

THIS PRINT COVERS CALENDAR ITEM NO.: 11

**SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY**

DIVISION: Streets

BRIEF DESCRIPTION:

Approving a permanent Class IV parking protected bikeway and various parking and traffic modifications on Fell Street between Baker Street and Shrader Street as part of the Fell Street Class IV Bikeway Project.

SUMMARY:

- The Fell Street Class IV Bikeway Project would make the temporary Class IV parking protected bikeway on Fell Street permanent.
- The proposed improvements were implemented in July 2020 under the Panhandle Social Distancing and Safety Project.
- An evaluation of vehicle travel times 12 months post implementation determined these changes had minimal traffic impacts.
- Final SFMTA Decisions can be reviewed by the Board of Supervisors pursuant to Ordinance 127-18. This project is not subject to the Board of Supervisors review because the project establishes a Class IV bicycle facility and all of the parking and traffic modifications in the proposed approval action are directly related to the establishment of the bikeway.

ENCLOSURES:

1. SFMTAB Resolution
2. Engineering Striping Drawings

APPROVALS:

DIRECTOR 

SECRETARY 

DATE

June 14, 2023

June 14, 2023

ASSIGNED SFMTAB CALENDAR DATE: June 20, 2023

PAGE 2

PURPOSE

Approving a permanent Class IV parking protected bikeway and various parking and traffic modifications on Fell Street between Baker Street and Shrader Street as part of the Fell Street Class IV Bikeway Project.

STRATEGIC PLAN GOALS AND TRANSIT FIRST POLICY PRINCIPLES

This action supports the following SFMTA Strategic Plan Goals:

Goal 4: Make streets safer for everyone.

Goal 6: Eliminate pollution and greenhouse gas emissions by increasing use of transit, walking and bicycling.

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.
4. Bicycling shall be promoted by encouraging safe streets for riding, convenient access to transit, bicycle lanes, and secure bicycle parking.

DESCRIPTION

The project would approve a permanent Class IV parking protected bikeway on Fell Street between Baker Street along The Panhandle. A temporary Class IV parking protected bikeway was implemented on Fell Street along The Panhandle during the COVID-19 pandemic. Prior to COVID, this segment of Fell Street had no on-street bicycle facilities.

The project would leave in place temporary changes to lane striping and curb use designations made in July 2020 as part of the Panhandle Social Distancing and Safety Project.

Pre-July 2020 Conditions

Fell Street between Baker Street and Shrader Street is an arterial road that is bordered by residential houses on the north side and Golden Gate Park's Panhandle on the south side. Within these project limits, Fell Street is one-way westbound with unmetered parking on both sides of the street. The north side of Fell Street has a 15-foot wide sidewalk whereas the south side is bordered by The Panhandle. Prior to July 2020, the roadway consisted of four travel lanes and no

bicycle facilities. All intersections are signalized. At the intersection of Masonic Avenue, there is an additional left turn pocket. There are no passenger or commercial loading zones, but there are two on-street carshare parking spaces (36 feet total) on the southwest corner of Fell Street at Masonic Avenue. The 7X normally runs on Fell Street, but due to COVID-19, there is currently no Muni service here.

Background

During the COVID-19 Emergency, the SFMTA developed the Transportation Recovery Plan (TRP) to outline strategies to enable safe and essential travel, including expansion of the City’s bicycle network. As such, the SFMTA installed a temporary parking-protected bikeway on Fell Street between Baker Street and Shrader Street to provide relief to crowding on the Panhandle Path in July 2020. The project removed one of four vehicle travel lanes and added a westbound parking-protected bikeway on the south side of Fell Street adjacent to the curb. Since the bikeway is adjacent to The Panhandle, there are no conflicts with garages or driveways. The south side parking lane was reconfigured between the bikeway and the travel lane. Twelve on-street parking spaces were removed to create visibility at intersections. There were no major changes made to cross streets, sidewalks, or curb ramps. All intersections remain signalized. In August 2020, one additional parking space was removed to improve visibility at the left turn lane at Masonic Avenue. The typical street configuration is shown in Figure 1.

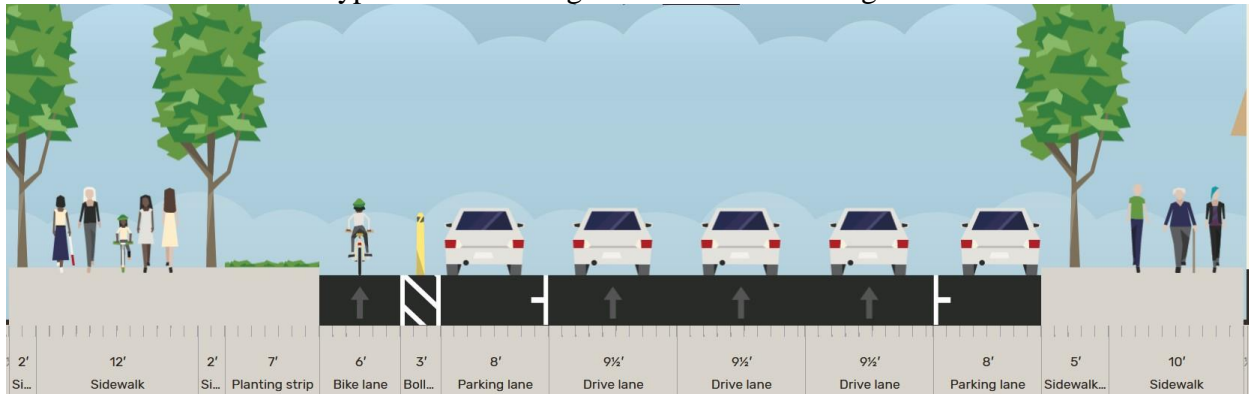


Figure 1: Typical Fell Street cross-section

The Panhandle Social Distancing and Safety Project was approved by SFMTA Board Resolution 200818-072 on August 18, 2020 after it was initially approved as an emergency measure through delegated authority of the City Traffic Engineer to the SFMTA Department Operations Center (DOC), including the COVID-19 TASC group, pursuant to Transportation Code Section 201(a)(5) which allows for the installation and removal of traffic control devices “for the purpose of controlling parking or traffic during emergencies, special conditions or events, construction work, short-term testing, or when necessary for the protection of public health and safety.”

Under the SFMTA Board Resolution, the parking-protected bikeway is authorized to be in effect only until 120 days after the termination or expiration of the COVID-19 Emergency unless the SFMTA Board of Directors takes further action. The Mayor issued a proclamation terminating the Proclamation of Local Emergency in response to the COVID-19 Emergency effective 11:59 p.m. on February 28, 2023. SFMTA staff are now seeking approval from the SFMTA Board of

PAGE 4

Directors to make permanent the changes that were temporarily implemented as part of the Panhandle Social Distancing and Safety Project.

Evaluation

Following implementation, the SFMTA completed an evaluation of the traffic modifications between August 2020 (1-month post-project) to January 2023 (30-months post-project). The evaluation summaries focused on the following categories:

- Vehicle volumes and speed
- Vehicle travel times
- Vehicle Level of Service (LOS)
- Crash Analysis
- Left turn pocket queuing lengths
- Fell and Stanyan queue observation
- Bike counts and pedestrian activity
- Bicyclist positioning on protected bikeway

The 1-month, 3-month, 6-month, 12-month, and 30-month evaluations compared data collected post-implementation to data collected pre-implementation in June 2020. Some of the key findings from the 30-month evaluation are:

- Post-project vehicle speeds have dropped (5-9%) on Fell Street from pre-project conditions.
- 30 months after the bike lane was installed, vehicles volumes have increased by an average of 9% on Fell Street.
- Specifically, volumes on Fell Street between Clayton and Cole Streets are nearly the same as pre-conditions.
- Crashes on Fell Street (Baker to Stanyan Streets) have decreased by over 40% since introduction of the emergency protected bike lane.

Location	Pre-Project	1 mo	3 mo	6 mo	12 mo	30 mo	%Change (before to 1 mo)	%Change (before to 3 mo)	%Change (before to 6 mo)	%Change (before to 12 mo)	%Change (before to 30 mo)
Fell Street btwn Clayton and Cole	33.8	32.2	32.6	28.9	32.0	32	-5%	-3%	-14%	-5%	-5%
Fell Street btwn Lyon and Central	34.0	33.5	33.3	32.5	32.5	31	-2%	-2%	-5%	-5%	-9%
Hayes Street btwn Clayton and Cole (WB)	23.6	24.9	27.1	26.0	22.0	25.5	6%	15%	11%	-7%	8%
Hayes Street btwn Lyon and Central (WB)	25.5	27.6	26.8	27.6	28.0	27	8%	5%	8%	10%	6%

Figure 2: 85th Percentile Speeds (in miles per hour)

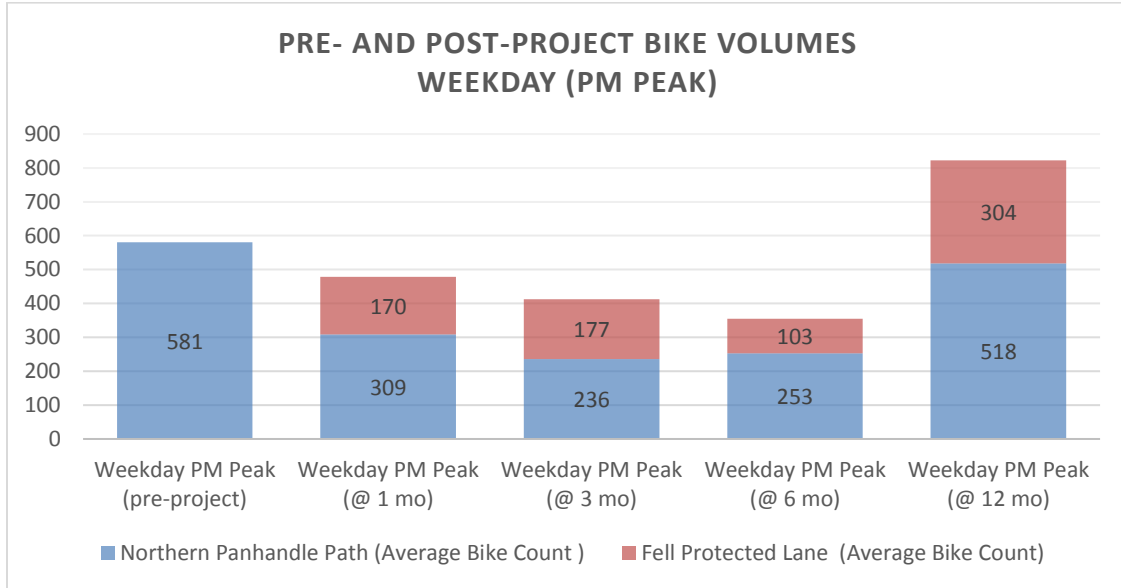


Figure 3: Pre- and Post-Project Bike Volumes during Weekday PM Peak

Given the amount of time the Fell Street Bikeway was in place, it was possible to perform a before-after crash analysis of Fell Street and of Oak Street. Given the proximity of Oak Street and characteristics similar to Fell Street, it served as a useful “control” street to compare changes in crashes. As shown below in Figure 4, crashes on Oak Street dropped by 27% while crashes on Fell Street dropped by 42%.

Fell Street (Baker - Shrader) Crash Analysis

Project Implemented July 2020
 Before Data: July 2015 - June 2020 (5 years)
 After Data: July 2020 - Dec 2022 (2.5 years)

Before-After Crash Comparison*

	Total	Motor Vehicle vs			Bike Only	Fatal
		Pedestrian	Bicyclist	Other MV		
Before	9	0.8	2	5.4	0.8	0.2
After	5.2	0	1.6	3.2	0.4	0

*Totals shown are per year averages of reported crashes

42% drop in reported collisions per year on this section of Fell

Oak Street Crash Analysis (Baker - Shrader) as a Control

Before-After Crash Comparison*
 Before Data: July 2015 - June 2020 (5 years)
 After Data: July 2020 - Dec 2022 (2.5 years)

	Total	Motor Vehicle vs			Bike Only	Fatal
		Pedestrian	Bicyclist	Other MV		
Before	8.2	1.2	1.4	5.6	0	0.2
After	6.8	1.6	1.6	3.6	0	0

*Totals shown are per year averages of reported crashes

27% drop in reported collisions per year on this section of Oak

Figure 4. Before-After Crash Analysis of Fell Street and Oak Street

Proposed Project Parking and Traffic Modifications

Although Transportation Code, Division II, Section 201 subsection (a) delegates to the City Traffic Engineer the authority to install color curb markings, the City Traffic Engineer recommends that the SFMTA Board approve Item B as part of the Fell Street Class IV Bikeway Project.

- A. ESTABLISH – CLASS IV PROTECTED BIKEWAY (PARKING PROTECTED BIKEWAY) – Fell Street, westbound, south side, from Baker Street to Shrader Street
- B. ESTABLISH – RED ZONE – Fell Street, south side, from east Lyon Street property line to 53 feet westerly (between limit line and crosswalk); Fell Street, south side, from east Central Avenue property line to 38 feet westerly (between limit line and crosswalk); Fell Street, south side, from Ashbury Street to 30 feet easterly; Fell Street, south side, from Clayton Street to 30 feet easterly; Fell Street, south side, from east Clayton Street curb line to 54 feet westerly (between crosswalk and property line); Fell Street, south side, from Cole Street to 30 feet easterly; Fell Street, south side, from Shrader Street to 30 feet easterly

PAGE 7

- C. ESTABLISH – TOW-AWAY, NO STOPPING ANYTIME – Fell Street, south side, from 200 feet to 220 feet east of Masonic Avenue (extends existing tow-away restriction by 20 feet)

Stakeholder Engagement

SFMTA staff communicated directly with the District 5 Supervisor’s Office to address any questions or concerns about the project. Most feedback on the project has been positive. A concern was raised shortly after implementation that there was limited visibility at Masonic Avenue due to the left turn queue. An additional parking space was removed in August 2020 to address this concern. Early in the project, some members of the community voiced concerns about some cyclists not stopping at red lights.

As a stakeholder, the San Francisco Fire Department (SFFD) also provided feedback regarding the project design. The concern expressed by SFFD was regarding a potential increase in emergency response times resulting from the reconfigured Fell Street roadway. SFMTA and SFFD agreed on a comprehensive evaluation that was described above in the “Evaluation” section. The SFFD recently shared they have no objections with the project. SFMTA is committed to continuing to work with SFFD to maintain Fell Street as a primary emergency response route, including potential installation of “Opticom” equipment to allow traffic signals to stay green longer when transponders on emergency vehicles are detected. Additionally, the removal of a travel lane up to Shrader Street allowed the SFMTA to stripe a lane between Shrader Street and Stanyan Street that is closed to regular motor vehicle use but available for emergency vehicles to bypass queues.

ALTERNATIVES CONSIDERED

One alternative is to not authorize a permanent parking-protected bikeway on Fell Street. If these improvements are not made permanent, they will be removed within 120 days after the City’s COVID-19 Local Emergency Proclamation is lifted, which will likely result in crowding on the Panhandle Path and increase in vehicle speeds on Fell Street.

FUNDING IMPACT

All implementation work has been completed, so there is no additional funding impact. As this was an emergency response project, there was no approved budget. The total construction cost (installation and materials) was approximately \$425,000, which was funded by the SFMTA’s Operating Budget, including partial federal reimbursement for COVID emergency response efforts

ENVIRONMENTAL REVIEW

The proposed Fell Street Class IV Bikeway Project is subject to the California Environmental Quality Act (CEQA). The California Environmental Quality Act (CEQA) provides a statutory

PAGE 8

exemption from environmental review under Public Resources Code Section 21080.25 for pedestrian and bicycle facilities that improve safety, access, or mobility, including new facilities within the public right-of-way and projects that improve customer information and wayfinding for transit riders, bicyclists, or pedestrians within the public right-of-way.

On May 26, 2023, the Planning Department determined, that the proposed Fell Street Class IV Bikeway Project (Case Number 2023-004695ENV) is statutorily exempt from 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=2023-004695ENV> 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.

RECOMMENDATION

SFMTA staff recommend that the SFMTA Board approve a permanent Class IV parking-protected bikeway on Fell Street between Baker Street and Shrader Street as part of the Fell Street Class IV Bikeway Project and associated parking and traffic modifications, as set forth in Items A through C above.

SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY
BOARD OF DIRECTORS

RESOLUTION No. _____

WHEREAS, The expansion of City’s bikeway network would install protected bikeway facilities on corridors to provide more space for socially distant essential travel or exercise by bicycling; 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,

WHEREAS, In August 2020, the SFMTA Board of Directors approved a temporary parking-protected bikeway on Fell Street between Baker Street and Shrader Street; and,

WHEREAS, Evaluation of the temporary improvements has found they were successful in achieving their goals with minimal impacts to vehicle travel times on Fell Street; and,

WHEREAS, The San Francisco Municipal Transportation Agency proposes the following traffic medications to make the temporary parking-protected bikeway on Fell Street between Baker Street and Shrader Street permanent:

- A. ESTABLISH – CLASS IV PROTECTED BIKEWAY (PARKING-PROTECTED BIKEWAY) – Fell Street, westbound, south side, from Baker Street to Shrader Street
- B. ESTABLISH – RED ZONE – Fell Street, south side, from east Lyon Street property line to 53 feet westerly (between limit line and crosswalk); Fell Street, south side, from east Central Avenue property line to 38 feet westerly (between limit line and crosswalk); Fell Street, south side, from Ashbury Street to 30 feet easterly; Fell Street, south side, from Clayton Street to 30 feet easterly; Fell Street, south side, from east Clayton Street curb line to 54 feet westerly (between crosswalk and property line); Fell Street, south side, from Cole Street to 30 feet easterly; Fell Street, south side, from Shrader Street to 30 feet easterly
- C. ESTABLISH – TOW-AWAY, NO STOPPING ANYTIME – Fell Street, south side, from 200 feet to 220 feet east of Masonic Avenue (extends existing tow-away restriction by 20 feet); and,

WHEREAS, The California Environmental Quality Act (CEQA) provides a statutory exemption from environmental review under Public Resources Code Section 21080.25 for pedestrian and bicycle facilities that improve safety, access, or mobility, including new facilities, within the public right-of-way, and projects that improve customer information and wayfinding for transit riders, bicyclists, or pedestrians within the public right-of-way; and

WHEREAS, On May 26, 2023, the Planning Department determined that the proposed Fell Street Class IV Bikeway Project (Case Number 2023-004695ENV) is statutorily exempt

from CEQA pursuant to 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://sfplanninggis.org/pim/?tab=Planning+Applications&search=2023-004695ENV> and 49 South Van Ness Avenue, Suite 1400 in San Francisco, and is incorporated herein by reference; and,

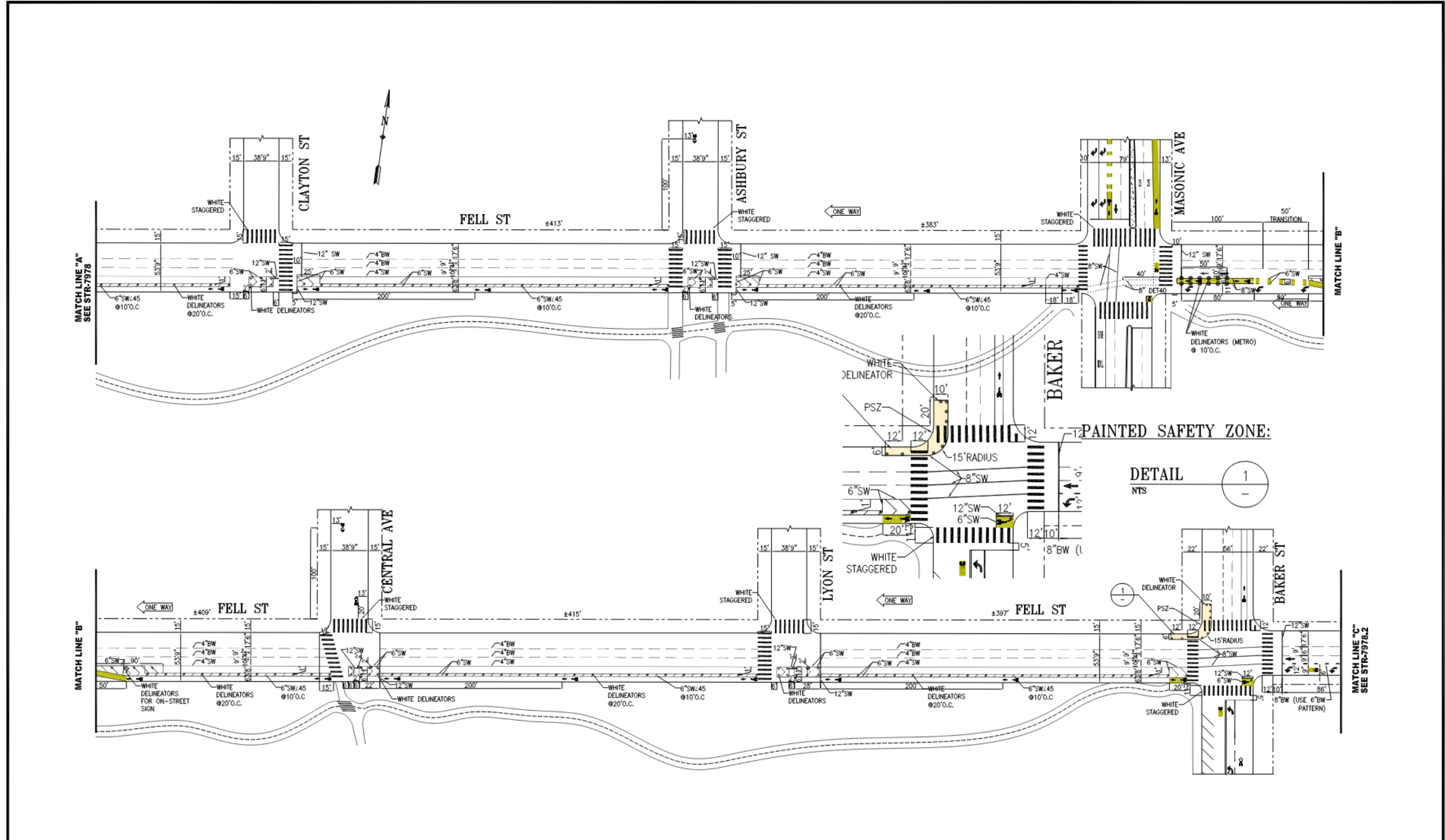
WHEREAS, Final SFMTA Decisions, whether made by the City Traffic Engineer or the SFMTA Board of Directors, can be reviewed by the Board of Supervisors pursuant to Ordinance 127-18 and this project is not subject to the Board of Supervisors review because the project establishes a Class IV bicycle facility and all of the parking and traffic modifications in the proposed approval action are directly related to the establishment of the bikeway; and therefore be it

RESOLVED, That the SFMTA Board of Directors approves a permanent parking-protected Class IV bikeway on Fell Street between Baker Street and Shrader Street and associated parking and traffic modifications, as set forth in Items A through C above.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of June 20, 2023.

Secretary to the Board of Directors
San Francisco Municipal Transportation Agency

Enclosure 2: Engineering Striping Drawings



NO.	DATE	DESCRIPTION	BY	APP
04/07/21		ADDED TRANSIT LANE ON MASONIC, SB FELL TO OAK	E. TANG	M. VELASCO
08/31/20		ADDED 6" SW & WHITE DELINEATORS BET MASONIC & CENTRAL; PER FIELD; ADDED ANGLED PARKING ON BAKER	E. CHEN	M. SALLABERRY
07/24/20		ADDED CLASS IV PROTECTED BIKEWAY BET SHRADER & BAKER	E. CHEN	M. SALLABERRY
04/19/18		SB SHARROWS AT ASHBURY & NB/SB SHARROWS AT CENTRAL	M. GROWNEY	M. SALLABERRY
08/30/18		MASONIC AVE STREETSCAPE BIKEWAY, MEDIAN ADV LIMIT LINES	M. GROWNEY	M. SALLABERRY

TABLE OF REVISIONS
CHECK WITH TRACING TO SEE IF YOU HAVE LATEST REVISION



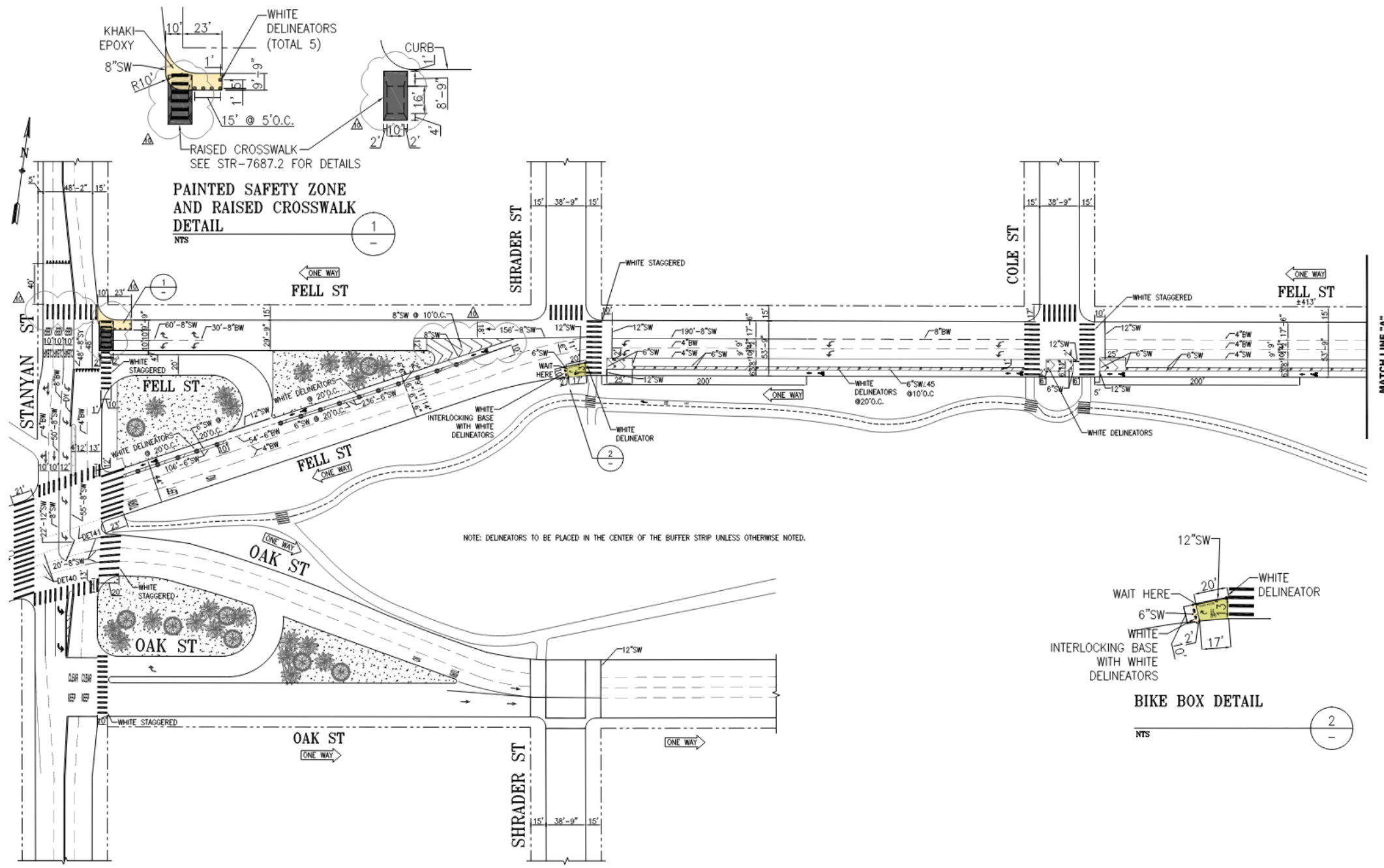
SUPERSEDES: STR-1916.1	APPROVED THOMAS P. FOLKS 10/23/12 SENIOR ENGINEER	SCALE: 1" = 50'
DRAWN: RDM	DATE: 10/19/12	SHEET/SHEETS: 02 OF 05
CHECKED: ER	DATE: 10/19/12	

CONTRACT NO.	STR-7978.1
DRAWING NO.	STR-7978.1
FILE NO.	
REV. NO.	11

TRAFFIC STRIPING
FELL STREET
COLE STREET TO BAKER STREET

FILE NAME: /-/-/

DATE: /-/-/



NO.	DATE	DESCRIPTION	BY	APP
03/05/21		ADDED RAISED CROSSWALK AT FELL PER FIELD: STANYAN OFF ACCESS RD	P. LOUIE	D. R. CURTIS
07/24/20		ADDED CLASS IV PROTECTED BIKEWAY BET SHRADER & BAKER; REVISED LANE WIDTHS, BUFFERS, & 8"SW @ SHRADER	E. CHEN	M. SALLABERRY
07/28/20		PER FIELD: ADJ LANE WIDTHS BET SHRADER & STANYAN, ADV LL @ COLE	E. CHEN	M. SALLABERRY



SFMTA



SUPERSEDES: STR-7736 REV2	APPROVED	SCALE: 1" = 50'
DRAWN: T.ABDALLAH	THOMAS P. FOLKS 10/23/12 SENIOR ENGINEER	SHEET/SHEETS: 01 OF 05
CHECKED: B.WOO	THOMAS P. FOLKS FOR RICARDO OLEA 10/23/12 CITY TRAFFIC ENGINEER	

TRAFFIC STRIPING

FELL STREET
STANYAN STREET TO COLE STREET

CONTRACT NO.
DRAWING NO. STR-7978
FILE NO.
REV. NO. 10

FILE NAME: /
DATE: /