



## MEMORANDUM

August 6, 2021

**TO:** MEMBERS, PORT COMMISSION  
Hon. Kimberly Brandon, President  
Hon. Willie Adams, Vice President  
Hon. John Burton  
Hon. Gail Gilman  
Hon. Doreen Woo Ho

**FROM:** Elaine Forbes   
Executive Director

**SUBJECT:** Proposed 'Quick-Build' traffic and curb management changes in the Central Embarcadero between Mission Street and Broadway, per the San Francisco Municipal Transportation Agency's Embarcadero Enhancement Program in support of the City's Vision Zero traffic safety goals

**DIRECTOR'S RECOMMENDATION:** Approve the Attached Resolution No. 21-32

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### SUMMARY

The Embarcadero Enhancement Program (EEP) proposed by the San Francisco Municipal Transportation Agency (SFMTA), is a phased program of capital improvements to promote safety, mobility, connectivity, access, and economic recovery along The Embarcadero. The proposed 'Quick-Build' traffic and curb management changes in the Central Embarcadero between Mission Street and Broadway will improve pedestrian and cyclist safety by adding a 2-way bikeway between Broadway and Mission Street that would connect to the bikeway improvements completed in January 2021, between Mission and Howard Streets.

Port and SFMTA staff have provided periodic progress reports to the Port Commission, including on May 25, 2021 when staff described proposed improvements for the Central Embarcadero segment and the public outreach conducted during the past several months. On June 8, 2021 the Port Commission considered approval of the proposal but asked staff to prepare additional information related to signage and the Embarcadero Promenade (the Promenade) uses, public outreach, and traffic analysis and estimated traffic impacts. On July 13, the Port Commission reviewed new information on

**THIS PRINT COVERS CALENDAR ITEM NO. 8A**

Embarcadero lane configurations and received additional public comment. The text of this staff report is largely the same as that of July 13, with revisions indicated by underline and strikethrough text.

The Project team engaged Port tenants and other stakeholders to understand concerns and interests about the proposed improvements. Following the outreach, SFMTA refined the project proposal to address concerns and confirm overall support to extend the 2-way bikeway between Mission Street and Broadway. Final proposed elements include a northbound lane reduction from 3 lanes to 2 in front of the Ferry Building, a 'field test' of two alternative lane configurations for northbound travel and left turn lanes at Broadway (to be evaluated for optimal operations), improved curb management near the Ferry Building that includes a net increase of on-street loading and parking, and a public education / awareness campaign to reduce conflicts between people walking, bicycling, and riding scooters on the Promenade.

The cost of the Quick-Build Central Embarcadero Project is approximately \$1 million and will include evaluation and additional outreach to inform a second, later capital phase for the Central Embarcadero that could extend the 2-way bikeway south to Bryant Street. Later phases of work to improve the Southern Embarcadero segment (Bryant Street to Oracle Park) and Northern Embarcadero segment (Broadway to Jefferson Street) will be considered separately as opportunities and funding become available, including Port Commission status reports.

## **PORT'S STRATEGIC PLAN OBJECTIVES**

The Embarcadero Enhancement Program and Central Embarcadero project improvements support the goals and objectives of the Port's Strategic Plan as follows:

### **EVOLUTION**

#### **Evolve the waterfront to respond to changing public and Port needs.**

**Safer Embarcadero.** Collaborate with SFMTA to create a safer Embarcadero

- **Embarcadero Enhancement Program (EEP)** Work with Port tenants, development partners and public to increase safety along The Embarcadero for all transportation modes, implementing bicycle and pedestrian safety improvements between Mission and Broadway Streets in 2022
- **Promenade Management.** Develop and implement measures on the Embarcadero Promenade that reduce pedestrian and wheeled vehicle conflicts in 2021

### **ENGAGEMENT**

#### **Engage constituents and public on Port functions and activities**

**Public Awareness.** Strengthen understanding and support

**Involve People.** Engage advisory groups, communities, and stakeholders

- Inform and seek feedback through Port Commission meetings
- Inform and involve communities and constituents

**Agency Coordination.** Partner with City departments and government agencies to align communication, engagement, and activities

## **BACKGROUND**

### **Previous Presentations to Port Commission**

SFMTA and Port staff have provided periodic reports to the Port Commission on the development of the EEP, public outreach efforts, Quick-Build pedestrian and bikeway safety improvements constructed in 2020, and proposed improvements for the Central Embarcadero segment: July 13, 2021; June 8, 2021; May 25, 2021; January 21, 2021; June 9, 2020; February 11, 2020; November 13, 2018; and August 14, 2018.

### **Vision Zero**

The Port of San Francisco, San Francisco Municipal Transportation Agency, and other City agencies/departments are committed to the goal of eliminating all traffic deaths in San Francisco. The Embarcadero is on San Francisco's Vision Zero High-Injury Network (HIN), representing the 13% of city streets where 75% of the severe and fatal injuries occur. In the last five years, there were 189 reported injury collisions and three fatalities on the corridor (along with daily 'near misses' on the street and along the Promenade). The Washington Street and Broadway intersections see the highest collisions along the entire corridor, particularly for people on foot.

### **Embarcadero Enhancement Program (EEP)**

After the Port Commission report in January 2021, SFMTA and Port staff have continued to develop details on design and site improvements, cost estimates and capital requirements to implement bikeway and safety improvements, and to coordinate with Port development projects.

Whereas this effort initially was named the Embarcadero Enhancement Project, the improvements require a program of several discrete, coordinated capital projects to be implemented over time. SFMTA is therefore rebranding this effort as the Embarcadero Enhancement Program (using the same acronym, EEP) which includes an ongoing commitment to secure capital funding to implement new safety improvements as they are identified and refined. Projects are organized into the segments below and would occur in phases:

**Central Embarcadero** (Broadway to Bryant Street) – SFMTA’s capital improvements would be implemented in two phases, described in detail below. The southern boundary of the Central Embarcadero segment has been modified from Harrison Street to Bryant Street.

**Southern Embarcadero** (Bryant to Pier 40/Ballpark) – This segment requires significant capital investment and potential changes to the existing Promenade and center medians, requiring more public outreach, and coordination with the Port regarding adjacent development projects in the South Beach area before capital project(s) are designed and finalized.

**Northern Embarcadero** (Broadway to Pier 39/Jefferson Street) – This segment requires additional public outreach and alternative design options due to the complexity of the right-of-way and estimated capital costs for this stretch of The Embarcadero, including circulation and access needs of Pier 39 and Fisherman’s Wharf.

In addition to planning and capital project improvements under the EEP, SFMTA will continue to collaborate with the Port on improvements in transit service, safety, and compliance along the Promenade, and continued support for safe mobility on The Embarcadero for special events. SFMTA staff are also participating in Port work under the Waterfront Resilience Program, which may influence one or more future EEP capital projects.

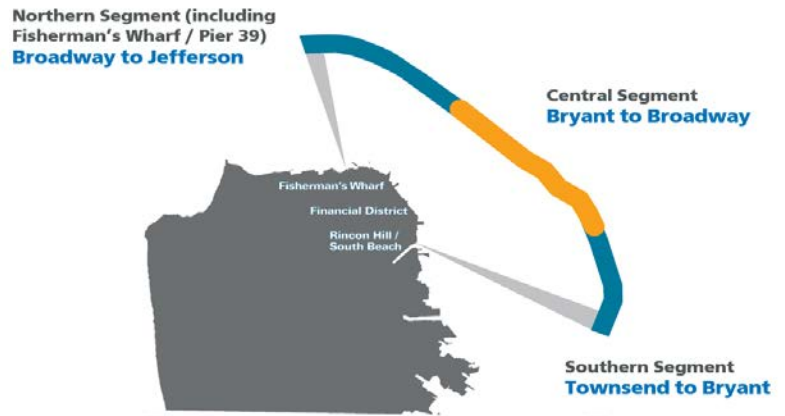


Figure 1. Geographic segments of the Embarcadero Enhancement Program

## CENTRAL EMBARCADERO PROJECT PROPOSAL

SFMTA is prioritizing the Central Embarcadero for improvement which would be accomplished in two phases: a first Quick-Build project phase implemented largely through paint and soft-hit posts that can be accomplished by City workforce; and a second, more capital-intensive phase that requires additional design, funding, and a private construction contract.

### Phase 1 – Central Embarcadero Quick-Build – Mission Street to Broadway

The proposed Project phase to be implemented in 2021-2022 prioritizes safety in the heavily used Ferry Building area. Improvements include:

- Extends the two-way bikeway (from two blocks to six) along The Embarcadero from Mission Street through the Ferry Building area to Broadway

- Improves two of the least safe intersections — Embarcadero at Washington Street and at Broadway — enhancing access between the waterfront and City side neighborhoods
- Provides for field testing of two alternative northbound vehicle lane configurations approaching Broadway to assess vehicle operations and circulation changes – one option that retains two through-lanes and one option that retains both existing left-turn lanes
- Changes to curb use in the Ferry Building area to create the two-way bikeway, and preserve commercial and patron access adjacent to the Ferry Building including expanded loading and taxi zones on the water side of The Embarcadero; on the city (southbound traffic) side, provide new parking meters, bus zone, and accessible parking
- Includes an evaluation and public awareness/education plan to emphasize proper travel and traffic behaviors along the bikeway, Promenade, and roadway in support of Vision Zero
- Includes a comprehensive update to signage along the roadway and promenade, with new proposed wayfinding and regulatory signage that directs all wheeled device users into the bikeway and restricts travel on the promenade for e-scooters and e-bicycles (which are currently prohibited).

**Anticipated Project Benefits.** The current bike lane is too scary for many people to use. The current bike lane is also often blocked by loading vehicles, forcing people riding bikes to ride on the Promenade unless they ride in auto lanes, which increases conflicts with pedestrians and business activities. In addition, southbound cyclists often ride in the Promenade because the southbound bike lane appears far from the Bay and adjacent commercial activity. Providing a protected lane for two-way bicycle and scooter traffic off the Promenade but near the Bay, and by improving loading opportunities for vehicles, the Project aims to reduce conflicts and deliver benefits for everyone: walkers, bike and micro-mobility users, and auto users.

Pedestrian crossing distances will be shorter as the roadway is narrowed from three traffic lanes to two. There would also be better protection at intersections with more painted buffers, and there would be fewer crosswalk conflicts with new signal timing, 'No Right Turn on Red' restrictions, and the elimination of U-turns from south- to northbound Embarcadero at Broadway. Pedestrians on the Promenade will experience fewer conflicts with bicycles and other wheeled conveyances as those users move to the new facility.

People driving would benefit from improved loading and short-term parking opportunities near the Ferry Building, reduced interactions with people on scooters and bikes, better wayfinding and lane assignment signage, and an overall safer driving environment. These benefits would also come with potential trade-offs, including one fewer northbound auto lane that could add 2 to 3 minutes of travel time for autos during peak periods.

People on bikes and scooters benefit from a new two-way protected bikeway with strong connections to/from the city-wide bike network and existing Embarcadero bike lanes.

**Bikeway and promenade design.** The Quick-Build phase (Phase 1) targets changes that can be made using low-cost and potentially-reversible treatments, with limited construction and utility impacts.

The two-way water-side bikeway will be at street level, adjacent to the curb, with a minimum 10-foot clear space for riding and where adjacent to loading, an additional six- to eight-foot-wide traffic buffer that would serve as a pedestrian access aisle. Vehicle loading and parking spaces would be relocated away from the curb with direct access to the pedestrian aisle and new crosswalks to reach the curb.

Directly in front of the Ferry Building, the bikeway would be maintained as a flexible ('paint and post' only) design to accommodate the Ferry Building and Farmer's Market activities. In other areas the bikeway barrier and pedestrian waiting areas may include concrete islands and railings (similar to the 2020 Quick-Build bikeway). Dedicated bike signals would be placed at all signalized intersections. Existing bike and scooter racks along the Promenade may be relocated and consolidated into parking corrals or 'hubs' that are better located for access to the bikeway.

**Loading and curb management.** The Project includes new loading and drop off areas between the Agriculture Building and Pier ½ to be located outboard of the two-way bikeway. New curbside parking and bus loading is proposed along the City-side (southbound) of The Embarcadero. The proposal retains loading in front of the Ferry Building and results in six new passenger and commercial loading spaces and two new taxi zones along northbound Embarcadero. On southbound Embarcadero, there would be a net gain of approximately three metered parking spaces in addition to blue (accessible) and bus zones relocated from the water side.

**Vehicle travel lanes.** The Project retains two left-turn lanes from northbound Embarcadero onto Washington Street, and two northbound through lanes from Mission to the midblock crosswalk at Pier 3. For the 200-foot segment of The Embarcadero approaching Broadway (where conditions change and space becomes more limited), two different lane configurations will be field tested and evaluated for performance based on direction from the Port Commission. The first configuration will retain two northbound travel lanes throughout the project area and eliminate one of two existing left-turn lanes onto Broadway. A second configuration will retain two northbound left-turn lanes and only one northbound vehicle lane. In both scenarios, two northbound lanes would resume north of the Broadway intersection and southbound left-turns (U-turns to northbound Embarcadero) at Broadway would be prohibited (allowing more green signal time for northbound Embarcadero traffic).

**Financial impacts.** The Phase 1 Project would have a net increase of three on-street metered parking spaces, approximately eight new commercial/passenger loading

spaces, and two new taxi spaces. New annual revenue from the parking meters is projected to be about \$25,000.

**Public education / awareness campaign.** To reduce the number of conflicts between people walking, bicycling, and riding scooters on the Promenade, especially in the vicinity of the Ferry Building, the Project would include a public messaging campaign. The campaign would employ signage and other outreach tactics to people bicycling and scootering to promote proper usage of the bikeway and pedestrian safety along the Promenade.

The SFMTA, working together with Port staff, will finalize and implement a signage and wayfinding program for Central Embarcadero with a focus on encouraging separation of travel modes and greater prioritization of pedestrian safety and comfort along the Promenade. This plan includes additional signs based on Bay Trail design standards (see Exhibit C for sample signage) to direct people bicycling and riding scooters into the two-way bikeway and encourage safe and considerate behavior (e.g., slower speeds, yielding to pedestrians). Additions and adjustments to the green bicycle wayfinding signs familiar to those who bike throughout San Francisco will be made to direct people on bikes into the bikeway and to nearby destinations. Further, new signs that notice the existing prohibition on electric bicycles, scooters, and other e-devices will be added.

SFMTA staff and volunteers would be present during and immediately after implementation of the quick-build changes to assist in adjustment to the new facilities.

New directional guidance for drivers on the Embarcadero roadway would provide advanced warning of lane changes. Approaching the Broadway intersection, signs would direct through traffic into the right-most lane and depict that the left-most lane turns left onto Broadway. Messaging would also promote slower vehicle speeds along the roadway.

The SFMTA is budgeting \$50,000 for these efforts.

**Public outreach & feedback.** The SFMTA conducted public outreach via direct virtual and in-person stakeholder engagement. Presentations to organized groups included the Northern Advisory Committee (NAC) and neighborhood associations. Outreach also included an online survey, interactive fact sheet, project website, mailer, and promotion on social media. The mailer describing the project and promoting the survey was sent to 17,300 addresses within one-half mile of the Embarcadero between Bay and Townsend streets (see map below). The team provided English, Spanish, Chinese, and Filipino versions of project collateral and the survey, which received over 1,400 responses – the majority from daily Embarcadero users. Results of the survey are listed in the SFMTA project website and through this link: <https://www.sfmta.com/project-updates/central-embarcadero-safety-project-survey-results-approval-dates>

## Mailer extent



Central Embarcadero stakeholders engaged by the Project team in 2021 include:

- Port of San Francisco Northern Advisory Committee (NAC)
- Hudson Properties, property managers for the Ferry Building
- Center for Urban Education about Sustainable Agriculture (CUESA)
- San Francisco Bay Area Water Emergency Transportation Authority (WETA)
- Pacific Waterfront Partners (PWP)
- Barbary Coast Neighborhood Association (BCNA)
- San Francisco Downtown Community Benefit District (SFDCBD)
- Chinatown Transportation Research and Improvement Project (TRIP)
- San Mateo County Transit District (SamTrans)
- Solano County Transit (SolTrans)
- Walk San Francisco
- San Francisco Bicycle Coalition
- San Francisco Tour Guide Guild
- SF Travel

The online survey and stakeholder meetings in 2021 produced public feedback that was consistent with, but more detailed than, past EEP engagement efforts. The following summarizes the public comments:

- Support for directing faster users off the Promenade via the new protected bikeway
- Support for pedestrian crossing improvements and safety upgrades at the Washington and Broadway intersections
- Support for safety upgrades at Washington Street and Broadway



- Concerns of faster-moving bikes and scooters on the Promenade and across the bikeway pedestrian crossings
- Concerns of vehicle congestion with the 'road diet' at Broadway and initial proposal to remove left-turn capacity at Washington Street
- Concerns for loss of loading and the floating loading design at the Ferry Building, particularly as related to farmers' market operations
- Requests for more signage and enforcement to encourage safer behavior

**Project modifications based on feedback.** SFMTA incorporated the following changes into the Project:

- Modified the Ferry Building curb management proposal to retain 100% of loading space including a white zone in the curb area between the Ferry Building and the Agriculture Building
- Worked with CUESA to assure their most intensive market load-in and load-out operations are compatible with the proposed design and will allow farmers to use the bike lane for load in/out purposes while also delineating where cyclists can safely use the adjacent passenger loading lane
- Removed a proposal to remove one of two left-turn lanes from northbound Embarcadero onto Washington Street to maintain efficient vehicle access to the Financial District and Chinatown
- Relocated proposal for southbound U-turn prohibition from Washington to Broadway to mitigate potential congestion from northbound lane reduction
- Added an education and awareness campaign to coincide with the extension of the two-way bikeway to promote proper use of the bikeway and safer travel behaviors for all users, particularly along the Promenade
- Prepared a more detailed signage and wayfinding plan that directs people bicycling and other wheeled devices into the new bikeway, and reinforces existing prohibitions of motorized bicycles, scooters and other vehicles on the promenade.
- Based on feedback from the Port Commission, SFMTA will conduct a 'field test' of two alternative northbound vehicle lane configurations approaching Broadway to evaluate which best minimizes traffic congestion and circulation.

Additional modifications may be included after initial implementation based on real-time observations and further public outreach.

## **Project evaluation and monitoring**

### **Traffic analysis**

Traffic analysis of the proposed changes is based on counts collected in September 2019 (AM and PM peak periods), which comes close to representing the busiest time of year for the waterfront in the busiest year on record for travel demand. These counts include all modes of travel both on the roadway and on the promenade.

Project staff - including a traffic consultant team - developed two analyses to consider impacts to vehicle congestion and circulation of the proposed lane diet along northbound Embarcadero (Mission to Broadway):

1. 'Big data' analysis (using anonymized cell phone data) to identify origin-destination and travel time information for Embarcadero roadway users and probable alternative north-south corridors
2. Synchro traffic software analysis (industry standard analysis) to estimate travel time, vehicle queuing and overall intersection operations

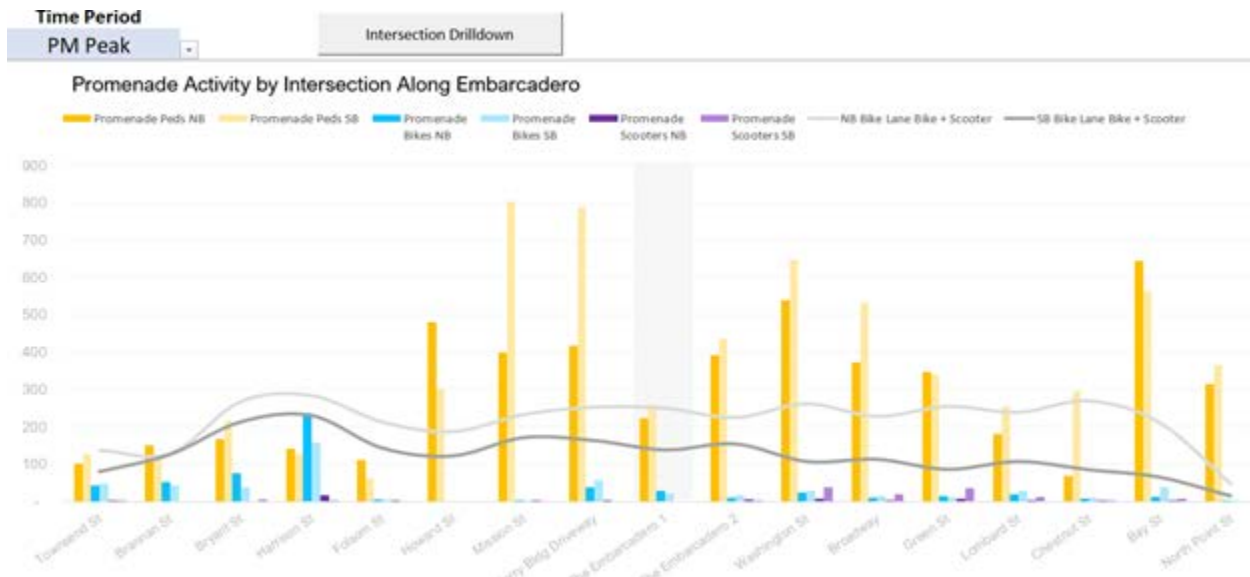
These different methodologies reached similar conclusions with respect to travel time and congestion effects: the project's lane removal would result in a 10% to 15% reduction of vehicle capacity during the (2019) weekday peak hours, with limited changes to (2019) congestion levels in the off-peak periods. In other words, the project's design is not expected to result in noticeable congestion and travel time increases until (or unless) vehicle demand begins to exceed 85-90 percent of pre-pandemic levels.

Based on the staff recommended alternative at Broadway that includes two-left turn lanes and one northbound through lane, the SFMTA estimates that northbound travel time within the project area could increase by approximately two minutes (from 7 to 9 minutes) during the peak periods, assuming 2019 travel demand and traffic patterns. Approximately 150 to 250 vehicles would seek alternative corridors based on the increased congestion (utilizing streets such as 6th, 3rd, Fremont/Front, Main/Drumm, and other corridors) or would otherwise modify their trip by leaving at a different time, taking a different mode, or eliminating the trip altogether.

This analysis does not include signal re-timing strategies that could help improve overall traffic capacity and travel time, depending on the final roadway design. Such efforts will be incorporated into the implementation phase of the project and could occur after implementation during the project evaluation phase.

### **Promenade 'Data Dashboard'**

To help understand conditions and prioritize improvements along the promenade, the project team conducted a travel mode/directional analysis of promenade users in September 2019 (snapshot below) at the same time roadway data was collected. This promenade and roadway data set will be re-collected in September 2021 to provide a post-pandemic and pre-project baseline with which to assess project changes and other impacts.



### Quick-build evaluation

The project team will initiate a comprehensive data collection effort within 2 months of substantially completing the quick-build phase, and will include a field test of two alternative lane configurations approaching the Broadway intersection that could last up to four months for each alternative. Key evaluation metrics/criteria will include but not be limited to the following:

- Change in vehicle travel time within the project area
- Overall volume and percentage of wheeled device users using bikeway versus promenade and on-street lanes
- Real and perceived changes in safety (to be informed by a user survey)
- Traffic compliance for all modes including at signalized intersections and at uncontrolled bikeway crossings to/from loading zones

Data collected during the quick-build evaluation will be compared to 2019 and 2021 pre-project data to help inform potential project changes and a final recommendation for the Broadway intersection approach.

The Broadway ‘field test’ will start with the completion of all changes south of Washington Street and an initial lane configuration that includes one northbound left-turn and two northbound through lanes. The initial configuration will be in place for a minimum of two months and maximum of four months, depending on performance, to allow for proper data collection and observation. SFMTA crews will then modify the northbound approach to Broadway to include two left-turn lanes and one northbound vehicle lane, which will also be evaluated for 2-4 months depending on performance. Within 10 months of the original implementation date, SFMTA and Port staff will return to the Port Commission with an evaluation assessment and staff recommendation to

retain or further modify the Broadway intersection approach and other quick-build features.

Longer-term changes that are recommended by staff will be used to inform the follow-up capital phase for the Central Embarcadero segment, from Bryant to Broadway.

### **Central Embarcadero - Phase 2 Capital Improvements (Bryant Street to Broadway)**

The Central Embarcadero Phase 2 Project would be informed by the evaluation of Phase 1 improvements and operations and would add more capital-intensive improvements. Phase 2 would extend the two-way bikeway two-blocks from Folsom to Bryant Street and could include: raised bikeway crossings at Clay Street, the Ferry Building driveway, and other crossing locations; upgraded traffic signals; and a real-time information messaging board (changeable message sign or CMS) for drivers approaching the Broadway intersection.

Extending the 2-way bikeway from Folsom to Bryant Streets could require the Promenade to be narrowed slightly to partially accommodate the bikeway, and a loss of up to 19 metered parking spaces and five motorcycle parking spaces adjacent to piers 26 and 28 to provide room for the new bikeway and loading zone area. The project team requires additional funding to advance more detailed engineering for this area but will continue to work with Port staff on refining design alternatives that minimize Promenade changes and retains some level of on-street metered parking and loading. SFMTA staff will seek funding to support engineering and design work for Phase 2. SFMTA will maintain coordination with Port staff and status reports to the Port Commission as design and schedule details develop.

#### **Regulating Uses on The Promenade.**

At the Port Commission meetings on June 8 and May 25, 2021 the Port Commission expressed pedestrian safety concerns caused by bicycles and motor-powered devices operated on the Promenade. The Port Commission also requested information about current permitted uses on the Promenade and, on the process, necessary to change permitted uses, including the potential to prohibit bicycles.

The proposed Quick-Build also includes signage on the Promenade informing users that motorized vehicles are not permitted and directing them to the bike lane, and signage encouraging faster moving bicycles to use the bike lane.

**Current Regulations.** The Promenade is regulated by the Port Commission as trustee, on behalf of the State, for the benefit of the people of California. The Port Commission's regulation of the Promenade is primarily codified in the Port Code, which is one element of the San Francisco Municipal Code. Notably, the Promenade is not a City sidewalk, as persons age 13 and above are prohibited from riding a bicycle on such sidewalks. The Port Code identifies Herb Caen Way (Embarcadero Promenade) as a "Park." The Port Code prohibits operation of a vehicle in all Port parks and includes a broad definition of

vehicle that covers electric scooters, electric or motorized bicycles, and other motorized conveyances. The definition of vehicle expressly excludes bicycles when under human power, so the Port Code currently prohibits use of the Promenade by motorized vehicles but authorizes use by bicycles, push-scooters, and other wheeled devices when under human power.

In addition to Port regulation, the Promenade is dedicated by the Metropolitan Transportation Committee and Association of Bay Area Governments (MTC-ABAG) as a part of the San Francisco Bay Trail, and subject to Bay Conservation and Development Commission (BCDC) permits that designate it as “Dedicated Public Access.” Staff is currently exploring whether other funding sources or regulatory agencies may constrain the Port Commission’s regulatory authority over the Promenade.

Because motorized devices are already prohibited under the Port Code, the Port Commission could direct enforcement of existing regulations in addition to the signage that will be included in the proposed quick build project. The Port Commission could choose to revise existing regulations including to prohibit non-motorized bicycles and other devices from using the Promenade. Potential pathways to revise regulations could include directing staff to pursue one of several options:

- Amend the Port Code prohibiting all bicycles and other wheeled devices from using The Promenade. This action would also require Board of Supervisors approval.
- Explore existing Port Code authority, including Port Code Section 2.3, which allows the Port Commission or Executive Director to close a park area to the public under certain circumstances.
- Amend the Port Harbor and Traffic Code (which is not codified as part of the San Francisco Municipal Code and does not require approval by the Board of Supervisors) to regulate wheeled devices under human power like bicycles (e.g., consider speed limits or potential prohibitions).

Any action to prohibit a use on The Promenade would be preceded by a thorough public outreach process to local, City, and regional users and may require approval of other agencies, including the BCDC permit.

### **Environmental Review**

SFMTA submitted an application to the San Francisco Planning Department for an exemption under the California Environmental Quality Act (CEQA) for the two phases of Central Embarcadero project improvements pursuant to California Senate Bill 288, which provides for a statutory exemption for bicycle facility projects in urbanized areas and related utility and improvements in the public right-of-way. A Project description was provided to the Planning Department in early May. The Planning Department determined, on June 2, 2021 that the Central Embarcadero Project (Case Number 2019-003785ENV) is statutorily exempt from CEQA pursuant to Public Resources Code Section 21080.25.

### **Schedule and Funding**

The SFMTA is committed to fully funding the Phase 1 Central Embarcadero Safety Project and has submitted a \$1 million fund construction request to the San Francisco County Transportation Agency (SFCTA). Implementation of the Quick-Build changes would occur in late summer or early fall of 2021, depending on coordination of roadway restoration by the Public Utility Commission associated with the Jackson and Embarcadero Force Main Rehabilitation Project currently underway. A public outreach and awareness campaign, Project evaluation, and the potential for Project modifications would be ongoing through 2022, along with the detailed design process for potential Phase 2 capital improvements.

Phase 2 of the Central Embarcadero Safety Project is estimated to cost about \$5-7 million. A separate fund request for Phase 2 detailed design will be submitted to the SFCTA later in 2021 once more information becomes available.

### **RECOMMENDATION:**

Approve the attached resolution allowing the SFMTA to construct Phase 1 Quick-Build traffic, curb and signage management changes in the Central Embarcadero between Mission Street and Broadway, per the San Francisco Municipal Transportation Agency's Embarcadero Enhancement Program in support of the City's Vision Zero traffic safety goals.

Prepared by: Casey Hildreth, Principal Transportation  
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Planning and Environment Division

For: Ming Yeung, Acting Deputy Director  
Planning and Environment Division

### **EXHIBITS:**

- A. Striping Drawing
- B. Curb Management Plan
- C. Signage Plan

**PORT COMMISSION  
CITY AND COUNTY OF SAN FRANCISCO**

**RESOLUTION NO. 21-32**

WHEREAS, The Embarcadero serves as a major transit corridor, tourist destination, marine-oriented commercial district and public recreation area that carries some of the highest numbers of daily bicyclists and pedestrians in the city; and,

WHEREAS, Most of The Embarcadero corridor has been identified by the San Francisco Department of Public Health as being on the Vision Zero High Injury Network, which represents the 13% of city streets that account for over 75% of all traffic-related injuries and fatalities; and,

WHEREAS, Safe and efficient passenger and commercial goods loading along the curb for northbound Embarcadero is critical to the economic and overall vibrancy of The Embarcadero waterfront; and,

WHEREAS, Existing Class II (paint only) bike lanes on The Embarcadero are too scary for many to use, resulting in high volumes of people riding and scootering on the Promenade and increased conflicts with pedestrians and waterfront business activities; and,

WHEREAS, The San Francisco Municipal Transportation Agency (SFMTA), in partnership with the Port and Public Works, has spent over seven years engaging stakeholder groups and the broader public on the Embarcadero Enhancement Program to envision a better, safer Embarcadero - from Pier 40/ Oracle Ballpark to Pier 39/ Fisherman's Wharf - including comprehensive public outreach in 2021 to inform and engage Port tenants and other waterfront users; and,

WHEREAS, the Embarcadero Enhancement Program (EEP) is a phased program of capital improvements to promote safety, mobility, connectivity, access, and economic recovery along The Embarcadero and SFMTA has prioritized safety and curb access changes in the Central Embarcadero segment, from Bryant Street to Broadway; and,

WHEREAS, As part of the EEP, SFMTA proposes to advance the Central Embarcadero Quick-Build Phase One Project (the Project) to establish a physically separated (Class IV) two-way bikeway adjacent to the Promenade and the removal of a northbound vehicle travel lane, from Mission Street to Broadway; and,

WHEREAS, the SFMTA will return to the Port Commission with an update on project implementation and discuss a pilot test for the Broadway configuration; and,

WHEREAS, The Project will increase commercial and passenger/taxi loading zones on the water side adjacent to the Ferry Building and result in approximately three (net) new metered parking spaces on the city side (southbound side) of The Embarcadero, along with relocated bus and accessible blue zones; 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 Class IV protected bikeway proposed as part of the Project meets these three requirements; and,

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

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

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

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

WHEREAS, The SFMTA will conduct robust data monitoring and evaluation of the Project improvements, and ongoing engagement, after completing construction that may result in Project adjustments and inform the design of a potential follow-up capital construction phase; and,

WHEREAS, The SFMTA will include a public education/awareness campaign and install signage upgrades along the Promenade and bikeway to direct proper use of the new facilities and seek to further prioritize pedestrian safety along the Promenade; and,

WHEREAS, The proposed Project is subject to the California Environmental Quality Act (CEQA); CEQA provides a statutory exemption from environmental review for pedestrian and bicycle facilities, including new facilities, and the associated maintenance, repair, relocation, replacement, or removal of any utility infrastructure pursuant to Public Resources Code Section 21080.25; and,

WHEREAS, The Planning Department determined, on June 2, 2021 that the Central Embarcadero Project (Case Number 2019-003785ENV) is statutorily exempt from CEQA pursuant to Public Resources Code Section 21080.25; and,



WHEREAS, Port Commission approval of the Project would be 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 Port Commission Affairs Manager, and may be found in the records of the Planning Department at <https://sfplanning.org/> and 49 South Van Ness Avenue, Suite 1400 in San Francisco, and is incorporated herein by reference; therefore be it,

RESOLVED, The Port Commission has reviewed and considered reports, studies, plans, and other documents pertaining to the Project, and has heard and considered public input on the Project; and be it further

RESOLVED, That Port Commission adopts the Planning Department CEQA determination as its own; and be it further

RESOLVED, That the San Francisco Port Commission hereby approves the construction of the Central Embarcadero Quick-Build Phase One Project affecting The Embarcadero between Mission Street and Broadway, as shown in Exhibits A and B of the staff memorandum accompanying this Resolution, subject to the requirement that the SFMTA will configure auto traffic lanes on the Embarcadero at the intersection of Broadway with no less than two northbound lanes, and authorizes the Executive Director or her designee to coordinate with the SFMTA and Public Works agencies and take such further action as may be required to implement these improvements; and be it further

RESOLVED, That the Port will continue to work with the SFMTA and San Francisco Public Works to monitor and manage traffic and travel conditions along The Embarcadero roadway and water side Promenade, in support a balanced approach to managing transportation needs for all users.

***I hereby certify that the foregoing resolution was adopted by the Port Commission at its meeting of August 10, 2021.***

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Secretary