

THIS PRINT COVERS CALENDAR ITEM NO. : 12

**SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY**

DIVISION: Sustainable Streets

BRIEF DESCRIPTION:

Approving various bicycle, parking and traffic modifications on Jerrold Avenue between Barneveld Avenue and Bayshore Boulevard and on the west side of Barneveld Avenue between Jerrold Avenue and McKinnon Avenue to improve safety for bicyclists, pedestrians and motorists by installing bicycle lanes and minor accompanying parking restrictions.



SUMMARY:

- Jerrold Avenue from Barneveld Avenue to Bayshore Boulevard is part of the San Francisco Bike Network and is currently a Class III bikeway demarcated with shared lane markings.
- This project will install a Class IV protected bikeway on northbound Jerrold Avenue and a Class II bike lane on southbound Jerrold Avenue between Barneveld Avenue and Bayshore Boulevard.
- This project will install a Tow Away No Stopping Anytime restriction from 10PM to 2AM on the west side of Barneveld Ave between McKinnon Avenue and Jerrold Avenue to help address parking congestion and create parking availability for area businesses.
- The proposed action is the Approval Action as defined by the S. F. Administrative Code Chapter 31.

ENCLOSURES:

1. SFMTAB Resolution
2. Project Area and Typical Cross Sections

APPROVALS:

| | DATE |
|---|-------------|
| DIRECTOR  | 9/11/2017 |
| SECRETARY  | 9/11/2017 |

ASSIGNED SFMTAB CALENDAR DATE: September 19, 2017

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PURPOSE

Approving various bicycle, parking and traffic modifications on Jerrold Avenue between Barneveld Avenue and Bayshore Boulevard and on the west side of Barneveld Avenue between Jerrold Avenue and McKinnon Avenue to improve safety for bicyclists, pedestrians and motorists by installing bicycle lanes and minor accompanying parking restrictions.

STRATEGIC PLAN GOALS AND TRANSIT FIRST POLICY PRINCIPLES

This action supports the Vision Zero Policy goal to eliminate traffic fatalities as well as the following SFMTA Strategic Plan Goals and 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

In an area known as “The Hairball”, Cesar Chavez Street, Bayshore Boulevard and Potrero Avenue change from City streets to a complex arrangement of bridges and ramps linking with Highway 101. Because many paths intersect in this area, the interchange is challenging to navigate and there are points of conflict between vehicles, pedestrians and bicycles. However, though limited in some respects, the pedestrian and bicycle circulation network allows connections between Cesar Chavez Street, Bayshore Boulevard and Potrero Avenue that are not possible by vehicle and provides a high level of connectivity to non-motorized users within the framework of the existing highly complex intersection structure.

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The Hairball Intersection Improvement Project is an effort to make key portions of the paths at this location safer and easier to use for pedestrians and bicyclists. The improvements currently proposed specifically address key segments at the southeastern entry to The Hairball on Jerrold Avenue from Barneveld Avenue to Bayshore Boulevard and on northbound Bayshore Boulevard from Jerrold Avenue to Marin Street. (See Enclosure A for Project Area Map)

Jerrold Avenue from Barneveld Avenue to Bayshore Boulevard, part of San Francisco Bike Route 25, is currently a Class III bikeway demarcated with shared lane markings. This is a challenging location to bicycle due to the high volume of vehicles and specifically large trucks that use this roadway, especially during the morning hours (approximately 700 vehicles on northbound Jerrold during the two hour morning peak period). These vehicle movements conflict with the large number of cyclists who also use this section of Jerrold Avenue during both the morning and evening peak commute hours (approximately 78 cyclists in the two hour morning peak and 70 cyclists in the evening peak period). In addition, the intersection of Jerrold Avenue and Bayshore Boulevard presents safety concerns for pedestrians and cyclists; one pedestrian fatality occurred at this intersection in 2014.

The portion of northbound Bayshore Boulevard from Jerrold Avenue to Marin Street is also an area of conflict for pedestrians, cyclists, and vehicles. The sidewalk along the east side of Bayshore Boulevard is a shared pedestrian and two-way bicycle path between Marin Street and Jerrold Avenue. Southbound bicyclists currently share the sidewalk with pedestrians while northbound cyclists use the adjacent bike lane. The sidewalk on the east side of the street is six feet wide, with approximately three foot wide pinch points at the two existing utility poles. Additionally, the sidewalk is constrained by street light poles, utility poles and a fire hydrant. At the intersection of Bayshore Boulevard and Marin Street, pedestrians and two-way bicycle traffic cross Marin Street at an unsignalized crosswalk. This is a potential issue since motorists turning right from Marin Street onto the Highway 101 northbound on-ramp often travel at high speeds and do not expect two-way bicycle traffic in the crosswalk. Additionally, visibility is an issue for motorists turning right from westbound Marin Street as they may not see cyclists and pedestrians crossing Marin Street at Bayshore Boulevard.

To address these conflict areas, the SFMTA proposes the near-term improvements using paint and flexible delineators as described below. In tandem with these proposed changes, SFMTA staff is also coordinating with San Francisco Public Works (Public Works) on the detailed design of a long-term project that will propose similar changes to this legislation but will be designed and constructed with concrete. The long-term project may require SFMTA Board approval, depending on the final design decisions.

Near-term Improvements

Bike Lanes:

- Southbound Bayshore Boulevard bicyclists will continue to share the sidewalk, but the northbound bikeway will widen from 6 feet to 11 to 13 feet, including a 5 foot wide bike lane with buffers that vary according to street geometry (does not require legislation).

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- Installing a new Class IV protected bikeway on northbound Jerrold Avenue from Barneveld Avenue to Bayshore Boulevard.
- Installing a new Class II bike lane adjacent to the existing parking on southbound Jerrold Avenue from Barneveld Avenue to Bayshore Boulevard.

Parking and Loading:

- Providing sufficient space for the new Class IV protected bikeway, this project proposes to remove approximately ten unmetered parking spaces and two loading zones on westbound Jerrold Avenue between Bayshore Boulevard and Barneveld Avenue.
- Installing a Tow Away No Stopping Anytime restriction from 10 PM to 2 AM on the west side of Barneveld Avenue between McKinnon Avenue and Jerrold Avenue to help address parking congestion and to create parking availability for area businesses.

Intersection Treatments that do not require SFMTA Board approval:

- Striping continental crosswalks, greenback shared lane markings, and a two-way bike crossing at Marin Street and Bayshore Boulevard.
- Striping continental crosswalks, greenback sharrows, and a two-way bike crossing at Jerrold Avenue at the intersection of Bayshore Boulevard.
- Striping continental crosswalks at the intersection of Jerrold and Barneveld Avenues.

Please refer to Enclosure 2 for cross-sections of the existing and proposed conditions.

With respect to the proposed Class IV protected bikeway, separated bikeways are authorized under California State law (Assembly Bill No. 1193 effective January 1, 2015). Section 891 of the Streets and Highways Code provides that agencies responsible for the development or operation of bikeways or roadways where bicycle travel is permitted may utilize minimum safety design criteria other than those established by Section 890.6 if all of the following conditions are met:

1. The alternative criteria are reviewed and approved by a qualified engineer with consideration for the unique characteristics and features of the proposed bikeway and surrounding environs;
2. The alternative criteria, or the description of the project with reference to the alternative criteria, are adopted by resolution at a public meeting, after having provided proper notice of the public meeting and opportunity for public comment; and
3. The alternative criteria adhere to guidelines established by a national association of public agency transportation officials.

The proposed parking protected bikeway on Jerrold Avenue meets these three conditions. The alternative criteria for the parking 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 of Directors as

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part of this calendar item. Lastly, the project's alternative criteria adhere to guidelines set by the National Association of City Transportation Officials (NACTO) Urban Bikeway Design Guide, Federal Highway Administration Separated Bike Lane Planning and Design Guide, and California Department of Transportation Design Bulletin Information Number 89 Class IV Bikeway Guidance. The NACTO guidelines state that parking protected bikeways require the following features:

- A separated bikeway, like a bike lane, is a type of preferential lane as defined by the Manual on Uniform Traffic Control Devices (MUTCD).
- Bicycle lane word, symbol, and/or arrow markings shall be placed at the beginning of a cycle track and at periodic intervals along the facility based on engineering judgment.
- If pavement markings are used to separate motor vehicle parking lanes from the preferential bicycle lane, solid white lane line markings shall be used. Diagonal crosshatch markings may be placed in the neutral area for special emphasis. Raised medians or other barriers can also provide physical separation to the cycle track.

The separated bikeway for Jerrold Avenue 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. The painted buffer alongside the parking lanes that separates the vehicle travel lane from the bikeway will be clearly marked with cross-hatching and 60-inches in width, the recommended buffer width. It was also reviewed by the San Francisco Fire Department.

The proposed parking restriction on Barneveld Avenue (west side only) from Jerrold Avenue to McKinnon Avenue is intended to restrict all vehicles from parking on this stretch of roadway from 10 PM to 2 AM, addressing current parking congestion and creating parking availability for nearby businesses due to the loss of parking on the north side of Jerrold Avenue as a result of the new protected bikeway. The parking restriction hours are related to key business hours that begin early in the morning from 2 to 3 AM. Workers often cannot find parking due to vehicles parked overnight on nearby streets. There are oversized Recreational Vehicles (RVs) that use the area of Barneveld Avenue where the parking restrictions are proposed, and while the SFMTA understands the needs of this community, this project aims to balance the needs of all users of the project area while prioritizing traffic safety. According to the SF Park's current Parking Supply Map, this parking restriction affects a small percentage of unregulated parking spaces in the area. The restriction regulates approximately 20 parking spaces, while with the proposed removal of 10 spaces on the north side of Jerrold Avenue, approximately 178 unregulated parking spaces remain on Jerrold Avenue between Bayshore Boulevard and the Embarcadero Freeway, and 67 unregulated parking spaces remain on Barneveld Avenue between Jerrold Street and Oakdale Avenue.

Businesses on Jerrold Avenue between Bayshore Boulevard and Barneveld Avenue currently maintain off-site loading and/or load by double parking large trucks in the right-most northbound travel lane; it is difficult for the large trucks to pull up to the curb in the current loading zone

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locations. Therefore the businesses are not expected to be significantly impacted by the removal of the current loading zones on the north side of Jerrold Avenue between Barneveld Avenue and Bayshore Boulevard.

Approval of the following parking and traffic modifications is required to support the project:

- A. ESTABLISH- TOW-AWAY NO STOPPING ANY TIME - Jerrold Avenue, east side, from Barneveld Avenue to Bayshore Boulevard
- B. ESTABLISH- CLASS IV BIKEWAY –Jerrold Avenue, northbound, from Barneveld Avenue to Bayshore Boulevard
- C. ESTABLISH- CLASS II BIKEWAY - Jerrold Avenue, southbound, from Barneveld Avenue to Bayshore Boulevard
- D. ESTABLISH- TOW-AWAY NO STOPPING, 10 PM TO 2 AM EVERY DAY - Barneveld Avenue, west side, between McKinnon Avenue and Jerrold Avenue

STAKEHOLDER ENGAGEMENT

The stakeholder engagement process for the proposed changes has been targeted and thorough, building on previous, in-depth community engagement processes.

In 2010, the San Francisco Planning Department began a community outreach process to develop a community-supported vision and design for a safe, comfortable and accessible Cesar Chavez Street for all users. This outreach process culminated in the Cesar Chavez East Community Design Plan that was finalized in early 2012 and incorporates the Bayshore Boulevard/Cesar Chavez Street/Potrero Avenue intersection (The Hairball). In fall 2015, the SFMTA and Public Works received \$100,000 in Neighborhood Transportation Improvement Program (NTIP) Prop K funds from the San Francisco County Transportation Agency to develop recommendations for safety improvements at key segments. The current proposed changes are a direct result of this NTIP planning process. This process included gathering feedback from the main stakeholders for the project including staff from District 10, District 9, the bicycle and pedestrian group of Caltrans District 4, and the San Francisco Bike Coalition. Specifically, feedback was gathered through two stakeholder walkthroughs of the site, one bike ride through the site, and attendance of a Calle 24 board meeting where board members and members of the Mission neighborhood community were present. In addition, prior to public hearing, SFMTA staff met multiple times with the merchants along Jerrold Avenue to understand parking loss impacts and to develop a balanced solution. Project staff also coordinated with SFMTA Parking staff to ensure minimal impacts to the community members concerned with parking restrictions that may affect oversize vehicles.

Lastly, this project went to the SFMTA Engineering Public Hearing on August 4, 2017. At the Public Hearing, a few members of the public had objections to the parking restrictions. These members of the public were not in favor of any parking restrictions that they believe affect parking for oversized vehicles. SFMTA heard comments and shared background on the project, including the need to balance traffic safety with parking needs. The parking restrictions are for

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all vehicles and do not specify a vehicle size.

ALTERNATIVES CONSIDERED

A no-build option was considered that would maintain shared lane markings on Jerrold Avenue and leave conditions as-is on northbound Bayshore Boulevard between Jerrold Avenue and Marin Street. Because separating motor vehicles from bicycles can make this route safer to pedestrians and cyclists, and due to the low cost and minimal impacts to parking and traffic, staff concluded that the recommendation to implement bikeways and minimal parking restrictions on the west side of Barneveld is the best way to proceed.

An option was also considered that would maintain parking on the north side of Jerrold Avenue between Barneveld Avenue and Bayshore Boulevard. Because this resulted in removal of a northbound vehicle travel lane on Jerrold Avenue and created large impacts to traffic while still presenting conflict areas between cyclists and vehicles, staff concluded that the recommendation to implement a protected bikeway on Jerrold Avenue between Barneveld Avenue and Bayshore Boulevard and minimal parking restrictions on the west side of Barneveld is the best way to proceed.

FUNDING IMPACT

The project cost of \$40,000 is fully funded by the 2017 Proposition B (San Francisco General Fund).

ENVIRONMENTAL REVIEW

The proposed project includes improvements to existing bicycle infrastructure in Segments M, N and O only. All proposed changes to Segments M, N and O can be implemented independently of other changes to the Hairball, should any be proposed in the future. Any future changes to other segments of the Hairball would benefit from, but not depend on, or result from the changes proposed to Segments M, N and O. Therefore, Segments M, N and O have independent utility.

The proposed Cesar Chavez Street/Bayshore Boulevard/Potrero Avenue Intersection Improvement Project is subject to the California Environmental Quality Act (CEQA). Title 14 of the California Code of Regulations Section 15301 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.

On May 26, 2017, the Planning Department determined that the proposed Cesar Chavez Street/Bayshore Boulevard/Potrero Avenue Intersection Improvement Project is categorically exempt from CEQA (Planning Case No. 2017-001775ENV) pursuant to Title 14 of the California Code of Regulations Section 15301.

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

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A copy of the CEQA determination is on file with the Secretary to the SFMTA Board of Directors, 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's Attorney Office has reviewed this calendar item.

RECOMMENDATION

SFMTA staff recommends approval of various bicycle, parking and traffic modifications on Jerrold Avenue between Barneveld Avenue and Bayshore Boulevard and on the west side of Barneveld Avenue between Jerrold Avenue and McKinnon Avenue to improve safety for bicyclists, pedestrians and motorists by installing bicycle lanes and minimal parking restrictions.

SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY
BOARD OF DIRECTORS

RESOLUTION No. _____

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, the Caltrans project supports the City's Vision Zero Goal of eliminating all traffic fatalities in San Francisco by 2024; and,

WHEREAS, The segment of Jerrold Avenue between Barneveld Avenue and Bayshore Boulevard is a designated bicycle route on the San Francisco Bicycle Route Network that provides connections from the Bayview and Hunters Point to the Mission neighborhood and central San Francisco; 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 parking protected bikeway proposed as part of the project meets these three requirements; and

WHEREAS, The parking protected bikeway 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, Jerrold Avenue between Barneveld Avenue and Bayshore Boulevard can incorporate a protected bicycle lane northbound and a bicycle lane southbound without any impacts to traffic and without significant impacts to parking; and,

WHEREAS, The SFMTA project team contacted key stakeholders and met with businesses along the project corridor and held a public hearing to solicit feedback on areas of

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concern and answer questions about the project proposals; and,

WHEREAS, SFMTA staff propose the following parking and traffic modifications associated with the Cesar Chavez Street/Bayshore Boulevard/Potrero Avenue Intersection Improvement project:

- A. ESTABLISH- TOW-AWAY NO STOPPING ANY TIME - Jerrold Avenue, east side, from Barneveld Avenue to Bayshore Boulevard
- B. ESTABLISH- CLASS IV BIKEWAY - Jerrold Avenue, northbound, from Barneveld Avenue to Bayshore Boulevard
- C. ESTABLISH- CLASS II BIKEWAY - Jerrold Avenue, southbound, from Barneveld Avenue to Bayshore Boulevard
- D. ESTABLISH- TOW-AWAY NO STOPPING, 10 PM TO 2 AM EVERY DAY - Barneveld Avenue, west side, between McKinnon Avenue and Jerrold Avenue

WHEREAS, The proposed Cesar Chavez Street/Bayshore Boulevard/Potrero Avenue Intersection Improvement project is subject to the California Environmental Quality Act (CEQA); Title 14 of the California Code of Regulations Section 15301 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; Section 15304 provides an exemption for minor public alterations to land including the creation of bicycle lanes on existing rights-of-way; and,

WHEREAS, On May 26, 2017, the Planning Department determined that the proposed Cesar Chavez Street/Bayshore Boulevard/Potrero Avenue Intersection Improvement project is categorically exempt from CEQA (Planning Case No. 2017-002118ENV) pursuant to Title 14 of the California Code of Regulations Section 15301 and Section 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, 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 bicycle, parking and traffic modifications listed in items A-D above on Jerrold Avenue between Barneveld Avenue and Bayshore Boulevard and on the west side of Barneveld Avenue between Jerrold Avenue and McKinnon Avenue to improve safety for bicyclists, pedestrians and motorists by installing bicycle lanes and minimal parking restrictions.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of September 19, 2017.

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Secretary to the Board of Directors
San Francisco Municipal Transportation Agency