

FROM:
Mary Miles (SB #230395)
Attorney at Law for
Coalition for Adequate Review
364 Page St., #36
San Francisco, CA 94102
(415) 863-2310

TO:
Angela Calvillo, Clerk, and
San Francisco Board of Supervisors
Room 244 City Hall
1 Dr. Carlton B. Goodlett Place
San Francisco, CA 94102

DATE: January 17, 2020

RE: BOS File No. 191309

**APPELLANT'S BRIEF ON APPEAL OF CEQA DETERMINATION AND APPROVAL
OF "PAGE STREET BIKEWAY IMPROVEMENT PILOT PROJECT"**

INTRODUCTION

This Appeal is of the San Francisco Planning Department's environmental determination at File No. 2019-015182ENV on the "Page Street Bikeway Improvement Pilot Project" ("Project") approved by the San Francisco Municipal Transportation Agency Board of Directors ("MTA") on November 19, 2019, in violation of the California Environmental Quality Act ("CEQA") (Pub. Res. Code ["PRC"] §§21000 *et seq.*) The MTA Board Resolution No. 19111942 is attached hereto as Exhibit A.

The Planning Department's backdated, publicly unavailable categorical exemption ("Categorical Exemption") is attached as Exhibit B. Attached as Exhibit C is the MTA staff memorandum dated September 4, 2019 from Mark Dreger to Laura Lynch, author of the Planning Department's Categorical Exemption. Attached as Exhibit D is a November 12, 2019 MTA "Sustainable Streets" memorandum on the Project.

The Project proposes to physically block public access to several blocks of Page Street, a public street that carries 5,400 vehicles per day to the Octavia Boulevard and the freeway, to the Civic Center, downtown and other destinations, including 3,800 traveling eastbound in the a.m. peak commute to reach the freeway system via Octavia Boulevard. (Exh. C, p. 2.) The Project proposes diverting those 5,400 cars in a convoluted series of forced turns at stop signs to force travelers to merge onto the already severely congested Oak and Fell Street corridors that each carry 30,000 vehicles daily to and from Octavia Boulevard, the City's center and other destinations.

The Project also forces turning on adjoining and parallel streets, including Webster, Buchanan, Haight, Laguna, and Octavia Streets, and blocks left turn access from Page to Franklin Street, forcing travelers on Page Street to turn right onto Market Street and travel in a mile-wide circle

to reach employment hubs in the Civic Center and destinations east of the Page/Franklin intersection. The Project will also permanently remove 29 parking spaces on Page and 7 on Haight Street, having already removed more than 100 spaces in the Project area. The Project will also block turning to and from Haight, Webster, and Buchanan Streets to and from Page Street.

MTA claims its latest segmentation of this Project is categorically exempt from environmental review under 14 Cal. Code Regs. ("CEQA Guidelines") §15306. The Project is not exempt under that or any other provision, because of its significant impacts, its long duration, and because its purpose are *not* to collect data, but to implement a permanent Project, and because its implementation has been publicly funded, all of which disqualify it from a "Class 6" categorical exemption.

Since it will clearly have direct, indirect and cumulative impacts on transportation, air quality, GHG, public safety (including emergency vehicle access), and energy consumption, the Project is not exempt under CEQA. (See, *e.g.*, PRC §§21001; 21083.05, 21084(e); Guidelines §§15064, 15065(a).)

The claim that the Project's purpose is to collect data is false, since the City already has abundant data on Page Street and the entire area from numerous studies since 2005, when the Central Freeway overpass was removed and replaced with Octavia Boulevard.

The Project's claim that it needs to count cars on Page Street *after the Project prohibits their entry* reveals the pretense of MTA's claim of a "pilot" project exemption. Project documents admit the Project is intended as a permanent installation, *not a temporary "pilot"* to collect data. This Project clearly does not qualify for a categorical exemption under Guidelines section 15306, because it will have significant impacts, because it has been publicly funded, and for other reasons provided here and in public comment.

MTA's attempt to evade its obligation to conduct environmental review must be rejected, and the Project approval must be reversed to comply with CEQA's requirements to conduct an initial study and prepare an environmental impact report to disclose the Project's significant impacts.

MTA persists in punishing drivers for the congestion it has created in the Project area on behalf of bicyclists. As City's data shows, the mode share of bicyclists has declined in San Francisco since 2017, and is now less than three percent of all travelers in San Francisco.¹ During the same time, San Francisco has become one of the most congested cities on the planet, even though it is a relatively small urban area compared with other metropolitan areas.²

The Project typifies MTA's failure to create solutions to significant transportation problems facing the public and to instead focus on bicycling "improvements" that worsen congestion. MTA's agenda is based on the unsupported belief that by making driving and parking more difficult, it will compel people to stop driving and ride bicycles, a myth that has dominated the

¹ See Fehr & Peers: 2013-2017 Travel Decision Survey Data Analysis and Comparison Report, July 2017, p. 15, showing decline in bicycle mode share in San Francisco from 3% in 2014 to 2% in 2017]

² See, *e.g.*, Michelle Robertson: "SF has the worst commute in the U.S., and it may have cost the city \$10.6 billion last year," San Francisco Chronicle, February 7, 2018 (<https://www.sfgate.com/traffic/article/s-commute-traffic-congestion-drivingworst-12556498.php>)

City's transportation policy for two decades, resulting in unmitigated congestion for the vast majority of travelers.

The Board should drop the pretense that this Project is a temporary "pilot," grant this Appeal and remand the Project for further environmental review as a permanent project as required by CEQA.

BACKGROUND FACTS

In 1999 voters passed a ballot measure (Proposition I) to demolish the Central Freeway overpass over Octavia Street that accommodated 90,000 travelers per day entering and exiting the 101 and 280 Freeways. The overpass carrying travelers directly to and from Oak and Fell Streets was damaged in the 1989 Loma Prieta earthquake. (See, *e.g.*, Caltrans alternatives analysis, Dec. 1, 2000.) As Caltrans noted, those Freeways provide critical access to downtown, the East Bay, airport, Silicon Valley and South Bay destinations.

As a replacement for the overpass, a ground-level six-lane system was designed with direct access to and from the freeway via Octavia Boulevard and at Market Street. However, acceding to the demands of bicyclists, the City instead closed off access to and from Market Street to the freeway ramp and created bicycle lanes on Market Street, two blocks from the Page Street Project. (See Board of Supervisors Res. No. 508-04, 8/25/04, File No. 040912.) That action caused immediate significant congestion for thousands of travelers trying to get to the freeway from areas west of Octavia who had to travel a circuitous route to the 13th/South Van Ness Avenue to get on the freeway instead of the originally designed direct access to and from Market Street.

In 2005, the new Octavia "Boulevard" opened, with only four lanes (as opposed to six lanes on the former overpass) entering and exiting the freeway system. Although Octavia Boulevard has six lanes, two lanes are "frontage" streets and bicycle lanes that do not access the freeway. Unlike the former overpass, traffic on Octavia Boulevard is now stopped five times by signal lights at Market, Haight, Page, Oak, and Fell Streets, resulting in queuing on all of those streets. Since the four Octavia Boulevard lanes leading to and from the freeway carry only 45,000 travelers per day, as opposed to the 90,000 using the former overpass, traffic backs up, with significant congestion and queuing on all the above streets, with increased congestion on freeway access up to a mile away on Van Ness Avenue.

Shortly after it opened, the City acknowledged the failure of Octavia Boulevard, but refused to address it. On March 2, 2006, MTA (then called "Department of Parking and Traffic") released its "Octavia Boulevard Operation, Six Month Report," which documented that Octavia Boulevard had already exceeded its maximum capacity (half that of the former overpass), resulting in increased congestion on Octavia and surrounding streets. (*Id.*, p. 2.)

Vehicles were queuing on Oak, Fell, Page, and Haight Streets during morning and evening commutes. (Octavia Boulevard Operation, Six Month Report., pp. 2- 4, 6-8.) Traffic was also backed up on the Freeway itself. (*Id.*) Congestion was noted not only during peak commute hours but also on weekends. (*Id.*, p. 3.) That Report concluded City would do nothing about the Octavia Boulevard planning failure.

In 2008, this Board adopted its Market-Octavia project that rezoned thousands of parcels in the area to promote high-rise high-density development, with no mitigation of transportation and parking impacts in the Project area, claiming that the project's 10,000 new residents would not

use cars if the new developments had no parking. That project also removed thousands of existing parking spaces.

In 2013, the City approved a Van Ness Bus Rapid Transit Project that worsens congestion throughout the area by permanently removing two travel lanes and most of the parking on Van Ness Avenue/Highway 101, and permanently eliminating turns to and from Van Ness Avenue that formerly allowed travelers access to and from the west side of the Van Ness corridor.

Other studies followed MTA's 2006 Report that repeated its conclusion that the lack of capacity of Octavia Boulevard had produced significant congestion and queuing, not only on that street, but also on Fell, Oak, Page, Haight, and Market Streets, and on Van Ness Boulevard, and on the freeway itself. (See, *e.g.*, San Francisco County Transportation Agency, "Central Freeway and Octavia Circulation Study" (September, 2012); see also, MTA Public Records Act/Sunshine Ordinance responses, 2005 through 2020; environmental impact reports and appendices on projects in the area since 2005.)

Like the 2006 study, those studies acknowledge the congestion but propose nothing to mitigate it, and MTA instead makes congestion worse with this Project. Instead of creating solutions to the congestion problem, MTA again focuses only on "bicycle improvements," removing parking, obstructing traffic, and further reducing street capacity, imagining that cars will disappear and bicycles will replace motor vehicles as the dominant mode of regional transportation. That clearly has not happened. (Fn. 1, *ante.*)

As the studies since 2006 show, MTA's assumption is false that traffic on Page Street is a recent development that will be solved by blocking vehicle access to Page Street and diverting 5,400 vehicles per day to Oak and Fell Streets. Those studies, as well as updated data (provided this commenter in several Public Records Act/Sunshine Ordinance requests) obviate any need for further data-gathering by the proposed "pilot" Project here.

As noted, MTA's claim that it needs to count vehicles *after* closing off streets to vehicles is patently absurd, since that information is readily available and can be extrapolated from existing data, including the data cited in the categorical exemption and MTA documents for this Project.

Also false are MTA's claims that bicycle volumes exceed vehicle volumes on Page Street and other streets in the Project area.³ In fact, MTA states that Page Street east of Webster Street carries **5,400 vehicles per day** (Exh. C, p. 2) while "the most recent observation recorded 363 bikes in the morning peak hour approaching Octavia Boulevard" on Page Street. (Exh. D, p. 3.) MTA provides no data comparing total daily bicycle counts with total daily vehicle counts, or detailed information on where and when it collected the data, though that information is available and has been requested by this commenter. Contrary to MTA's false claims, daily vehicle volumes clearly surpass bicycle volumes on Page and other streets in the Project area, as shown by MTA's own data.

³ Without providing support, MTA states that "Page Street experiences very high bicycle volumes, often exceeding the number of vehicles...in the morning commutes." (Exh. A, p. 2.) MTA claims that 293 vehicles were "observed in the AM peak hour on eastbound Page Street approaching Octavia Boulevard." (Exh. D, p. 3.) That number is not credible in view of MTA's **5,400** average daily motor vehicles on Page Street (Exh. C, p. 2); nor does MTA support that number with the actual data, or locations where counts were made (which were requested by this commenter). Counting vehicles at only one intersection does not result in an accurate count, since vehicles stop at stop signs and are queued for several blocks, while bicycles do not stop at intersections, do not travel in single file, and are not queued for several blocks.

MTA's data also shows that Haight Street carries 5,000 vehicles daily, as does Webster Street. MTA's data shows that Fell and Oak Streets each carry 30,000 vehicles per day, and have far exceeded capacity since 2006, causing queuing on those streets in both directions to and from Octavia, and queuing even on the freeway. (Exh. C, p. 3.) The Project's plan to divert the 5,400 *more* vehicles daily from Page Street onto those overburdened roadways is irresponsible and will plainly cause significant impacts by worsening existing congestion and creating air quality, GHG, and other impacts.

MTA's claims of "elevated numbers of injury traffic collisions" and a "high concentration of collisions involving people bicycling and walking" (Exh. A, p. 2) are also unsupported. MTA's collision data shows no increase in collisions on Page Street from 2014 to 2019, and shows that most bicycle "collisions" were caused by bicyclists themselves.⁴

MTA's "safety" claim is also irrelevant, since CEQA analysis is not about impacts of existing conditions on future users, or alleged benefits of the Project for three percent of travelers who bicycle, but about the impacts of the Project on the environment. (*e.g.*, PRC, §21060.5.) The environment protected by CEQA is everyone's, not only bicyclists.' (*e.g.*, PRC §21000.)

Procedural Objections

Appellant objects to MTA's November 19, 2019 hearing on this Project without making the environmental determination publicly available in advance of that hearing. The Categorical Exemption document was *not* publicly available or posted on either the Planning Department's or MTA's website, and was only made available after a Sunshine Ordinance/Public Records Act Request. The failure to publicly provide these basic documents in advance precludes meaningful participation in proceedings on this Project in violation of CEQA, which also requires an agency to consider the environmental documents supporting a project *before* approval. (See, *e.g.*, SF Admin. Code §67.7(d); *Laurel Heights I, supra*, 47 Cal. 3d at p. 394.)

The right to public comment is also undermined by the Board's time constraints requiring public comment to be submitted eleven days in advance of hearing an appeal for distribution to the Board. CEQA allows public comment up to and including the date of the hearing or final disposition of the Board. (*e.g.*, *Bakersfield Citizens for Local Control v. City of Bakersfield* ["*Bakersfield*"] (2004) 124 Cal. App. 4th 1184, 1199-1202; 14 Cal. Code Regs. ["Guidelines"] §15202(b); PRC §21177(a).)

Appellant is not subject to "exhaustion" requirements where the lead agency does not conduct public proceedings before its environmental determination. (See, *e.g.*, *Azusa Land Reclamation Co. v. Main San Gabriel Basin Watermaster* ["*Azusa*"] (1997) 52 Cal.App.4th 1165, 1209-1210.) As demonstrated by this Board's consistent denial of public CEQA appeals, exhaustion of administrative remedies is not required, because such appeal is futile. Exhaustion is also not required for preemption, constitutional, general plan consistency, or other issues unrelated to

⁴ MTA admits that Page Street is not on its "High-Injury Network," but claims that 11 "collisions" occurred in the area involving bicycles and three involving pedestrians between 2014 and 2019 (six years). (Exh. D, p. 3.) MTA's collision data provided in response to a Sunshine Ordinance Request, though incomplete, shows that of eight bicycle "collisions" in the Project area from 2014-2017, bicyclists were at fault in six, with fault not assessed in one, and fault assessed to a motorcycle in the other. (MTA response dated May 29, 2018 to IDR 0428-052118.)

CEQA, because no opportunity is available for administrative review of those issues before elected decisionmakers.

Appellant also objects to the requirement to pay \$640 in advance to file an appeal to this Board, which is prohibitively expensive and beyond the means of most people. An appeal should be allowed regardless of payment, which should not be required pending decision on an application for fee waiver.

ARGUMENT

I. THE PROJECT IS NOT CATEGORICALLY EXEMPT FROM CEQA

A. The Project Does Not Qualify For A §15306 Exemption Or Any Other Exemption

The agency bears the burden of showing with substantial evidence that a proposed project fits within a categorical exemption. (*Azusa, supra*, 52 Cal.App.4th at p. 1192; *Save Our Big Trees v. City of Santa Clara* (2015) 241 Cal.App.4th 684, 705.) Exemptions are construed narrowly and may not be expanded beyond their terms or CEQA's statutory purpose. (*County of Amador v. El Dorado County Water Agency* ["County of Amador"] (1999) 76 Cal.App.4th 931, 966; *Azusa, supra*, 52 Cal.App.4th at p. 1192; *Save Our Carmel River v. Monterey Peninsula Water Management Dist.* (2006) 141 Cal.App.4th 677, 697.) Strict construction "also comports with the statutory directive that exemptions may be provided only for projects which have been determined not to have a significant environmental effect." (*County of Amador, supra*, 76 Cal.App.4th at p. 966.)

Here the City's agencies fail to meet their burden to provide substantial evidence that the Class 6 exemption under Guidelines §15306 applies to this Project.

1. The Section 15306 Categorical Exemption Does Not Apply To The Project

Guidelines, section 15306 states:

Guidelines §15306: **Information Collection.**

Class 6 consists of basic data collection, research, experimental management, **and** resource evaluation activities which **do not result in a serious or major disturbance to an environmental resource**. These may be **strictly for information gathering purposes**, or as **part of a study leading to an action which a public agency has not yet approved, adopted, or funded**.

(emphasis added)

This Project is not about "basic data collection," since, as shown by MTA's documents and past studies, the data is already available, including traffic counts on Page and surrounding streets that has been available since 2006.

The Project is not about "research," but about installing permanent barriers to travel on public streets. (Exh. C, p. 1.)

The Project will clearly result in a "serious or major disturbance to an environmental resource," transportation, since it will have significant impacts on Page and surrounding streets. 5,400 vehicles now traveling on Page Street to Octavia Boulevard and other destinations will be diverted to other nearby streets that are already congested, affecting thousands of travelers.

Residents on Page and other streets will also be affected by increased congestion, since the Project's barriers and convoluted diversions will hinder access to their homes.

The stated purpose of the Project meets neither of those described in Guidelines section 15306. It is not for "strictly information gathering purposes." (Guidelines, §15306.) Instead, MTA states its purpose is to "improve traffic safety for people bicycling and walking on Page Street," to "allow the right-of-way to be allocated for other users of the street," and to convert parts of Page Street to a "protected bikeway" for exclusive use of bicyclists from Webster Street to Octavia Boulevard. (Exh. A, MTA Res. 191119-142, pp. 2-3.) MTA also states the Project's purpose is to "reduce the use of Page Street between Webster and Gough streets as a conduit for greater than desired commuter traffic accessing the Central Freeway." (Exh. C, p. 1.) The same document states the Project's purpose is "to determine the feasibility of permanent or modified traffic changes to achieve stated goals." (Exh. C, p. 2.) MTA announced on its web site on December 31, 2019 that it would also prohibit vehicles on Page Street to install a bicycles-only conduit to its "car-free Market Street" bicycle project with no environmental review. (See <https://www.sfmta.com/blog/car-free-market-street-starts-january-29>)

MTA states that the Project "would allow SFMTA to temporarily implement and study the proposed changes to assure they work in the long-term and to inform possible modifications." (Exh. C, p. 8.) In fact, every "pilot" project implemented by the City has resulted in the project's permanent implementation with *no* CEQA review.

Nor is the Project "part of a study leading to an action which a public agency has *not yet approved, adopted, or funded*." (Guidelines, §15306 [emphasis added].) The Project has been approved and adopted by MTA as a physical installation, and it has also been *funded*, including installing physical barriers, signs, a "Class IV protected bikeway," and "roadway striping," and other physical changes that MTA states will take "two to four weeks" to *install*. (Exh. C, p. 11.)

The stated purpose of this Project is *not* for "information gathering" or "as part of a study leading to an action which a public agency has not yet approved, adopted, or funded." (Guidelines, §15306.) The Project instead is a permanent installation, with MTA evading CEQA's requirements of environmental review and mitigation of its impacts.

The Project therefore does not qualify for a Class 6 Exemption.

2. The Project Is Not Categorically Exempt Under Any CEQA Provision

MTA has failed to consider the Project's direct, indirect, and cumulative impacts affecting transportation, air quality, GHG, public safety (including emergency vehicle access), energy consumption, and other impacts. In view of those impacts, the Project is not exempt under CEQA. (See, *e.g.*, PRC §§21001; 21083.05, 21084(e); Guidelines §§15064, 15065(a).)

PRC section 21099 does not excuse City's failure to identify and mitigate the Project's impacts. Section 21099 provides that the state's Office of Planning and Research shall prepare proposed revisions to CEQA Guidelines on criteria for determining significance of transportation impacts, and states those new Guidelines "may include, but are not limited to, vehicle miles traveled," which will clearly increase due to the Project's diversion of 5,400 vehicles.

PRC section 21099 also states that it "does not relieve a public agency of the requirement to analyze a project's potentially significant transportation impacts *related to air quality, noise,*

safety, or any other impact associated with transportation," and "shall not create a presumption that a project will not result in significant impacts." (PRC §21099(b) [emphasis added].)

MTA's claim is false that the Project is exempt from CEQA as an "active transportation" project or a "minor transportation project" under Section 21099 (Exh. C p. 8), because closing a public street and creating significant traffic congestion throughout the area is neither.

Moreover, even if the Project's goal of bicycle "improvements" were an "active transportation" project, the impacts of the whole Project, including blocking travel on Page Street and diverting thousands of vehicles are *not* just about bicycle "improvements," but also and *independently* about impacts on transportation, air quality, GHG, public safety (including emergency vehicle access), and energy consumption, that require analysis and mitigation under CEQA.

Since the Project will clearly have significant impacts, no categorical exemption can apply.

3. Exceptions Under Guidelines §15300.2 Also Apply To This Project

Even if the Project qualified for a Class 6 categorical exemption, which it does not, CEQA's exceptions to categorical exemptions under Guidelines §15300.2 also apply to this Project.

MTA and the Planning Department fail to address cumulative impacts that preclude any exemption under Guidelines §15300.2(a)(3), particularly whether "successive projects of the same type in the same place, over time" and predictably resulting from the Project's goals to implement the "pilot" as a permanent installation. The piecemealed implementation of past, present, and future plans on Page and nearby streets highlight why that failure precludes any further actions on Page Street without environmental review and mitigation of the impacts of the whole Project.

The Project's cumulative impacts trigger the Guidelines section 15300.2 exception, invalidating the categorical exemption. "[C]ategorical exemptions from CEQA... cannot be found if 'the cumulative impact of successive projects of the same type in the same place, over time is significant.'" (*East Peninsula Ed. Council, Inc. v. Palos Verdes Peninsula Unified School Dist.* ["*East Peninsula*"] (1989) 210 Cal.App.3d 155, 171; Guidelines §15300.2(b).)

Also, the narrow width of Page Street, the large vehicle volumes, and the proposed closing of the Street and diverting thousands of vehicles daily to other nearby streets that are also already extremely congested present an unusual circumstances exception under Guidelines §15300.2(c). The same exception applies to the location of the Project in an area in the center of San Francisco that has historically served access to the freeway, and to the Civic Center, downtown, and south of Market employment hub. Congestion was exacerbated by the Central Freeway overpass replacement, by prohibiting freeway access to and from Market Street, and by the Market-Octavia Project, and by other projects that have generated additional traffic that cannot be accommodated and will be worsened by the Project's diverting 5,400 cars from Page Street to Oak and Fell Streets, which are already over capacity.

B. MTA Has Failed To Analyze The Project's Cumulative And Other Significant Impacts And Has Improperly Piecemealed The Project

Without providing a coherent or accurate description of the whole Page Street Project, MTA has improperly piecemealed implementation of this Project under many different names ("bikeway," "neighborway," "green corridor," "bicycle boulevard," etc.) (Exh. C, pp. 11-12.) Examples include placing a bicycle lane in the middle of Page Street from Buchanan Street to Octavia

Boulevard; removing access to northbound Franklin Street from eastbound Page Street, creating a bicycles-only conduit to its "car-free Market Street" project; removing more than 100 parking spaces in increments (and now 36 more parking spaces for this "Project"); and now with this Project, the extreme action of closing Page Street to vehicle traffic, forcing turns to and from adjoining and parallel streets, and obstructing access from Page Street to the freeway via Octavia Boulevard. (Exh. C, pp. 11-12.)

Such piecemealing violates CEQA, both because it evades environmental review of each increment, and because it evades environmental review of the whole Project's cumulative impacts.

The term "cumulative impacts" refers to two or more individual effects which, when considered together, are considerable or which compound or increase other environmental impacts and can result from "individually minor but collectively significant projects taking place over a period of time." (See Guidelines §15130(a)(1); 15355(b); *Bakersfield, supra*, 124 Cal.App.4th at p.1214.) "Proper cumulative impact analysis is vital," because "the full impact of a proposed project cannot be gauged in a vacuum." (*Bakersfield, supra*, 124 Cal. App.4th at p.1214.)

"[C]onsideration of the effects of a project or projects as if no others existed would encourage the piecemeal approval of several projects that, taken together, could overwhelm the natural environment and disastrously overburden the man-made infrastructure and vital community services. This would effectively defeat CEQA's mandate to review the actual effect of the projects upon the environment." (*Id.* at pp. 1214-1215.) Omitting other projects or segments causes an unduly narrow cumulative impacts analysis and prevents accurate identification of impacts and their severity. (*Kings County Farm Bureau v. City of Hanford* (1990) 221 Cal. App. 3d 692, 723.)

The cumulative impacts analysis must occur at the preliminary stage *before* any determination that a project is categorically exempt. (*East Peninsula, supra*, 210 Cal.App.3d at p. 171; *Orinda Ass'n v. Bd. of Supervisors* (1986) 182 Cal.App.3d 1145, 1171 [whole project must be analyzed at preliminary phase]; Guidelines §15060(c)(2).) A cumulative impacts analysis must set forth existing conditions and compare those conditions with the effects of past, current, and probable future projects. (Guidelines §15065(a)(3).) The cumulative impacts analysis must also show *other* current and anticipated future projects in the cumulative area that will *also* affect transportation, public safety, air quality, GHG, energy consumption, and other Project impacts.

That analysis did not occur here: There is *no* analysis of cumulative impacts on transportation, or of any impacts on parking, air quality, GHG, and energy consumption in City's documents, even though this Project has "possible environmental effects" that are "cumulatively considerable," meaning "that the incremental effects of an individual project are significant when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects." (Guidelines §15065(a)(3).)

Claiming a variety of exemptions for segments of the Project also violates the law, because CEQA requires that any exemption must apply to the whole Project not just a piece of it. (*Association for a Cleaner Environment v. Yosemite Community College Dist.* (2004) 116 Cal.App.4th 629, 640; see also, *e.g.*, *Poet, LLC v. State Air Resources Board ["Poet II"]* (2017) 12 Cal.App.5th 52, 79-81 [failure to include whole Project in baseline held an abuse of discretion invalidating project approval]; *County of Amador, supra*, 76 Cal.App.4th at pp. 953-954.)

City's failure to analyze and mitigate the Project's cumulative and other impacts violates CEQA, because it evades review of the whole Project and precludes public understanding of the impacts of whole Project. The whole Project must be accurately described, reviewed and its impacts mitigated to comply with CEQA, which the City's agencies have failed to do.

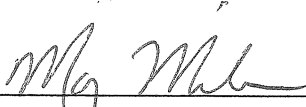
II. THE PROJECT IS PREEMPTED

The Project proposes closing vehicle access to a public street, which is preempted. (See, *e.g.*, *Rumford v. City of Berkeley* (1982) 31 Cal.3d 545.)

CONCLUSION

The Board should grant this appeal, reject the Planning Department's Categorical Exemption, and reverse the MTA's approval of the "Page Street Bikeway Improvement Pilot Project," and should order environmental review of the *whole* Page Street Project and mitigate its impacts to comply with CEQA.

DATE: January 17, 2020



Mary Miles
Attorney for Appellant

LIST OF EXHIBITS

- A** 11/19/19 MTA Board Resolution No. 19111942
- B** 9/4/19 San Francisco Planning Dept. CEQA Categorical Exemption Determination
- C** 9/4/19 MTA Memo from Mark Dreger to Laura Lynch
- D** 11/12/19 MTA Sustainable Streets Staff Memo

EXHIBIT A

SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY
BOARD OF DIRECTORS

RESOLUTION No. 191119-142

WHEREAS, The San Francisco Municipal Transportation Agency has proposed traffic and parking modifications along Page, Haight, and Webster streets as follows:

- A. ESTABLISH – RIGHT OR LEFT TURNS ONLY, EXCEPT BICYCLES – Page Street, eastbound, at Webster Street
- B. ESTABLISH – RIGHT TURN ONLY, EXCEPT BICYCLES - Page Street, westbound, at Octavia Boulevard
- C. ESTABLISH – NO LEFT TURN - Webster Street, southbound, at Haight Street
- D. ESTABLISH – ONE-WAY STREET, EXCEPT BICYCLES - Page Street, westbound, from Octavia Boulevard to Laguna Street
- E. RESCIND – CLASS II BIKEWAY (BIKE LANE) - Page Street, eastbound, from Buchanan Street to Octavia Boulevard
- F. ESTABLISH – CLASS II BIKEWAY (BIKE LANE) - Page Street, westbound, from Octavia Boulevard to Webster Street
- G. ESTABLISH – TOW-AWAY, NO STOPPING ANY TIME - Page Street, south side, between Laguna Street and Octavia Boulevard
- H. ESTABLISH – CLASS IV BIKEWAY (PROTECTED BIKEWAY) - Page Street, eastbound, from Laguna Street to Octavia Boulevard
- I. ESTABLISH – CLASS III BIKEWAY (SHARED LANE) – Page Street, eastbound, from Buchanan Street to Laguna Street
- J. ESTABLISH – TOW-AWAY, NO STOPPING, MONDAY TO FRIDAY, 7 AM – 10 AM AND 3 PM - 6 PM - Haight Street, south side, from 154 feet west of Buchanan Street to Webster Street
- K. RESCIND – 2-HOUR PARKING, 8 AM TO 9 PM, MONDAY THROUGH FRIDAY, EXCEPT VEHICLES WITH AREA S PERMITS - Haight Street, south side, from 154 feet west of Buchanan Street to Webster Street
- L. ESTABLISH – 2-HOUR PARKING, 10 AM TO 3 PM AND 6 PM TO 9 PM, MONDAY THROUGH FRIDAY, EXCEPT VEHICLES WITH AREA S PERMITS - Haight Street, south side, from 154 feet west of Buchanan Street to Webster Street; and,

WHEREAS, The proposed parking and traffic modifications will start on approximately February 1, 2020 and end on May 1, 2021; and,

WHEREAS, The San Francisco Municipal Transportation Agency is committed to implementing bicycle and pedestrian safety improvements on Page Street; 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, Page Street experiences very high bicycle volumes, often exceeding the number of vehicles on the street in the morning commute; and,

WHEREAS, Page Street continues to see elevated numbers of injury traffic collisions, including a high concentration of collisions involving people bicycling and walking; and,

WHEREAS, The Page Street Bikeway Improvements Pilot Project aims to improve traffic safety for people bicycling and walking on Page Street, including students of John Muir Elementary School; and,

WHEREAS, Haight Street is an important transit corridor with over 20,000 daily riders in addition to important commercial and residential uses in the Lower Haight and Hayes Valley neighborhoods; and,

WHEREAS, Prohibiting entry onto Page Street at select locations between Webster Street and Octavia Boulevard would provide for the health and safety of citizens due to the high number of vulnerable roadway users, including people bicycling to and from downtown as well as students attending John Muir Elementary School, and the corridor's history of collisions involving these users; and,

WHEREAS, The Planning Department has determined that prohibiting entry onto Page Street at select locations between Webster Street and Octavia Boulevard would help to implement Objective 15 and Objective 18 of the City's General Plan's Transportation Element pursuant to California Vehicle Code section 21101(f) in order to allow the right-of-way to be allocated for other users of the street, thereby improving safety, prioritizing sustainable transportation modes, enhancing neighborhood livability, and supporting adjacent land uses; 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 bikeway proposed as part of the project meets these three requirements; and,

WHEREAS, The alternative criteria for the project are to discourage motor vehicles from encroaching or double parking in the bicycle facility, provide a more inviting facility and 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 proposed Page Street Bikeway Improvements Pilot Project is subject to the California Environmental Quality Act (CEQA) and CEQA provides a Class 6 categorical exemption for information collection including basic data collection, research, experimental management, and resource evaluation activities; and,

WHEREAS, On October 31, 2019, the Planning Department determined that the proposed Page Street Bikeway Improvements Pilot Project is categorically exempt from CEQA,

pursuant to Title 14 of the California Code of Regulations Section 15306; 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,

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

WHEREAS, Final SFMTA decisions, whether made by the City Traffic Engineer or the SFMTA Board, can be reviewed by the Board of Supervisors pursuant to Ordinance 127-18; however, only Items I through L listed above are subject to the Board of Supervisors review because all other parking modifications are directly related to the installation of Class II and Class IV bicycle facilities; and,

WHEREAS, At its November 19, 2019 meeting, the SFMTA Board of Directors amended this resolution to limit the duration of the pilot project to 12 months, from February 1, 2020 to January 31, 2021; now, therefore, be it

RESOLVED, That the SFMTA Board of Directors concurs with the Planning Department's determination that prohibiting entry onto Page Street at select locations between Webster Street and Octavia Boulevard would help to implement Objective 15 and Objective 18 of the City's General Plan's Transportation Element pursuant to California Vehicle Code section 21101(f) in order to allow the right-of-way to be allocated for other users of the street, thereby improving safety, prioritizing sustainable transportation modes, enhancing neighborhood livability, and supporting adjacent land uses; and, be it further

RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors approves a 12-month Page Street Bikeway Improvement pilot project, starting approximately February 1, 2020 and ending on January 31, 2021, which includes implementing turn restrictions on and adjacent to Page Street at Webster and Octavia streets, converting Page Street between Octavia Boulevard and Laguna Street to one-way westbound except for bicycles, establishing Class II, Class III and Class IV bicycle facilities on Page Street, adding a peak period right-turn only except Muni lane on Haight Street for one block; and, be it further

RESOLVED, That the Board of Directors approves related parking and traffic modifications to improve safety and livability as set forth in Items A through L above.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting on November 19, 2019.



Secretary to the Board of Directors
San Francisco Municipal Transportation Agency

EXHIBIT B



SAN FRANCISCO PLANNING DEPARTMENT

CEQA Categorical Exemption Determination

PROPERTY INFORMATION/PROJECT DESCRIPTION

Project Address		Block/Lot(s)
Page Street Bike Lane Pilot		
Case No.		Permit No.
2019-015182ENV		
<input checked="" type="checkbox"/> Addition/ Alteration	<input type="checkbox"/> Demolition (requires HRE for Category B Building)	<input type="checkbox"/> New Construction
<p>Project description for Planning Department approval.</p> <p>Page Street Bikeway Improvements Pilot Project would involve an 18-month pilot to study the effects of several traffic circulation changes to the area bound by Fell Street to the north; Market, Gough, and Otis streets to the south; Fillmore Street to the west; and Gough Street to the east. The project is located within the Western Addition neighborhood and the Hayes Valley Residential Historic District. Construction associated with the project would primarily include re-stripping travel lanes and the addition of signage. A complete project description can be found as a document attached to 2019-015182ENV (Title: Full Project Description - Page Street Bikeway Improvement Pilot Project). Below is a brief summary of the project description.</p> <ul style="list-style-type: none"> • Prohibit eastbound traffic from entering Page Street at Webster Street (except bicycles) by requiring right-turns onto southbound Webster Street (left-turns onto northbound Webster Street would be prohibited to limit traffic fronting John Muir Elementary School); • Prohibit Webster Street traffic from entering Page Street by restricting northbound right-turns and southbound left-turns from Webster Street onto eastbound Page Street; • Prohibit through traffic and left-turns from westbound Page Street at Octavia Boulevard (right-turns only, except bicycles) • Convert Page <p>FULL PROJECT DESCRIPTION ATTACHED</p>		

STEP 1: EXEMPTION CLASS

The project has been determined to be categorically exempt under the California Environmental Quality Act (CEQA).	
<input type="checkbox"/>	Class 1 - Existing Facilities. Interior and exterior alterations; additions under 10,000 sq. ft.
<input type="checkbox"/>	Class 3 - New Construction. Up to three new single-family residences or six dwelling units in one building; commercial/office structures; utility extensions; change of use under 10,000 sq. ft. if principally permitted or with a CU.
<input type="checkbox"/>	<p>Class 32 - In-Fill Development. New Construction of seven or more units or additions greater than 10,000 sq. ft. and meets the conditions described below:</p> <p>(a) The project is consistent with the applicable general plan designation and all applicable general plan policies as well as with applicable zoning designation and regulations.</p> <p>(b) The proposed development occurs within city limits on a project site of no more than 5 acres substantially surrounded by urban uses.</p> <p>(c) The project site has no value as habitat for endangered rare or threatened species.</p> <p>(d) Approval of the project would not result in any significant effects relating to traffic, noise, air quality, or water quality.</p> <p>(e) The site can be adequately served by all required utilities and public services.</p> <p>FOR ENVIRONMENTAL PLANNING USE ONLY</p>
<input checked="" type="checkbox"/>	<p>Class _____</p> <p>Class 6 (15306) - Information Collection: basic data collection, research, experimental management, and resource evaluation activities which do not result in a serious or major disturbance to an environmental resource</p>

STEP 2: CEQA IMPACTS

TO BE COMPLETED BY PROJECT PLANNER

<input type="checkbox"/>	<p>Air Quality: Would the project add new sensitive receptors (specifically, schools, day care facilities, hospitals, residential dwellings, and senior-care facilities within an Air Pollution Exposure Zone? Does the project have the potential to emit substantial pollutant concentrations (e.g., backup diesel generators, heavy industry, diesel trucks, etc.)? (refer to EP_ArcMap > CEQA Catex Determination Layers > Air Pollution Exposure Zone)</p>
<input type="checkbox"/>	<p>Hazardous Materials: If the project site is located on the Maher map or is suspected of containing hazardous materials (based on a previous use such as gas station, auto repair, dry cleaners, or heavy manufacturing, or a site with underground storage tanks): Would the project involve 50 cubic yards or more of soil disturbance - or a change of use from industrial to residential?</p> <p><i>if the applicant presents documentation of enrollment in the San Francisco Department of Public Health (DPH) Maher program, a DPH waiver from the Maher program, or other documentation from Environmental Planning staff that hazardous material effects would be less than significant (refer to EP_ArcMap > Maher layer).</i></p>
<input type="checkbox"/>	<p>Transportation: Does the project involve a child care facility or school with 30 or more students, or a location 1,500 sq. ft. or greater? Does the project have the potential to adversely affect transit, pedestrian and/or bicycle safety (hazards) or the adequacy of nearby transit, pedestrian and/or bicycle facilities?</p>
<input type="checkbox"/>	<p>Archeological Resources: Would the project result in soil disturbance/modification greater than two (2) feet below grade in an archeological sensitive area or eight (8) feet in a non -archeological sensitive area? If yes, archeo review is required (refer to EP_ArcMap > CEQA Catex Determination Layers > Archeological Sensitive Area)</p>
<input type="checkbox"/>	<p>Subdivision/Lot Line Adjustment: Does the project site involve a subdivision or lot line adjustment on a lot with a slope average of 20% or more? (refer to EP_ArcMap > CEQA Catex Determination Layers > Topography). If yes, Environmental Planning must issue the exemption.</p>
<input type="checkbox"/>	<p>Slope = or > 25%: Does the project involve any of the following: (1) square footage expansion greater than 500 sq. ft. outside of the existing building footprint, (2) excavation of 50 cubic yards or more of soil, (3) new construction? (refer to EP_ArcMap > CEQA Catex Determination Layers > Topography) If box is checked, a geotechnical report is required and Environmental Planning must issue the exemption.</p>
<input type="checkbox"/>	<p>Seismic: Landslide Zone: Does the project involve any of the following: (1) square footage expansion greater than 500 sq. ft. outside of the existing building footprint, (2) excavation of 50 cubic yards or more of soil, (3) new construction? (refer to EP_ArcMap > CEQA Catex Determination Layers > Seismic Hazard Zones) If box is checked, a geotechnical report is required and Environmental Planning must issue the exemption.</p>
<input type="checkbox"/>	<p>Seismic: Liquefaction Zone: Does the project involve any of the following: (1) square footage expansion greater than 500 sq. ft. outside of the existing building footprint, (2) excavation of 50 cubic yards or more of soil, (3) new construction? (refer to EP_ArcMap > CEQA Catex Determination Layers > Seismic Hazard Zones) If box is checked, a geotechnical report will likely be required and Environmental Planning must issue the exemption.</p>
<p>Comments and Planner Signature (optional): Laura Lynch</p> <p>Project consists of signage, striping and turn restrictions that are reversible. Project would consist of an 18 month pilot project where the purpose would be to collect data, as outlined in Full Project Description- Page Street Bikeway Pilot Project 9-6-2019 (a document found under 2019-01518ENV)</p>	

**STEP 3: PROPERTY STATUS - HISTORIC RESOURCE
TO BE COMPLETED BY PROJECT PLANNER**

PROPERTY IS ONE OF THE FOLLOWING: (refer to <i>Property Information Map</i>)	
<input checked="" type="checkbox"/>	Category A: Known Historical Resource. GO TO STEP 5.
<input type="checkbox"/>	Category B: Potential Historical Resource (over 45 years of age). GO TO STEP 4.
<input type="checkbox"/>	Category C: Not a Historical Resource or Not Age Eligible (under 45 years of age). GO TO STEP 6.

**STEP 4: PROPOSED WORK CHECKLIST
TO BE COMPLETED BY PROJECT PLANNER**

Check all that apply to the project.	
<input type="checkbox"/>	1. Change of use and new construction. Tenant improvements not included.
<input type="checkbox"/>	2. Regular maintenance or repair to correct or repair deterioration, decay, or damage to building.
<input type="checkbox"/>	3. Window replacement that meets the Department's <i>Window Replacement Standards</i> . Does not include storefront window alterations.
<input type="checkbox"/>	4. Garage work. A new opening that meets the <i>Guidelines for Adding Garages and Curb Cuts</i> , and/or replacement of a garage door in an existing opening that meets the Residential Design Guidelines.
<input type="checkbox"/>	5. Deck, terrace construction, or fences not visible from any immediately adjacent public right-of-way.
<input type="checkbox"/>	6. Mechanical equipment installation that is not visible from any immediately adjacent public right-of-way.
<input type="checkbox"/>	7. Dormer installation that meets the requirements for exemption from public notification under <i>Zoning Administrator Bulletin No. 3: Dormer Windows</i> .
<input type="checkbox"/>	8. Addition(s) that are not visible from any immediately adjacent public right-of-way for 150 feet in each direction; does not extend vertically beyond the floor level of the top story of the structure or is only a single story in height; does not have a footprint that is more than 50% larger than that of the original building; and does not cause the removal of architectural significant roofing features.
Note: Project Planner must check box below before proceeding.	
<input type="checkbox"/>	Project is not listed. GO TO STEP 5.
<input type="checkbox"/>	Project does not conform to the scopes of work. GO TO STEP 5.
<input type="checkbox"/>	Project involves four or more work descriptions. GO TO STEP 5.
<input type="checkbox"/>	Project involves less than four work descriptions. GO TO STEP 6.

**STEP 5: CEQA IMPACTS - ADVANCED HISTORICAL REVIEW
TO BE COMPLETED BY PROJECT PLANNER**

Check all that apply to the project.	
<input type="checkbox"/>	1. Project involves a known historical resource (CEQA Category A) as determined by Step 3 and conforms entirely to proposed work checklist in Step 4.
<input type="checkbox"/>	2. Interior alterations to publicly accessible spaces.
<input type="checkbox"/>	3. Window replacement of original/historic windows that are not "in-kind" but are consistent with existing historic character.
<input type="checkbox"/>	4. Façade/storefront alterations that do not remove, alter, or obscure character-defining features.
<input type="checkbox"/>	5. Raising the building in a manner that does not remove, alter, or obscure character-defining features.
<input type="checkbox"/>	6. Restoration based upon documented evidence of a building's historic condition, such as historic photographs, plans, physical evidence, or similar buildings.

<input type="checkbox"/>	7. Addition(s) , including mechanical equipment that are minimally visible from a public right-of-way and meet the <i>Secretary of the Interior's Standards for Rehabilitation</i> .				
<input type="checkbox"/>	8. Other work consistent with the <i>Secretary of the Interior Standards for the Treatment of Historic Properties</i> (specify or add comments):				
<input checked="" type="checkbox"/>	9. Other work that would not materially impair a historic district (specify or add comments): As noted in the PD, pole replacement or new poles in the Hayes Valley Residential Historic District should be placed to avoid or minimize removal of such historic materials. If avoidance is not possible, materials should be salvaged and re-installed or replaced in-kind to match the existing color, texture, material, and character of the existing condition. No other physical changes that could impact <i>(Requires approval by Senior Preservation Planner/Preservation Coordinator)</i>				
<input type="checkbox"/>	10. Reclassification of property status. <i>(Requires approval by Senior Preservation Planner/Preservation</i> <table style="width: 100%; border: none;"> <tr> <td style="width: 50%; border: none;"><input type="checkbox"/> Reclassify to Category A a. Per HRER or PTR dated</td> <td style="width: 50%; border: none;"><input type="checkbox"/> Reclassify to Category C <i>(attach HRER or PTR)</i></td> </tr> <tr> <td colspan="2" style="border: none;">b. Other <i>(specify)</i>:</td> </tr> </table>	<input type="checkbox"/> Reclassify to Category A a. Per HRER or PTR dated	<input type="checkbox"/> Reclassify to Category C <i>(attach HRER or PTR)</i>	b. Other <i>(specify)</i> :	
<input type="checkbox"/> Reclassify to Category A a. Per HRER or PTR dated	<input type="checkbox"/> Reclassify to Category C <i>(attach HRER or PTR)</i>				
b. Other <i>(specify)</i> :					
Note: If ANY box in STEP 5 above is checked, a Preservation Planner MUST sign below.					
<input checked="" type="checkbox"/>	Project can proceed with categorical exemption review. The project has been reviewed by the Preservation Planner and can proceed with categorical exemption review. GO TO STEP 6.				
Comments (optional):					
Preservation Planner Signature: Allison Vanderslice					

**STEP 6: CATEGORICAL EXEMPTION DETERMINATION
TO BE COMPLETED BY PROJECT PLANNER**

<input checked="" type="checkbox"/>	No further environmental review is required. The project is categorically exempt under CEQA. There are no unusual circumstances that would result in a reasonable possibility of a significant effect.	
	Project Approval Action: MTA Board Approval	Signature: Laura Lynch
	If Discretionary Review before the Planning Commission is requested, the Discretionary Review hearing is the Approval Action for the project.	09/06/2019
Once signed or stamped and dated, this document constitutes a categorical exemption pursuant to CEQA Guidelines and Chapter 31 of the Administrative Code. In accordance with Chapter 31 of the San Francisco Administrative Code, an appeal of an exemption determination can only be filed within 30 days of the project receiving the approval action. Please note that other approval actions may be required for the project. Please contact the assigned planner for these approvals.		

Full Project Description

Page Street Bikeway Improvements Pilot Project would involve an 18-month pilot to study the effects of several traffic circulation changes to the area bound by Fell Street to the north; Market, Gough, and Otis streets to the south; Fillmore Street to the west; and Gough Street to the east. The project is located within the Western Addition neighborhood and the Hayes Valley Residential Historic District. Construction associated with the project would primarily include re-striping travel lanes and the addition of signage. A complete project description can be found as a document attached to 2019-015182ENV (Title: Full Project Description - Page Street Bikeway Improvement Pilot Project). Below is a brief summary of the project description.

- Prohibit eastbound traffic from entering Page Street at Webster Street (except bicycles) by requiring right-turns onto southbound Webster Street (left-turns onto northbound Webster Street would be prohibited to limit traffic fronting John Muir Elementary School);
- Prohibit Webster Street traffic from entering Page Street by restricting northbound right-turns and southbound left-turns from Webster Street onto eastbound Page Street;
- Prohibit through traffic and left-turns from westbound Page Street at Octavia Boulevard (right-turns only, except bicycles)
- Convert Page Street to one-way westbound with contra-flow protected bikeway between Octavia Boulevard and Laguna Street;
- Prohibit eastbound traffic from entering Page Street at Laguna Street by converting Page Street to one-way westbound which would prohibit northbound right-turns and southbound left-turns from Laguna Street onto eastbound Page Street;
- Add a westbound bike lane on Page Street between Octavia Boulevard and Webster Street;
- Prohibit left-turns from southbound Webster Street to eastbound Haight Street;
- Create a block-long 'right lane must turn right, except Muni' lane and prohibit parking on the south side of Haight Street between Buchanan and Webster streets

STEP 7: MODIFICATION OF A CEQA EXEMPT PROJECT

TO BE COMPLETED BY PROJECT PLANNER

In accordance with Chapter 31 of the San Francisco Administrative Code, when a California Environmental Quality Act (CEQA) exempt project changes after the Approval Action and requires a subsequent approval, the Environmental Review Officer (or his or her designee) must determine whether the proposed change constitutes a substantial modification of that project. This checklist shall be used to determine whether the proposed changes to the approved project would constitute a "substantial modification" and, therefore, be subject to additional environmental review pursuant to CEQA.

PROPERTY INFORMATION/PROJECT DESCRIPTION

Project Address (If different than front page)		Block/Lot(s) (If different than front page)
Page Street Bike Lane Pilot		/
Case No.	Previous Building Permit No.	New Building Permit No.
2019-015182PRJ		
Plans Dated	Previous Approval Action	New Approval Action
	Other (please specify)	
Modified Project Description:		

DETERMINATION IF PROJECT CONSTITUTES SUBSTANTIAL MODIFICATION

Compared to the approved project, would the modified project:	
<input type="checkbox"/>	Result in expansion of the building envelope, as defined in the Planning Code;
<input type="checkbox"/>	Result in the change of use that would require public notice under Planning Code Sections 311 or 312;
<input type="checkbox"/>	Result in demolition as defined under Planning Code Section 317 or 19005(f)?
<input type="checkbox"/>	Is any information being presented that was not known and could not have been known at the time of the original determination, that shows the originally approved project may no longer qualify for the exemption?
If at least one of the above boxes is checked, further environmental review is required.	

DETERMINATION OF NO SUBSTANTIAL MODIFICATION

<input type="checkbox"/>	The proposed modification would not result in any of the above changes.
If this box is checked, the proposed modifications are categorically exempt under CEQA, in accordance with prior project approval and no additional environmental review is required. This determination shall be posted on the Planning Department website and office and mailed to the applicant, City approving entities, and anyone requesting written notice. In accordance with Chapter 31, Sec 31.08j of the San Francisco Administrative Code, an appeal of this determination can be filed within 10 days of posting of this determination.	
Planner Name:	Date:



Date: September 4, 2019
To: Laura Lynch, San Francisco Planning Department
From: Mark Dreger, San Francisco Municipal Transportation Agency
Through: Melinda Hue, San Francisco Municipal Transportation Agency
Re: **Page Street Bikeway Improvements Pilot Project**
Case Number: 2019-015182PRJ/ENV

SUMMARY

The San Francisco Municipal Transportation Agency (SFMTA) is seeking environmental clearance for the *Page Street Bikeway Improvements Pilot Project*, an 18-month pilot¹ to study the effects of several traffic circulation changes intended to improve safety and comfort for people walking and bicycling on Page Street, improve the reliability of transit on Haight Street, and overall better manage vehicle traffic approaching Octavia Boulevard and the Central Freeway.

BACKGROUND

Octavia Boulevard and the Hayes Valley neighborhood are situated near the geographic center of San Francisco at the intersections of several crosstown arterial corridors, including the east-west Oak/Fell and north-south Franklin/Gough one-way couplets. Octavia Boulevard replaced the Central Freeway north of Market Street in 2005 and serves to funnel traffic on and off the remaining portion of the Central Freeway and these one-way crosstown arterial couplets.

People driving towards Octavia Boulevard to access the Central Freeway are increasingly choosing to queue on residential streets and transit-priority corridors, including Page and Haight streets, as opposed to remaining on arterial streets, such as Oak and Fell streets. The ensuing congestion reduces traffic safety and quality-of-life on these streets.

To reduce the use of Page Street between Webster and Gough streets as a conduit for greater than desired commuter traffic accessing the Central Freeway, to calm traffic within the John Muir Elementary school zone, and to support the street's residential character, staff are pursuing an 18-month pilot of several traffic circulation changes on

¹ The 18-month duration of the proposed pilot project is necessary to study the effects of the changes before and after the construction of Muni Forward transit improvements on Haight Street (described below), the construction of which is expected to begin in spring 2020.

and around Page Street from approximately December 1, 2019 to March 1, 2021. This 18-month period would allow an evaluation of the effects to circulation, transit operations, traffic safety, and other metrics to determine the feasibility of permanent or modified traffic changes to achieve stated goals.

EXISTING CONDITIONS

The pilot project study area is bound by Fell Street to the north; Market, Gough, and Otis streets to the south; Fillmore Street to the west; and Gough Street to the east.

The project area centers on Page Street between Webster and Gough streets but also includes traffic modifications on the following street segments:

- **Page Street** between (and at) Webster Street and Gough Street
- **Haight Street** between (and at) Webster Street and Buchanan Street
- **Webster Street** between (and at) Page Street and Haight Street
- **Laguna Street** at Page Street

The project area is within the Hayes Valley Residential Historic District. The following describes existing roadway layouts on Page, Haight, Webster, Laguna, Oak, and Fell streets – streets that will be the focus of the pilot evaluation.

Page Street & Webster Street (intersection)

The intersection of Page Street and Webster Street is stop-controlled for all approaches. Both intersecting streets are 38 feet, 9 inches in width curb-to-curb with 15-foot sidewalks. The north-west and south-east corners have sidewalk extensions into both Page and Webster streets. This is a school crossing, marked with yellow ‘continental’ crosswalks, signage, and 15 mph ‘school zone’ speed limits on the approaches. Both Page and Webster streets are on the Bicycle Network and have Class III ‘sharrow’ (shared lane arrow) markings on the pavement approaching the intersection.

Page Street

Page Street is a two-way street that spans 1.85 miles east-west from Stanyan Street (along the eastern edge of Golden Gate Park) at its western end to Market and Franklin streets at its eastern end. All blocks are a consistent 38 feet, 9 inches in width curb-to-curb, with one travel lane in each direction and parking generally permitted on both sides of the street; sidewalks are 15 feet wide. Page Street east of Webster Street carries approximately 5,400 vehicles per day, of which 70% (3,800 vehicles) are traveling eastbound towards Octavia Boulevard. Between Webster Street and Octavia Boulevard, there is Residential Permit Parking on both the north and south sides of the street. On the north side of Page Street just east of Webster Street there is a school bus

loading zone, in effect on school days from 7am to 7pm, to support drop-off and pick-up activities for John Muir Elementary School.

To address ‘right hook’ collisions between right-turning vehicles on Page Street at Octavia Boulevard and people on bikes continuing straight towards Market Street, the SFMTA added an eastbound ‘center-running’ Class II bike lane on Page Street between Laguna Street and Octavia Boulevard in 2016, which was extended to Buchanan Street in 2017. This bike lane serves to provide a dedicated path-of-travel to the left of queued vehicles waiting to turn onto Octavia Boulevard toward the Central Freeway.

Haight Street

Haight Street is a two-way street that spans 1.73 miles east-west from Stanyan Street (along the eastern edge of Golden Gate Park) at its western end to Market and Gough streets at its eastern end. All blocks are a consistent 44 feet, 9 inches in width curb-to-curb, with one travel lane in each direction and parking generally permitted on both sides of the street; sidewalks are 12 feet wide. Haight Street east of Webster Street carries approximately 5,000 vehicles per day. There is an eastbound ‘center-running’ Muni-only lane on Haight Street from Buchanan Street to Gough Street; Haight Street is Muni-only eastbound from Octavia Boulevard to Market Street. On the Webster-Buchanan block, there is unregulated parking on the north side of the street and Residential Permit Parking on the south side of the street.

Webster Street

Webster Street is a two-way street that spans 2.55 miles north-south from Marina Boulevard at its northern end to near Duboce Avenue at its southern end. Within the project area, the street is 38 feet, 9 inches in width curb-to-curb, with one travel lane in each direction and parking generally permitted on both sides of the street; sidewalks are 15 feet wide. Webster Street between Haight and Page streets carries approximately 5,000 vehicles per day.

Oak Street

Oak Street is a one-way eastbound street that – together with its couplet, Fell Street, to its north – serves as a major arterial carrying traffic from the western neighborhoods into Civic Center. It is 48 feet, 9 inches in width curb-to-curb, with three eastbound travel lanes and parking generally permitted on both sides of the street; sidewalks are 10 feet wide. Oak Street east of Webster Street carries approximately 30,000 vehicles per day.

Fell Street

Fell Street is a one-way westbound street that – together with its couplet, Oak Street, to its south – serves as a major arterial carrying traffic from Civic Center to the western neighborhoods. It is 48 feet, 9 inches in width curb-to-curb, with three eastbound travel lanes and parking generally permitted on both sides of the street; sidewalks are 10 feet wide. Fell Street west of Gough Street carried approximately 30,000 vehicles per day.

Laguna Street

Laguna Street is a two-way street that spans 2.41 miles north-south from Marina Boulevard at its northern end to Market Street at its southern end. Within the project area, the street is approximately 38 feet, 6 inches in width curb-to-curb, with one travel lane in each direction and parking generally permitted on both sides of the street; sidewalks are 15 feet wide. Laguna Street between Oak and Page streets carries approximately 6,300 vehicles per day.

Appendix A includes a set of existing striping drawings for streets in the project area.

PROPOSED PILOT PROJECT

The proposed pilot project would include the following measures; each is discussed in more detail in the sub-sections that follow.

- **Prohibit eastbound traffic from entering Page Street at Webster Street** (except bicycles) by requiring right-turns onto southbound Webster Street (left-turns onto northbound Webster Street would be prohibited to limit traffic fronting John Muir Elementary School);
- **Prohibit Webster Street traffic from entering Page Street** by restricting northbound right-turns and southbound left-turns from Webster Street onto eastbound Page Street;
- **Prohibit through traffic and left-turns from westbound Page Street at Octavia Boulevard** (right-turns only, except bicycles)
- **Convert Page Street to one-way westbound with contra-flow protected bikeway** between Octavia Boulevard and Laguna Street;
- **Prohibit eastbound traffic from entering Page Street at Laguna Street** by converting Page Street to one-way westbound which would prohibit northbound right-turns and southbound left-turns from Laguna Street onto eastbound Page Street;
- **Add a westbound bike lane on Page Street** between Octavia Boulevard and Webster Street;
- **Prohibit left-turns from southbound Webster Street to eastbound Haight Street;**
- **Create a block-long ‘right lane must turn right, except Muni’ lane and prohibit parking on the south side of Haight Street** between Buchanan and Webster streets

Appendix C is a visual depiction of these traffic circulation changes.

Eastbound traffic diversion on Page Street at Webster Street

With signage and temporary barriers (e.g., flexible posts), people driving eastbound on Page Street would be required to turn right (south) at the intersection with Webster Street (i.e., thru traffic and left-turns would be prohibited). Advance warning signs would encourage drivers to divert from Page Street at intersections prior. Northbound right-turns and southbound left-turns from Webster Street onto eastbound Page Street would also be prohibited.

Westbound vehicle movements on Page Street at Webster Street would remain unaffected, and pedestrian and bicycle traffic would remain permitted in all directions. Page Street between Webster and Laguna streets would remain two-way, with parking permitted on both sides of the street. People wishing to park on the south side of the street on the Webster-Buchanan block would enter from the Buchanan (east) end and make a U-turn at the west end of the block. For comparison, a similar permanent diversion design was recently installed on Scott Street southbound at Fell Street as part of the *Wiggle Neighborhood Green Corridor* project and has also been in place for many years on 3rd Avenue at Lincoln Way.

Westbound diversion on Page Street at Octavia Boulevard

With signage and temporary barriers (e.g., flexible posts), the pilot project would restrict left-turns from westbound Page Street onto southbound Octavia Boulevard as well as prohibit westbound through movements, requiring all westbound vehicle traffic to turn right onto northbound Octavia Boulevard. Pedestrian and bicycle traffic would remain permitted in all directions. These restrictions are intended to further discourage people from accessing Octavia Boulevard close to the Central Freeway on-ramp at Market Street, which results in congestion as vehicles fill-in travel lane capacity on Octavia Boulevard; this limits the ability of people already on Octavia Boulevard to progress south through the intersection.

Circulation, bike lane, and parking changes on Page Street

Page Street, between Octavia Boulevard and Laguna Street, is a two-way street with an existing eastbound ‘center-running’ Class II bike lane, and parking on both sides of the street. The proposed project would convert Page Street, between Octavia Boulevard and Laguna Street, into a one-way westbound street, relocate the eastbound bike lane to the south side of the street and convert it into a Class IV protected bikeway, remove 20 existing parking spaces on the south side of the street, and install a new westbound Class II bike lane on the north side of the street adjacent to the existing curbside parking.

Page Street, between Laguna Street and Buchanan Street, is a two-way street with an existing eastbound ‘center-running’ Class II bike lane. Page Street, between Laguna Street and Buchanan Street would remain a two-way street, while the existing

eastbound ‘center-running’ Class II bike lane would be removed and a new westbound Class II bike lane would be installed on the north side of the street adjacent to the existing curbside parking.

Page Street, between Buchanan Street and Webster Street, would remain a two-way street and a new westbound Class II bike lane would be installed on the north side of the street adjacent to the existing curbside parking. Overall, up to 25 parking spaces would be removed along Page Street in the project corridor and no loading changes are proposed.

Turn restrictions and parking restrictions on Haight Street

With only signage, left-turns from southbound Webster Street onto eastbound Haight Street would be prohibited. This restriction is intended to discourage vehicles from diverting onto Haight Street and affecting transit service.

To further address the potential for vehicle diversion onto Haight Street, the pilot project also proposes to convert all remaining parking on the south side of Haight Street between Webster and Buchanan streets (7 spaces²) into a curbside, block-long ‘right lane must turn right, except Muni’ lane, which would allow Muni buses to bypass queued traffic to reach the inbound bus zone near-side of Buchanan Street.

Overall, up to 10 parking spaces would be removed on Haight Street with the pilot project and no loading changes are proposed.

Appendix B includes a set of proposed striping drawings for streets in the project area, including a side-by-side comparison with existing conditions for reference.

DATA COLLECTION

The 18-month pilot project would run from approximately December 1, 2019 to March 1, 2021, allowing for study of effects to circulation, transit performance, and traffic safety. The 18-month duration of the proposed pilot project is necessary to study the effects of the changes before and after the construction of Muni Forward transit improvements on Haight Street (described in ‘Planned Projects in the Vicinity’ below), the construction of which is expected to begin in spring 2020. Data collection for the proposed pilot project would be used to assess changes to conditions under the following categories:

1. Vehicle and bicycle volumes on Page Street

² As part of the Haight Street Muni Forward Improvements project, 5 parking spaces have been legislated for removal so as part of the Pilot project, only 7 parking spaces would need to be legislated for removal.

- To measure the project's primary goal of reducing vehicle volumes on Page Street east of Webster Street, and the extent to which the street becomes more attractive for bicycling
 - Method: traffic counts (incl. breakdown by mode)
- 2. Vehicle queuing on Oak Street**
- To measure possible changes to vehicle queuing lengths and incidents of 'blocking the box' on Oak Street approaching Octavia Boulevard
 - Method: observations (in-person + video)
- 3. Larger neighborhood traffic circulation**
- To study changes in traffic patterns throughout the larger neighborhood street grid (i.e., how traffic is dispersed onto other streets)
 - Method: traffic counts (intersection movements + mid-block screenline)
- 4. Transit travel time on Haight Street and Fillmore Street**
- To measure possible changes in transit travel times on Haight Street
 - Method: on-board Muni GPS data (bus stop to bus stop)
- 5. Violations of Muni lane on Haight Street**
- To measure possible changes in private vehicle violations of the eastbound Muni-only lane on Haight Street
 - Method: manual reduction via pole-mounted video
- 6. Compliance with 'no left turn' restriction on SB Webster Street at Haight Street**
- To measure the effectiveness of this turn restriction on limiting traffic diversion onto Haight Street
 - Method: comparison of the number of left-turns before and during the pilot
- 7. Disruptions to transit service on Haight Street during special events**
- To study changes to how transit is re-routed from Haight Street during special events, possibly including study of additional operational costs
 - Method: analysis of disruption events (count, hours, and/or cost) before and during the pilot
- 8. Safety on Page and Haight streets**
- To study various metrics of safety, including 'close calls' between people driving and bicycling, passing events, and collisions
 - Methods: observations (in-person + video), collision records (incl. transit)
- 9. Public perception**
- To study the public's perception of the modified traffic patterns
 - Method: street user survey

'Baseline' data will be collected prior to installation of the temporary diversions and turn restrictions (expected construction in December 2019). Two evaluation periods are proposed to compare against the 'baseline' data. The first evaluation period will occur before planned transit upgrades on Haight Street (new traffic signals and turn restrictions at Webster and Buchanan streets). The second evaluation will occur after these improvements have been constructed.

- **1st evaluation – spring 2020**
 - *Prior to traffic signal modifications and turn restrictions on Haight Street (see ‘Planned Projects in the Vicinity’ below)*
- **2nd evaluation – late summer / early fall 2020**

The project team will return to the SFMTA Board of Directors with a report of findings in spring 2021, along with a recommendation of whether to continue, modify, or remove the pilot project’s traffic restrictions, bicycle changes, and parking changes. These piloted changes will expire and the streets will be reverted to pre-pilot conditions on March 1, 2021 if not extended or permanently approved/modified by the SFMTA Board of Directors prior.

TRANSPORTATION DISCUSSION

Vehicle Miles Traveled

The proposed *Page Street Bikeway Improvements Pilot Project* is considered an Active Transportation and Other Minor Transportation Project in accordance with *CEQA Section 21099 – Modernization of Transportation Analysis*, and is therefore presumed to not significantly impact VMT and no further VMT analysis is required.

Traffic Circulation (Diversion Discussion)

SFMTA have designed the pilot circulation changes to encourage people driving from the west to stay on Oak Street to turn right onto Octavia Boulevard to access the Central Freeway and people driving from the north remain on Gough Street and access the freeway via Otis Street to 13th Street. Several other possible routes to the freeway are also possible, as the street grid serves to diffuse traffic so no one street takes on undue burden. A primary goal of this 18-month pilot study is to evaluate changes to traffic circulation as a result of the proposed changes/restrictions. The pilot project would allow SFMTA to temporarily implement and study the proposed changes to assure they work in the long-term and to inform possible modifications.

Below is a discussion of anticipated diversion at Page Street and Webster Street and at Page Street and Octavia Boulevard.

At the intersection of Page Street and Webster Street – the location of the proposed diversion of *eastbound* Page Street traffic – approximately 269 vehicles would be diverted in the AM peak hour. With the proposed changes, people driving on eastbound Page Street would be required to turn right onto Webster Street southbound and would then most directly follow Hermann Street, Laguna Street, Guerrero Street, and Duboce Avenue / 13th Street to access the freeway at the South Van Ness on-ramp. It is also likely that people driving would use (or remain on) Oak Street to use Octavia Boulevard

to reach the freeway, or alternatively, find their way to 14th Street, which also provides freeway access via several north-south streets that connect with Duboce Ave / 13th Street. For those on Webster Street who would be prohibited from turning onto eastbound Page Street (approximately 51 vehicles in the AM peak hour), the most direct alternative routes would be Oak Street for northbound drivers and the aforementioned routes for southbound travelers.

At the intersection of Page Street and Octavia Boulevard – the location of the proposed diversion of *westbound* Page Street traffic – approximately 187 vehicles would be diverted in the AM peak hour. With the proposed changes, people driving on westbound Page Street would most likely use Gough Street to access Octavia Boulevard from Fell or Haight streets to reach the freeway, or alternatively, would follow Gough Street, Otis Street, and 13th Street to access the freeway at the South Van Ness Avenue on-ramp. For those who currently access Page Street west of Octavia Boulevard by turning right off Gough Street – a route that would not be possible with the pilot’s turn restrictions – the most direct alternative route would be turning right off Gough Street onto Fell Street, left onto Octavia Boulevard, and finally right onto Page Street westbound.

Pedestrians

The project would improve conditions for people walking along Page Street between Webster and Gough streets by reducing traffic volumes and the resulting risk of traffic collisions, particularly at intersections. The pilot would not alter any sidewalks, so no direct impacts to pedestrians are expected.

Bicycles

The project would also improve conditions for people bicycling along Page Street by reducing traffic volumes and the resulting risk of traffic collisions, both at intersections and mid-block. An existing ‘center-running’ eastbound Class II bike lane between Buchanan Street and Octavia Boulevard would be removed and replaced with an eastbound Class IV protected bikeway between Laguna Street and Octavia Boulevard and a westbound Class II bike lane between Octavia Boulevard and Webster Street.

Transit

There is no revenue transit service on Page Street. There is, however, the possibility of vehicles diverting from Page Street onto Haight Street one block to the south – a major east-west transit corridor (6 - Parnassus, 7 - Haight-Noriega). To limit the potential effects of diverted vehicles onto Haight Street to transit, the pilot project includes the following improvements - a restriction on left-turns from southbound Webster Street onto eastbound Haight Street, as well as the addition of a block-long ‘right lane must turn right, except Muni’ lane on eastbound Haight Street from Webster Street to Buchanan Street.

These improvements would limit the number of vehicles that would divert onto Haight Street and the new eastbound block-long ‘right lane must turn right, except Muni’ lane on Haight Street between Webster Street and Buchanan Street would allow Muni buses to by-pass queued vehicles to access the existing center-running Muni lane on Haight Street between Buchanan Street and Octavia Boulevard. Therefore while some vehicle diversion may occur onto Haight from Buchanan Street and Laguna Street, impacts to transit are not anticipated to be substantial due to the existing center-running Muni lane on Haight Street between Buchanan Street and Laguna Street.

The Haight Street Muni Forward Improvement Project (described in the ‘Planned Projects in the Vicinity’ section) will bring new traffic signals to the intersections of Haight Street with Webster Street and Buchanan Street. The new traffic signal at Haight Street and Buchanan Street will include prohibitions on left-turns on all approaches due to limited sight lines, which will address the potential of vehicle traffic diverting from Oak Street onto Haight Street via Buchanan Street. These transit improvements on Haight Street are expected to be constructed beginning in spring 2020, after the beginning of the proposed pilot project on Page Street.

Further, the pilot project’s evaluation would give attention to changes in transit travel time, violations of the transit-only lane, and other transit-related metrics described above.

Emergency Vehicle Access

All emergency vehicles would be permitted to travel eastbound on Page Street at Webster Street, westbound on Page Street at Octavia Boulevard, and would not be obliged to follow the other turn restrictions.

All roadway striping, signage, and other traffic would be reviewed and approved by the Fire Department prior to project approval and implementation, and adequate emergency vehicle access would be retained.

Loading

This project would not result in any loading changes.

Parking

Up to 35 parking spaces would be removed with the pilot project.

Construction/Excavation

The proposed project is located within the Hayes Valley Residential Historic District. For pole replacement or new poles within historic districts established by ordinance, and/or mapped by the San Francisco Planning Department as eligible for or on the California Register of Historic Resources and/or the National Register of Historic Places, distinctive sidewalk elements (such as brick surfacing, brick gutters, granite curbs, cobblestones and non-standard sidewalk scoring) and streetscape elements that may include, but are not limited to, streetlights, sidewalk lights, sidewalk elevators and chutes, benches, and utility plates, that appear to be 45 years or older will be treated as potentially character-defining features of their respective historic districts. Pole replacement or new poles in those historic districts would be placed to avoid or minimize removal of such historic materials. If avoidance is not possible, materials should be salvaged and re-installed or replaced in-kind to match the existing color, texture, material, and character of the existing condition. The implementation of the proposed project would require the installation of new traffic signs. These new traffic signs would be affixed to existing street lamp, traffic signal, and sign poles wherever possible. Up to 10 signs could be installed on up to 6 new free-standing poles at the following intersections:

- Page St & Webster St
- Page St & Laguna St
- Page St & Octavia Blvd
- Haight St & Webster St

New sign poles would have a two-inch diameter and would be installed in the concrete sidewalk, requiring a 2.5 inch hole, approximately 10 to 12 inches deep. Pole replacement or new poles would be placed to avoid or minimize removal of such historic materials.

Other construction aspects of the project would include the installation of roadway striping, traffic signs, and flexible posts (i.e., vertical delineators) by SFMTA's paint and sign shops. Construction is expected to take approximately two to four weeks to complete. All project work would occur within the existing right-of-way and conform to the SFMTA Blue Book requirements for working within the public right of way, the Public Works Code, and orders for construction within the right of way as applicable.

Planned Projects in the Vicinity

Page Street Neighborway

The Page Street Neighborway Project (2013.1238E) is a multi-phase effort to make Page Street a safer and more pleasant place to walk and bike to neighborhood destinations and nearby parks, and because the corridor is identified on the San Francisco Planning Department's Green Connections Network, the project also aims to provide landscaping and other greening opportunities where possible.

The 'Phase One' segment extends from Market Street to Webster Street, where approximately \$2 million of developer impact fees funding the design and implementation of several streetscape and traffic safety enhancements. The SFMTA Board approved parking changes in summer 2018 for four new landscaped rain gardens, two corner sidewalk extensions (bulb-outs), and a raised (traffic-calmed) intersection at Page and Buchanan streets. Though this project area overlaps with that of the proposed pilot project, these changes would not directly affect the pilot improvements. Construction of these elements is expected to begin in summer 2020. The 'Phase Two' segment may extend from Webster Street to Stanyan Street (at Golden Gate Park) but is considered a conceptual project as planning and outreach activities for this segment have not yet been scheduled.

Haight Street Muni Forward improvements

Improvements to enhance the performance of Haight Street transit service (in addition to the eastbound transit-only lane in place between Buchanan and Gough streets) have been approved by the SFMTA Board and are expected to begin construction in spring 2020. These include the following:

- Moving the eastbound bus stop on the near-side of Buchanan Street approximately 100 feet westerly and adding a right-turn pocket forward of the relocated bus stop
- Conversion of all-way STOP control to traffic signal control at the intersection of Webster Street
- Conversion of all-way STOP control to traffic signal control at the intersection of Buchanan Street, including adding a queue jump (transit-only) signal
 - The queue jump (transit-only signal) allows eastbound Muni buses to safely negotiate from the curbside bus stop near-side of Buchanan Street to the 'center-running' transit lane that begins east of the intersection.
 - Due to limited sight distance (due to the crest of hill), implementation of the traffic signal will also include left-turn restrictions from all approaches to the Haight and Buchanan streets intersection.

Conceptual Projects in the Vicinity

The projects listed below are in the vicinity of the proposed project, but are still in the planning phase, conceptual in nature, and no final design has yet been determined. Once defined, the projects would be submitted for environmental review, as applicable.

Northbound Octavia Blvd Local Lane Streetscape Re-design

This project would re-design the northbound local lane on Octavia Boulevard between Page Street and Fell Street with a new pedestrian-focused layout with various elements such as unit pavers, landscaping, a possible curb-less layout, and green storm water

infrastructure. This effort, which remains conceptual and tentative in scope, is being coordinated with the development of the Market-Octavia parcels along the east side of Octavia Boulevard.

Approval Action

The first approval of the project committing the City to carrying out the proposed pilot project would be SFMTA Board of Directors.

ATTACHMENT A

Existing striping drawings

ATTACHMENT B

Proposed striping drawings

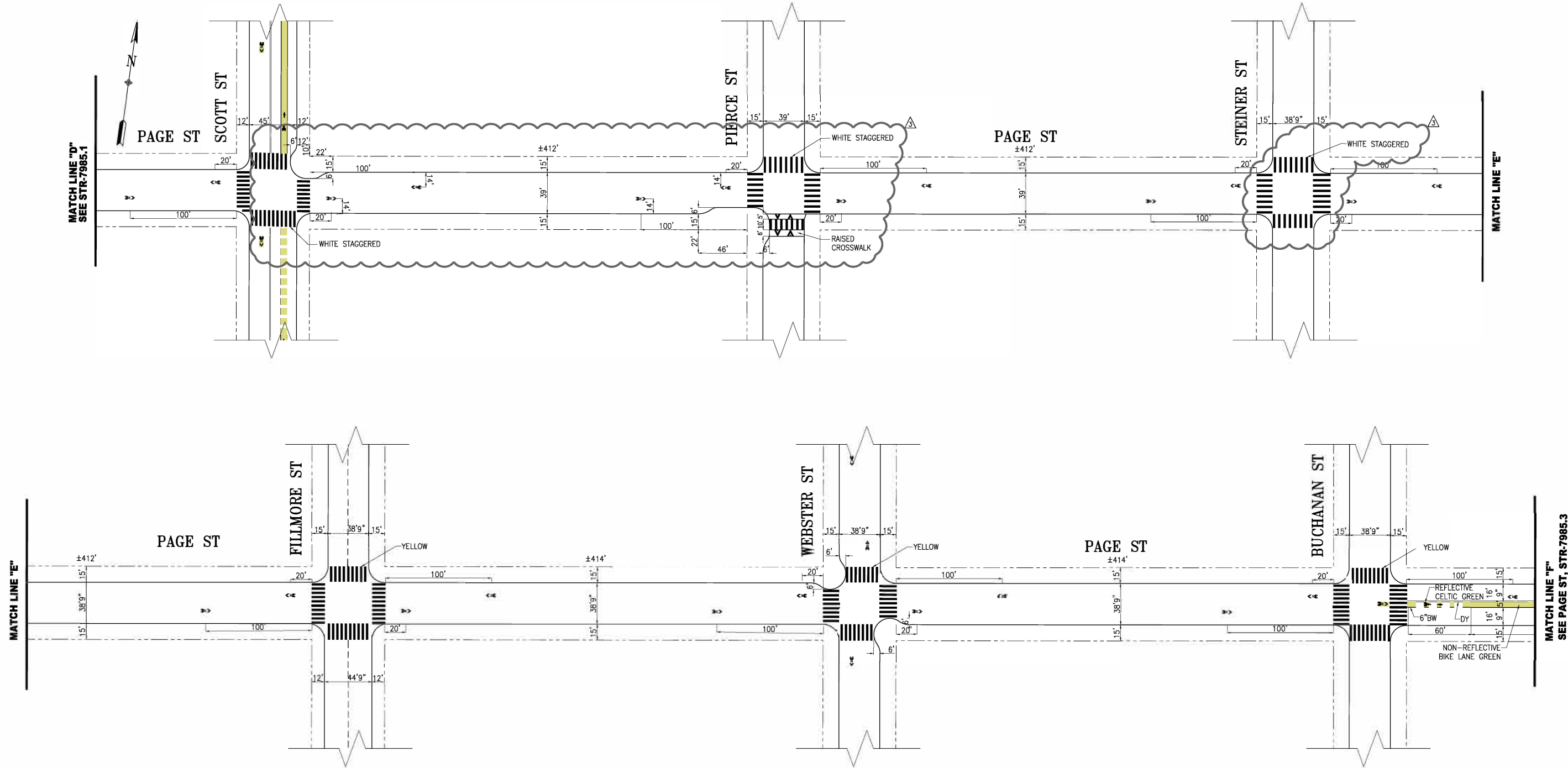
ATTACHMENT C

Circulation changes graphic

Attachment A

NOTE:

1. ALL SHARED USE LANE MARKINGS SHALL BE 12' FROM CURB FACE TO CENTER OF MARKING UNLESS OTHERWISE NOTED



NO.	DATE	DESCRIPTION	BY	APP
1	05/02/18	BULBS AT SCOTT, PIERCE; NEW RAISED CROSSWALK AT PIERCE; INSTALLED WHITE STAGGERED CONTIS AT PIERCE, STEINER RESTORE ALL OTHER STRIPING TO POST CONSTRUCTION CONDITIONS	P.STANIS	M.SALLABERRY
2	08/04/17	ADDED EB BIKE LANE BUCHANAN TO LAGUNA	D.CARR	M.SALLABERRY
3	15/29/12	UPGRADE TO WHITE STAGGERED CONTI AT SCOTT	E.ROBINSON	M.SALLABERRY

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



DRAWN:	M.Y.LUC	DATE:	9/2012
CHECKED:	D.R.CURTIS	DATE:	12/2012

APPROVED	SCALE:
MIKE SALLABERRY 1/7/13 SENIOR ENGINEER	1"=50'-0"
RICARDO OLEA 1/7/13 CITY TRAFFIC ENGINEER	SHEET/SHEETS:

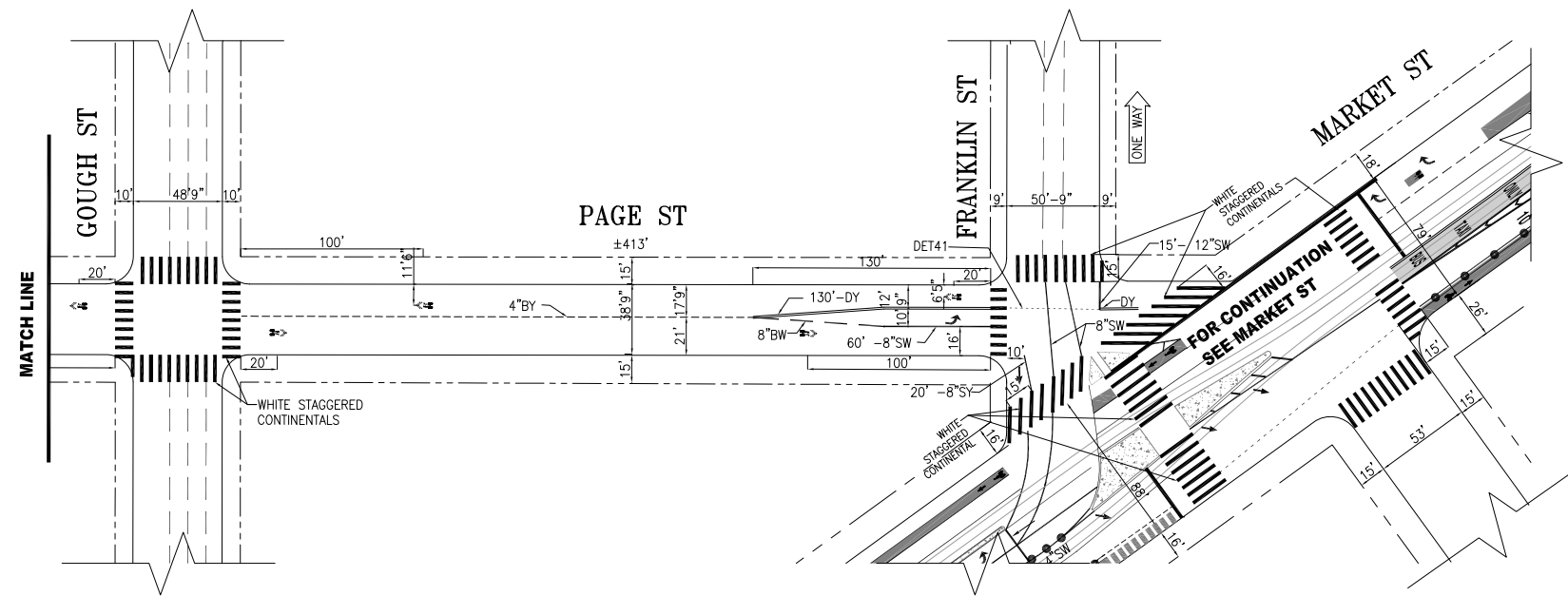
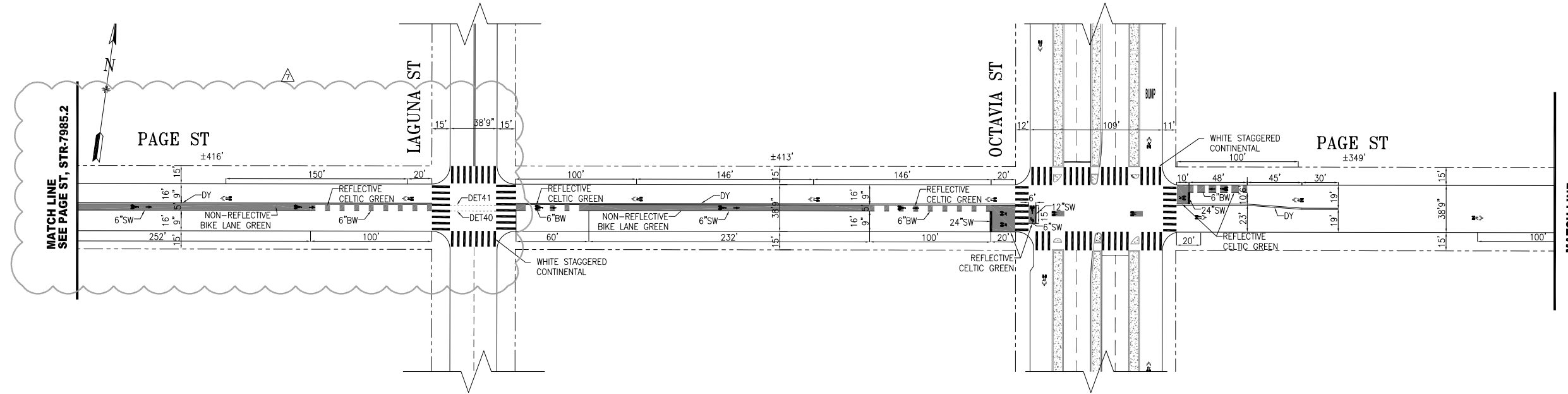
CONTRACT NO.	TRAFFIC STRIPING
DRAWING NO.	PAGE STREET SCOTT STREET TO BUCHANAN STREET
FILE NO.	
REV. NO.	3

MATCH LINE "F"
SEE PAGE ST, STR-7985.3

T:\T_E_FILES\Official_Records\Drawing Files\Striping Drawings\Drawings\A_Z.dwg\p.dwg\p.dwg\Page St\ Page St_STR-7985.1.2.3.4 (Stanyan St to Market St) 2017-09-21.DWG miluc Thu Sep 21, 2017 2:21 pm

NOTE:

1. ALL SHARED USE LANE MARKINGS SHALL BE 12' FROM CURB FACE TO CENTER OF MARKING UNLESS OTHERWISE NOTED



NO.	DATE	DESCRIPTION	BY	APP
1	08/04/17	ADDED EB BIKE LANE BUCHANAN TO LAGUNA	D.CARR	M.SALLABERRY
2		WIDTH OF LANES CHANGE & 8' BW @ FRANKLIN ST, WHITE STAGGERED CONTINENTALS @ FRANKLIN ST - MARKET ST, GREEN PAINT - SAFE HIT POSTS TO RAISED BIKEWAY ON MARKET ST. PER FIELD: DETAIL 41 @ LAGUNA ST.	W.TABAJONDA	M.SALLABERRY
3	02/19/16	SHIFTED DY, ADDED BIKE LANES, GREEN SHARROW AND BIKE BOXES FROM LAGUNA TO S OF OCTAVIA	D.CARR	M.SALLABERRY
4	-/-/-	ADDED WHITE STAGGERED CONTINENTALS @ GOUGH ST	K.LEUNG	CHJ
TABLE OF REVISIONS CHECK WITH TRACING TO SEE IF YOU HAVE LATEST REVISION			D.CARR	M.SALLABERRY



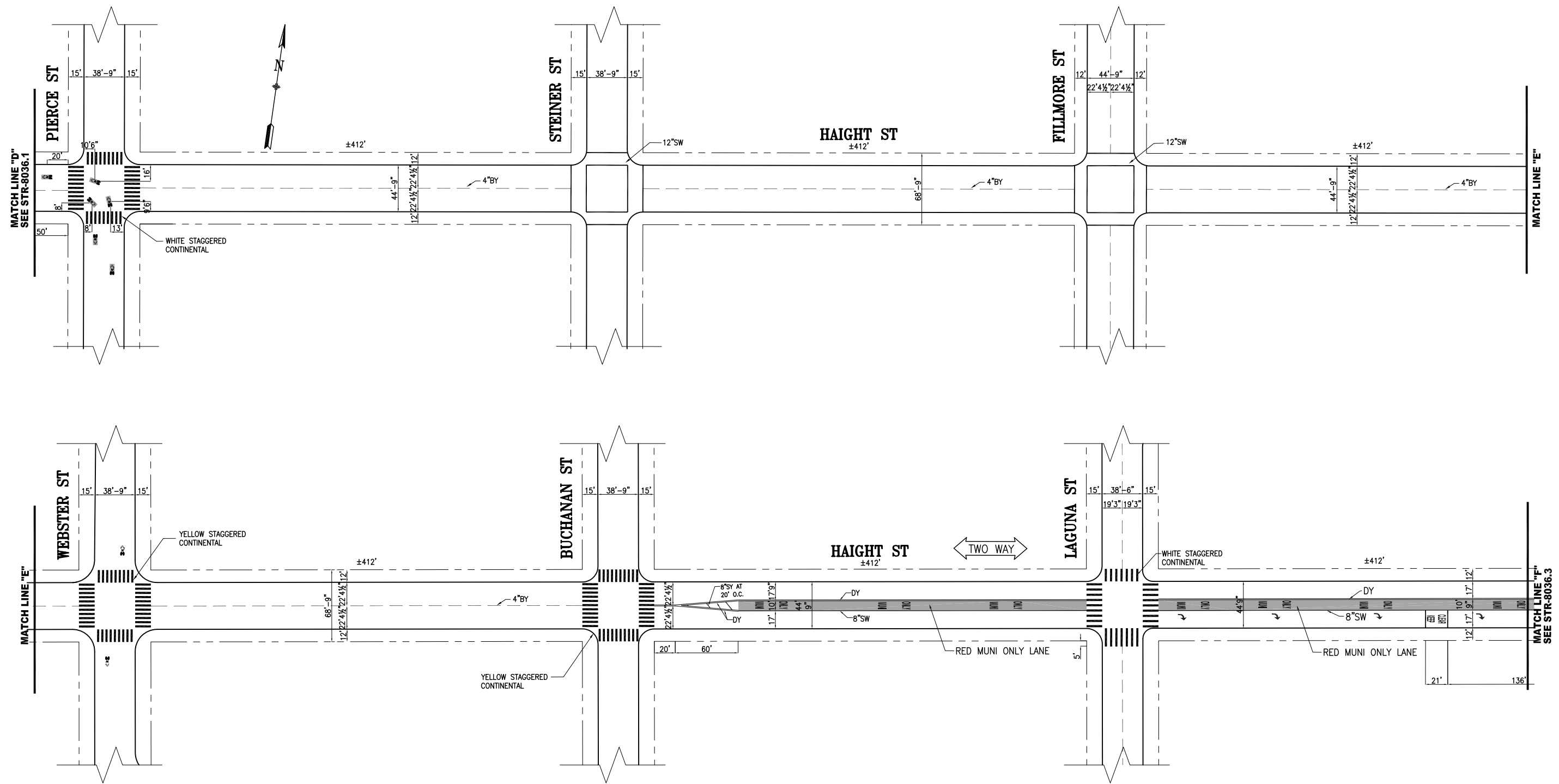
SUPERCEDES STR-2266, REV3	
DRAWN: M.Y.LUC	DATE: 9/2012
CHECKED: D.R.CURTIS	DATE: 12/2012

APPROVED	
MIKE SALLABERRY 1/7/13	DATE: 1/7/13
SENIOR ENGINEER	
RICARDO OLEA 1/7/13	DATE: 1/7/13
CITY TRAFFIC ENGINEER	

SCALE: 1"=50'-0"
SHEET/SHEETS:

CONTRACT NO.	
DRAWING NO. STR-7985.3	
FILE NO.	
REV. NO. 7	
TRAFFIC STRIPING PAGE STREET LAGUNA STREET TO MARKET STREET	

FILE NAME: T:\T_E_FILES\Official_Records\Drawing Files\Striping Drawings\Drawings\A_Z.dwg\p.dwg\p.dwg\Page St\ Page St_STR-7985.1.2.3 (Stanyan St to Market St) ORIGIN: SECTION
 SCALE FACTOR: XX
 PLOT SCALE: 1:XX
 EXTERNAL REFERENCES: XREFS
 FONTS USED: FONTS



NO.	DATE	DESCRIPTION	BY	APP
4/1/16		REVISED GREENBACK SHARROW DIMENSIONS PER FIELD CONDITIONS AT HAIGHT	P.S.	G.D.
2/9/15		INSTALLED RED MUNI ONLY LANE BETWEEN BUCHANAN AND OCTAVIA, AND REMOVED EBLT AT LAGUNA	DNM	DLA
		INSTALLED STAGGERED CONTINENTALS, AND REMOVED EBLT AT LAGUNA		

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



SUPERSEDES THE FOLLOWING STRS:
STR-2324, REV 14
STR-2324.1, REV 23
STR-6787

DRAWN:	DATE:
DRP	01/14
CHECKED:	DATE:
AKW	01/14

APPROVED	
BRIAN DUSSEAULT	2/3/2015
SENIOR ENGINEER	DATE:
RICARDO OLEA	2/3/2015
CITY TRAFFIC ENGINEER	DATE:

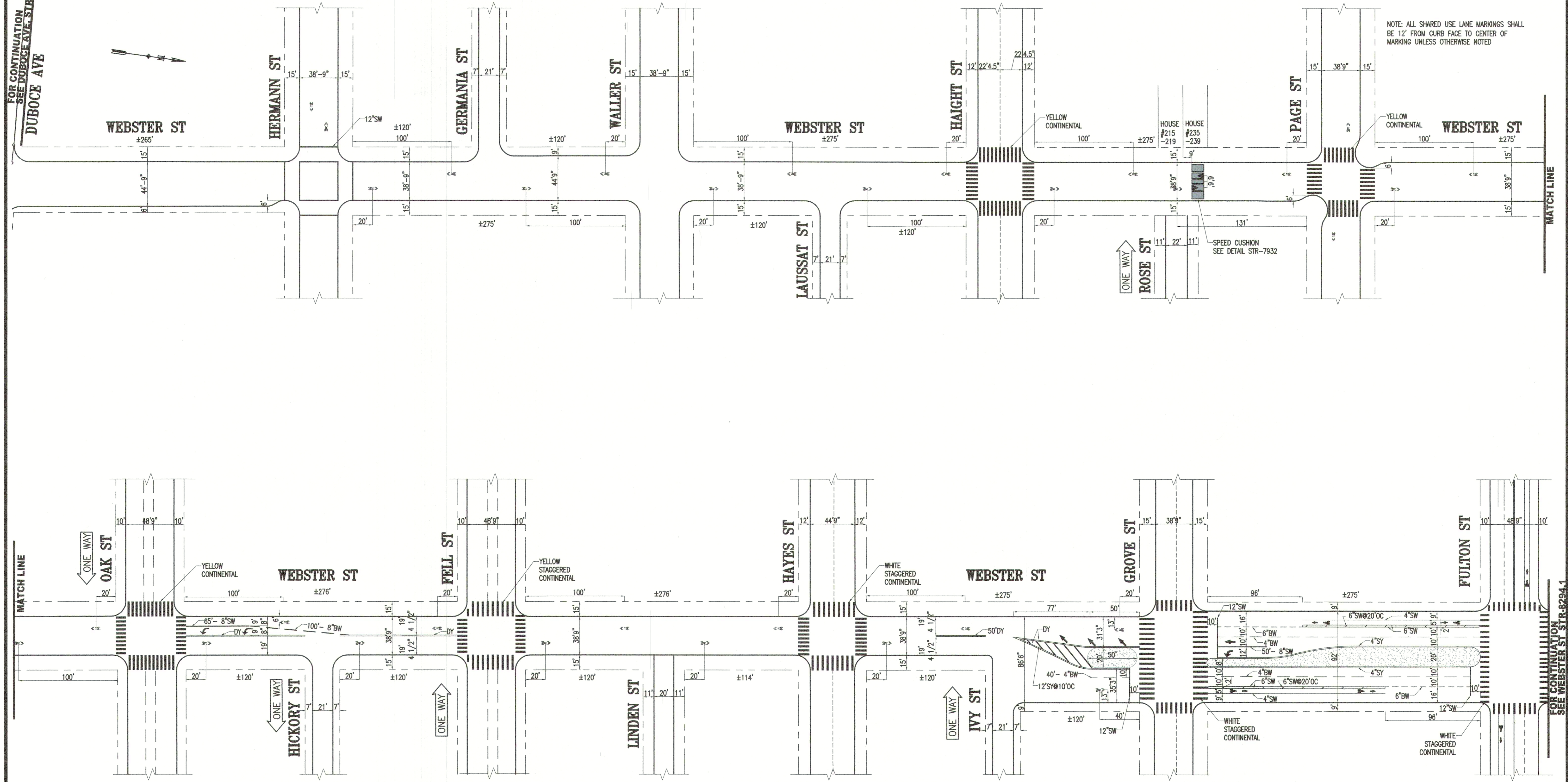
SCALE:
1" = 50'
SHEET/SHEETS:
3 OF 4

TRAFFIC STRIPING
HAIGHT STREET
PIERCE STREET TO OCTAVIA STREET

CONTRACT NO.
DRAWING NO.
STR-8036.2
FILE NO.
REV. NO.
2

FOR CONTINUATION
SEE DUBOCE AVE. STR-2269.1

NOTE: ALL SHARED USE LANE MARKINGS SHALL
BE 12" FROM CURB FACE TO CENTER OF
MARKING UNLESS OTHERWISE NOTED



NO.	DATE	DESCRIPTION	BY	APP
1	10/26/18	INSTALL WHITE STAGG. CONTS. AND ADVANCED LIMIT LINES @ GROVE & FULTON; INSTALL 40FT 4" BW @ GROVE; UPDATED 8" SW LENGTH @ GROVE PER FIELD.	M.SALLABERRY	M.SALLABERRY

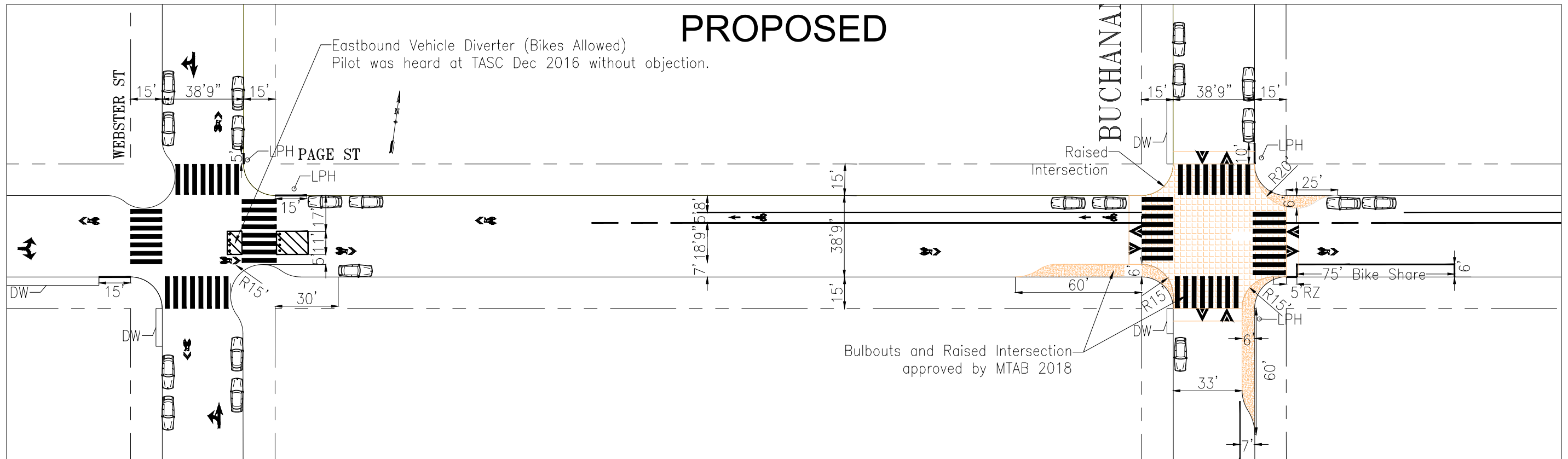
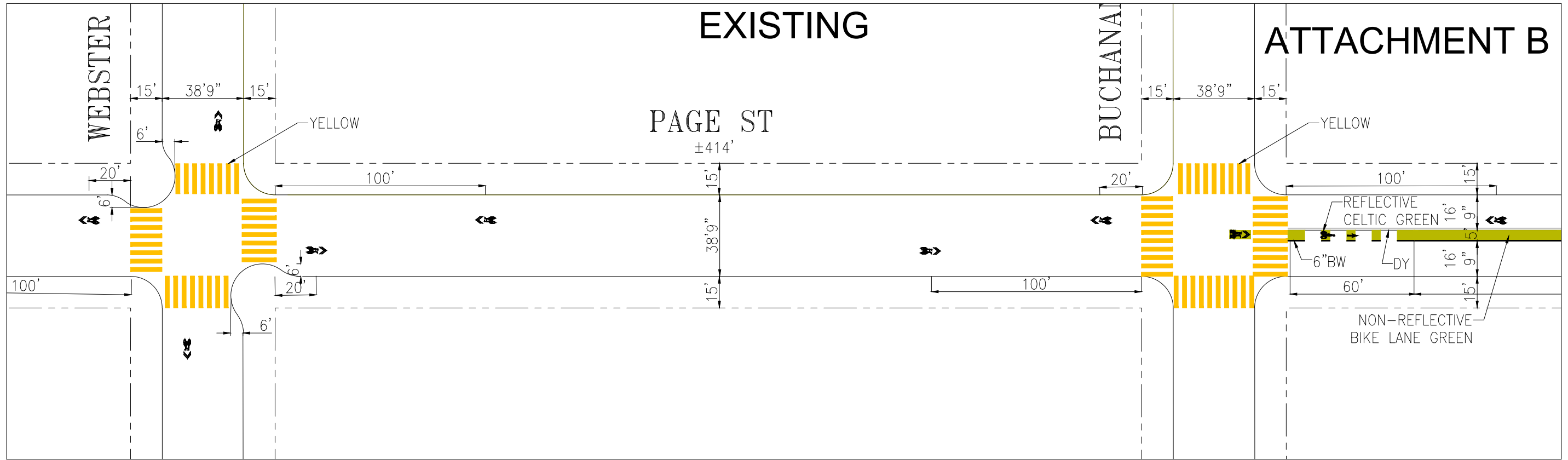
TABLE OF REVISIONS
CHECK WITH TRACING TO SEE IF YOU HAVE LATEST REVISION



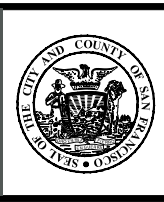
SUPERSEDES STR-8011 REV2	APPROVED <i>Milgros</i> 1/22/19 SENIOR ENGINEER	SCALE: 1" = 50'
DRAWN: D.MENDOZA	DATE: 08/20/18	SHEET/SHEETS:
CHECKED: P.STANIS	DATE: 01/18/19	
	CITY TRAFFIC ENGINEER	

STRIPING DRAWING		CONTRACT NO.
WEBSTER STREET DUBOCE BOULEVARD TO FULTON STREET		DRAWING NO. STR-8294
		FILE NO.
		REV. NO. 0

FILE NAME:
DATE: --/--/--

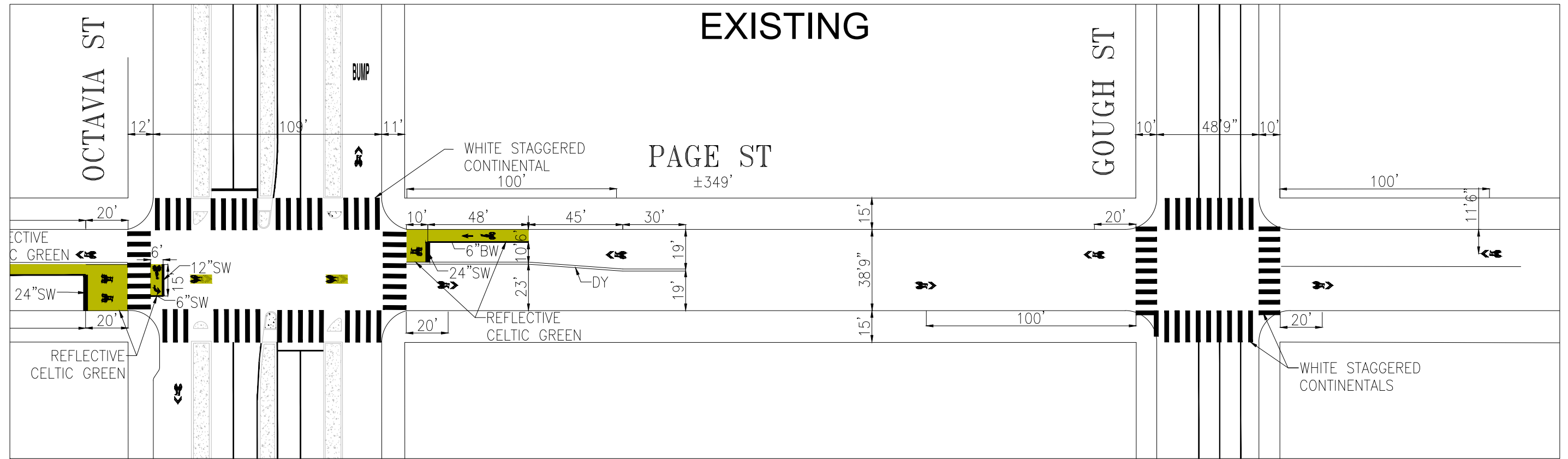


NO.	DATE	DESCRIPTION	BY	APP
TABLE OF REVISIONS				
CHECK WITH TRACING TO SEE IF YOU HAVE LATEST REVISION				

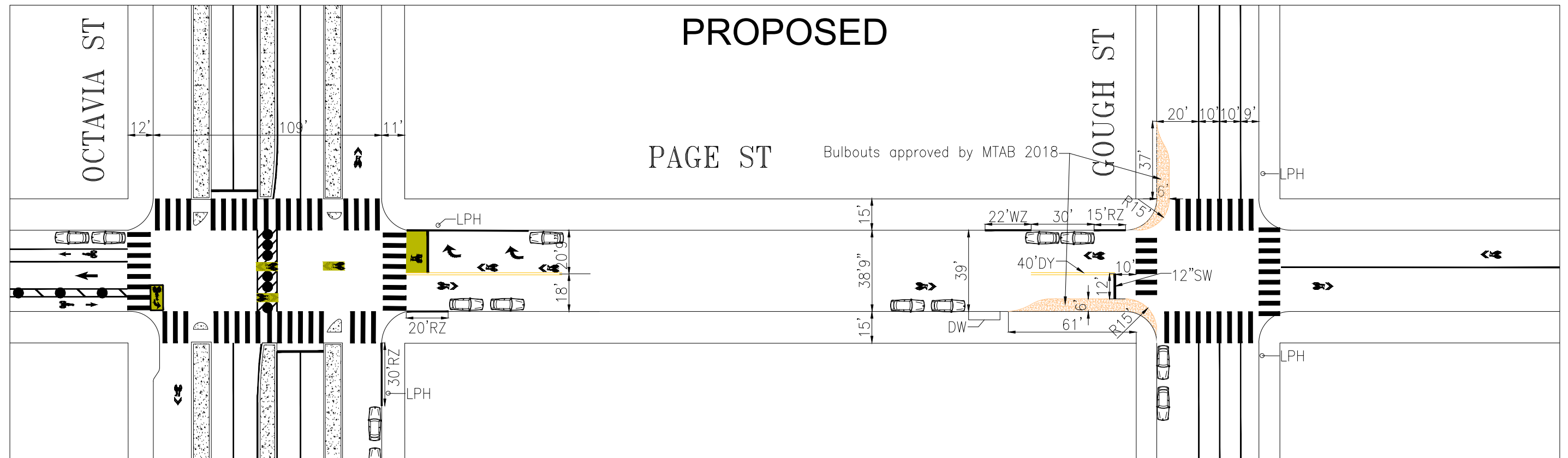


APPROVED	SCALE:	CONTRACT NO.
DATE:	DATE:	DRAWING NO.
CHECKED:	DATE:	FILE NO.
CITY TRAFFIC ENGINEER	DATE:	REV. NO.
SHEET/SHEETS:		

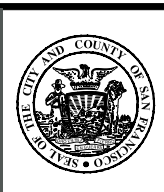
EXISTING



PROPOSED

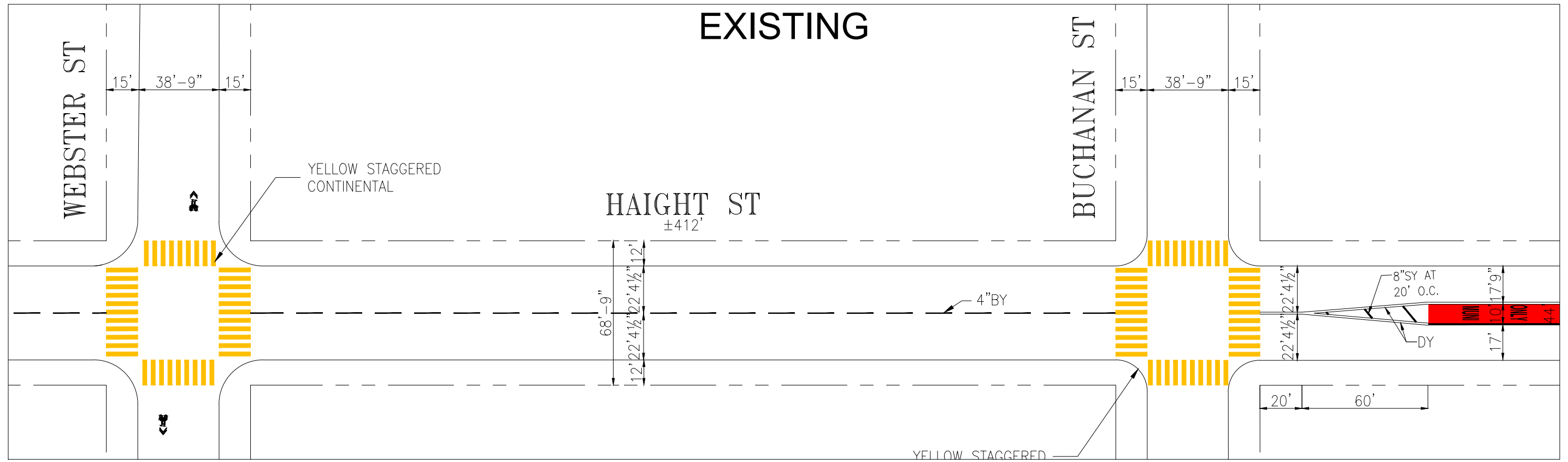


NO.	DATE	DESCRIPTION	BY	APP
TABLE OF REVISIONS				
CHECK WITH TRACING TO SEE IF YOU HAVE LATEST REVISION				

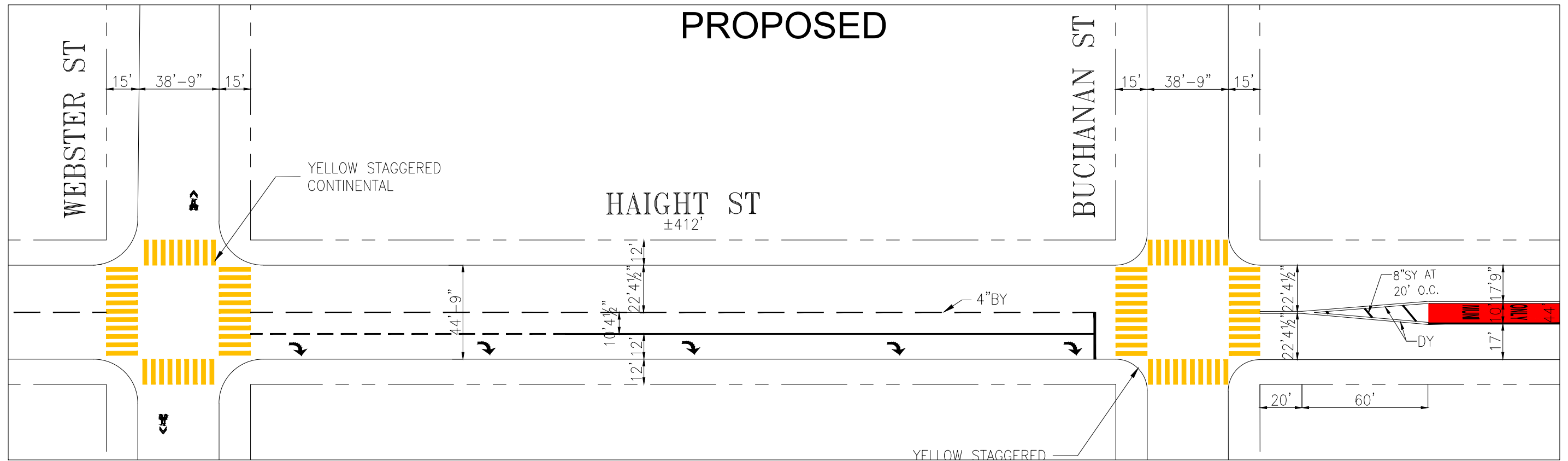


APPROVED	SCALE:	CONTRACT NO.
DRAWN: _____ DATE: _____	SENIOR ENGINEER DATE: _____	DRAWING NO.
CHECKED: _____ DATE: _____	CITY TRAFFIC ENGINEER DATE: _____	FILE NO.
	SHEET/SHEETS:	REV. NO.

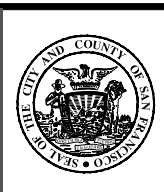
EXISTING



PROPOSED



NO.	DATE	DESCRIPTION	BY	APP
TABLE OF REVISIONS				
CHECK WITH TRACING TO SEE IF YOU HAVE LATEST REVISION				



DRAWN:		DATE:		APPROVED		SCALE:		CONTRACT NO.	
CHECKED:		DATE:		SENIOR ENGINEER				DRAWING NO.	
				CITY TRAFFIC ENGINEER		SHEET/SHEETS:		FILE NO.	
				DATE:				REV. NO.	

Circulation Changes - ATTACHMENT C



DRAFT

EXHIBIT C



Date: September 4, 2019
To: Laura Lynch, San Francisco Planning Department
From: Mark Dreger, San Francisco Municipal Transportation Agency
Through: Melinda Hue, San Francisco Municipal Transportation Agency
Re: **Page Street Bikeway Improvements Pilot Project**
Case Number: 2019-015182PRJ/ENV

SUMMARY

The San Francisco Municipal Transportation Agency (SFMTA) is seeking environmental clearance for the *Page Street Bikeway Improvements Pilot Project*, an 18-month pilot¹ to study the effects of several traffic circulation changes intended to improve safety and comfort for people walking and bicycling on Page Street, improve the reliability of transit on Haight Street, and overall better manage vehicle traffic approaching Octavia Boulevard and the Central Freeway.

BACKGROUND

Octavia Boulevard and the Hayes Valley neighborhood are situated near the geographic center of San Francisco at the intersections of several crosstown arterial corridors, including the east-west Oak/Fell and north-south Franklin/Gough one-way couplets. Octavia Boulevard replaced the Central Freeway north of Market Street in 2005 and serves to funnel traffic on and off the remaining portion of the Central Freeway and these one-way crosstown arterial couplets.

People driving towards Octavia Boulevard to access the Central Freeway are increasingly choosing to queue on residential streets and transit-priority corridors, including Page and Haight streets, as opposed to remaining on arterial streets, such as Oak and Fell streets. The ensuing congestion reduces traffic safety and quality-of-life on these streets.

To reduce the use of Page Street between Webster and Gough streets as a conduit for greater than desired commuter traffic accessing the Central Freeway, to calm traffic within the John Muir Elementary school zone, and to support the street's residential character, staff are pursuing an 18-month pilot of several traffic circulation changes on

¹ The 18-month duration of the proposed pilot project is necessary to study the effects of the changes before and after the construction of Muni Forward transit improvements on Haight Street (described below), the construction of which is expected to begin in spring 2020.

and around Page Street from approximately December 1, 2019 to March 1, 2021. This 18-month period would allow an evaluation of the effects to circulation, transit operations, traffic safety, and other metrics to determine the feasibility of permanent or modified traffic changes to achieve stated goals.

EXISTING CONDITIONS

The pilot project study area is bound by Fell Street to the north; Market, Gough, and Otis streets to the south; Fillmore Street to the west; and Gough Street to the east.

The project area centers on Page Street between Webster and Gough streets but also includes traffic modifications on the following street segments:

- **Page Street** between (and at) Webster Street and Gough Street
- **Haight Street** between (and at) Webster Street and Buchanan Street
- **Webster Street** between (and at) Page Street and Haight Street
- **Laguna Street** at Page Street

The project area is within the Hayes Valley Residential Historic District. The following describes existing roadway layouts on Page, Haight, Webster, Laguna, Oak, and Fell streets – streets that will be the focus of the pilot evaluation.

Page Street & Webster Street (intersection)

The intersection of Page Street and Webster Street is stop-controlled for all approaches. Both intersecting streets are 38 feet, 9 inches in width curb-to-curb with 15-foot sidewalks. The north-west and south-east corners have sidewalk extensions into both Page and Webster streets. This is a school crossing, marked with yellow ‘continental’ crosswalks, signage, and 15 mph ‘school zone’ speed limits on the approaches. Both Page and Webster streets are on the Bicycle Network and have Class III ‘sharrow’ (shared lane arrow) markings on the pavement approaching the intersection.

Page Street

Page Street is a two-way street that spans 1.85 miles east-west from Stanyan Street (along the eastern edge of Golden Gate Park) at its western end to Market and Franklin streets at its eastern end. All blocks are a consistent 38 feet, 9 inches in width curb-to-curb, with one travel lane in each direction and parking generally permitted on both sides of the street; sidewalks are 15 feet wide. Page Street east of Webster Street carries approximately 5,400 vehicles per day, of which 70% (3,800 vehicles) are traveling eastbound towards Octavia Boulevard. Between Webster Street and Octavia Boulevard, there is Residential Permit Parking on both the north and south sides of the street. On the north side of Page Street just east of Webster Street there is a school bus

loading zone, in effect on school days from 7am to 7pm, to support drop-off and pick-up activities for John Muir Elementary School.

To address ‘right hook’ collisions between right-turning vehicles on Page Street at Octavia Boulevard and people on bikes continuing straight towards Market Street, the SFMTA added an eastbound ‘center-running’ Class II bike lane on Page Street between Laguna Street and Octavia Boulevard in 2016, which was extended to Buchanan Street in 2017. This bike lane serves to provide a dedicated path-of-travel to the left of queued vehicles waiting to turn onto Octavia Boulevard toward the Central Freeway.

Haight Street

Haight Street is a two-way street that spans 1.73 miles east-west from Stanyan Street (along the eastern edge of Golden Gate Park) at its western end to Market and Gough streets at its eastern end. All blocks are a consistent 44 feet, 9 inches in width curb-to-curb, with one travel lane in each direction and parking generally permitted on both sides of the street; sidewalks are 12 feet wide. Haight Street east of Webster Street carries approximately 5,000 vehicles per day. There is an eastbound ‘center-running’ Muni-only lane on Haight Street from Buchanan Street to Gough Street; Haight Street is Muni-only eastbound from Octavia Boulevard to Market Street. On the Webster-Buchanan block, there is unregulated parking on the north side of the street and Residential Permit Parking on the south side of the street.

Webster Street

Webster Street is a two-way street that spans 2.55 miles north-south from Marina Boulevard at its northern end to near Duboce Avenue at its southern end. Within the project area, the street is 38 feet, 9 inches in width curb-to-curb, with one travel lane in each direction and parking generally permitted on both sides of the street; sidewalks are 15 feet wide. Webster Street between Haight and Page streets carries approximately 5,000 vehicles per day.

Oak Street

Oak Street is a one-way eastbound street that – together with its couplet, Fell Street, to its north – serves as a major arterial carrying traffic from the western neighborhoods into Civic Center. It is 48 feet, 9 inches in width curb-to-curb, with three eastbound travel lanes and parking generally permitted on both sides of the street; sidewalks are 10 feet wide. Oak Street east of Webster Street carries approximately 30,000 vehicles per day.

Fell Street

Fell Street is a one-way westbound street that – together with its couplet, Oak Street, to its south – serves as a major arterial carrying traffic from Civic Center to the western neighborhoods. It is 48 feet, 9 inches in width curb-to-curb, with three eastbound travel lanes and parking generally permitted on both sides of the street; sidewalks are 10 feet wide. Fell Street west of Gough Street carried approximately 30,000 vehicles per day.

Laguna Street

Laguna Street is a two-way street that spans 2.41 miles north-south from Marina Boulevard at its northern end to Market Street at its southern end. Within the project area, the street is approximately 38 feet, 6 inches in width curb-to-curb, with one travel lane in each direction and parking generally permitted on both sides of the street; sidewalks are 15 feet wide. Laguna Street between Oak and Page streets carries approximately 6,300 vehicles per day.

Appendix A includes a set of existing striping drawings for streets in the project area.

PROPOSED PILOT PROJECT

The proposed pilot project would include the following measures; each is discussed in more detail in the sub-sections that follow.

- **Prohibit eastbound traffic from entering Page Street at Webster Street** (except bicycles) by requiring right-turns onto southbound Webster Street (left-turns onto northbound Webster Street would be prohibited to limit traffic fronting John Muir Elementary School);
- **Prohibit Webster Street traffic from entering Page Street** by restricting northbound right-turns and southbound left-turns from Webster Street onto eastbound Page Street;
- **Prohibit through traffic and left-turns from westbound Page Street at Octavia Boulevard** (right-turns only, except bicycles)
- **Convert Page Street to one-way westbound with contra-flow protected bikeway** between Octavia Boulevard and Laguna Street;
- **Prohibit eastbound traffic from entering Page Street at Laguna Street** by converting Page Street to one-way westbound which would prohibit northbound right-turns and southbound left-turns from Laguna Street onto eastbound Page Street;
- **Add a westbound bike lane on Page Street** between Octavia Boulevard and Webster Street;
- **Prohibit left-turns from southbound Webster Street to eastbound Haight Street;**
- **Create a block-long ‘right lane must turn right, except Muni’ lane and prohibit parking on the south side of Haight Street** between Buchanan and Webster streets

Appendix C is a visual depiction of these traffic circulation changes.

Eastbound traffic diversion on Page Street at Webster Street

With signage and temporary barriers (e.g., flexible posts), people driving eastbound on Page Street would be required to turn right (south) at the intersection with Webster Street (i.e., thru traffic and left-turns would be prohibited). Advance warning signs would encourage drivers to divert from Page Street at intersections prior. Northbound right-turns and southbound left-turns from Webster Street onto eastbound Page Street would also be prohibited.

Westbound vehicle movements on Page Street at Webster Street would remain unaffected, and pedestrian and bicycle traffic would remain permitted in all directions. Page Street between Webster and Laguna streets would remain two-way, with parking permitted on both sides of the street. People wishing to park on the south side of the street on the Webster-Buchanan block would enter from the Buchanan (east) end and make a U-turn at the west end of the block. For comparison, a similar permanent diversion design was recently installed on Scott Street southbound at Fell Street as part of the *Wiggle Neighborhood Green Corridor* project and has also been in place for many years on 3rd Avenue at Lincoln Way.

Westbound diversion on Page Street at Octavia Boulevard

With signage and temporary barriers (e.g., flexible posts), the pilot project would restrict left-turns from westbound Page Street onto southbound Octavia Boulevard as well as prohibit westbound through movements, requiring all westbound vehicle traffic to turn right onto northbound Octavia Boulevard. Pedestrian and bicycle traffic would remain permitted in all directions. These restrictions are intended to further discourage people from accessing Octavia Boulevard close to the Central Freeway on-ramp at Market Street, which results in congestion as vehicles fill-in travel lane capacity on Octavia Boulevard; this limits the ability of people already on Octavia Boulevard to progress south through the intersection.

Circulation, bike lane, and parking changes on Page Street

Page Street, between Octavia Boulevard and Laguna Street, is a two-way street with an existing eastbound ‘center-running’ Class II bike lane, and parking on both sides of the street. The proposed project would convert Page Street, between Octavia Boulevard and Laguna Street, into a one-way westbound street, relocate the eastbound bike lane to the south side of the street and convert it into a Class IV protected bikeway, remove 20 existing parking spaces on the south side of the street, and install a new westbound Class II bike lane on the north side of the street adjacent to the existing curbside parking.

Page Street, between Laguna Street and Buchanan Street, is a two-way street with an existing eastbound ‘center-running’ Class II bike lane. Page Street, between Laguna Street and Buchanan Street would remain a two-way street, while the existing

eastbound ‘center-running’ Class II bike lane would be removed and a new westbound Class II bike lane would be installed on the north side of the street adjacent to the existing curbside parking.

Page Street, between Buchanan Street and Webster Street, would remain a two-way street and a new westbound Class II bike lane would be installed on the north side of the street adjacent to the existing curbside parking. Overall, up to 25 parking spaces would be removed along Page Street in the project corridor and no loading changes are proposed.

Turn restrictions and parking restrictions on Haight Street

With only signage, left-turns from southbound Webster Street onto eastbound Haight Street would be prohibited. This restriction is intended to discourage vehicles from diverting onto Haight Street and affecting transit service.

To further address the potential for vehicle diversion onto Haight Street, the pilot project also proposes to convert all remaining parking on the south side of Haight Street between Webster and Buchanan streets (7 spaces²) into a curbside, block-long ‘right lane must turn right, except Muni’ lane, which would allow Muni buses to bypass queued traffic to reach the inbound bus zone near-side of Buchanan Street.

Overall, up to 10 parking spaces would be removed on Haight Street with the pilot project and no loading changes are proposed.

Appendix B includes a set of proposed striping drawings for streets in the project area, including a side-by-side comparison with existing conditions for reference.

DATA COLLECTION

The 18-month pilot project would run from approximately December 1, 2019 to March 1, 2021, allowing for study of effects to circulation, transit performance, and traffic safety. The 18-month duration of the proposed pilot project is necessary to study the effects of the changes before and after the construction of Muni Forward transit improvements on Haight Street (described in ‘Planned Projects in the Vicinity’ below), the construction of which is expected to begin in spring 2020. Data collection for the proposed pilot project would be used to assess changes to conditions under the following categories:

1. Vehicle and bicycle volumes on Page Street

² As part of the Haight Street Muni Forward Improvements project, 5 parking spaces have been legislated for removal so as part of the Pilot project, only 7 parking spaces would need to be legislated for removal.

- To measure the project's primary goal of reducing vehicle volumes on Page Street east of Webster Street, and the extent to which the street becomes more attractive for bicycling
 - Method: traffic counts (incl. breakdown by mode)
- 2. Vehicle queuing on Oak Street**
 - To measure possible changes to vehicle queuing lengths and incidents of 'blocking the box' on Oak Street approaching Octavia Boulevard
 - Method: observations (in-person + video)
 - 3. Larger neighborhood traffic circulation**
 - To study changes in traffic patterns throughout the larger neighborhood street grid (i.e., how traffic is dispersed onto other streets)
 - Method: traffic counts (intersection movements + mid-block screenline)
 - 4. Transit travel time on Haight Street and Fillmore Street**
 - To measure possible changes in transit travel times on Haight Street
 - Method: on-board Muni GPS data (bus stop to bus stop)
 - 5. Violations of Muni lane on Haight Street**
 - To measure possible changes in private vehicle violations of the eastbound Muni-only lane on Haight Street
 - Method: manual reduction via pole-mounted video
 - 6. Compliance with 'no left turn' restriction on SB Webster Street at Haight Street**
 - To measure the effectiveness of this turn restriction on limiting traffic diversion onto Haight Street
 - Method: comparison of the number of left-turns before and during the pilot
 - 7. Disruptions to transit service on Haight Street during special events**
 - To study changes to how transit is re-routed from Haight Street during special events, possibly including study of additional operational costs
 - Method: analysis of disruption events (count, hours, and/or cost) before and during the pilot
 - 8. Safety on Page and Haight streets**
 - To study various metrics of safety, including 'close calls' between people driving and bicycling, passing events, and collisions
 - Methods: observations (in-person + video), collision records (incl. transit)
 - 9. Public perception**
 - To study the public's perception of the modified traffic patterns
 - Method: street user survey

'Baseline' data will be collected prior to installation of the temporary diversions and turn restrictions (expected construction in December 2019). Two evaluation periods are proposed to compare against the 'baseline' data. The first evaluation period will occur before planned transit upgrades on Haight Street (new traffic signals and turn restrictions at Webster and Buchanan streets). The second evaluation will occur after these improvements have been constructed.

- **1st evaluation – spring 2020**
 - *Prior to traffic signal modifications and turn restrictions on Haight Street (see ‘Planned Projects in the Vicinity’ below)*
- **2nd evaluation – late summer / early fall 2020**

The project team will return to the SFMTA Board of Directors with a report of findings in spring 2021, along with a recommendation of whether to continue, modify, or remove the pilot project’s traffic restrictions, bicycle changes, and parking changes. These piloted changes will expire and the streets will be reverted to pre-pilot conditions on March 1, 2021 if not extended or permanently approved/modified by the SFMTA Board of Directors prior.

TRANSPORTATION DISCUSSION

Vehicle Miles Traveled

The proposed *Page Street Bikeway Improvements Pilot Project* is considered an Active Transportation and Other Minor Transportation Project in accordance with *CEQA Section 21099 – Modernization of Transportation Analysis*, and is therefore presumed to not significantly impact VMT and no further VMT analysis is required.

Traffic Circulation (Diversion Discussion)

SFMTA have designed the pilot circulation changes to encourage people driving from the west to stay on Oak Street to turn right onto Octavia Boulevard to access the Central Freeway and people driving from the north remain on Gough Street and access the freeway via Otis Street to 13th Street. Several other possible routes to the freeway are also possible, as the street grid serves to diffuse traffic so no one street takes on undue burden. A primary goal of this 18-month pilot study is to evaluate changes to traffic circulation as a result of the proposed changes/restrictions. The pilot project would allow SFMTA to temporarily implement and study the proposed changes to assure they work in the long-term and to inform possible modifications.

Below is a discussion of anticipated diversion at Page Street and Webster Street and at Page Street and Octavia Boulevard.

At the intersection of Page Street and Webster Street – the location of the proposed diversion of *eastbound* Page Street traffic – approximately 269 vehicles would be diverted in the AM peak hour. With the proposed changes, people driving on eastbound Page Street would be required to turn right onto Webster Street southbound and would then most directly follow Hermann Street, Laguna Street, Guerrero Street, and Duboce Avenue / 13th Street to access the freeway at the South Van Ness on-ramp. It is also likely that people driving would use (or remain on) Oak Street to use Octavia Boulevard

to reach the freeway, or alternatively, find their way to 14th Street, which also provides freeway access via several north-south streets that connect with Duboce Ave / 13th Street. For those on Webster Street who would be prohibited from turning onto eastbound Page Street (approximately 51 vehicles in the AM peak hour), the most direct alternative routes would be Oak Street for northbound drivers and the aforementioned routes for southbound travelers.

At the intersection of Page Street and Octavia Boulevard – the location of the proposed diversion of *westbound* Page Street traffic – approximately 187 vehicles would be diverted in the AM peak hour. With the proposed changes, people driving on westbound Page Street would most likely use Gough Street to access Octavia Boulevard from Fell or Haight streets to reach the freeway, or alternatively, would follow Gough Street, Otis Street, and 13th Street to access the freeway at the South Van Ness Avenue on-ramp. For those who currently access Page Street west of Octavia Boulevard by turning right off Gough Street – a route that would not be possible with the pilot’s turn restrictions – the most direct alternative route would be turning right off Gough Street onto Fell Street, left onto Octavia Boulevard, and finally right onto Page Street westbound.

Pedestrians

The project would improve conditions for people walking along Page Street between Webster and Gough streets by reducing traffic volumes and the resulting risk of traffic collisions, particularly at intersections. The pilot would not alter any sidewalks, so no direct impacts to pedestrians are expected.

Bicycles

The project would also improve conditions for people bicycling along Page Street by reducing traffic volumes and the resulting risk of traffic collisions, both at intersections and mid-block. An existing ‘center-running’ eastbound Class II bike lane between Buchanan Street and Octavia Boulevard would be removed and replaced with an eastbound Class IV protected bikeway between Laguna Street and Octavia Boulevard and a westbound Class II bike lane between Octavia Boulevard and Webster Street.

Transit

There is no revenue transit service on Page Street. There is, however, the possibility of vehicles diverting from Page Street onto Haight Street one block to the south – a major east-west transit corridor (6 - Parnassus, 7 - Haight-Noriega). To limit the potential effects of diverted vehicles onto Haight Street to transit, the pilot project includes the following improvements - a restriction on left-turns from southbound Webster Street onto eastbound Haight Street, as well as the addition of a block-long ‘right lane must turn right, except Muni’ lane on eastbound Haight Street from Webster Street to Buchanan Street.

These improvements would limit the number of vehicles that would divert onto Haight Street and the new eastbound block-long 'right lane must turn right, except Muni' lane on Haight Street between Webster Street and Buchanan Street would allow Muni buses to by-pass queued vehicles to access the existing center-running Muni lane on Haight Street between Buchanan Street and Octavia Boulevard. Therefore while some vehicle diversion may occur onto Haight from Buchanan Street and Laguna Street, impacts to transit are not anticipated to be substantial due to the existing center-running Muni lane on Haight Street between Buchanan Street and Laguna Street.

The Haight Street Muni Forward Improvement Project (described in the 'Planned Projects in the Vicinity' section) will bring new traffic signals to the intersections of Haight Street with Webster Street and Buchanan Street. The new traffic signal at Haight Street and Buchanan Street will include prohibitions on left-turns on all approaches due to limited sight lines, which will address the potential of vehicle traffic diverting from Oak Street onto Haight Street via Buchanan Street. These transit improvements on Haight Street are expected to be constructed beginning in spring 2020, after the beginning of the proposed pilot project on Page Street.

Further, the pilot project's evaluation would give attention to changes in transit travel time, violations of the transit-only lane, and other transit-related metrics described above.

Emergency Vehicle Access

All emergency vehicles would be permitted to travel eastbound on Page Street at Webster Street, westbound on Page Street at Octavia Boulevard, and would not be obliged to follow the other turn restrictions.

All roadway striping, signage, and other traffic would be reviewed and approved by the Fire Department prior to project approval and implementation, and adequate emergency vehicle access would be retained.

Loading

This project would not result in any loading changes.

Parking

Up to 35 parking spaces would be removed with the pilot project.

Construction/Excavation

The proposed project is located within the Hayes Valley Residential Historic District. For pole replacement or new poles within historic districts established by ordinance, and/or mapped by the San Francisco Planning Department as eligible for or on the California Register of Historic Resources and/or the National Register of Historic Places, distinctive sidewalk elements (such as brick surfacing, brick gutters, granite curbs, cobblestones and non-standard sidewalk scoring) and streetscape elements that may include, but are not limited to, streetlights, sidewalk lights, sidewalk elevators and chutes, benches, and utility plates, that appear to be 45 years or older will be treated as potentially character-defining features of their respective historic districts. Pole replacement or new poles in those historic districts would be placed to avoid or minimize removal of such historic materials. If avoidance is not possible, materials should be salvaged and re-installed or replaced in-kind to match the existing color, texture, material, and character of the existing condition. The implementation of the proposed project would require the installation of new traffic signs. These new traffic signs would be affixed to existing street lamp, traffic signal, and sign poles wherever possible. Up to 10 signs could be installed on up to 6 new free-standing poles at the following intersections:

- Page St & Webster St
- Page St & Laguna St
- Page St & Octavia Blvd
- Haight St & Webster St

New sign poles would have a two-inch diameter and would be installed in the concrete sidewalk, requiring a 2.5 inch hole, approximately 10 to 12 inches deep. Pole replacement or new poles would be placed to avoid or minimize removal of such historic materials.

Other construction aspects of the project would include the installation of roadway striping, traffic signs, and flexible posts (i.e., vertical delineators) by SFMTA's paint and sign shops. Construction is expected to take approximately two to four weeks to complete. All project work would occur within the existing right-of-way and conform to the SFMTA Blue Book requirements for working within the public right of way, the Public Works Code, and orders for construction within the right of way as applicable.

Planned Projects in the Vicinity

Page Street Neighborway

The Page Street Neighborway Project (2013.1238E) is a multi-phase effort to make Page Street a safer and more pleasant place to walk and bike to neighborhood destinations and nearby parks, and because the corridor is identified on the San Francisco Planning Department's Green Connections Network, the project also aims to provide landscaping and other greening opportunities where possible.

The 'Phase One' segment extends from Market Street to Webster Street, where approximately \$2 million of developer impact fees funding the design and implementation of several streetscape and traffic safety enhancements. The SFMTA Board approved parking changes in summer 2018 for four new landscaped rain gardens, two corner sidewalk extensions (bulb-outs), and a raised (traffic-calmed) intersection at Page and Buchanan streets. Though this project area overlaps with that of the proposed pilot project, these changes would not directly affect the pilot improvements. Construction of these elements is expected to begin in summer 2020. The 'Phase Two' segment may extend from Webster Street to Stanyan Street (at Golden Gate Park) but is considered a conceptual project as planning and outreach activities for this segment have not yet been scheduled.

Haight Street Muni Forward improvements

Improvements to enhance the performance of Haight Street transit service (in addition to the eastbound transit-only lane in place between Buchanan and Gough streets) have been approved by the SFMTA Board and are expected to begin construction in spring 2020. These include the following:

- Moving the eastbound bus stop on the near-side of Buchanan Street approximately 100 feet westerly and adding a right-turn pocket forward of the relocated bus stop
- Conversion of all-way STOP control to traffic signal control at the intersection of Webster Street
- Conversion of all-way STOP control to traffic signal control at the intersection of Buchanan Street, including adding a queue jump (transit-only) signal
 - The queue jump (transit-only signal) allows eastbound Muni buses to safely negotiate from the curbside bus stop near-side of Buchanan Street to the 'center-running' transit lane that begins east of the intersection.
 - Due to limited sight distance (due to the crest of hill), implementation of the traffic signal will also include left-turn restrictions from all approaches to the Haight and Buchanan streets intersection.

Conceptual Projects in the Vicinity

The projects listed below are in the vicinity of the proposed project, but are still in the planning phase, conceptual in nature, and no final design has yet been determined. Once defined, the projects would be submitted for environmental review, as applicable.

Northbound Octavia Blvd Local Lane Streetscape Re-design

This project would re-design the northbound local lane on Octavia Boulevard between Page Street and Fell Street with a new pedestrian-focused layout with various elements such as unit pavers, landscaping, a possible curb-less layout, and green storm water

infrastructure. This effort, which remains conceptual and tentative in scope, is being coordinated with the development of the Market-Octavia parcels along the east side of Octavia Boulevard.

Approval Action

The first approval of the project committing the City to carrying out the proposed pilot project would be SFMTA Board of Directors.

ATTACHMENT A

Existing striping drawings

ATTACHMENT B

Proposed striping drawings

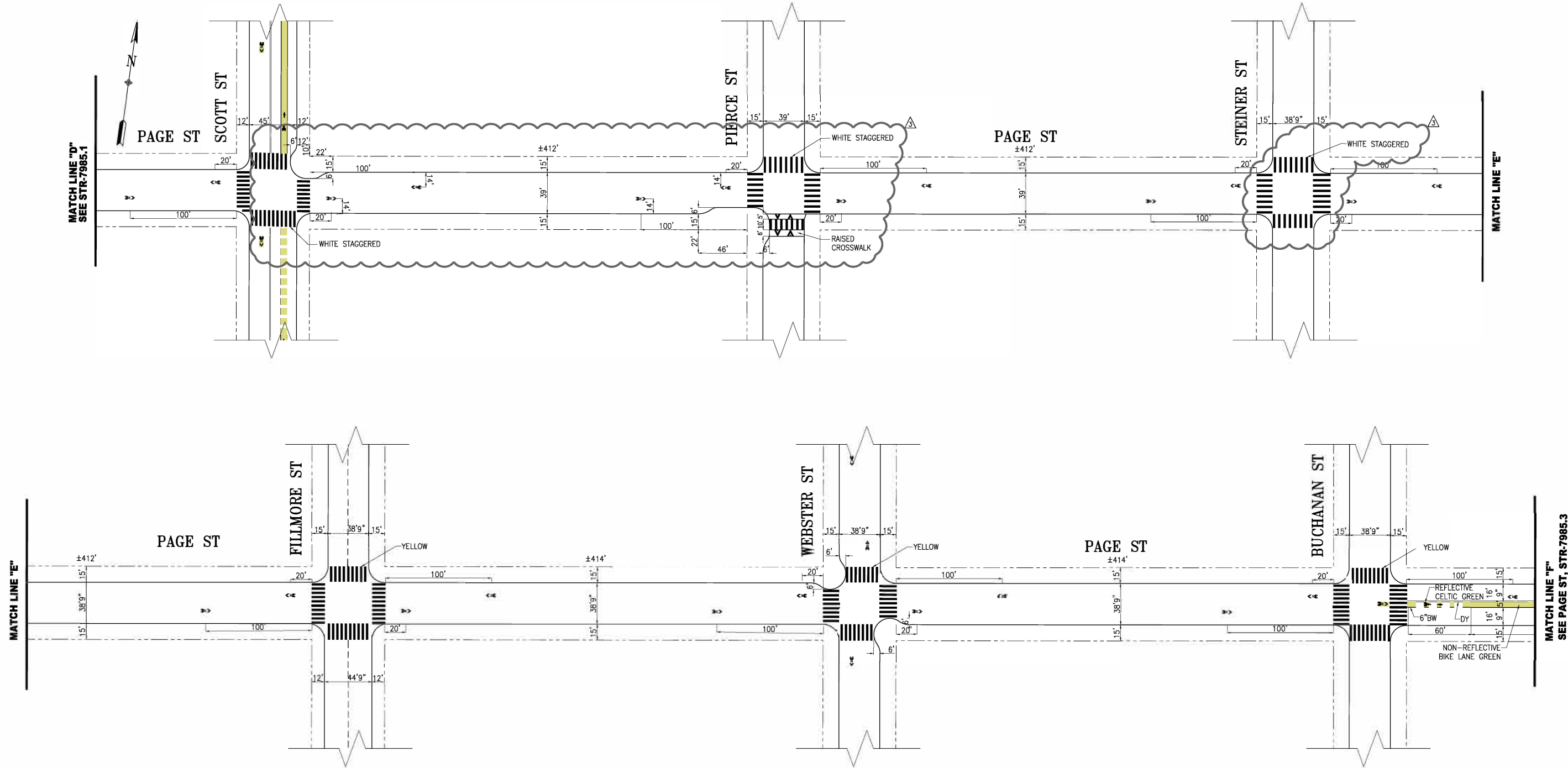
ATTACHMENT C

Circulation changes graphic

Attachment A

NOTE:

1. ALL SHARED USE LANE MARKINGS SHALL BE 12' FROM CURB FACE TO CENTER OF MARKING UNLESS OTHERWISE NOTED



NO.	DATE	DESCRIPTION	BY	APP
1	05/02/18	BULBS AT SCOTT, PIERCE; NEW RAISED CROSSWALK AT PIERCE; INSTALLED WHITE STAGGERED CONTIS AT PIERCE, STEINER RESTORE ALL OTHER STRIPING TO POST CONSTRUCTION CONDITIONS	P.STANIS	M.SALLABERRY
2	08/04/17	ADDED EB BIKE LANE BUCHANAN TO LAGUNA	D.CARR	M.SALLABERRY
3	15/29/12	UPGRADE TO WHITE STAGGERED CONTI AT SCOTT	E.ROBINSON	M.SALLABERRY

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



SFMTA



DRAWN:	M.Y.LUC	DATE:	9/2012
CHECKED:	D.R.CURTIS	DATE:	12/2012

APPROVED	SCALE:
MIKE SALLABERRY 1/7/13 SENIOR ENGINEER	1"=50'-0"
RICARDO OLEA 1/7/13 CITY TRAFFIC ENGINEER	SHEET/SHEETS:

CONTRACT NO.	TRAFFIC STRIPING
DRAWING NO.	PAGE STREET SCOTT STREET TO BUCHANAN STREET
FILE NO.	
REV. NO.	3

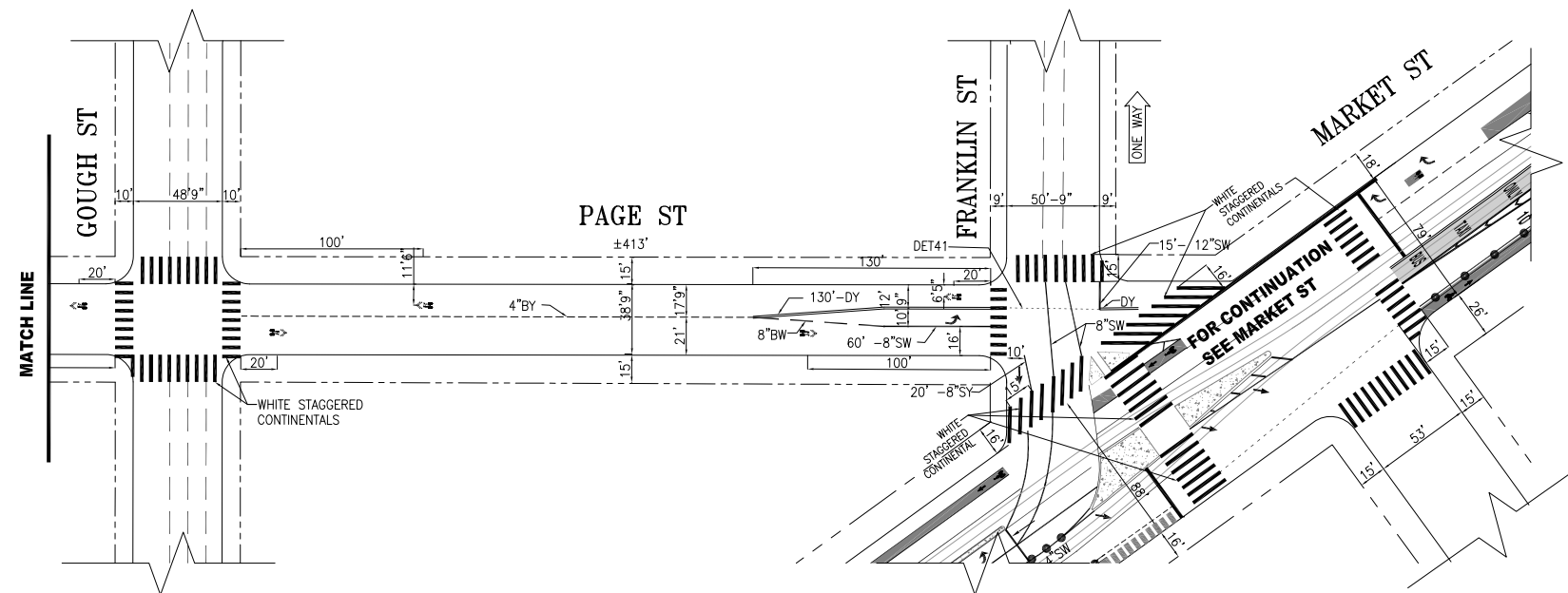
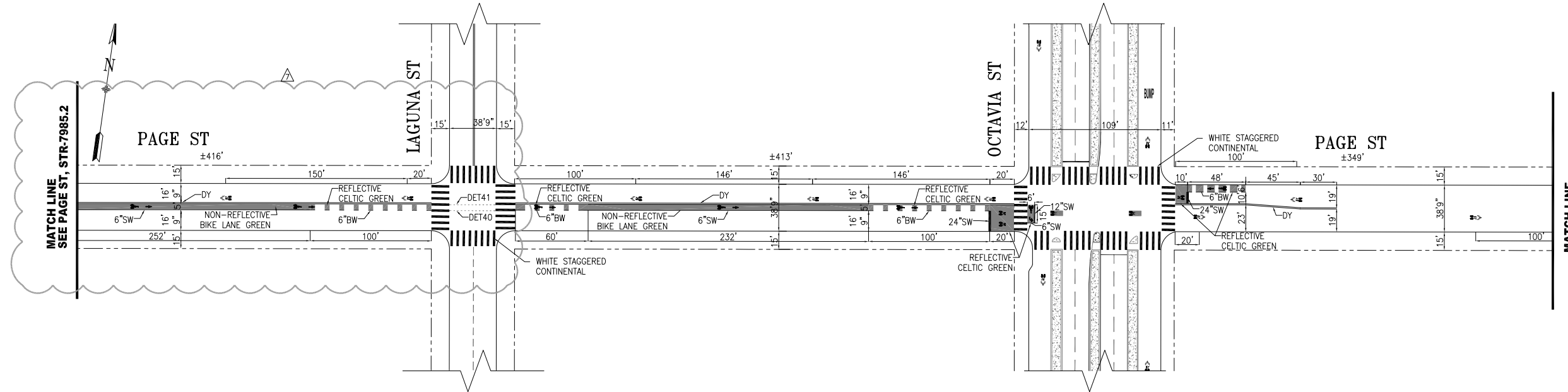
CONTRACT NO.	
DRAWING NO.	STR-7985.2
FILE NO.	
REV. NO.	3

EXTERNAL REFERENCES: XREFS
 FONTS USED: FONTS
 SCALE FACTORS: XX
 PLOT SCALE: XX
 FILE NAME: \\...
 DATE: ...

T:\T_E_FILES\Official_Records\Drawing Files\Stripping Drawings\Drawings\A_Z.dwg\p.dwg\p.dwg\Page St\ Page St_STR-7985.1.2.3.4 (Stanyan St to Market St) 2017-09-21.DWG miluc Thu Sep 21, 2017 2:21 pm

NOTE:

1. ALL SHARED USE LANE MARKINGS SHALL BE 12' FROM CURB FACE TO CENTER OF MARKING UNLESS OTHERWISE NOTED



NO.	DATE	DESCRIPTION	BY	APP
1	08/04/17	ADDED EB BIKE LANE BUCHANAN TO LAGUNA	D.CARR	M.SALLABERRY
2		WIDTH OF LANES CHANGE & 8' BW @ FRANKLIN ST, WHITE STAGGERED CONTINENTALS @ FRANKLIN ST, MARKET ST, GREEN PAINT @ SAFE HIT POSTS TO RAISED BIKEWAY ON MARKET ST. PER FIELD DETAIL 41 @ LAGUNA ST.	W.TABAJONDA	M.SALLABERRY
3	02/19/16	SHIFTED DY, ADDED BIKE LANES, GREEN SHARROW AND BIKE BOXES FROM LAGUNA TO S OF OCTAVIA	D.CARR	M.SALLABERRY
4	-/-/-	ADDED WHITE STAGGERED CONTINENTALS @ GOUGH ST	K.LEUNG	CHJ
		TABLE OF REVISIONS		
		CHECK WITH TRACING TO SEE IF YOU HAVE LATEST REVISION	D.CARR	M.SALLABERRY



SUPERCEDES STR-2266, REV3	
DRAWN: M.Y.LUC	DATE: 9/2012
CHECKED: D.R.CURTIS	DATE: 12/2012

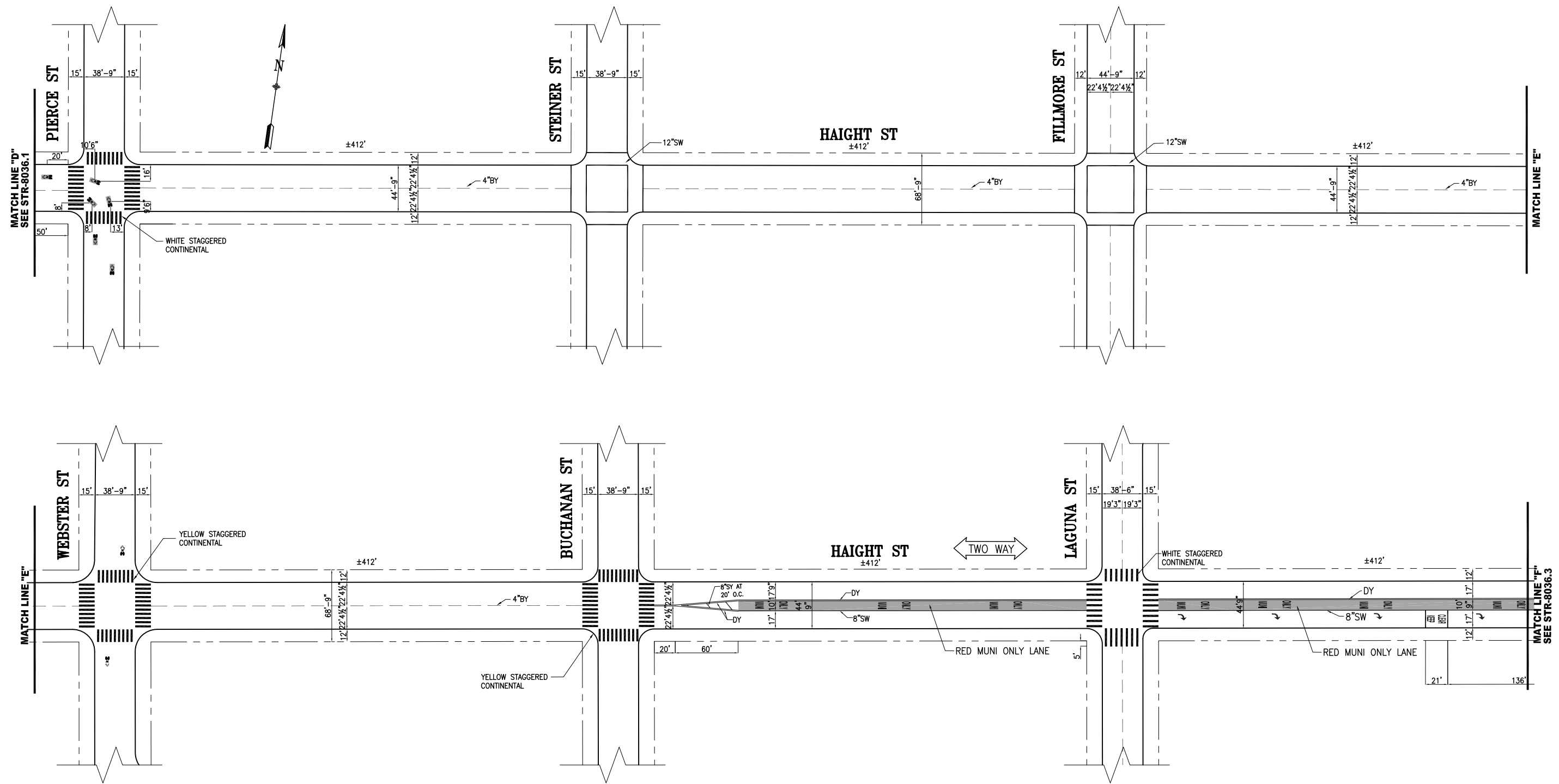
APPROVED	
MIKE SALLABERRY 1/7/13	DATE: 1/7/13
SENIOR ENGINEER	
RICARDO OLEA 1/7/13	DATE: 1/7/13
CITY TRAFFIC ENGINEER	

SCALE: 1"=50'-0"
SHEET/SHEETS:

TRAFFIC STRIPING	
PAGE STREET LAGUNA STREET TO MARKET STREET	

CONTRACT NO.
DRAWING NO. STR-7985.3
FILE NO.
REV. NO. 7

FILE NAME: T:\T_E_FILES\Official_Records\Drawing Files\Stripping Drawings\Drawings\A_Z.dwg\p.dwg\p.dwg\Page St\ Page St_STR-7985.1.2.3 (Stanyan St to Market St) ORIGIN: SECTION
 SCALE FACTOR: XX
 PLOT SCALE: 1:XX
 EXTERNAL REFERENCES: XREFS
 FONTS USED: FONTS



NO.	DATE	DESCRIPTION	BY	APP
4/1/16		REVISED GREENBACK SHARROW DIMENSIONS PER FIELD CONDITIONS AT HAIGHT	P.S.	G.D.
2/9/15		INSTALLED RED MUNI ONLY LANE BETWEEN BUCHANAN AND OCTAVIA, AND REMOVED EBLT AT LAGUNA	DNM	DLA
		INSTALLED STAGGERED CONTINENTALS, AND REMOVED EBLT AT LAGUNA		

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



SUPERSEDES THE FOLLOWING STRS:
STR-2324, REV 14
STR-2324.1, REV 23
STR-6787

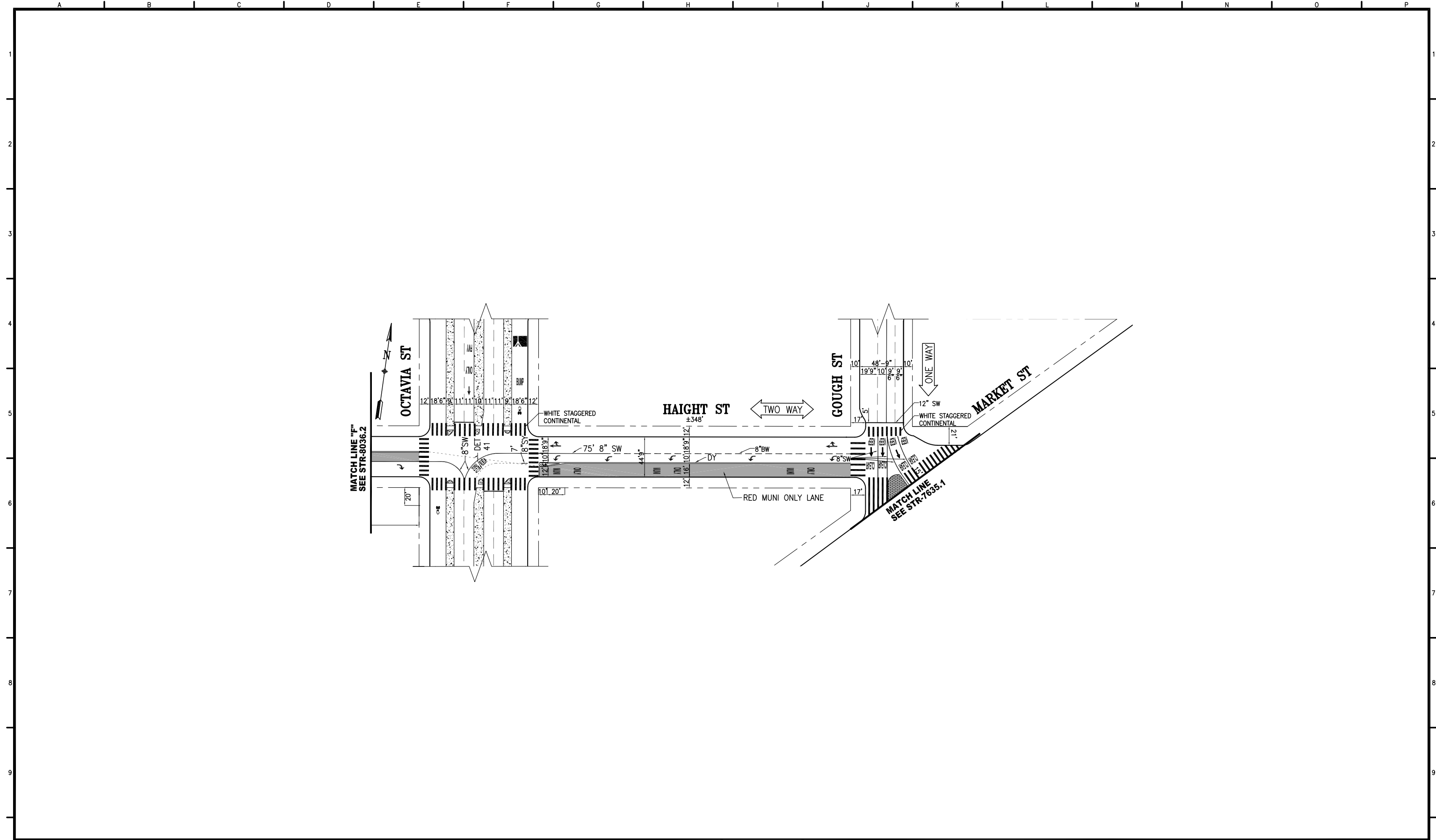
DRAWN:	DATE:
DRP	01/14
CHECKED:	DATE:
AKW	01/14

APPROVED	
BRIAN DUSSEAULT	2/3/2015
SENIOR ENGINEER	DATE:
RICARDO OLEA	2/3/2015
CITY TRAFFIC ENGINEER	DATE:

SCALE:
1" = 50'
SHEET/SHEETS:
3 OF 4

TRAFFIC STRIPING
HAIGHT STREET
PIERCE STREET TO OCTAVIA STREET

CONTRACT NO.
DRAWING NO. STR-8036.2
FILE NO.
REV. NO. 2



EXTERNAL REFERENCES: XREFS
 FONTS USED: FONTS

SCALE FACTOR: XX
 PLOT SCALE: 1"=1'

ORIGIN: SECTION

NO.	DATE	DESCRIPTION	BY	APP.
TABLE OF REVISIONS				
CHECK WITH TRACING TO SEE IF YOU HAVE LATEST REVISION				



SAN FRANCISCO MUNICIPAL TRANSPORTATION AGENCY
 CITY AND COUNTY OF SAN FRANCISCO

SUPERSEDES THE FOLLOWING STRS:
 STR-2324, REV 14
 STR-2324.1, REV 23
 STR-6787

APPROVED
BRIAN DUSSEAULT 2/3/2015
 SENIOR ENGINEER DATE:
RICARDO OLEA 2/3/2015
 CITY TRAFFIC ENGINEER DATE:

SCALE:
 1" = 50'
 SHEET OF SHEETS
 4 OF 4

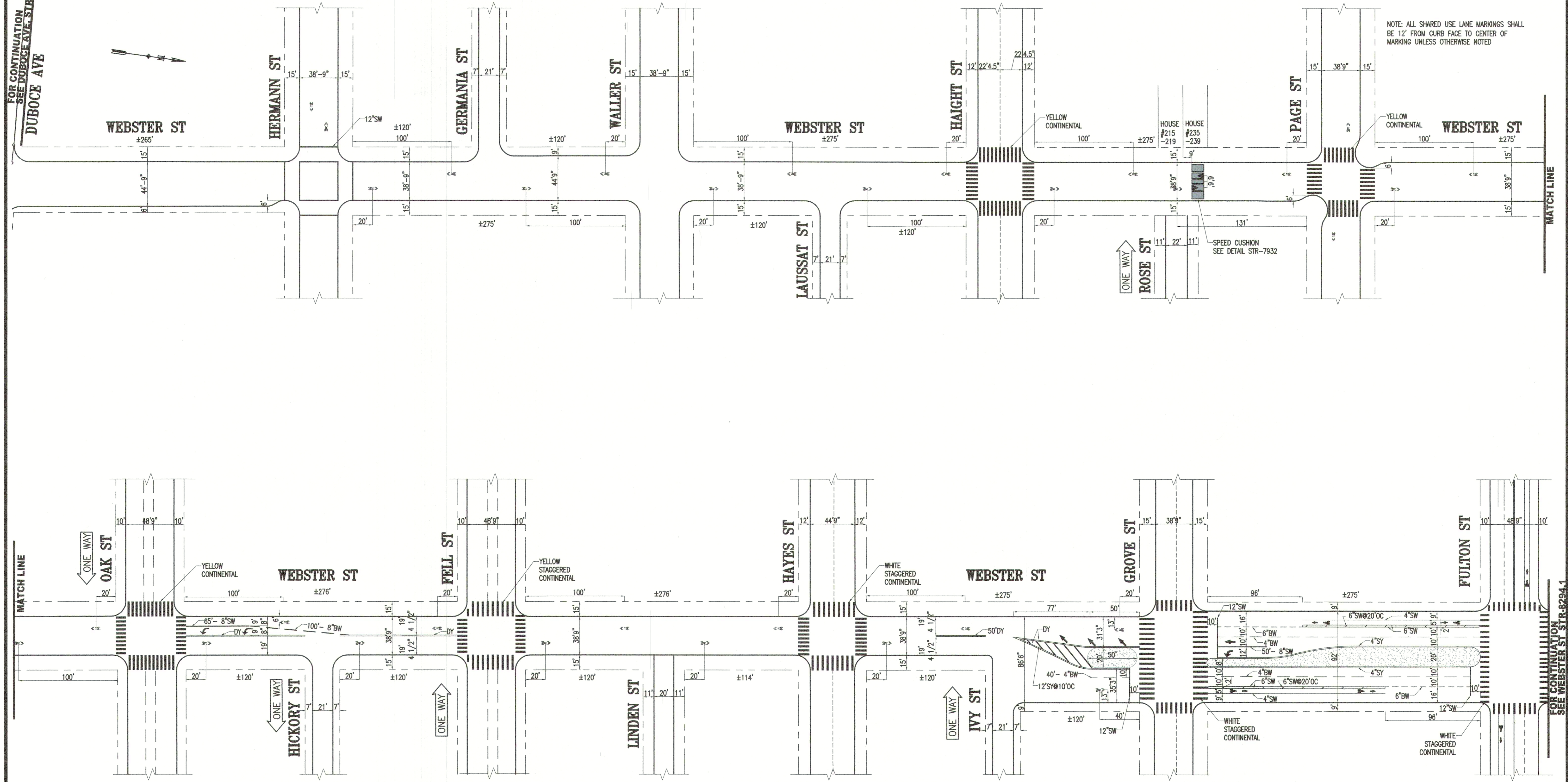
TRAFFIC STRIPING
HAIGHT STREET
OCTAVIA STREET TO MARKET STREET

CONTRACT NO.
 DRAWING NO. **STR-8036.3**
 FILE NO.
 REV. NO. **1**

FILE NAME: BOC-STD2.DWG
 DATE: --/--

FOR CONTINUATION
SEE DUBOCE AVE. STR-2269.1

NOTE: ALL SHARED USE LANE MARKINGS SHALL
BE 12" FROM CURB FACE TO CENTER OF
MARKING UNLESS OTHERWISE NOTED



NO.	DATE	DESCRIPTION	BY	APP
10/26/18		INSTALL WHITE STAGG. CONTS. AND ADVANCED LIMIT LINES @ GROVE & FULTON; INSTALL 40FT 4" BW @ GROVE; UPDATED 8" SW LENGTH @ GROVE PER FIELD.	M.SALLABERRY	M.SALLABERRY

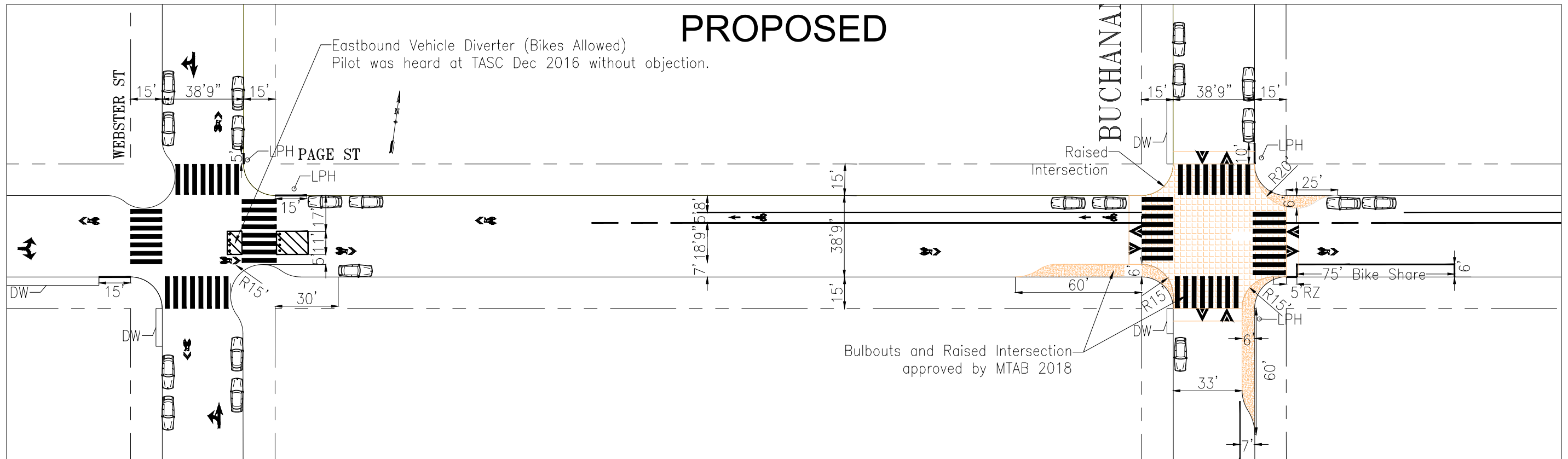
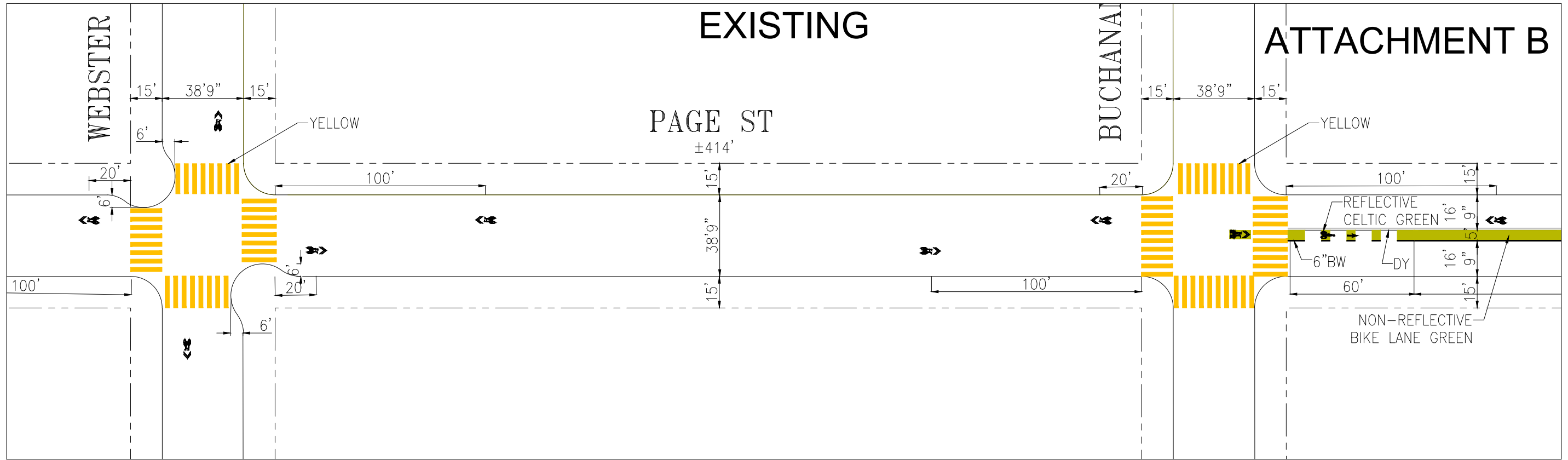
TABLE OF REVISIONS
CHECK WITH TRACING TO SEE IF YOU HAVE LATEST REVISION



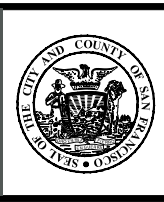
SUPERSEDES STR-8011 REV2		APPROVED <i>Milgros</i> 1/22/19 SENIOR ENGINEER		SCALE: 1" = 50'
DRAWN: D.MENDOZA	DATE: 08/20/18	DATE:	DATE:	SHEET/SHEETS:
CHECKED: P.STANIS	DATE: 01/18/19	<i>P.Stanis</i> 1/23/19 CITY TRAFFIC ENGINEER	DATE:	

STRIPING DRAWING		CONTRACT NO.
DUBOCE BOULEVARD TO FULTON STREET		DRAWING NO. STR-8294
		FILE NO.
		REV. NO. 0

FILE NAME:
DATE: --/--/--

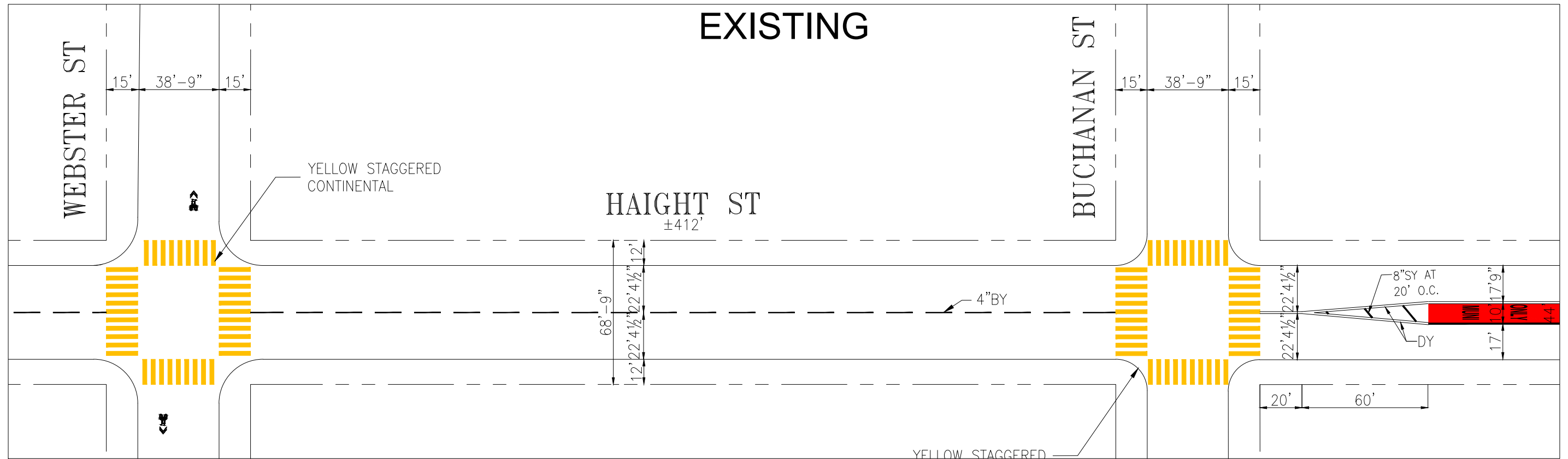


NO.	DATE	DESCRIPTION	BY	APP
TABLE OF REVISIONS				
CHECK WITH TRACING TO SEE IF YOU HAVE LATEST REVISION				

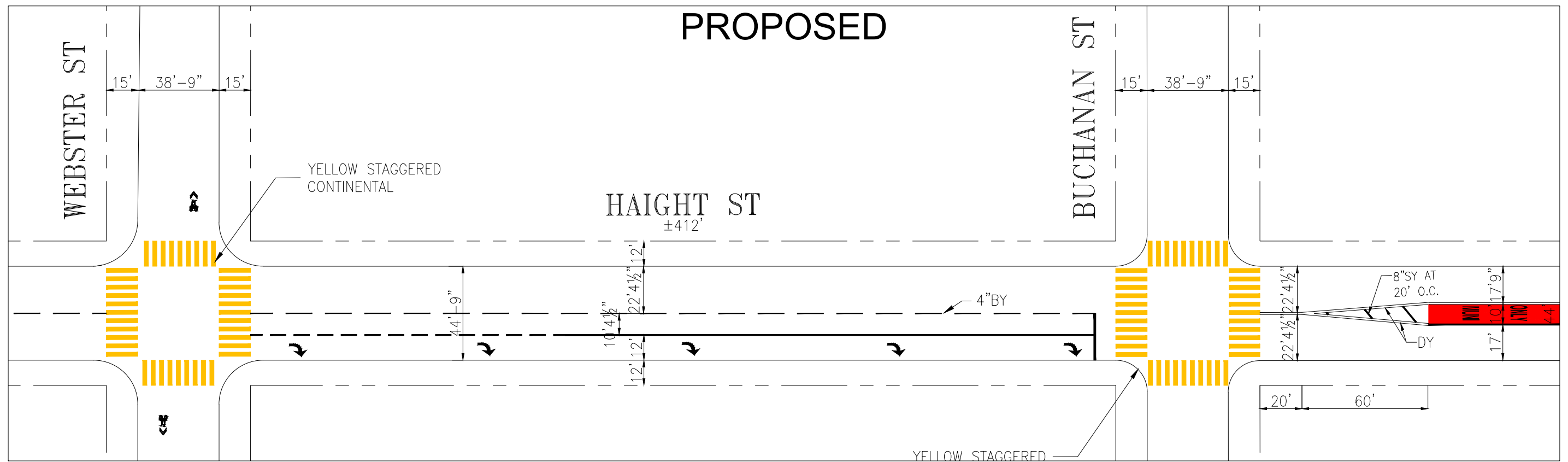


APPROVED	SCALE:	CONTRACT NO.
DATE:	DATE:	DRAWING NO.
CHECKED:	DATE:	FILE NO.
CITY TRAFFIC ENGINEER	DATE:	REV. NO.
SHEET/SHEETS:		

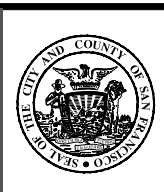
EXISTING



PROPOSED



NO.	DATE	DESCRIPTION	BY	APP
TABLE OF REVISIONS				
CHECK WITH TRACING TO SEE IF YOU HAVE LATEST REVISION				



DRAWN:	DATE:	APPROVED		SCALE:	CONTRACT NO.	
		SENIOR ENGINEER	DATE:			
CHECKED:	DATE:	CITY TRAFFIC ENGINEER		SHEET/SHEETS:		DRAWING NO.
		DATE:	FILE NO.			
					REV. NO.	

Circulation Changes - ATTACHMENT C



DRAFT

EXHIBIT D

THIS PRINT COVERS CALENDAR ITEM NO.: 11

**SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY**

DIVISION: Sustainable Streets

BRIEF DESCRIPTION:

Approving a 15-month pilot project, starting approximately February 1, 2020 and ending May 1, 2021, which includes turn restrictions on and adjacent to Page Street at Webster and Octavia streets, converting Page Street between Octavia Boulevard and Laguna Street to one-way westbound except for bicycles, establishing Class II, Class III and Class IV bicycle facilities on Page Street, adding a peak period right-turn only except Muni lane on Haight Street for one block, and approving related parking and traffic modifications to improve safety and livability.

SUMMARY:

- The Page Street Bikeway Pilot Project will implement and evaluate temporary traffic restrictions, including turn restrictions, and bikeway upgrades on and adjacent to Page Street to improve safety for people bicycling, enhance neighborhood livability, and collect data over a 15-month period to inform potential permanent changes.
- The pilot also will remove 20 parking spaces on Page Street to establish Class II and IV bike lanes and will add peak period parking restrictions for nine parking spaces on Haight Street to implement a peak period curbside right-turn only except Muni lane.
- The pilot project was developed with neighborhood input between 2015 and 2019.
- The proposed action is the Approval Action as defined by the S.F. Administrative Code Chapter 31.
- Items I-L listed below are subject to Board of Supervisors review pursuant to Ordinance 127-18.

ENCLOSURES:

1. SFMTAB Resolution
2. SF Planning Department Letter of General Plan Consistency
3. Existing/Proposed Pilot Project Design Drawings

APPROVALS:

DIRECTOR  _____

SECRETARY  _____

DATE

November 12, 2019

November 8, 2019

ASSIGNED SFMTAB CALENDAR DATE: November 19, 2019

PAGE 2.

PURPOSE

Approving a 15-month pilot project, starting approximately February 1, 2020 and ending May 1, 2021, which includes turn restrictions on and adjacent to Page Street at Webster and Octavia streets, converting Page Street between Octavia Boulevard and Laguna Street to one-way westbound except for bicycles, establishing Class II, Class III and Class IV bicycle facilities on Page Street, adding a peak period right-turn only except Muni lane on Haight Street for one block, and approving related parking and traffic modifications to improve safety and livability.

STRATEGIC PLAN GOALS AND TRANSIT FIRST POLICY PRINCIPLES

This action supports the following SFMTA Strategic Plan Goals and Objectives:

- Goal 1: Create a safer transportation experience for everyone.
Objective 1.1: Achieve Vision Zero by eliminating all traffic deaths.
- Goal 2: Make transit and other sustainable modes of transportation the most attractive and preferred means of travel.
Objective 2.2: Enhance and expand use of the city's sustainable modes of transportation.
- Goal 3: Improve the quality of life and environment in San Francisco and the region.
Objective 3.4: Provide environmental stewardship to improve air quality, enhance resource efficiency, and address climate change.

This action also supports the City's Transit First Policy with the following principles:

- 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.
- 10. The City and County shall encourage innovative solutions to meet public transportation needs wherever possible and where the provision of such service will not adversely affect the service provided by the Municipal Railway.

PAGE 3.

DESCRIPTION

Background

The Hayes Valley and Lower Haight neighborhoods are situated near the geographic center of San Francisco where several crosstown arterial corridors intersect, including the east-west Oak/Fell and north-south Franklin/Gough one-way couplets. Octavia Boulevard replaced the Central Freeway north of Market Street in 2005 and serves to move traffic on and off the remaining portion of the Central Freeway and these one-way crosstown arterial couplets.

People driving towards Octavia Boulevard to access the Central Freeway are increasingly queueing on residential streets and transit-priority corridors, including Page and Haight streets, as opposed to remaining on arterial streets such as Oak and Fell streets. The ensuing congestion results in traffic safety, mobility, and quality-of-life issues on these streets.

In the project area, Page Street is a two-way street with one travel lane in each direction and parking generally permitted on both sides of the street. Average daily traffic (ADT) is approximately 5,200 vehicles on the block between Buchanan and Laguna streets, with 293 vehicles observed in the AM peak hour on eastbound Page Street approaching Octavia Boulevard. Page Street also serves as a major crosstown bicycle route and experiences very high bicycle volumes, particularly during the morning commute in the eastbound direction. There are often more people on bikes than in cars and the most recent observation recorded 363 bikes in the morning peak hour approaching Octavia Boulevard.

In 2016, the *Page Street/Octavia Boulevard Bicycle Spot Improvements Project* added an eastbound ‘center-running’ Class II bike lane on Page Street between Laguna Street and Octavia Boulevard to address ‘right hook’ collisions between vehicles on Page Street turning right onto Octavia Boulevard and people on bikes continuing straight towards Market Street. This center-running bike lane was extended to Buchanan Street in 2017. In 2018, the SFMTA Board approved parking changes as part of the *Page Street Neighborway Project* to support sidewalk bulbouts and other streetscape enhancements to Page Street between Webster and Gough streets. Construction of these elements is expected to begin in late 2020 or early 2021.

Despite these recent improvements and planned sidewalk extensions, traffic safety and chronic congestion issues remain on Page Street. Both the Page Street/Octavia Boulevard and Page Street/Gough Street intersections are located on the City’s Vision Zero High-Injury Network, which is the 13% of streets where 75% of severe and fatal traffic injuries occur. While Page Street between Octavia Boulevard and Webster Street is not on the High-Injury Network, there were 16 reported collisions between 2014 and 2019; of these collisions, 11 involved a person bicycling and three involved one or more pedestrians (including one child struck while walking to school). Such a large concentration and percentage of overall collisions involving vulnerable users is not typical in San Francisco.

PAGE 4.

To reduce the use of Page Street between Webster and Gough streets as a conduit for significant commuter traffic accessing the Central Freeway, to improve bicycle safety on a key corridor of the San Francisco bicycle network, and to calm traffic within the John Muir Elementary school zone, staff are proposing a 15-month Page Street Bikeway Improvements pilot project consisting of several traffic circulation changes and bikeway improvements on and around Page Street. This pilot project would allow an evaluation of the effects to traffic circulation, transit operations, traffic safety, and other metrics to determine the feasibility of permanent or modified traffic changes.

PROJECT ELEMENTS

Eastbound turn restrictions on Page Street at Webster Street

People driving eastbound on Page Street will be required to turn right (south) or left (north) at Webster Street. Northbound right-turns and southbound left-turns from Webster Street onto eastbound Page Street will also be prohibited.

Westbound vehicle travel on Page Street at Webster Street will be unchanged, and pedestrian and bicycle traffic will remain permitted in all directions. The block of Page Street between Webster and Buchanan streets will continue to be two-way with parking permitted on both sides of the street. People wishing to park on the south side of the street will make a U-turn at the west end of the block. For comparison, a similar design was recently installed on Scott Street at Fell Street with the *Wiggle Neighborhood Green Corridor* project.

These turn restrictions are intended to reduce vehicle volumes on Page Street for several blocks to the west of Octavia Boulevard to improve traffic safety for students of John Muir Elementary School. The primary school loading zone is located on the north side of Page Street between Webster and Buchanan streets, with westbound access to this loading zone unaffected by the proposed restrictions. Students also often walk along this block to Koshland Park for various school activities.

Westbound turn restrictions on Page Street at Octavia Boulevard

People driving westbound on Page Street will be required to turn right (north) at Octavia Boulevard. Access to the first block of Page Street west of Octavia Boulevard will be possible by turning right from southbound Octavia Boulevard. Pedestrian and bicycle traffic will remain permitted in all directions at the intersection of Page Street and Octavia Boulevard.

These restrictions are intended to discourage excessive congestion and traffic impacts on Page Street from drivers waiting to turn left (south) onto Octavia Boulevard, as well as reduce overall traffic volumes on Page Street. Currently, westbound vehicle queues regularly back up to Gough Street, affecting traffic on Gough Street and limiting the ability of people biking to travel safely westbound on Page Street.

Protected bikeway and one-way Page Street from Laguna Street to Octavia Boulevard

The block of Page Street between Octavia Boulevard and Laguna Street (currently a two-way street) will be converted into one-way westbound only for vehicles with a contra-flow (eastbound) Class IV protected bikeway and westbound (uphill) Class II bike lane. In order to implement these changes, 20 parking spaces on the south side of the street will be removed. On Page Street between Laguna and Buchanan streets, the existing eastbound ‘center-running’ Class II bike lane will be replaced by a new westbound Class II bike lane, which will also continue west for an additional block to provide a continuous uphill bike lane from Octavia to Webster streets. Eastbound Page Street from Buchanan to Laguna street will include Class III bicycle shared lane markings.

The proposed changes are intended to limit vehicular access to the Central Freeway from eastbound Page Street, add protection for the eastbound bikeway on one block, and add a dedicated bicycle lane up-hill (westbound) for three blocks. Combined with the previously discussed eastbound and westbound turn restrictions, vehicular traffic on Page Street between Webster Street and Octavia Boulevard is expected to be significantly reduced as a result.

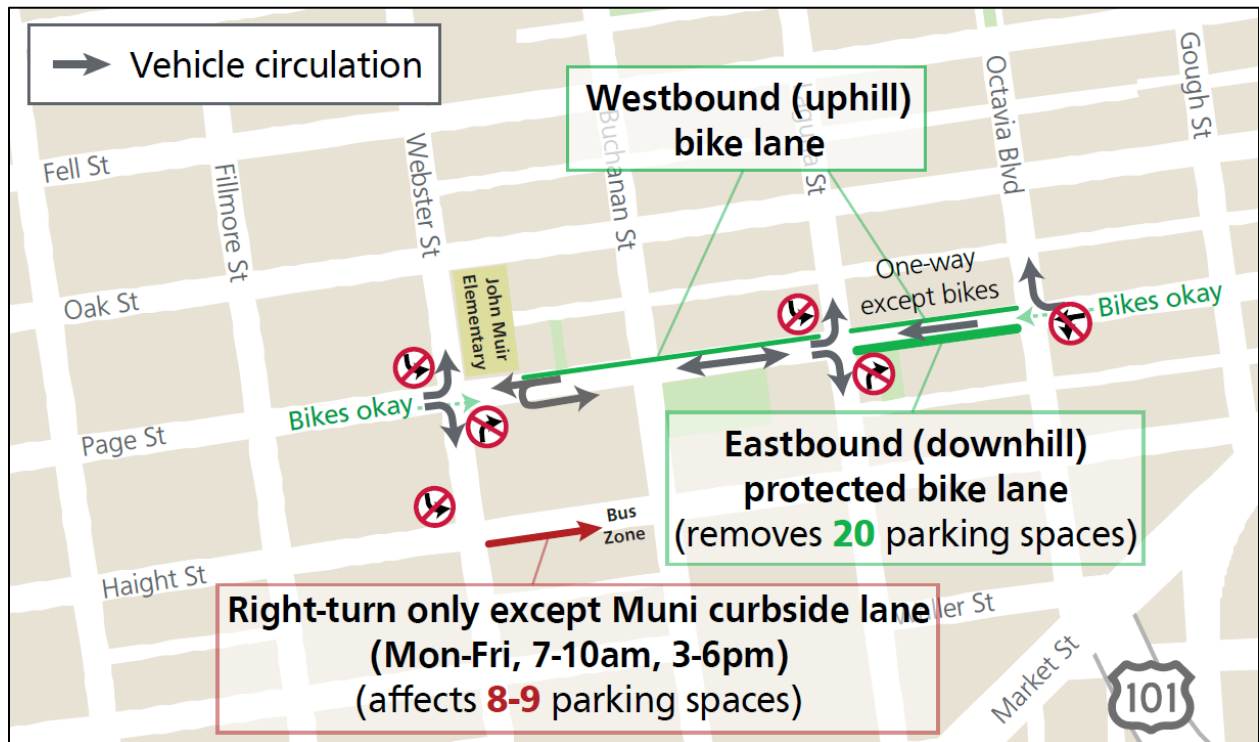


Figure 1. Page Street Bikeway Improvements Pilot Summary Graphic

Consistency with the San Francisco General Plan

Pursuant to California Vehicle Code section 21101(f), local authorities may adopt regulations to prohibit entry to, or exit from, or both, any street by means of islands, curbs, traffic barriers, or other roadway design features to implement the circulation element of a city's general plan. Consistent with this state statute, the Planning Department has determined that prohibiting entry onto Page Street in certain locations by motorized vehicles and other vehicular circulation changes are designed to implement Objectives 15 and 18 of the City's General Plan's Transportation Element:

Objective 15 of the City's General Plan provides:

“Encourage alternatives to the automobile and reduced traffic levels on residential streets that suffer from excessive traffic through the management of transportation systems and facilities.”

Within this objective, Policy 15.2 states specifically to “consider partial closure of certain residential streets to automobile traffic where the nature and level of automobile traffic impairs livability and safety, provided there is an abundance of alternative routes such that the closure will not create undue congestion on parallel streets.”

Objective 18 of the City's General Plan provides:

“Establish a street hierarchy system in which the function and design of each street are consistent with the character and use of adjacent land.”

Within this objective, Policy 18.1 states specifically that “wherever feasible, divert through automobile and commercial traffic from residential neighborhoods onto major and secondary arterials, and limit major arterials to nonresidential streets wherever possible.”

San Francisco's Better Streets Plan, adopted in 2010 and incorporated by reference to the San Francisco General Plan (see Table 2 under Objective 18) by of the Board of Supervisors, is a unified set of standards, guidelines, and implementation strategies intended to carry out the city's Better Streets Policy (Administrative Code Chapter 98). The Better Street Plan identifies a set of street ‘typologies’ to serve as the city's official street hierarchy system, which are based on existing land use and transportation designations in the Planning Code and San Francisco General Plan.

Pursuant to the Better Streets Plan, the portions of Page Street and Haight Street within the project area are classified as “Neighborhood Residential” and such streets should be “quieter residential streets with relatively low traffic volumes and speeds.” By comparison, the adjacent and parallel Oak Street is classified as a “Commercial Throughway” typology that should “move significant volumes of people across town in a variety of travel modes.”

PAGE 7.

Restricted entry of vehicles onto a residential street such as Page Street, between Webster Street and Octavia Boulevard, allows the right of way to be allocated for other users of the street, thereby improving safety, prioritizing sustainable transportation modes, enhancing neighborhood livability, and supporting adjacent land uses. The Planning Department has submitted a letter to the SFMTA to this effect and a copy of it is on file with the Secretary to the SFMTA Board of Directors. Further, SFMTA staff has determined that restricting entry onto Page Street at select locations between Webster Street and Octavia Boulevard would provide for the health and safety of citizens due to the high number of vulnerable roadway users, including people bicycling to and from downtown as well as students attending John Muir Elementary School, and the corridor's history of collisions involving these users. The proposed turn restrictions on Page Street will substantially improve safety for pedestrian and cyclists by prioritizing their needs.

Class IV Protected Bikeway

As discussed above, an eastbound Class IV protected bikeway is proposed on Page Street from Laguna Street to Octavia Boulevard.

A Class IV bikeway is a bikeway for exclusive use of bicycles and includes required separation between the bikeway and vehicle traffic. The project would use plastic delineators as physical separation. Today, vehicular encroachment into the bike lane is a frequent occurrence and forces people who already are riding bikes in the center of the roadway (and exposed to both eastbound and westbound traffic) to make potentially unsafe passing and other maneuvers. The proposed protected bike lane will reduce the frequency of vehicles stopped in the bike lanes, improve safety, and provide a more inviting facility and greater sense of comfort for bicyclists.

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 protected bikeway on Page Street 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 facility

PAGE 8.

and greater sense of comfort for bicyclists, and provide a greater perception of safety for bicyclists. These alternative criteria will be adopted by SFMTA Board of Directors as part of this calendar item. Lastly, the project's alternative criteria adhere to guidelines set by the National Association of City Transportation Officials (NACTO) Urban Bikeway Design Guide, Federal Highway Administration Separated Bike Lane Planning and Design Guide, and California Department of Transportation Design Bulletin Information Number 89 Class IV Bikeway Guidance. The NACTO guidelines state that parking protected bikeways require the following features:

- 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 Page Street will conform to these NACTO design guidelines. The separated bikeway will also conform to best practices and design standards, including design guidelines developed jointly by the SFMTA, Mayor's Office of Disability, and Department of Public Works to ensure accessibility for all street users. It was also reviewed by the San Francisco Fire Department.

Turn restrictions and parking restrictions on Haight Street

By using signage, left-turns from southbound Webster Street onto eastbound Haight Street will be prohibited to discourage vehicles from turning onto Haight Street and affecting transit service.

To further address the potential for increased traffic onto Haight Street, the pilot project will also add peak period parking restrictions on the south side of Haight Street between Webster and Buchanan streets (affecting nine spaces¹) into a curbside 'right lane must turn right, except Muni' lane, which will allow Muni buses to bypass queued traffic to reach the inbound bus zone near-side of Buchanan Street. This new travel lane will only be in effect Monday-Friday, 7 AM – 10 AM and 3 PM - 6 PM, with evening/overnight and all-day weekend parking permitted. To ensure consistency with these weekday peak period parking restrictions, residential permit program (RPP) Area 'S' effective hours will be modified to exclude all parking during the tow-away hours.

¹ Parking would be removed on the south side of Haight Street from 154 feet west of Buchanan Street to Webster Street, amounting to approximately nine spaces (depending on size of vehicles). Of note, parking removal was previously legislated from Buchanan Street to 154 feet westerly as part of the Haight Street Muni Forward transit and signal improvements (three additional spaces).

PAGE 9.

Proposed Traffic and Parking Modifications from approximately February 1, 2020 to May 1, 2021

- A. ESTABLISH – RIGHT OR LEFT TURNS ONLY, EXCEPT BICYCLES – Page Street, eastbound, at Webster Street
- B. ESTABLISH – RIGHT TURN ONLY, EXCEPT BICYCLES - Page Street, westbound, at Octavia Boulevard
- C. ESTABLISH – NO LEFT TURN - Webster Street, southbound, at Haight Street
- D. ESTABLISH – ONE-WAY STREET, EXCEPT BICYCLES - Page Street, westbound, from Octavia Boulevard to Laguna Street
- E. RESCIND – CLASS II BIKEWAY (BIKE LANE) - Page Street, eastbound, from Buchanan Street to Octavia Boulevard
- F. ESTABLISH – CLASS II BIKEWAY (BIKE LANE) - Page Street, westbound, from Octavia Boulevard to Webster Street
- G. ESTABLISH – TOW-AWAY, NO STOPPING ANY TIME - Page Street, south side, between Laguna Street and Octavia Boulevard (removes 20 residential permit parking spaces for protected bikeway)
- H. ESTABLISH – CLASS IV BIKEWAY (PROTECTED BIKEWAY) - Page Street, eastbound, from Laguna Street to Octavia Boulevard
- I. ESTABLISH – CLASS III BIKEWAY (SHARED LANE) – Page Street, eastbound, from Buchanan Street to Laguna Street #
- J. ESTABLISH – TOW-AWAY, NO STOPPING, MONDAY TO FRIDAY, 7 AM – 10 AM AND 3 PM - 6 PM - Haight Street, south side, from 154 feet west of Buchanan Street to Webster Street #
RESCIND – 2-HOUR PARKING, 8 AM TO 9 PM, MONDAY THROUGH FRIDAY, EXCEPT VEHICLES WITH AREA S PERMITS - Haight Street, south side, from 154 feet west of Buchanan Street to Webster Street #
- K. ESTABLISH – 2-HOUR PARKING, 10 AM TO 3 PM AND 6 PM TO 9 PM,
- L. MONDAY THROUGH FRIDAY, EXCEPT VEHICLES WITH AREA S PERMITS - Haight Street, south side, from 154 feet west of Buchanan Street to Webster Street #

These proposed modifications will expire, and the streets reverted to pre-pilot conditions, by May 1, 2021 if not extended or permanently approved/modified by the SFMTA Board of Directors prior to this date.

PILOT PROJECT DATA COLLECTION

The 15-month pilot project will run from approximately February 1, 2020 to May 1, 2021, allowing for study of effects to circulation, transit performance, and traffic safety. Data collection for the pilot will be used to assess changes to conditions in the following categories:

1. Vehicle and bicycle volumes on Page Street

- To measure the project’s primary goal of reducing vehicle volumes on Page Street east of Webster Street, and the extent to which the street becomes more attractive for bicycling

- Method: traffic counts (including breakdown by mode)
- 2. Vehicle queuing on Oak and Haight streets**
 - To measure possible changes to vehicle queuing lengths and incidents of ‘blocking the box’ on Oak and Haight streets approaching Octavia Boulevard
 - Method: observations (in-person and video)
- 3. Neighborhood traffic circulation**
 - To study changes in traffic patterns throughout the larger neighborhood street grid (i.e., how traffic is dispersed onto other streets)
 - Method: traffic counts (intersection movements and mid-block screen lines)
- 4. Transit travel times on Haight Street**
 - To measure possible changes in transit travel times
 - Method: on-board Muni GPS data (bus stop to bus stop)
- 5. Violations of Muni-only lane on Haight Street**
 - To measure possible changes in private vehicle violations of the eastbound Muni-only lane on Haight Street
 - Method: observations (in-person and video)
- 6. Compliance with traffic modifications and turn restrictions**
 - To measure the effectiveness of the proposed pilot traffic restrictions
 - Method: traffic counts (intersection movements) and observations
- 7. Disruptions to transit service on Haight Street during special events**
 - To study how transit is re-routed from Haight Street during special events
 - Method: analysis of disruption events before and during the pilot
- 8. Safety on Page and Haight streets**
 - To study various metrics of safety, including ‘close calls’ between people driving and bicycling, passing events, and collisions
 - Methods: observations (in-person and video), collision records (including transit)
- 9. Public perceptions**
 - To study the public’s perceptions of the modified traffic patterns
 - Method: public perception survey (including intercepting street users)

‘Baseline’ data will be collected prior to installation of the temporary turn restrictions, one-way conversion, and bikeway improvements (expected construction approximately February 1, 2020).

Two evaluation periods are proposed to compare against the ‘baseline’ data. The first evaluation period will occur before planned transit upgrades on Haight Street (new traffic signals and associated roadway changes between Webster and Buchanan streets). After data is available and assessed from this evaluation period, SFMTA staff will return to the SFMTA Board to review performance of the pilot project and consider potential ‘course corrections’ as needed. The second evaluation will occur after the Haight Street signal improvements have been constructed and once school is in back in session.

- **1st evaluation – spring 2020**
 - *Prior to traffic signal modifications on Haight Street, with school in session*

PAGE 11.

- *Staff to brief SFMTA Board within four months of project implementation*
- **2nd evaluation – late summer / early fall 2020**
 - *After traffic signal modifications on Haight Street, with school in session*

The project team will return to the SFMTA Board of Directors with a report of findings by May 1, 2021 along with a recommendation of whether to continue, modify, or remove the pilot project's traffic restrictions, bikeway improvements, and parking changes.

STAKEHOLDER ENGAGEMENT

From 2015 through 2018, the SFMTA engaged the Hayes Valley and Lower Haight communities on traffic issues on and around Page Street as part of the *Octavia Boulevard Enhancement Project*, later evolving into the separate *Page Street/Octavia Boulevard Bicycle Spot Improvements* and *Page Street Neighborway* projects. The SFMTA held over a dozen public meetings and pop-up events where more than one hundred participants discussed community issues related to traffic safety, congestion and neighborhood livability.

SFMTA staff began distinct outreach for the *Page Street Bikeway Improvements Pilot* in summer 2019. Staff met with neighborhood groups including Hayes Valley Neighborhood Association (HVNA) and Lower Haight Merchants and Neighbors Association (LoHaMNA), institutions including the French American International School and the San Francisco Zen Center, merchants including Two Jacks Nik's Place, S&W Market, Mercury Café and Nick's Market, and neighbors on Page, Haight, and intersecting streets including Hayes Valley Apartments.

On August 27, 2019, SFMTA hosted an open house and public hearing at John Muir Elementary School, with over 150 attendees. SFMTA additionally tabled at Sunday Streets Western addition and performed door-to-door outreach to all addresses on Page Street and Haight Street within the project area.

The San Francisco Fire Department, San Francisco Police Department, and San Francisco Department of Public Works have reviewed the pilot project through the interagency Transportation Advisory Staff Committee (TASC). The office of District 5 Supervisor Vallie Brown also has been directly involved in development of this pilot project and has expressed support for the proposed changes.

Over the four years of public engagement focused on traffic safety for Page Street and surrounding streets, several hundred public comments were received at meetings or by direct correspondence. Preceding each outreach event, promotional materials were posted along Page Street, hand-delivered or mailed to project area residents and businesses, and otherwise communicated via SFMTA's online channels, electronic updates, and community channels.

Further, the pilot project is intended to serve as an extended phase of public outreach, with a public perception survey, continued engagement with neighborhood groups, and a dedicated project email address to facilitate ongoing feedback.

Summary of Public Feedback on the Proposed Changes

The following are major themes of feedback:

- General support for improved safety for people bicycling: The consensus among people who ride bikes on Page Street, particularly towards downtown in the morning commute, is that the proposed traffic circulation changes and bikeway improvements would greatly improve safety along the corridor. Further, many Page Street neighbors specifically mention the appeal of reduced vehicle volumes on their street.
- General support for the project overall: By a two-to-one margin, people who attended and commented at the August 27, 2019 open house were in favor of the pilot project (compared to those who expressed strong concern(s) about one or more project elements). Besides support for bicycle safety, many residents expressed frustrations with the status quo and the impacts of traffic on neighborhood livability (e.g., honking, air quality), and voiced interest in how the pilot might help improve school safety and generally change things for the better.
- Concerns with impact to Haight Street: A number of public comments, including a local resident petition and several business owners, have focused on the potential for additional freeway-bound traffic on Haight Street and the possible effects on safety, transit travel times, and overall livability. Some of these comments also focused on the original proposal for all-day (7am-7pm) parking restrictions on Haight Street and the effects it might have on local business and residential access. Overall, most of those concerned with Haight Street are not wholly opposed to the proposed pilot project on Page Street, but are concerned with existing traffic issues, are worried about spillover effects, and would like improvements to be made to Haight Street as well.
- Concerns with parking loss and availability: Some public comments have expressed concern with the proposed loss of residential permit parking spaces on both Page and Haight streets, with some fully opposed to the project and others empathetic to the project goals but otherwise frustrated with the continued erosion of available on-street residential parking in the neighborhood. Other community members expressed desire to see modifications to the existing Residential Permit Parking (RPP) regulations in the neighborhood to expand potential available parking near Page Street.
- Concerns with construction and other changes on Haight Street: Many merchants and residents are fatigued from years of utility upgrades and streetscape improvements on Haight Street, the most recent of which were substantially completed in 2018. With previously legislated traffic signals, turn restrictions, and relocated/lengthened bus zones (some involving parking loss) expected to start construction in 2020, many Haight Street residents and businesses have voiced concerns with additional construction and changes.

Project Modifications Based on Public Feedback

SFMTA's public outreach and engagement identified concerns among area residents and businesses that resulted in modifications to the project proposal. These include the following:

- In response to concerns that earlier proposals were insufficient for bicycle safety on Page Street, the project team expanded the scope of the turn restrictions on Page Street to include traffic approaching Octavia Boulevard from both the eastbound and westbound directions, as well as additional protected bike lane infrastructure.
- In response to merchants' and residents' concerns regarding parking removal on Haight Street, the project team reduced the effective hours of parking restrictions to support transit from all day (7am-7pm) on weekdays to peak periods only (7-10am, 3-6pm).
- The pilot project evaluation plan was expanded and refined based on public input. Specifically, vehicle queuing, crosswalk/intersection blocking, and other safety metrics will be studied on Haight Street in more detail than previously planned as part of the pilot proposal evaluation.
- Staff committed to greater enforcement activities intended to support the introduction of the pilot circulation changes and to address on-going traffic safety issues based on feedback from the community, including residents and merchants on Haight Street. The District 5 Supervisor Office has committed to assisting in the provision of SFPD enforcement resources at the start of the pilot, joining SFMTA parking/traffic control officers.
- The Page Street project team has met with the SFMTA Parking subdivision to consider modifications to the existing Residential Permit Parking regulations adjacent to Page Street (Areas S and Q).

ALTERNATIVES CONSIDERED

Only restricting eastbound traffic on Page Street at Webster Street: Staff have spent several years developing a proposal to restrict eastbound traffic at Webster Street without additional circulation changes, which would have maintained eastbound access to Octavia Boulevard and the Central Freeway on Page Street via Buchanan and Laguna streets. Upon further community discussions, including with District 5 Supervisor Brown's office, it was determined that there is support for a pilot of a more complete solution that fully restricts both the eastbound and westbound approaches to Octavia Boulevard on Page Street.

Implementing eastbound and westbound turn restrictions without the one-way street conversion: Staff considered whether to implement turn restrictions without converting the Octavia-Laguna block into a one-way westbound street for vehicle traffic and adding a protected bikeway (requiring the removal of 20 parking spaces). This alternative was rejected in order to fully protect cyclists that travel eastbound on Page Street.

Implementing a two-way protected bikeway on Page Street: Staff considered adding a two-way protected bikeway on the Octavia-Laguna block provided there is enough roadway width for such a design. However, this layout is only possible for one block without expanding project scope significantly on adjacent blocks and would result in irregular transitions into and out of the protected bikeway for westbound bike riders. This alternative is not recommended.

PAGE 14.

Implementing a protected bikeway westbound on Page Street: Staff considered a protected bicycle facility in the westbound direction from Laguna Street to Octavia Boulevard to complement the proposed eastbound protected facility. This would require the elimination of an additional twenty parking spaces on the block. Additionally, with the limited access for vehicles to Page Street, the anticipated low vehicle volumes meet national guidelines for 'bicycle boulevards' that do not require fully protected bicycle facilities.

Restricting vehicular access to Octavia Boulevard from Haight Street in one or both directions: In response to concerns regarding transit travel times and the effects of traffic on livability on Haight Street (either currently or with the proposed pilot project), a few stakeholders have raised the idea of undertaking a similar approach to turn restrictions on Haight Street. While staff do see this alternative as having potential merit, this potential action would require considerable additional public outreach and time to develop further. Given the magnitude of traffic circulation changes proposed for Page Street, and the opportunity for the pilot proposal to inform future potential changes on Haight Street, staff ultimately recommend moving forward with evaluation of the current pilot proposal before considering additional turn restrictions within the project study area.

No Project: Staff considered not proposing any improvements. However, given the importance of addressing collision patterns and improving the comfort of bicycling along Page Street, staff recommend a pilot to study the proposed traffic circulation changes and bikeway improvements.

FUNDING IMPACT

This project is funded by approximately \$350,000 in developer impact fee funds for transportation improvements within the Market-Octavia Plan Area.

ENVIRONMENTAL REVIEW

The proposed Page Street Bikeway Improvements Pilot Project is subject to the California Environmental Quality Act (CEQA) and CEQA provides a Class 6 categorical exemption for information collection including basic data collection, research, experimental management, and resource evaluation activities. On October 31, 2019, the Planning Department determined that the proposed Page Street Bikeway Pilot Project is categorically exempt from CEQA, pursuant to Title 14 of the California Code of Regulations Section 15306.

The proposed action is the Approval Action as defined by 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.

PAGE 15.

OTHER APPROVALS RECEIVED OR STILL REQUIRED

Final SFMTA decisions, whether made by the City Traffic Engineer or the SFMTA Board, can be reviewed by the Board of Supervisors pursuant to Ordinance 127-18. Information about the review process can be found at:

https://sfbos.org/sites/default/files/SFMTA_Action_Review_Info_Sheet.pdf

Only Items I-L listed above are subject to the Board of Supervisors review because all other parking modifications are directly related to the installation of Class II and Class IV bicycle facilities pursuant to Ordinance 127-18.

The City Attorney has reviewed this item.

RECOMMENDATION

SFMTA staff request that the SFMTA Board of Directors approve a 15-month Page Street Bikeway Improvement pilot project, starting approximately February 1, 2020 and ending on May 1, 2021, which includes implementing turn restrictions on and adjacent to Page Street at Webster and Octavia streets, converting Page Street between Octavia Boulevard and Laguna Street to one-way westbound except for bicycles, establishing Class II, Class III and Class IV bicycle facilities on Page Street, adding a peak period right-turn only except Muni lane on Haight Street for one block, and approving related parking and traffic modifications to improve safety and livability as set forth in Items A through L above.

SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY
BOARD OF DIRECTORS

RESOLUTION No. _____

WHEREAS, The San Francisco Municipal Transportation Agency has proposed traffic and parking modifications along Page, Haight, and Webster streets as follows:

- A. ESTABLISH – RIGHT OR LEFT TURNS ONLY, EXCEPT BICYCLES – Page Street, eastbound, at Webster Street
- B. ESTABLISH – RIGHT TURN ONLY, EXCEPT BICYCLES - Page Street, westbound, at Octavia Boulevard
- C. ESTABLISH – NO LEFT TURN - Webster Street, southbound, at Haight Street
- D. ESTABLISH – ONE-WAY STREET, EXCEPT BICYCLES - Page Street, westbound, from Octavia Boulevard to Laguna Street
- E. RESCIND – CLASS II BIKEWAY (BIKE LANE) - Page Street, eastbound, from Buchanan Street to Octavia Boulevard
- F. ESTABLISH – CLASS II BIKEWAY (BIKE LANE) - Page Street, westbound, from Octavia Boulevard to Webster Street
- G. ESTABLISH – TOW-AWAY, NO STOPPING ANY TIME - Page Street, south side, between Laguna Street and Octavia Boulevard
- H. ESTABLISH – CLASS IV BIKEWAY (PROTECTED BIKEWAY) - Page Street, eastbound, from Laguna Street to Octavia Boulevard
- I. ESTABLISH – CLASS III BIKEWAY (SHARED LANE) – Page Street, eastbound, from Buchanan Street to Laguna Street
- J. ESTABLISH – TOW-AWAY, NO STOPPING, MONDAY TO FRIDAY, 7 AM – 10 AM AND 3 PM - 6 PM - Haight Street, south side, from 154 feet west of Buchanan Street to Webster Street
- K. RESCIND – 2-HOUR PARKING, 8 AM TO 9 PM, MONDAY THROUGH FRIDAY, EXCEPT VEHICLES WITH AREA S PERMITS - Haight Street, south side, from 154 feet west of Buchanan Street to Webster Street
- L. ESTABLISH – 2-HOUR PARKING, 10 AM TO 3 PM AND 6 PM TO 9 PM, MONDAY THROUGH FRIDAY, EXCEPT VEHICLES WITH AREA S PERMITS - Haight Street, south side, from 154 feet west of Buchanan Street to Webster Street; and,

WHEREAS, The proposed parking and traffic modifications will start on approximately February 1, 2020 and end on May 1, 2021; and,

WHEREAS, The San Francisco Municipal Transportation Agency is committed to implementing bicycle and pedestrian safety improvements on Page Street; 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,

PAGE 17.

WHEREAS, Page Street experiences very high bicycle volumes, often exceeding the number of vehicles on the street in the morning commute; and,

WHEREAS, Page Street continues to see elevated numbers of injury traffic collisions, including a high concentration of collisions involving people bicycling and walking; and,

WHEREAS, The Page Street Bikeway Improvements Pilot Project aims to improve traffic safety for people bicycling and walking on Page Street, including students of John Muir Elementary School; and,

WHEREAS, Haight Street is an important transit corridor with over 20,000 daily riders in addition to important commercial and residential uses in the Lower Haight and Hayes Valley neighborhoods; and,

WHEREAS, Prohibiting entry onto Page Street at select locations between Webster Street and Octavia Boulevard would provide for the health and safety of citizens due to the high number of vulnerable roadway users, including people bicycling to and from downtown as well as students attending John Muir Elementary School, and the corridor's history of collisions involving these users; and,

WHEREAS, The Planning Department has determined that prohibiting entry onto Page Street at select locations between Webster Street and Octavia Boulevard would help to implement Objective 15 and Objective 18 of the City's General Plan's Transportation Element pursuant to California Vehicle Code section 21101(f) in order to allow the right-of-way to be allocated for other users of the street, thereby improving safety, prioritizing sustainable transportation modes, enhancing neighborhood livability, and supporting adjacent land uses; 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 bikeway proposed as part of the project meets these three requirements; and,

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

PAGE 18.

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

WHEREAS, The proposed Page Street Bikeway Improvements Pilot Project is subject to the California Environmental Quality Act (CEQA) and CEQA provides a Class 6 categorical exemption for information collection including basic data collection, research, experimental management, and resource evaluation activities; and,

WHEREAS, On October 31, 2019, the Planning Department determined that the proposed Page Street Bikeway Improvements Pilot Project is categorically exempt from CEQA, pursuant to Title 14 of the California Code of Regulations Section 15306; 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,

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

WHEREAS, Final SFMTA decisions, whether made by the City Traffic Engineer or the SFMTA Board, can be reviewed by the Board of Supervisors pursuant to Ordinance 127-18; however, only Items I through L listed above are subject to the Board of Supervisors review because all other parking modifications are directly related to the installation of Class II and Class IV bicycle facilities; and, now, therefore, be it

RESOLVED, That the SFMTA Board of Directors concurs with the Planning Department's determination that prohibiting entry onto Page Street at select locations between Webster Street and Octavia Boulevard would help to implement Objective 15 and Objective 18 of the City's General Plan's Transportation Element pursuant to California Vehicle Code section 21101(f) in order to allow the right-of-way to be allocated for other users of the street, thereby improving safety, prioritizing sustainable transportation modes, enhancing neighborhood livability, and supporting adjacent land uses; and, be it further

RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors approves a 15-month Page Street Bikeway Improvement pilot project, starting approximately February 1, 2020 and ending on May 1, 2021, which includes implementing turn restrictions on and adjacent to Page Street at Webster and Octavia streets, converting Page Street between Octavia Boulevard and Laguna Street to one-way westbound except for bicycles, establishing Class II, Class III and Class IV bicycle facilities on Page Street, adding a peak period right-turn only except Muni lane on Haight Street for one block; and, be it further

PAGE 19.

RESOLVED, That the Board of Directors approves related parking and traffic modifications to improve safety and livability as set forth in Items A through L above.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting on November 19, 2019.

Secretary to the Board of Directors
San Francisco Municipal Transportation Agency

Enclosure 2 – SF Planning Department Letter of General Plan Consistency



**SAN FRANCISCO
PLANNING DEPARTMENT**

MEMO

October 30, 2019

Tom Maguire
Acting Director of Transportation
San Francisco Municipal Transportation Agency
1 S Van Ness Ave, San Francisco, CA 94103

RE: Page Street Neighborway Project

Dear Director Maguire,

The San Francisco Municipal Transportation Agency (SFMTA) recently requested the Planning Department (Planning) issue a determination whether the proposed traffic diversion components of the Page Street Neighborway Project help implement adopted polices in the San Francisco General Plan.

Planning understands that this documentation is needed to ensure compliance with section 21101(f) of the California Vehicle Code which provides that local authorities can adopt regulations by ordinance or resolution to "(p)rohibiting entry to, or exit from, or both, from any street by means of islands, curbs, traffic barriers, or other roadway design features to implement the circulation element of a general plan...".

The Planning Department has determined that Objectives 15 and 18 of the San Francisco General Plan's Transportation Element support the proposed traffic calming and traffic diversion measures being proposed by the SFMTA which include:

- Prohibiting eastbound traffic from entering page Street at Webster Street
- Prohibiting westbound t through traffic and left turns on to Page Street at Octavia Boulevard
- Converting Page Street into a one-way street in the westbound direction between Laguna Street and Buchanan Street
- Adding a westbound bike lane on Page Street between Octavia Boulevard and Webster Street
- Adding a right-turn only except Muni lane on Haight Street between Webster and Buchanan
- Prohibiting left turns from Webster Street onto Haight Street

Objective 15 provides as follows:

Objective 15 – Encourage alternatives to the automobile and reduced traffic levels on residential streets that suffer from excessive traffic through the management of transportation systems and facilities.

Within this objective, Policy 15.2 states specifically to "consider partial closure of certain residential streets to automobile traffic where the nature and level of automobile traffic impairs livability and safety, provided there is an abundance of alternative routes such that the closure will not create undue congestion on parallel streets."

1650 Mission St.
Suite 400
San Francisco,
CA 94103-2479

Reception:
415.558.6378

Fax:
415.558.6409

Planning
Information:
415.558.6377

Objective 18 provides as follows:

Objective 18 – Establish a street hierarchy system in which the function and design of each street are consistent with the character and use of adjacent land.

Within this objective, Policy 18.1 states specifically that “wherever feasible, divert through automobile and commercial traffic from residential neighborhoods onto major and secondary arterials, and limit major arterials to nonresidential streets wherever possible.”

San Francisco’s Better Streets Plan, adopted in 2010 and incorporated by reference to the San Francisco General Plan (see Table 2 under Objective 18) by of the Board of Supervisors, is a unified set of standards, guidelines, and implementation strategies intended to carry out the city’s Better Streets Policy (Administrative Code Chapter 98). The Better Street Plan identifies a set of street ‘typologies’ to serve as the city’s official street hierarchy system, which are based on existing land use and transportation designations in the Planning Code and San Francisco’s General Plan.

Pursuant to the Better Streets Plan, the portions of Page Street and Haight Street within the project area are classified as “Neighborhood Residential” and such streets should be “quieter residential streets with relatively low traffic volumes and speeds.” By comparison, the adjacent and parallel Oak Street is classified as a “Residential Throughway” that should “move significant volumes of people across town in a variety of travel modes.”

Prohibiting entry of vehicles onto a residential street such as Page Street, between Webster Street and Octavia Boulevard, allows the right of way to be allocated for other users of the street, thereby improving safety, prioritizing sustainable transportation modes, enhancing neighborhood livability, and supporting adjacent land uses.

The identified San Francisco General Plan policies are applicable to the Page Street Neighborway Project *as well as* similar traffic calming and/or traffic diversion projects the SFMTA might pursue in the future for Neighborhood Residential streets, where the SFMTA elects to:

- Prohibit entry onto a street in certain locations by motorized vehicles
- Install traffic calming features such as traffic circles, medians, islands, bulb-outs, diverters, speed humps, tabled intersections etc. that slow vehicular traffic
- Install other vehicular circulation changes designed to implement Objectives 15 and 18 of the City’s General Plan’s Transportation Element.

In summary, the Planning Department finds the Page Street Neighborway Project furthers implementation of the San Francisco General Plan..

Best Regards,

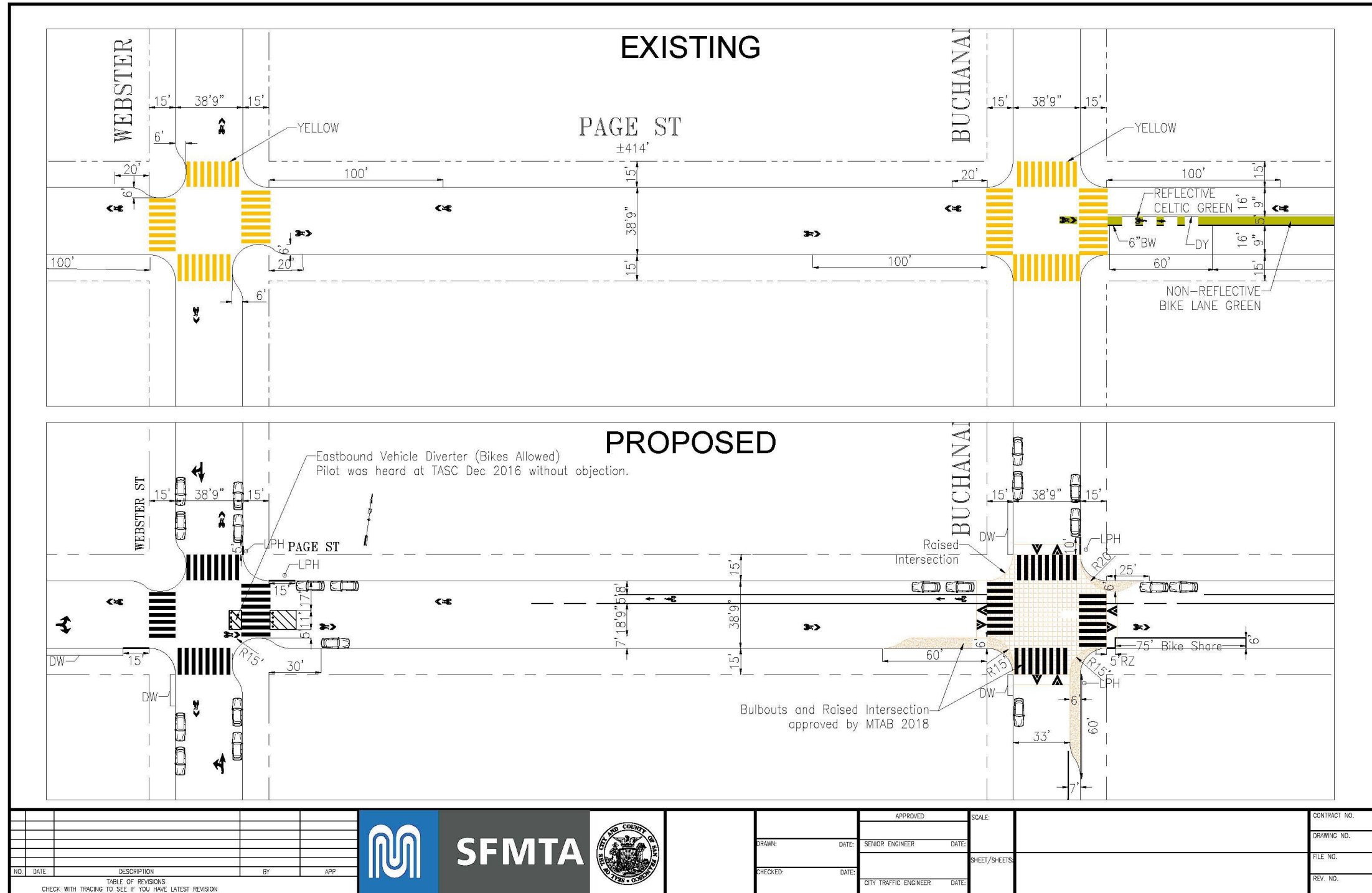


John Rahaim
Director of Planning
San Francisco Planning Department
City and County of San Francisco

PAGE 22.

This page intentionally left blank.

Enclosure 3 –Existing/Proposed Pilot Project Design Drawings



NO.	DATE	DESCRIPTION	BY	APP
TABLE OF REVISIONS				
CHECK WITH TRACING TO SEE IF YOU HAVE LATEST REVISION				



DRAWN:		DATE:		APPROVED		SCALE:		CONTRACT NO.	
CHECKED:		DATE:		SENIOR ENGINEER				DRAWING NO.	
				CITY TRAFFIC ENGINEER		SHEET/SHEETS:		FILE NO.	
				DATE:				REV. NO.	

