



Memorandum

AGENDA ITEM 12

DATE: January 22, 2021

TO: Transportation Authority Board

FROM: Eric Cordoba - Deputy Director for Capital Projects

SUBJECT: 01/26/21 Board Meeting: Major Capital Project Update - Better Market Street

RECOMMENDATION Information Action

None. This is an information item.

SUMMARY

Led by San Francisco Public Works (SFPW), the Better Market Street (BMS) project is comprised of various streetscape enhancements, transit capacity and reliability improvements, and state of good repair infrastructure work along Market Street between Steuart Street and Octavia Boulevard. It includes bicycle lanes, pavement renovation, utilities upgrades, turn restrictions implementation, and improvements on sidewalk; way-finding; lighting; landscaping; transit boarding islands; transit connections; and traffic signals. The preliminary cost estimate for all phases of the project is \$604 million. BMS has a significant funding gap (\$407 million). SFPW has developed a proposed phasing plan that anticipates construction of Phase 1 (the segment between 5th and 8th streets) to start in 2021. The F Loop is Phase 2. The BMS team has been working to prioritize essential scope for Phase 1 to help close the funding gap; minimize construction impacts to businesses; and provide additional capacity for cyclists given the higher than anticipated volumes since Market Street became car-free. The new scope will maintain the curb line and delay sidewalk replacement. This will reduce project cost and business impacts. The revised scope includes a shared curb lane for cyclists, with improvements such as a painted buffer and double-sharrow treatments. Buses will not use the curb lanes but only the center lanes. The BMS team conducted public outreach on the new scope in November and December. Cristina Calderón Olea, SFPW project manager, will provide an update to the Board including the design modifications made in response to public input on the new design and their plans to advertise construction by March 1.

- Fund Allocation
- Fund Programming
- Policy/Legislation
- Plan/Study
- Capital Project Oversight/Delivery
- Budget/Finance
- Contract/Agreement
- Other: _____



BACKGROUND

Market Street is San Francisco's premier boulevard and an important local and regional transit corridor. The BMS project includes 2.2 miles of the corridor, from Steuart Street to Octavia Boulevard. It is a multi-modal project that includes, among other features, bike lanes, pavement renovation, landscaping, Muni track replacement and a new F-Line loop that would enable the streetcars to turnaround along McAllister Street and Charles J. Brenham Place, providing increased operational flexibility. In addition to its transportation-focused goals supporting the City's Transit First and Vision Zero policies, the project is also intended to help revitalize Market Street as the City's premier pedestrian boulevard. Although not part of the BMS project, the project team is coordinating with BART on its efforts to construct escalator canopies at BART/Muni entrances and to perform state of good repair work on BART ventilation grates.

The BMS project is a partnership between SFPW, which is the lead agency, the Transportation Authority, the San Francisco Municipal Transportation Agency (SFMTA), San Francisco Public Utilities Commission (SFPUC), and the Planning Department, which led the environmental review.

To improve safety and transit performance, the City implemented its quick-build program on Market Street on January 29, 2020. Quick-Build made Market Street car-free eastbound from 10th to Main street, and westbound from Steuart Street to Van Ness Avenue. The project improved transit performance with Muni lines running 6% faster on average. The volume of cyclists also increased by 25% to over 800 per hour at peak.

Given the cost of the project and the length of the corridor, SFPW plans to design and construct the project in phases. SFPW identified Phase 1 as the segment between 5th and 8th streets. As previously reported, SFPW has proposed a phasing plan for design and construction that would allow them to advertise Phase 1 construction in early 2021 and begin construction in summer 2021. The F- Loop streetcar turnaround along McAllister Street, Charles J. Brenham Place, and Market Street between McAllister and Charles J. Brenham is Phase 2. The phasing for the remainder of the corridor will be determined as funding becomes available.

DISCUSSION

Status and Key Activities. Quick-Build and Project Scope Changes: The success of quick-build and the increase in bicycle volumes led the project team to determine that the proposed 8-foot sidewalk bikeway was too narrow to accommodate the new bicycle volumes. Consequently, the project team proposed to eliminate the sidewalk-level bikeway, keep bicyclists in the existing curb lane, and add a 2-foot painted buffer to protect bicyclists. This change also allowed the project team to reduce the scope and cost of the project and minimize construction-related impacts to businesses along the corridor, a key consideration



anytime, but especially while the City is seeking to support economic recovery during the pandemic.

Other project design changes included eliminating Muni service in the curb lane to eliminate traffic conflicts, new fully-accessible boarding islands that are twice as large as current boarding islands, signalized crossings to boarding islands, shared curb lane with treatments that emphasize bike priority, and new curb ramps with limited sidewalk replacement. Potential transit and shared lane separation treatments include mountable curbs in painted buffers to discourage lane changes and speed tables to discourage speeding in curb lanes. Muni lines are expected to operate only in the center lanes which allows the signals to be optimized to favor transit.

The planned shared curb lanes will be reserved for bikes, paratransit, taxis and commercial vehicles. Loading restrictions in the morning and evening peak commute hours will continue to limit delivery vehicles and conflicts during the busiest times on Market Street. The project team anticipates 75% fewer vehicles in curb lane with the new car-free Market and new transit service plan.

The Path of Gold streetlight poles replacement and other utility relocations will be delayed. The project will repave Market Street and replace worn-down rails, BART grates in the street, and traffic signals. The tracks will be upgraded from "tie and ballast" to "direct fixation". The existing 8" traffic signals will be replaced with new, 12" signals that meet current standards. The project team plans to replace some water and sewer pipes that have reached the end of their design life and reline others to extend their life. The project team will also replace the overhead catenary system, traction power systems that provide electricity to vehicles, and switches.

Outreach Activities. The BMS team presented design changes to the public at virtual open house throughout November, two virtual meetings on November 4 and November 9, and also to the San Francisco Taxi Workers Alliance on December 2. The BMS team also conducted a public survey from November to early December.

The survey received 388 responses and indicated that many participants did not like the removal of the sidewalk level bikeway nor having to share the curb lane with taxis, delivery vehicles, and paratransit. There also were concerns about the speed tables, mountable curb, and having all of transit in one lane. Several people noted that private vehicles continue to drive on Market Street. Other respondents liked having a dedicated Muni transit lane, a wider lane for bicycles, and restrictions that help slow down or limit vehicles, such as commercial delivery and loading zone restrictions during peak commute hours. Bicyclists requested possibly moving taxis and paratransit to the center lane, and to install forced right turns at regular intervals/intersections. Paratransit is allowed to use the center Muni-only lanes.

Post-Outreach Proposed Changes. After receiving outreach responses from the online meetings, the project team proposed additional changes to respond to the concerns. These



changes include lowering the speed limit to 20 miles per hour between Franklin and Stuart streets. The project focused the installation of speed tables next to boarding islands to slow vehicle traffic and discourage speeding near transit riders and pedestrians while removing them from other midblock locations to reduce the number of speed tables that people biking and passengers in taxis or paratransit would need to traverse. Speed tables help enhance the 10-mile-per-hour safety zones next to boarding islands and vehicles will not be able to change lanes to avoid the speed tables at the new proposed locations.

People biking, transit riders, and taxi drivers expressed concerns about crossing mountable curbs to pass double-parked or broken-down vehicles. The project team will no longer install proposed mountable curbs between vehicle lanes and will instead, explore other ideas for lane separators. The team will also explore the use of traffic cameras to monitor illegal turns onto Market Street to improve enforcement of the ban on private vehicles.

To further reduce conflicts between motorized vehicles and pedestrians and bicyclists, the BMS team proposed implementing four new required right turns for taxis and commercial vehicles. The required right turns will be located eastbound at 8th and 6th streets and westbound at Kearny/Geary and Turk streets. Transit, paratransit, bicyclists, and emergency vehicles will be exempt from the right turn. The BMS team installed signage to indicate that taxis and paratransit vehicles may use Market Street loading zones at all times in January 2020.

To offset restriction taxis face on Market Street, the BMS team proposed to exempt taxis from left-turn restrictions along eastbound Mission Street at 11th and 9th streets, and westbound Mission Street at 2nd, New Montgomery, 5th, 6th and 11th streets. These proposed changes will add onto the 2019 Better Market Street legislation that included commercial vehicle loading restrictions during peak hours and three commercial vehicle required right turns. The required right turns westbound at Geary/Kearny streets and at Hayes/Larkin streets will be implemented in 2021 through quick-build implementation. The eastbound required right turns at 6th and 8th streets will be implemented after the Phase 1 construction phase. The SFMTA Board approved the speed limit reduction, required right turns, and left turns for taxis along Mission Street on January 19, 2021. The design team had completed 15% plans for the entire project corridor and is finishing design for the Phase 1 improvements with the new scope. The project will be ready for advertisement in Spring 2021 and construction should start by May 2021 as required by the federal Better Utilizing Investments to Leverage Development (BUILD) grant. The design for Phase 2 which includes the F-Loop along McAllister Street and Charles J. Brenham Place may take 2 years to complete with construction anticipated to start in 2024.

Project Cost and Funding. The partner agencies have reevaluated the state of good repair scope of work and reduced the total cost of the project. The new total construction estimate for Phase 1 is \$121 million of which \$74.5 million is for the construction contract, contingency, and escalation. Phase 1 construction soft cost estimate is \$32.3 million which includes \$7



million for the 2020 redesign. Work along Market Street between McAllister and Charles J. Brenham will be completed as part of Phase 2 - F-Loop and is estimated to cost \$13 million and soft cost is estimated to cost \$4 million. The total project cost for Phase 1 and Phase 2 is \$123 million compared to the 2019 estimate of \$191 million. A significant portion of the construction cost represents state of good repair and infrastructure renewal work that would be required regardless of the BMS project. However, maintaining the curb lane allowed the project to remove utility relocation work.

Attachment 1 shows the current funding plan for the BMS Project. The BMS project has secured \$197 million in funding from the federal BUILD grant program, One Bay Area Grant program, BART, Prop K sales tax, SFMTA's Prop A General Obligation bond, and other funding sources. Based on the 2020 cost estimate for the new Phase 1 scope, this would fully fund Phase 1 through construction with \$32.8 million to apply toward future phases.

The BMS team is also focused on getting the project shovel ready in order to qualify for potential state or federal stimulus funds.

Current Issues and Risks. The new design changes for Better Market Street seek to balance the needs of transit, bicyclists, pedestrians, taxis, paratransit, and delivery vehicles with a limited budget and while reducing the construction impacts on businesses that have been severely impacted by COVID. This can be a difficult balancing act due to limited lane space on Market Street, competing interests, and multi-modal traffic conflicts. Bicyclists have expressed concerns about the need for a dedicated bike facility to avoid traffic conflicts, but there is not enough space to provide a dedicated bike facility of the width required to accommodate even 2020 bike volumes. Taxis and paratransit have expressed concerns about reduced access and longer trips along the Market Street corridor due to forced right turns requiring less direct routes. Businesses may also have concerns about delivery truck route changes but have been difficult to reach as the majority of businesses have been closed during COVID.

Identifying funding to close the funding gap for the remainder of the project beyond Phase 1 remains a significant challenge. SFPW and project partners are continuing to look for other funding opportunities, and the project team is seeking to make the project shovel ready to compete for any stimulus funds. After finishing design for Phase 1, the project team will focus on Phase 2 and the remainder of the project. This will include extending the re-evaluation of the scope and phasing options corridor-wide, which is expected to help reduce costs and narrow the funding gap.

FINANCIAL IMPACT

None. This is an information item.



CAC POSITION

None. This is an information item. The CAC will be briefed on this item at its January 27, 2021 meeting.

SUPPLEMENTAL MATERIALS

- Attachment 1 - Better Market Street Project Funding Plan

Attachment 1.

BETTER MARKET STREET FUNDING PLAN

(Updated January 19, 2021)

ALL DOLLARS IN THOUSANDS

ENVIRONMENTAL AND PHASE 1 FUNDING

Funding Source	Status	Full Corridor Env. Review & 30% Design	Design Ph. 1 ¹	Redesign Ph. 1 ²	Construction Ph. 1 ³	Future Phases	Total by Fund Source
General Fund	Allocated	5,200					5,200
Octavia Land Sales	Allocated	3,050					3,050
Market Octavia Impact Fees	Allocated	1,500					1,500
Transit Center Impact Fees	Allocated					2,000	2,000
Prop A GO Bond	Allocated	12,960	7,642	7,000			27,602
SFMTA Transit Funds	Allocated	0	1,400				1,400
Affordable Housing and Sustainable Communities (AHSC)	Allocated				2,700		2,700
Prop A GO Bond	Programmed				67,890	30,778	98,668
BART (8th/Grove/Hyde/Market)	Programmed		225		410		635
One Bay Area Grant (OBAG)	Programmed				3,366		3,366
Prop K sales tax (EP 22 & 44)	Programmed		2,230		11,634		13,864
BUILD (federal)	Programmed				15,000		15,000
PUC Sewer and Water Funds	Programmed		2,100				2,100
PUC Sewer and Water Funds ⁴	Planned				20,000		20,000
Total Identified Funding		22,710	13,597	7,000	121,000	32,778	197,085
Phase 1 Funding							141,597
Phase 1 Design + Redesign + Construction Cost							141,597

¹ Phase 1A design cost included sidewalk level bikeway

² Phase 1 redesign cost includes shared curb lane

³ Preliminary (based on 20% design) full cost for Phase 1 (Market Street from 5th Street to 8th Street). The F-loop is now Phase 2.

⁴ Actual PUC cost will be determined through cost share negotiations

OTHER POTENTIAL FUNDING SOURCES

Funding Source	Funding Requested
Federal FTA 5309 (New Starts, Small Starts, Core Capacity)	
Federal FTA 5337 Fixed Guideway	
Federal BUILD	
Federal OBAG 3 (FYs 2022/23-2026/27)	
State Senate Bill (SB) 1, Cap & Trade (ATP, LPP)	
Regional Regional Measure 3 (bridge tolls): Phase 1	4,872
Regional Regional Measure 3 (bridge tolls)	20,128
Local SFMTA Prop B General Fund set-aside	
Local New Funding (vehicle license fee, bonds, sales tax, TNC tax)	
Local Prop K current/reauthorization	
Local Transit Center Impact Fees	