.
2. Public transit, including taxis and vanpools, is an economically and environmentally sound alternative to transportation by individual automobiles. Within San Francisco, travel by public transit, by bicycle and on foot must be an attractive alternative to travel by private automobile.
3. Decisions regarding the use of limited public street and sidewalk space shall encourage the use of public rights of way by pedestrians, bicyclists, and public transit, and shall strive to reduce traffic and improve public health and safety.
5. Pedestrian areas shall be enhanced wherever possible to improve the safety and comfort of pedestrians and to encourage travel by foot.
6. Bicycling shall be promoted by encouraging safe streets for riding, convenient access to transit, bicycle lanes, and secure bicycle parking.

DESCRIPTION

Project Need

Between 2010 and 2015, a total of 174 traffic collisions occurred on Turk Street between Mason Street and Polk Street—over 60% involved a pedestrian or a bicyclist, the majority of which resulted in injury. This collision history led San Francisco Vision Zero efforts to prioritize Turk Street on the High Injury Network (i.e. the 13% of city streets on which 75% of all traffic collisions occur).

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Turk Street is also identified in the Bike Strategy as a key corridor for bike network connectivity; it serves as the complimentary westbound street in a couplet with eastbound Golden Gate Avenue. Currently, Golden Gate Avenue is the only east-bound bicycle facility in the Tenderloin; no westbound bicycle facility exists.

Issued on August 4, 2016, Executive Directive 16-03 on Pedestrian and Bicycle Safety called on all City agencies, and particularly the San Francisco Municipal Transportation Agency (SFMTA) to make our streets safer under Vision Zero goals immediately and to the highest achievable standard.

In response to these identified needs and policies, the SFMTA proposes parking and traffic modifications along Turk Street to address safety and comfort goals for all road users, and connectivity needs for bicycling. Specifically, the project proposes to remove one of the three travel lanes on Turk Street between Leavenworth and Polk Street to make the entire corridor from Market Street to Polk Street a consistent two-lane one-way westbound street for vehicles, to remove all parking on the south side of Turk Street between Mason Street and Polk Street, in order to establish a half-mile protected bikeway in the westbound direction along the curb-side, and to establish a no-parking buffer between the bike lane and the vehicle travel lanes.

Project Location

This project is located in the Tenderloin neighborhood in District 6. Turk Street is a one-way westbound arterial, which begins as two vehicle travel lanes from Mason Street to Leavenworth Street, and becomes three vehicle travel lanes from Leavenworth Street to Gough Street. The street is the couplet to one-way eastbound Golden Gate Avenue, which has a bicycle lane and two vehicle travel lanes from Polk Street to Market Street. Turk Street has transit in the right-most lane, which services two routes, the 31-Balboa and the 7x-Noriega Express.

Project Elements

This project will implement safety improvements along the corridor as informed by both the WalkFirst program and the Bicycle Strategy. Changes along Turk Street can be separated into three categories based on the proposed measures:

1. Pedestrian –Modifications along Turk Street between Mason Street and Polk Street—especially the removal of a travel lane and narrowing of remaining lanes—will reduce travel speeds, improve visibility, and reduce the likelihood and severity of collisions for pedestrians.
2. Bicycle – Modifications along Turk Street between Mason Street and Polk Street will establish a protected bikeway, with the space provided by removing a travel lane, to make it safer and more comfortable to ride a bicycle, and to encourage bicyclists to not ride on the sidewalk.
3. Parking– Modifications along Turk Street between Mason Street and Polk Street will remove a total of 30 parking spaces and seven commercial loading zones on the south side of Turk Street. No modifications will be made to the north side of the street.

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Pedestrian Safety Improvements

Turk Street is a prioritized corridor on the High Injury Network. Collision factors from reported incidents on the corridor involving pedestrians include vehicle turning movements at intersections and vehicle speeds. To address these patterns, the SFMTA proposes narrowing the two one-way travel lanes between Mason Street and Leavenworth Street, and reducing the number of one-way travel lanes from three to two between Leavenworth Street and Polk Street. Narrowing and reducing the vehicular travel lanes will increase pedestrian visibility, reduce pedestrian crossing distance, and lower vehicle speeds, which will reduce the likelihood and severity of pedestrian collisions.

Bicycle Safety Improvements

The SFMTA proposes installing a Class IV protected bicycle lane on Turk Street between Mason Street and Polk Street to improve safety for bicyclists, pedestrians, and motorists. A designated bicycle lane on Turk Street will reduce the number of bicyclists riding on the sidewalk, and a protected facility will reduce opportunities for conflicts between bicycles and auto-vehicles.

A Class IV Bikeway (separated bikeway) is a bikeway for exclusive use of bicycles and requires separation between the bikeway and through vehicle traffic.

Separated Bikeway Criteria

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 to 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 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 and greater sense of comfort for bicyclists, and to provide a greater perception of safety for bicyclists. These alternative criteria will be adopted by SFMTA Board as part of this calendar item.

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The protected 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. The painted buffer separating the vehicle travel lane from the bikeway will be clearly marked with cross-hatching that is 36 inches in width which is the minimum buffer width. It was also reviewed by the San Francisco Fire Department (see discussion in Stakeholder Engagement Section). The project's alternative criteria adhere to guidelines set by the National Association of City Transportation Officials (NACTO) Urban Bikeway Design Guide. The NACTO guidelines state that protected bikeways require the following features:

- A separated bikeway, like a bicycle lane, is a type of preferential lane as defined by the Manual of 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 Turk Street will conform to these NACTO design guidelines.

STAKEHOLDER ENGAGEMENT

Targeted Stakeholder Outreach

In collaboration with Supervisor Kim's office, project staff worked with numerous community stakeholders, including the Tenderloin Neighborhood Development Corporation and the Central City Single Room Occupancy Collaborative. The project team presented the project at multiple stakeholder meetings in July, August, September, and October 2016, and also in February, July and August, 2017, to identify project goals, assess resident needs, and to share design alternatives.

Stakeholders expressed concern with existing Turk Street conditions including overall traffic speeds and bicyclists riding on the sidewalk. Additionally comments identified specific street improvements such as pedestrian countdown signals, plastic delineators at intersections and signal timing. In response to these concerns, the project provides a designated bikeway to reduce pedestrian and bicycle conflicts on the sidewalk, and proposes reduction and narrowing of travel lanes to lower traffic speed. Upcoming SFMTA projects in the project area will also include timing upgrades and pedestrian countdown signal modifications, including intersection improvements at Polk Street and Taylor Street anticipated for the next year.

The SFMTA project team organized a corridor walk-through on September 21st 2016, with stakeholder representatives from the Tenderloin YMCA, the Salvation Army KROC Center, the Chinatown Community Development Corporation, and Curry Senior Center. Project staff also met with corner captains from Tenderloin Safe Passage, whose volunteers oversee pedestrian safety along the corridor on a daily basis for children from nearby schools. From these events, there was a general

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agreement from participants to proceed with the proposed project alternative; all targeted stakeholders have endorsed the project alternative.

Final targeted stakeholder outreach engaged all white-zone holders—primarily residential buildings—on the corridor to ensure that the project’s design fully addressed all accessibility and other passenger loading needs. Almost all stakeholders embraced the placement of the bicycle lane between the sidewalk and vehicle movement, citing the removal of the need for parking vehicles to cross the bikeway to access the curb, and the additional separation of vehicle traffic from the sidewalk as major benefits.

The project team also worked with Curry Senior Center, located at 333 Turk Street, between Leavenworth Street and Hyde Street, to modify the design. In addition to the many services offered by the senior center facilities, the organization coordinates mobile mammogram and optometry examinations along their curb face. In consideration of this invaluable service, the proposed design provides an exception to curb space for the Curry Senior Center to maintain curb access, with the bike lane designated away from the curb in front of their building, so that medical service and drop-off vehicles can continue to access the white zone and blue zone, with bicyclists guided around any vehicles occupying this space.

Door-to-Door Outreach

Staff performed door-to-door outreach to businesses along Turk Street in October 2016, and March and October 2017. They made contact with more than 20 individuals including merchants and other street-level occupants to inform them of the proposed changes to the street.

The majority of merchants and store-front tenants expressed support for the idea of a bicycle lane along Turk Street. Some expressed concern for loading needs, which included both commercial and passenger zones.

San Francisco Fire Department

Through close collaboration with the San Francisco Fire Department (SFFD), SFMTA ultimately formulated a protected bicycle lane design that maintained all necessary access for emergency operations.

Some initial SFFD concerns included the following design issues:

1. 26-foot clear width in the vehicle right of way, for ladder truck operations
2. Distance from building face standpipes to pump/engine trucks
3. Distance from building face to center of ladder-truck turntable related to climbing angles
4. Distance of ready attack lines into a building
5. Presence of Overhead Contact System, which could affect a narrowed operational envelope for aerial apparatus.

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In the proposed design, SFMTA provides a delineator-protected bicycle lane with a large buffered area to be primarily legislated as “Tow Away No Parking Any Time.” Prohibiting permanent parking maintains or improves existing emergency operation access needs. The SFFD approved this design at the September 28, 2017 Transportation Advisory Staff Committee, with recommendations. Those recommendations will be reviewed and adapted into the final design accordingly.

Parking Removal

The proposal removes all parking along the south side of the street to be replaced by a curb-side bicycle lane and a large buffer designated Tow-Away No Parking Any Time. This design evolved through several iterations and reflects the unique needs of Turk Street as expressed by emergency service providers, residents, and merchants.

Initial designs included permanent parking and loading spaces in the buffer area between the bike lane and travel lanes. The SFFD commented that this design would result in unacceptable reductions to their operational envelope, particularly given the overhead contact system (OCS) which powers the Muni buses on the street.

In light of the urgency of safety improvements on Turk Street, staff further assessed parking needs and loading behavior through fieldwork and discussions with residents and merchants. Observation of existing conditions showed a large amount of double parking related to loading, which suggested the need for loading space. In numerous discussions with residents and merchants, almost everyone felt that the vast majority of people in the neighborhood (residents and visitors) walked and rode transit to the area, which means they did not drive or need to park. Many also referenced the unit block of Turk Street—where all parking was removed on both sides in 2014—as an example of how parking removal could improve the environment.

The proposal designates a buffer area between the bikeway and travel lanes; this buffer includes an 8.5-foot wide space, from the delineator to the edge of the travel lane, which could accommodate the width of commercial and passenger vehicles, which will provide ingress and egress for property owners. The prohibition of parking will provide emergency vehicle access.

Public Hearing

A public hearing was held for the final protected bike lane design on November 3, 2017 to solicit additional feedback from the community. Prior to the public hearing, more than 120 members of the community wrote to support establishing protected bikeways on Turk Street.

At the public hearing, five members of the public spoke in support of the protected design, including representatives from the Tenderloin Housing Clinic – Central City Single Room Occupancy Collaborative, the Curry Senior Center, and the San Francisco Bicycle Coalition.

One dissenting opinion at public hearing expressed concern regarding their ability to use the white zone at 351 Turk Street for loading and unloading. The commenter sought to maintain parking and

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loading along the curb so that employees could continue to park in the existing white zone when visiting the building on business. The commenter acknowledged that almost none of the approximately 600 residents in that building own a car.

TRAFFIC MODIFICATIONS INCLUDE:

- A. ESTABLISH - BIKE LANE - Turk Street, south side, from Mason Street to Polk Street (Class IV Protected Bike Lane)
- B. RESCIND – PASSENGER LOADING ZONE - Turk Street, south side, from 139 feet to 199 feet east of Leavenworth Street; Turk Street, south side, from 254 feet to 296 feet east of Leavenworth Street; Turk Street, south side, from 196 feet to 216 feet east of Hyde Street.
- C. RESCIND – TOW-AWAY, NO STOPPING ANYTIME EXCEPT FEDERAL PROTECTIVE SERVICE VEHICLES - Turk Street, south side, from Polk Street to 180 feet easterly.
- D. ESTABLISH – TOW-AWAY, NO STOPPING ANYTIME - Turk Street, south side, from Taylor Street to 180 feet easterly (no parking removed); Turk Street, south side, from Jones Street to 180 feet easterly (removes meters #131, #127, and #125); Turk Street, south side, from 280 feet to 327 feet east of Jones Street (removes meters #115 and #107); Turk Street, south side, from Hyde Street to 206 feet easterly (removes meters #339, #337, #333, #331-G, and #329) . Turk Street, south side, from 239 feet to 317 feet east of Hyde Street (removes meters #317, #315-G, and #313-G); Turk Street, south side, from Larkin Street to Dodge Place (removes meter #443-G); Turk Street, south side, from 294 feet east of Dodge Place to Hyde Street (removes meters #415, #409, #407, and #403); Turk Street, south side, from Polk Street to 180 feet easterly.
- E. ESTABLISH – TOW-AWAY, NO PARKING ANYTIME - Turk Street, south side, from 180 feet to 280 feet east of Jones Street (removes meters #121, #119, and #117); Turk Street, south side, from 327 feet east of Jones Street to Taylor Street (removes meters #105, #103, and #101); Turk Street, south side, from 31 feet east of Leavenworth Street to Jones Street (removes meters #243, #239, #237, #235, #233, #231, #229, #227, #223-G, #221-G, #213, #211, #207, #205, and #203); Turk Street, south side, from 206 feet to 239 feet east of Hyde Street (removes meters #321 and #319); Turk Street, south side, from 27 feet to 294 feet east of Dodge Place (removes meters #433-G, #425, #423, #421, #419, and #417)

ALTERNATIVES CONSIDERED

Five options were considered for Turk Street:

- Option 1: No project
- Option 2: Parking Protected Bicycle Lane
- Option 3: Hybrid Flexible Zone Protected Bicycle Lane
- Option 4: Buffered Bicycle Lane
- Option 5: Delineator Protected Bicycle Lane with Tow Away No Parking Any Time Buffer

Option 5 was chosen as the final alternative since it provides the highest achievable level of safety, provides for emergency access, and reflects the community-driven planning process as described above.

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FUNDING IMPACT

This project is part of the Turk Street Safety Project, funded by Proposition B General Fund Set Aside for Transportation.

- The Planning/Design phase is estimated to cost \$260,000.
- The Construction phase is estimated to cost \$300,000.

ENVIRONMENTAL REVIEW

The proposed Turk Street Safety Project is subject to the California Environmental Quality Act (CEQA). CEQA provides a categorical exemption from environmental review for operation, repair, maintenance, or minor alteration of existing highways and streets, sidewalks, gutters, bicycle and pedestrian trails, and similar facilities, as well as for minor public alterations in the condition of land including the creation of bicycle lanes on existing rights-of-way as defined in Title 14 of the California Code of Regulations Sections 15301 and 15304 respectively.

The Planning Department determined (Case Number 2016-011880ENV) that the proposed Turk Street Safety Project is categorically exempt from CEQA as defined in Title 14 of the California Code of Regulations Section 15301 and 15304. The proposed action is the Approval Action as defined by the S. F. Administrative Code 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.

OTHER APPROVALS RECEIVED OR STILL REQUIRED

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

RECOMMENDATION

Approving a no-parking buffer protected bicycle lane on one-way Turk Street between Mason Street and Polk Street, and various parking and traffic modifications, including a travel lane reduction, as indicated in Items A through E above, to improve safety for people walking, biking, driving and taking transit.

SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY
BOARD OF DIRECTORS

RESOLUTION No. _____

WHEREAS, The San Francisco Municipal Transportation Agency identified a need for traffic calming within the WalkFirst program, specifically the Turk Street Safety Project; 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 bike lane proposed as part of the project meets these three requirements; and

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

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

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

WHEREAS, The Turk Street Safety Project identified a protected bike lane to be the preferred solution as follows:

- A. ESTABLISH - BIKE LANE - Turk Street, south side, from Mason Street to Polk Street (Class IV Protected Bike Lane)
- B. RESCIND – PASSENGER LOADING ZONE - Turk Street, south side, from 139 feet to 199 feet east of Leavenworth Street; Turk Street, south side, from 254 feet to 296 feet east of Leavenworth Street; Turk Street, south side, from 196 feet to 216 feet east of Hyde Street.
- C. RESCIND – TOW-AWAY, NO STOPPING ANYTIME EXCEPT FEDERAL PROTECTIVE SERVICE VEHICLES - Turk Street, south side, from Polk Street to 180 feet easterly.
- D. ESTABLISH – TOW-AWAY, NO STOPPING ANYTIME - Turk Street, south side, from Taylor Street to 180 feet easterly; Turk Street, south side, from Jones Street to 180 feet easterly; Turk Street, south side, from 280 feet to 327 feet east of Jones Street; Turk Street,

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south side, from Hyde Street to 206 feet easterly. Turk Street, south side, from 239 feet to 317 feet east of Hyde Street; Turk Street, south side, from Larkin Street to Dodge Place; Turk Street, south side, from 294 feet east of Dodge Place to Hyde Street; Turk Street, south side, from Polk Street to 180 feet easterly.

- E. ESTABLISH – TOW-AWAY, NO PARKING ANYTIME - Turk Street, south side, from 180 feet to 280 feet east of Jones Street; Turk Street, south side, from 327 feet east of Jones Street to Taylor Street; Turk Street, south side, from 31 feet east of Leavenworth Street to Jones Street; Turk Street, south side, from 206 feet to 239 feet east of Hyde Street; Turk Street, south side, from 27 feet to 294 feet east of Dodge Place.

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

WHEREAS, The proposed Turk Street Safety Project is subject to the California Environmental Quality Act (CEQA); CEQA provides an exemption from environmental review for operation, repair, maintenance, or minor alteration of existing highways and streets, sidewalks, gutters, bicycle and pedestrian trails, and similar facilities, as well as for minor public alterations in the condition of land including the creation of bicycle lanes on existing rights-of-way as defined in Title 14 of the California Code of Regulations Sections 15301 and 15304 respectively; and,

WHEREAS, The Planning Department determined that the proposed Turk Street Safety Project is categorically exempt from CEQA, pursuant to Title 14 of the California Code of Regulations Section 15301 and 15304; 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,

RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors approves the proposed bicycle, traffic and parking modifications listed in items A-E above associated with the Turk Street Project.

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

Secretary to the Board of Directors
San Francisco Municipal Transportation Agency