



## Memorandum

### AGENDA ITEM 10

**DATE:** July 9, 2021  
**TO:** Transportation Authority Board  
**FROM:** Eric Cordoba - Deputy Director for Capital Projects  
**SUBJECT:** 07/13/21 Board Meeting: Major Capital Project Update - Better Market Street

**RECOMMENDATION**     Information     Action

None. This is an information item.

#### SUMMARY

Led by the 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 a 2.2-mile stretch of Market Street between Steuart Street and Octavia Boulevard. It includes bicycle lanes, pavement renovation, underground sewer/water/AWSS utilities upgrades, turn restrictions, and improvements on sidewalk; way-finding; lighting; landscaping; transit boarding islands; and traffic signals. SFPW has developed a phasing plan that anticipates construction of Phase 1 (the segment between 5th and 8th streets) to start in 2022. The F Loop is Phase 2. In response to community comments for minimizing construction impact and maintaining service for the F Market, the BMS team is proposing two new alternatives for Phase 1. The first will prioritize surface improvements while the second will include the same scope plus transit and utility upgrades for 800 feet between 8<sup>th</sup> and 7<sup>th</sup> streets. Although the two alternatives have different benefits and risks, both will reduce project cost and business impacts for Phase 1. In order not to risk losing the \$15 million Federal BUILD grant, the BMS team will have to decide on an alternative and advertise the project by Summer 2021 to award the contract by November 10, 2021. Cristina Calderón Olea, SFPW project manager, will provide an update to the Board.

- 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 Street 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. The F- Loop streetcar turnaround along McAllister Street and Charles J. Brenham Place is Phase 2.

## **DISCUSSION**

**Status and Key Activities.** Market Street Traffic Study Update: SFMTA completed a study of the current use of Market Street in the first quarter of 2021 to evaluate Better Market Street traffic and transit usage post Car Free Market Street Quick Build to evaluate effectiveness and to gather data to be used to inform BMS design. They collected traffic counts and modes at three midblock locations between 9<sup>th</sup> and 8<sup>th</sup> streets, between 5<sup>th</sup> and 4<sup>th</sup> streets, and between 2<sup>nd</sup> and Sutter streets. The data was collected on February 23, 2021 and include vehicle type in both outbound and inbound directions during morning (7-9 am), midday (11 am - 1 pm), and evening (4-6 pm). The study shows private vehicle volume is down 87%, bike volume is down 69%, commercial vehicle volume is down 30%, taxi volume is down 35% and public transit is down 14%. Total traffic activity is down approximately 70% during morning and evening peaks, and approximately 40% during midday. In comparison, Bay Bridge trips are down by 23% and the estimated vehicle miles traveled in the city is down by 20%. According to the Transportation Authority COVID-era Congestion Tracker, traffic has been slowly returning as people return to in-office work and it is expected to increase more in the fall with return to office workplace and schools.

Renewed Compliance Campaign: SFMTA launched a compliance campaign on March 29, 2021. SFMTA Parking Control Officers and San Francisco Police Department Traffic Company were visible on Market Street 5-6 times a week and have performed more than 1,323 stops



(1,092 warnings and 239 citations) in the month of March and April with most unauthorized drivers being tourists.

Public Outreach: The BMS team presented design changes to the public at virtual open house throughout November 2020, at two virtual meetings on November 4 and November 9, and to the San Francisco Taxi Workers Alliance on December 2. In 2021, the BMS team also presented to the Better Market Street Community Advisory Committee on January 11, February 22, March 22, and April 26. Comments from these meetings and other public outreach reinforced the public's desire for reduced scope to limit construction impacts to businesses and residents who are concerned about economic recovery along the Market Street corridor after the pandemic. Phase 1 construction was anticipated to take up to 4 years and would require the F Market streetcar to be shut down between Union Square and Castro for the duration of the construction. The project team has received concerns from Market Street Railway and the Castro Merchants Association regarding the duration of the F Market shutdown. As a result, the project team has developed two alternatives to reduce construction duration and impact to the F Market.

New Phase 1 Alternatives Under Consideration: As a result of community inputs and the need to reduce construction impact, the BMS team has delayed advertisement of the Phase 1 of the project and developed two new alternatives that take into consideration risks associated with previous scope of work, construction duration, and impact to F Market .

New Alternatives - Alternative 1 - Safety, Accessibility, and Streetscape: The first alternative will focus on Safety, Accessibility, and Streetscape improvements between 5<sup>th</sup> to 8<sup>th</sup> streets. This alternative will provide a full traffic signal upgrade to improve safety and assist people who bike, walk, drive, or take transit. The curb lane and intersections will be repaved to provide a smoother ride for cyclists and safer crossing for pedestrians. The project will construct ADA-compliant curb ramps for increased accessibility and new bulb outs at 6<sup>th</sup> and Hyde streets, and at Market, Mason, and Turk streets to shorten crossing distances. New streetscape improvements include new trees, benches, and bike racks. This alternative does not include underground utility work, F Market track replacement, BART grate replacement, and new transit islands. This scope reduction will enable the project to be constructed with a shorter duration and with less impacts to the F Market streetcars. The project team will keep the F Market streetcars running as much as possible with potential closures for construction at intersections. The tradeoff of this alternative is that it is lower risk, but transit improvements and state of good repair are removed from this phase of the project. This will require the City to come back at a later time to repair existing surface/underground utilities. This means that some of the new surface improvements may need to be replaced again when implementing a future transit improvements/state of good repair contract(s). The preliminary cost estimate for this alternative is \$30 million.

New Alternatives - Alternative 2 - Combination: The second alternative consists of scope from Alternative 1 in addition to transit and utility upgrades between 8<sup>th</sup> street to the United Nations Plaza from the Phase 1 design. The transit improvements include two new longer boarding islands that are fully accessible. All transit will shift to the center lane in this location which is approximately 800 feet in length. The shift in transit will allow the curb lane to be prioritized for bicyclists, taxis, and delivery vehicles. Speed tables will be installed to control traffic speed in the curb lane. This



alternative will also include new tracks for the F Market, sewer, water, overhead contact system, Auxiliary Water Supply System (AWSS) repair, and traction power. Construction of Alternative 2 will require the shutdown of the F Market from 5<sup>th</sup> street to Castro in order to complete underground utility work and replace F Market tracks. Alternative 2 carries higher risk on cost, delays, and construction impacts but provides more benefits. Risks include unforeseen conditions with underground utilities and associated delay, and greater impact to businesses and F-Market streetcars. However, the alternative would also provide insights to the project team to inform the planning of future phases of the project.

A key objective of this alternative is the need to conduct further research into existing underground utilities. A recent SFPW project along Drumm Street indicated that despite extensive potholing of existing utilities during design, there are often additional unknown private utilities that may not be on as-built records. Relocating these utilities takes time and the BMS team anticipates that Market Street will have significant underground utilities. SFPUC's strategy to minimize the potential utility conflicts and surface impacts is to maximize the relining of the existing sewers and water pipes where possible, instead of installing new pipes. Alternative 2's limited utility work near the Civic Center BART and MUNI stations will also give the project team more insights into what underground utility work will be like for the rest of the corridor. The preliminary cost estimate for this alternative is \$60 million.

**Project Cost and Funding.** The partner agencies are still evaluating both alternatives. A more refined cost estimate will be provided when the BMS team completes evaluation of the alternatives. Once the scope of work for Phase 1 is determined, the project team will develop an implementation plan and estimate for the full corridor. We anticipate a significant funding gap to construct the full corridor from Steuart Street to Octavia Boulevard.

Attachment 1 shows the current funding plan for Phase 1 of the BMS Project. The BMS project has secured about \$204 million in funding from the federal BUILD grant program, OBAG Program, BART, Prop K sales tax, SFMTA's Prop A General Obligation bond, and other funding sources. Based on the preliminary cost estimate for the new alternatives scope, the funding plan would fully fund both alternatives.

The Federal BUILD grant requires award of the Phase 1 contract by November 10, 2021, or risk losing the grant for \$15 million. In order not to lose the award, the BMS will have to decide on an alternative and advertise the project by Summer 2021. Finalizing the design of either alternative will require minor modifications; therefore, a decision is needed as soon as possible to meet the deadline.

**Current Issues and Risks.** As the City reopens, the project team is sensitive to the needs of the businesses and the community as they start to recover from the COVID-19 pandemic. As noted above, concerns about keeping the F Market operating and unknown underground utility work have led the project team to reevaluate the project. Alternative 1 with no underground utility work will have a shorter construction duration and the least impact to businesses and residents. However, delaying critical infrastructure improvements will require the City to repair or replace those utilities at a later date in the same area. Alternative 2 has higher risks and requires a longer shutdown of the F Market streetcars but provides more benefits for the 800 feet between 7<sup>th</sup> and 8<sup>th</sup> streets.



The Market Street corridor is crowded with both private and public underground utilities with limited space to accommodate new pipelines or infrastructure. The underground private utilities are often poorly documented and potholing during design is not enough to determine the locations of all utilities. The center sewer line from the late 1880's will be relined, but service lateral failures are the most common 311 sewer service calls. The water transmission pipelines are critical to water delivery, and the joints in the existing pipes are made of lead and will fail in a major earthquake. Current pipeline construction standards use rubber gasket connections that are more seismically reliable. Just between 5<sup>th</sup> and 8<sup>th</sup> streets alone will require replacing 3,800 linear feet of water main. In addition, the construction team may also have to install a temporary top line for the 8-inch water main to supply water during construction.

One key funding risk is meeting the BUILD grant deadline to award, so the project does not lose \$15 million in funding. Another risk is securing funding for the full corridor of Better Market Street.

### **FINANCIAL IMPACT**

None. This is an information item.

### **SUPPLEMENTAL MATERIALS**

- Attachment 1 - Better Market Street Project Funding Plan

Attachment 1.

**BETTER MARKET STREET FUNDING PLAN**

(Updated July 8, 2021)

ALL DOLLARS IN THOUSANDS

**ENVIRONMENTAL AND PHASE 1 FUNDING**

Funding Source	Status	Full Corridor Env. Review & 30% Design	Design Ph. 1 <sup>1</sup>	Redesign Ph. 1 <sup>2</sup>	Construction Ph. 1 <sup>3</sup>	Future Phases	Total by Fund Source
General Fund	Allocated	5,161					5,161
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		1,355				1,355
Prop K Sales Tax (EP 22U)	Allocated		2,230				2,230
One Bay Area Grant (OBAG)	Allocated				3,366		3,366
BUILD (federal)	Allocated				15,000		15,000
Repurposed Federal Earmark	Programmed				71		71
Prop K sales tax (EP 22 & 44)	Programmed				11,634		11,634
Prop A GO Bond	Programmed				41,810	56,858	98,668
Affordable Housing and Sustainable Communities (AHSC)	Programmed				2,700		2,700
BART (8th/Grove/Hyde/Market)	Programmed		225		3,020		3,245
FY22 Certificates of Participation	Programmed				3,000		3,000
PUC Sewer and Water Funds	Programmed		2,100				2,100
PUC Sewer and Water Funds	Programmed				22,194		22,194
<b>Total Identified Funding</b>		<b>22,671</b>	<b>13,552</b>	<b>7,000</b>	<b>102,795</b>	<b>58,858</b>	<b>204,876</b>
<b>Phase 1 Funding</b>							<b>146,018</b>
<b>Phase 1 Design + Redesign + Construction Cost</b>							<b>146,018</b>

<sup>1</sup> Phase 1A design cost included sidewalk level bikeway

<sup>2</sup> Phase 1 redesign cost includes shared curb lane

<sup>3</sup> Cost of Phase 1 (Market Street from 5th Street to 8th Street) does not include the segment of Market St between McAllister and Charles J. Brenham. This segment will be constructed with Phase 2 (F-Loop).

**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	