# 22 Fillmore Transit Priority Project

SAN FRANCISCO, CALIFORNIA, CA-012

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Point of Contact: Joel C. Goldberg, Manager Capital Procurement and Management 415.701.4499 | joel.goldberg@sfmta.com

Project Website: www.sfmta.com/22TPP



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Office of Economic & Workforce Development
Office of Community Investment & Infrastructure
Eastern Neighborhoods Citizens Advisory Committee
North East Mission Business Association
Potrero Dogpatch Merchants Association
San Francisco Bicycle Coalition
Walk SF
Golden State Warriors
San Francisco Giants
SFMade
University of California, San Francisco



## **Project Description**

#### **Project Overview**

The 22 Fillmore Transit Priority Project ("Project") is a \$67 million investment to revamp the transportation infrastructure along a rapidly changing 2.3 mile transit corridor. The 22 Fillmore trolley route connects northeast to southeast San Francisco as it passes through the heart of the city, traveling north-south along Fillmore Street and east-west along 16th Street. The project will transform and shape the corridor by improving transit reliability, travel time, safety, and accessibility for all users while meeting the needs of current and future residents, workers, and visitors to this growing regional destination.

Upgrading the 22 Fillmore line is necessary and timely with the high degree of redevelopment and explosive job growth that is occurring in eastern San Francisco, particularly in Mission Bay. With access to the area enhanced by the T Third light rail line travelling north-south in eastern San Francisco, the City now needs to improve and expand east-west transit connections in the area. The 22 Fillmore Transit Priority Project, which focuses on revamping the east-west transit connection on the 16th Street corridor, is an absolute necessity for the City, the Bay Area, and the high-growth Silicon Valley economic engine. The project's impact is wide-ranging: **Housing:** The citywide housing crisis in San Francisco is felt acutely on the project corridor. Currently, over 43,000 people live within a quarter-mile of the project area, with more housing in construction or planning. The demand for housing in Mission Bay cannot be met quickly enough, with housing being absorbed into the market as soon as it is completed. Mission Bay will generate over 6,400 housing units at full build-out, with over 1,800 units reserved for low-income residents. While full build-out is several years away, existing residents along the corridor need effective east-west transit connections now. By linking four neighborhoods (Castro, Mission, Potrero Hill, and Mission Bay) whose combined population is 51 percent minority and 25 percent low-income, this project will enable residents to make faster multimodal connections to jobs, schools, and healthcare services in an area undergoing tremendous change.

**Connections to Education:** The community is served by 23 schools within a half mile of the project corridor. The new private AltSchool is at the east end of the 16th Street corridor as is a new K-12 school within the University of California San Francisco Children's Hospital. The project



improves access to both new schools, and all other educational opportunities within accessible distance to the project corridor.

**Connections to Jobs:** The east end of the 16th Street corridor is transforming with economic growth and development driven by professional sports, medical research, commercial businesses and their support economies. Along the project corridor, approximately 2,800 businesses employ over 23,000 individuals. The project vastly improves access to jobs in both directions. For example, a range of positions associated with the recently opened UCSF Medical Center at Mission Bay,from clerical and administrative, to law enforcement, maintenance, medical and research, are currently being filled.

**Community Revitalization:** Rich planned streetscape elements build and integrate communities by providing safe places to shop, walk, bike, work, and play. Examples include:

- An accessible community plaza is planned at 16th Street between Treat and Harrison Streets.
- The project calls for contiguous sidewalks along the entire corridor on the north, making for a seamless walking experience.

- The corridor is designed to keep traffic moving but at a slower speed. This will improve the safety of the corridor, leading to smoother driving and safer walking.
- Enhancements to pedestrian safety and the urban environment, including daylighting that reconfigures and removes parking so that pedestrians are more visible to motorists; possible pedestrian scale lighting to improve safety and intersection visibility; and combining of streetlight fixtures and trolley coach poles to reduce clutter and provide a more pleasant walking environment.

**Regional Connections:** By improving transit service along the corridor, the San Francisco Municipal Transportation Agency (SFMTA) will establish a quick, direct link between SFMTA's T Third light rail line and BART's 16th/Mission Station two miles to the west.

**Local Commitment:** The 22 Fillmore Transit Priority Project is a signature project in the SFMTA's *Muni Forward initiative*, a comprehensive program of capital projects and service upgrades that will address key issues impacting San Francisco's transit reliability, safety, and access. The project also has strong local financial support, with the City contributing 66 percent of project funds.

# The 22 Fillmore Transit Priority Project sets a national standard for making transit, walking and biking the solution to connecting jobs and communities:

#### NATIONAL BENEFIT:

- Brings existing transportation infrastructure into a state of good repair pursuant to FTA directives.
- Enhances economic competitiveness of the nation by enabling efficient access to the medical and biotechnology research and development industries in the area.
- **Promotes environmental sustainability** through emissions-free, high-quality public transportation.
- Sets a national standard for how to make transit, walking and biking the solution to connecting jobs and communities.

#### **REGIONAL BENEFIT:**

- **Improves coverage and connection** to regional transit, allowing more efficient movement of people throughout the area.
- **Supports economic growth** in the region by providing businesses with access to a larger and more diverse labor pool and expanding job opportunities for workers.

#### LOCAL BENEFIT:

- **Connects communities** that have a high percentage of low-income and disadvantaged individuals to jobs, education, healthcare centers, and other basic needs.
- Supports the City's Vision Zero policy to eliminate traffic fatalities in San Francisco by building critical improvements to enhance safety for people walking and bicycling.
- Addresses long-standing transportation needs reflected in numerous planning documents.
- Allows the City to better shape an area that is rapidly evolving through redevelopment.



### Geographic & Urban Context: A Formula for Ladders of Opportunity

Two miles south of San Francisco's Financial District, the 2.3 mile 16th Street corridor connects established and developing neighborhoods to commercial districts, major new health care providers, and regional public transit services.

At the western end of the corridor is the **Castro District**, a neighborhood famous for its diversity. It is a mixed community of residences, retail businesses and restaurants. Served by major transit lines, including the F-Market historical street car that travels along Market Street to downtown, and a popular Muni light rail stop, many of the residents and visitors use transit to and from the area.

East of the Castro District is the **Mission District**, a dense, multicultural residential neighborhood that was the site of the City's original Franciscan mission. This segment is home to a regional transportation node - the BART station at the intersection of Mission and 16th Streets - that serves 12,000 passengers on an average weekday and carries residents to jobs throughout the Bay Area. The corridor's middle segment passes through the northern end of the **Potrero Hill** neighborhood with its mix of residential and light industrial uses. Many of the warehouses that used to serve nearby docks now support a vibrant local manufacturing trade. These production, distribution, and repair (PDR) jobs offer important employment opportunities for local communities and create a diverse economic base for the City. The Potrero Hill neighborhood includes the Central Waterfront area.

At the eastern end of the corridor, **Mission Bay** is a large redevelopment project well underway. When fully builtout, Mission Bay will include over 6,400 housing units, numerous biotechnology research and development companies, the recently opened University of California San Francisco (UCSF) Medical Center with three hospitals primarily serving children, women and cancer patients, and a new Kaiser Permanente Medical building. The direct connection to Mission Bay is made possible by an innovative and cost-effective solution to the long-standing technical challenge of crossing the Caltrain tracks, a key component of the 22 Fillmore Transit Priority project.



In addition, to complement the existing San Francisco Giants' AT&T ballpark in the area to the north, the Golden State Warriors plan to build a new professional basketball arena near the proposed 22 Fillmore project's terminus at the east end of 16th Street. Development in Mission Bay even without the new arena is expected to create more than 32,000 jobs in addition to nearly nine million square feet of educational, research and development, and office space.

To help catalyze Mission Bay development, the Department of Transportation is investing \$10 million in TIGER IV funds for an array of street and light rail infrastructure investments. The project at hand will complement that investment to provide a direct link from Mission Bay to jobs, residencies and regional transit options to the west.

Comparable to a medium urban city's daily ridership, the 22 Fillmore has average daily boardings of 15,000 riders. One of the city's most heavily used lines, it is ranked 15 out of 89 transit lines. Along 16th Street, the 22 Fillmore line averages 8,000 weekday customers. Other buses traveling on 16th Street include the 33 Ashbury/18th with

1,400 weekday customers and the 55 16th Street Shuttle with 1,200 weekday customers. Average transit speed along the corridor is only 7 miles per hour during peak periods. This slow speed is due in large part to closely spaced stops and traffic. Vehicle congestion and transit delays are anticipated to grow substantially in tandem with development along the corridor, further slowing transit service and affecting reliability. Additionally, narrow sidewalks, a lack of street trees, and several unsignalized and complex intersections make the corridor difficult and unpleasant to navigate on foot.

In sum, over 43,000 people (51 percent minority, 25 percent low-income) live within a quarter-mile of the project area. Approximately 2,800 businesses employing over 23,000 individuals call the area home. The proposed project will transform and better connect these communities by improving reliability, travel time, safety, and accessibility for all regardless of mode of travel. It will also provide ladders of opportunity to residents in the form of better transportation choices, whether they choose to walk, bike or take transit.

#### **Quick Facts**



#### **Transportation Challenges**

## DISCONNECTED STREETS, NON-LINEAR TRANSIT SERVICE, TRAFFIC FRICTION:

16th Street allows for continuous east-west travel through a part of San Francisco with hilly terrain and a disjointed street grid due to multiple freeway crossings and the Caltrain commuter rail right-of-way. The combination of large and disjointed parcels, freeways and rail rights-ofway in the eastern part of the City - a legacy of the area's industrial and shipping roots - created a disconnected street grid. As the only viable east-west corridor for all modes, 16th Street has been designated as a Transit Priority Street in the SFMTA's *Muni Forward* initiative, a Major Arterial in the City's Congestion Management Plan network, as well as a designated truck route.

At present, Muni trolley coaches cannot directly navigate 16th Street from Church Street on the west to 3rd Street on the east because of the lack of overhead contact wire infrastructure. Instead, the 22 Fillmore crosses over the Caltrain right-of-way on 18th Street, three blocks south of 16th Street, meandering off-corridor at speeds greatly reduced by excessive turns on narrow streets. The innovative and cost-effective solution to the long-standing technical challenge of crossing the Caltrain tracks is a key component of the 22 Fillmore project.

Throughout the transit corridor, whether on 16th Street itself or the side streets it runs on, the 22 Fillmore endures slow speeds and frequent delays. Consistent causes of transit delay include long passenger boarding and alighting times, friction between parking and loading vehicles, double-parked vehicles, vehicles getting stuck behind cars turning right, narrow lanes, and closely spaced transit stops.

## PEDESTRIAN SAFETY AND UNCOMFORTABLE WALKING ENVIRONMENT:

In San Francisco, 60 percent of severe and fatal traffic injuries occur on just 6 percent of the city's streets. 16th Street from Church Street to San Bruno Avenue is one of these high-injury corridors. Narrow sidewalks and several unsignalized and complex intersections make the corridor difficult and unpleasant to navigate on foot. Also, a lack of street trees creates a less safe walking environment as there is no distinct edge to the sidewalks and no barrier from errant drivers.



From 2007 to 2011, there were 126 collisions involving a pedestrian in the corridor, with 35 percent of all collisions in the project area involving people walking or bicycling. The most common causes for injury collisions are excessive vehicle speed, left-turning vehicles and people crossing mid-block outside of the designated crosswalk. Projected growth and increasing vehicle congestion may exacerbate dangerous conflicts between different modes of transportation along the corridor.





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## AGING TRANSPORTATION AND UTILITIES INFRASTRUCTURE:

Portions of the existing overhead catenary system (OCS) for the trolley bus were originally constructed in the 1940s and are still supported in some places by wooden poles from that era. These aging support poles require significant maintenance and a shorter replacement cycle compared to more modern equipment. The corridor's aging infrastructure goes beyond transit facilities and includes sewer, stormwater, and emergency water supply systems. While the older systems still function, they run immediately adjacent to the San Francisco Bay and are therefore more vulnerable to extreme weather events and emerging hazards related to climate change.

#### **GROWING CONGESTION & A LIMITED RIGHT-OF-WAY:**

Substantial development is planned for several neighborhoods connected by 16th Street, including the northern Mission District, Showplace Square, and especially Mission Bay. Given right-of-way constraints, the existing street space must be used more efficiently to accommodate the growing number of trips in the corridor. The project will dedicate travel lanes in key areas to transit in order to effectively carry larger number of customers without being caught in congestion.







## Economic Growth: Envisioning the Need for Efficient and Reliable Transit on the 16th Street Corridor

Imagine taking a walk starting at BART's 16th / Mission Street station, heading east along the 22 Fillmore Transit Priority Project corridor. In the Mission District, you are in the middle of one of San Francisco's most vibrant neighborhoods. Its dense, multi-ethnic urban fabric is ever-changing and its residents, on average, earn less than San Francisco's median income. Just over two miles to the east is the astounding growth of Mission Bay, built along 3rd Street and Muni's light rail line. The landscape of Mission Bay and surrounding neighborhoods is changing quickly. New residential Francisco. These units are located within walking distance of the vast, new University of California -San Francisco Medical Center and planned Kaiser facilities, both serving as major anchors to a new and major healthcare hub. Now a new arena is proposed by the Warriors along the waterfront at the intersection of 3rd and 16th Streets. Many other dynamic projects are underway or planned. Combined, these new land uses will generate thousands of new jobs and daily trips. With new housing and many jobs emerging in Mission Bay, reliable transit access to the area is needed to maximize the potential of all the redevelopment.

The 22 Fillmore Transit Priority Project will provide a direct link to and from Mission Bay in the eastern part of the city to jobs, residences and regional transit options to the west, and ultimately the rest of the City.

#### Project Impact: Opportunities & Benefits

The 22 Fillmore Transit Priority Project is a Complete Streets project that will transform the area by changing both the *appearance* of the neighborhoods with richer streetscape and modern transportation infrastructure, and the *character* of the neighborhoods by accommodating a growing diverse community, promoting security and safety, and improving transportation connectivity and multimodal access. Specific opportunities and benefits are:



## MAKING TRANSIT OPTIONS FASTER & MORE RELIABLE:

The project will modernize and extend the trolley bus system to improve transit reliability, travel time, safety, and accessibility for all users on the 22 Fillmore Muni route. The Muni system is designed on a modified grid that allows customers to reach most areas of the City with a single transfer, greatly expanding the project's impact beyond the 16th Street corridor. This route, one of the most heavily-used transit lines in the City, currently carries approximately 15,000 people a day along the entire corridor, with 8,000 in the project area. This project will facilitate zero-emission transit service that connects the Mission Bay neighborhood to the Inner Mission and other neighborhoods north of Market Street. Moreover, with this connection in place, Muni service will connect to the existing T Third light rail service. At that location will be found the site of the proposed new Golden State Warriors basketball arena and thousands of jobs clustered around the UCSF Medical Center at Mission Bay.

## CREATING A SAFER WALKING & BICYCLING ENVIRONMENT:

Streetscape improvements, including widened sidewalks, transit and pedestrian bulb-outs, street trees, high-visibility crosswalks, and potential pedestrian scale lighting will increase the visibility of people walking and decrease the potential for injury. Additionally, the project will transform 17th Street, a parallel street one block to the south, into a continuous, safe, comfortable and attractive bicycle route for traveling in the east-west direction.



#### FACILITATING REGIONAL CONNECTIONS:

A primary goal of the project is to better connect regional transit hubs and adjacent residential areas in the west (including the Mission District's 16th Street Mission BART station) to burgeoning biotech jobs, retail centers and healthcare destinations located in Mission Bay in the east. The project will also improve connections to Muni's T Third light rail line, which is currently being extended to Chinatown, the nation's densest population outside of Manhattan.



#### **PROVIDING LADDERS OF OPPORTUNITY:**

By linking four neighborhoods (Castro, Mission, Potrero Hill, and Mission Bay) with a 51 percent minority population and 25 percent low-income population, this project will enable faster, more predictable multimodal connections to jobs, schools, and health care services in an area undergoing tremendous growth and redevelopment. Upgraded transportation modes supporting ladders of opportunity include bicycling, walking, and most significantly, transit.

#### LEVERAGING ONGOING INVESTMENT IN THE AREA:

The Mission Bay development is a \$4.2 billion investment that will result in residential and commercial development, new educational institutions, medical research and technology centers, and several new hospitals. The 22 Fillmore Transit Priority Project will be implemented in this area in coordination with other improvements to Muni under the *Muni Forward* program. This citywide coordination will multiply the benefits of each individual project and deliver more value for San Francisco and the region.





### Mode by Mode: Benefits of the 22 Fillmore Transit Priority Project

- Bus-only lanes, transit signal prioritization and fewer turns improve travel time and reliability
- Upgraded overhead catenary system reduces maintenance costs and risk of dewirement
- Transit bulbs provide extra space for waiting passengers and improve transit performance by eliminating the time needed to merge back into traffic
- Introduces pioneering technology to allow for the crossing of the Caltrain commuter rail line



- Pedestrian bulb-outs reduce crossing distances and increase visibility of pedestrians
- Pedestrian countdown signals allow people to determine if they can safely cross the street before the light turns red
- Widened sidewalks and additional streetscape elements such as landscaping create a safer and more pleasant walking environment



- Movement of the 16th Street bicycle route onto a parallel route (17th Street) to reduce conflicts and confusion between bicyclists and people using other modes
- Fewer conflicts and upgraded infrastructure means safer streets and a more comfortable bicycle ride
- Improvements to the bicycle network make bicycling a more attractive option that supports the City's mode-shift goals



- New traffic signals ensure the steady flow of traffic through the corridor despite increased demand
- Proposed design retains parking and loading zones along the corridor to enable access to local businesses and residential buildings

## Scope of Work

#### Overview

The project's transit and streetscape improvements will be a key part of the transformation of the southeastern portion of the 22 Fillmore route along the 2.3 mile 16th Street corridor:

- 1. Corridor-wide transit network enhancements such as transit-only lanes, transit signal priority, transit and pedestrian bulbs, and both upgraded and new traffic and pedestrian signals will deliver safety, speed, and reliability to the City's transit riders.
- 2. Upgrading and extending the overhead catenary system (OCS) on 16th Street from Kansas Street to 3rd Street is a core capacity improvement that will improve the state of good repair of the network and enable zero-emission transit service into Mission Bay.

3. New streetscape design and landscaping will provide much needed safety improvements to the area's walking environment.

Together, the changes to the transit network and walking environment are anticipated to reduce the travel time of the 22 Fillmore by about 5 minutes in each direction along the 2.3 mile project area, or a 25 percent reduction. These enhancements are projected to both improve the average operating speed and enhance service reliability, which translates to reduced operating costs for the route. This will benefit the current 15,000 daily riders on the 22 Fillmore line (8,000 along 16th Street) and the anticipated growth in ridership as a result of population and employment growth.



#### FIGURE 2: PROJECT MAP

EXTENSION OF OVERHEAD WIRE INFRASTRUCTURE

EXISTING BICYCLE LANES 16TH STREET CORRIDOR PROJECT AREA NEW BICYCLE NETWORK ENHANCEMENTS CURRENT 22 FILLMORE TROLLEY COACH LINE CURRENT MUNI ROUTE NETWORK REPLACE / RELOCATE OVERHEAD WIRE INFRASTRUCTURE PREVIOUS ROUTE OF 22 FILLMORE

#### **Transit Network Enhancements**

The transit scope of the 22 Fillmore Transit Priority Project is incorporated in the SFMTA's high-profile *Muni Forward* program. An outcome of the Transit Effectiveness Project (TEP), *Muni Forward* encompasses various programs and efforts underway to achieve the SFMTA's vision of creating a safer, more reliable, and more efficient transit system. Under this program, the SFMTA has plans to expand transit service by 15 percent over the next two years and implement an additional 22 miles of transit-only lanes.

Western Segment: 16th St. from Church St. East to Bryant St: To reduce transit travel times and improve reliability, the project will reconfigure 16th Street from Church Street to Bryant Street as follows:

- From Church Street to South Van Ness Avenue, replace the two westbound general traffic lanes with one westbound side-running transit-only lane and one westbound general traffic lane.
- From South Van Ness Avenue to Bryant Street, convert the four existing general traffic lanes to one general traffic lane in each direction, and one westbound transit-only lane.

**Eastern Segment: 16th St. from Bryant St. to Third St. & North to the Mission Bay Blvd Terminal:** In the eastern portion of the corridor, the 22 Fillmore will operate on a new, more direct route along 16th Street. The following upgrades will facilitate the new route:

- From Kansas Street to Connecticut Street, relocate the existing overhead catenary system (OCS) from 17th Street onto 16th Street.
- On Connecticut Street between 16th and 17th Streets, install one block of OCS infrastructure to enable the 33 Stanyan trolley coach to serve the 22 Fillmore's existing terminal loop on Connecticut, 18th, 20th and 3rd Streets.
- East of Connecticut Street, extend the OCS into Mission Bay, where a terminus for the 22 Fillmore bus will be constructed through existing development agreements. This segment includes crossing the Caltrain (and future High Speed Rail) corridor.
- Install transit-only lanes along the curb in both directions, maintaining one lane in each direction for general traffic use, parking and loading zones for much of the corridor.

These transit network enhancements will speed transit while preserving space for general traffic, parking lanes and loading zones in the established commercial areas.



### Streetscape Enhancements

22 Fillmore Transit Priority Project streetscape improvements along 16th Street will expand sidewalk space, gathering spaces, and spaces for additional streetscape elements. Construction will be coordinated with privately funded plazas. The 16th Street corridor does not currently conform with San Francisco's Better Streets Plan (2010). It has documented safety issues along with a fragmented pedestrian environment. Providing a safe sidewalk that is designed to current safety and amenity standards will create true social, communal and economic linkages across the corridor's entire length.

The project will install the following streetscape elements along the entire corridor:

- **Continuous Sidewalks:** The highlight of the streetscape enhancements is the completion of a continuous sidewalk for the length of the corridor. The project will repair and construct new sidewalks on 16th Street between Wisconsin and 7th Streets, enabling a continuous sidewalk from Church Street to 3rd Street for a more pleasant walking experience.
- **Bus Bulbs:** 45-foot to 80-foot bus bulbs will be installed at each bus stop to enable safer and more efficient passenger boarding and alighting. Bus bulbs allow for additional space on the sidewalk for transit shelters and landscaping. By allowing the bus to stay in its traffic lane to pick up and discharge passengers, bus bulbs reduce transit travel time and enhance passenger safety.





- **Pedestrian Bulbs:** Pedestrian bulbs are smaller than bus bulbouts and are used at intersections to increase the visibility of people waiting and crossing the street, shorten the crossing distance, and slow vehicle speeds. Pedestrian bulbs will be installed at every intersection where there is a bus stop.
- Sidewalk Widening: An option for widening sidewalks from the current 10 feet to between 15 and 18 feet from Connecticut Street to 7th Street will be presented to the community during final conceptual design and approvals in 2015. Sidewalk widening is contingent upon community support for parking removal on affected blocks. Should the SFMTA no longer pursue the environmentally-cleared options to widen the sidewalk, the project will still construct transit and pedestrian bulbs from Connecticut Street to 7th Street.
- Upgraded or New Traffic and Pedestrian Signals: Based on projected increases in vehicle traffic and congestion, the project will upgrade traffic and pedestrian countdown signals at new transit stops on 16th Street at Wisconsin Street, Connecticut Street, and Missouri Street. In addition to these new signals, existing traffic and pedestrian signals throughout the corridor will be upgraded with modern technology that allows for both transit priority and improved traffic flow.

- Landscaping: Landscaping elements, which may include planters, street trees, and other pedestrian furnishings, will enhance air quality and the pedestrian environment, improving the overall urban fabric. Landscaping included in the project may also incorporate innovative stormwater infrastructure elements such as permeable paving and rain gardens to reduce stormwater flowing into limited capacity combined sewers.
- New and Upgraded Crosswalks: Installing midblock crosswalks and upgrading standard crosswalks to continental-style paint treatments will increase visibility and visually remind motorists that there are people walking along and crossing the street.
- **Pedestrian Scale Lighting:** With the replacement of OCS poles, the potential installation of pedestrian scale lighting will make pedestrians more visible on the street and provide a safer and more pleasant experience for people walking.



An example of milovative stormwater management treatments.

#### **Configuring an At-Grade Rail Crossing:**

16th Street crosses the Caltrain tracks at-grade just east of the 7th Street/Mississippi Street intersection and is one of only two streets that provides a continuous east-west connection for traffic, transit (not running on electricity), and people walking and bicycling in this part of San Francisco. The Caltrain commuter rail right- of-way, to be shared with the future California High Speed Rail alignment, runs underneath the elevated Interstate 280. It passes through the eastern side of San Francisco in a north-south direction, with an at-grade crossing at 16th Street. Combined, the tracks and the elevated freeway are a physical barrier for east-west circulation, especially for transit.

This year, Caltrain issued a design/build Request for Proposal to review its own electrification alternatives to upgrade its infrastructure and reduce travel time, increase service, and maintain a state of good repair. As part of the RFP, the winning firm is to include a technical solution to crossing the overhead contact system in its right-of-way with Muni's trolley coach wires to allow the 22 Fillmore to cross the tracks and continue into Mission Bay. Caltrain would design and construct the crossing at 16th Street and will work with the SFMTA to develop operational procedures and maintenance agreements as needed.



#### **Bicycle Network Enhancements**

The project will create a continuous, safe and comfortable bicycle route to safely and efficiently connect the four neighborhoods along the corridor. Bay Area Bike Share, which recently announced plans to expand to 4,500 bikes in San Francisco, will also be incorporated into this project with likely locations including BART's 16th/Mission Station, Mission Bay, and other sites to be determined.

Currently, there is an east-west bicycle route on 17th Street between Church Street and Kansas Street; at Kansas Street, the route turns north for one block before continuing on 16th Street into Mission Bay. Until recently, the route was disconnected and the type of network infrastructure changed every several blocks, using either bicycle lanes, sharrows (share-the-lane markings), or separated bikeways. Despite the recent construction of on-street bicycle lanes along this segment of the corridor, space for traffic, transit, and bicyclists remains limited on the 16th Street section and the opportunity for dangerous conflicts still exists. For that reason, the project will upgrade the transit, walking, and driving environment on 16th Street and continue the recent work on 17th Street to create a parallel, continuous, safe, comfortable and attractive bicycle route from Church Street to Mississippi Street for traveling in the east-west direction.

66 This grant will support improvements to the corridor to create a much safer route for pedestrians, bicyclists and drivers. Reducing bicycle and pedestrian fatalities to zero by 2024 is the most salient goal of the City's new Vision Zero policy.

--Keith Goldstein, President, Potrero Dogpatch Merchants Assn.

**17th Street, from Kansas Street to Mississippi Street:** The enhancements to 17th Street from Kansas Street to Mississippi Street may include bicycle lanes striped on both sides of the street, leaving the remaining roadway available for two-way vehicle traffic. On the block between Kansas and De Haro Streets, where sidewalks widen to 12 feet, parking may be removed on one side of the street to accommodate bicycle lanes in both directions. Traffic calming and control measures may be applied to the full length of this segment, including conversion of four-way stop signs to signalized intersections.

**16th Street, from the intersection of 7th & Mississippi Streets to 3rd Street:** The bicycle route will turn north at Mississippi Street and then east on 16th Street from 7th Street to 3rd Street, where it will connect to existing lanes already constructed during the development of Mission Bay. This project will also explore the possibility of upgrading the bicycle network infrastructure along this segment to improve safety and accommodate any new growth.





## **Project Parties**

#### Overview

The 22 Fillmore Transit Priority Project is a collaboration between the SFMTA and the San Francisco Planning Department.

The **SFMTA** plans, designs, builds, operates, regulates, and maintains one of the most diverse transportation networks in the world. In addition to managing four modes of transportation (transit, walking, bicycling and taxis), the agency operates five types of transit service (bus, trolley bus, light rail, historic streetcar, and cable car) and provides paratransit service for individuals unable to use fixed-route transit service. As the lead applicant, the SFMTA is responsible for the legislation, approvals, design, and construction of the transit, bicycle, and streetscape enhancements and will ensure all modes of transportation operate smoothly along the corridor.

The **San Francisco Planning Department**, under the direction of the Planning Commission, develops the City's General Plan and neighborhood plans, conducts design review and environmental analysis, enforces the Planning Code, addresses historic preservation and encourages a broad range of housing and a diverse job base. The Planning Department is collaborating with the SFMTA in the public outreach process and the development of the final conceptual design of the corridor's streetscape elements.

The SFMTA and the San Francisco Planning Department will coordinate with the **San Francisco Public Utilities Commission (SFPUC)** and the **Peninsula Corridor Joint Powers Board (Caltrain)** on the specific elements and design specifications for the sewer and stormwater management elements, and in designing the crossing of the Caltrain tracks, respectively.

The SFPUC provides drinking water and wastewater services to San Francisco, wholesale water to three Bay Area counties, and green hydroelectric and solar power to San Francisco's municipal departments. The SFPUC will coordinate with the SFMTA, the Planning Department and the local communities to ensure the proper location and design of sewer upgrades and stormwater management. Caltrain provides commuter rail service along the San Francisco Peninsula, through the South Bay to San Jose and Gilroy. As part of rail electrification, Caltrain will design and construct the physical crossing of the overhead catenary wires, enabling the electrification of both Caltrain and the perpendicular 22 Fillmore Muni route.

Other regional and local stakeholders in the design and construction of the 22 Fillmore Transit Priority Project include:

- **Bay Area Rapid Transit (BART):** A commuter rail system linking San Francisco to cities in three other counties.
- Metropolitan Transportation Commission (MTC): The Bay Area's Metropolitan Planning Organization and designated recipient of most Bay Area FTA funds.
- San Francisco County Transportation Authority (SFCTA): A planning and funding partner, responsible for programming local transportation sales tax funds to this project.
- San Francisco Office of Community Investment and Infrastructure (OCII): The successor agency to the San Francisco Redevelopment Authority, and managing agency of much of the redevelopment of Mission Bay.
- San Francisco Public Works: Responsible for approving designs and maintaining street treatments upon acceptance of project.

Together, these agencies are engaging regional employers and the local community to design and construct the 22 Fillmore Transit Priority Project, ensuring that the revamped transportation infrastructure can accommodate both current and future demand for all modes. This collaboration and coordination among local communities, City departments and regional stakeholders will ensure a successful Complete Streets project, while reducing costs and disruption to the community.

## Sources of Project Funds

### **Funding Plan**

The 22 Fillmore Transit Priority Project is requesting \$20 million from the TIGER 2015 grant program, representing the *final* major funding piece needed to deliver the project. These dollars, along with additional federal monies from Federal Transit Administration Section 5337 Fixed Guideway funds, will leverage \$44,100,000 in committed local funding for the project. As detailed in the chart below, the project is funded with 66 percent in local funds and 34 percent in federal funds. All funding sources listed below have been specifically identified for the 22 Fillmore Transit Priority Project.

#### **Description of Non-TIGER Funding Sources:**

- FTA Section 5337 Fixed Guideway Funds [\$3M]: Programmed to upgrade the Overhead Catenary System, consistent with the Bay Area region's emphasis on State of Good Repair investments.
- Eastern Neighborhoods Development Impact Fees [\$14.15M]: The 22 Fillmore Transit Priority Project runs through three of the City's four eastern neighborhoods (Mission, Potrero Hill and the Central Waterfront). In December 2011, the Eastern Neighborhoods Transportation Implementation Planning Study (ENTRIPS) Final Report recognized the importance of the corridor and its limitations, noting that 16th Street was a high-need corridor in area plans: "The segment of 16th Street between Potrero Avenue and Seventh Street was prioritized for investment because of expected residential growth, forecast vehicle congestion, transit capacity constraints, and community priority." Understanding

the importance of multimodal treatments are for the area, the Eastern Neighborhoods Citizens Advisory Committee allocated a significant proportion of the developer fees that it has collected to support the planning, design and construction of this project. They have committed nearly \$14.2 million to the project, representing 21 percent of the project's funding plan - a clear demonstration of the strong local support for the project.

- Proposition K Transportation Sales Tax [\$7.10M]: Approved by San Francisco voters in 2003, the Proposition K Expenditure Plan and Program is based on a half-cent sales tax dedicated to transportation investments throughout San Francisco.
- San Francisco General Obligation Bond [\$21.60M]: In November 2014, San Francisco voters passed a \$500 million Transportation and Road Improvement General Obligation Bond with 72 percent support. This bond is a critical first piece of the \$3 billion in new revenue proposed for San Francisco's transportation infrastructure through 2030 by the Mayor's Transportation Task Force.
- Proposition B 2014 Charter Amendment [\$1.25M]: Approved by voters in November 2014, it requires the City to increase the General Fund amount it provides to the SFMTA based on increases in the City's population, with the funds to be used to improve Muni and street safety.

See the Financial Feasibility section, page 27, for a detailed breakdown of the project budget.

Individual Funding Source	Funding Type	Total Amount	% of Total
TIGER Grant Request	Federal	\$20,000,000	29.81%
FTA Section 5337 Fixed Guideway Funds	Other Federal	\$3,000,000	4.47%
Eastern Neighborhoods Development Impact Fees	Local	\$14,151,000	21.09%
Proposition K Transportation Sales Tax	Local	\$7,096,063	10.58%
San Francisco General Obligation Bond	Local	\$21,600,000	32.19%
Proposition B 2014 Charter Amendment	Local	\$1,252,937	1.87%
TOTAL		\$67,100,000	100.00%

TABLE 1: FUNDING SOURCES

## **Project Outcomes**

#### Overview

Local community and citywide stakeholders have prioritized the 22 Fillmore Transit Priority Project because of its essential role in connecting Mission Bay - a major and expanding redevelopment area - with the other eastern neighborhoods, the rest of the City and the region. The project will transform the appearance and character of the area through replacement, relocation, upgrade and expansion of multimodal capital infrastructure that improves the safety and reliability of the transit system, increases economic vitality of the area and the region, and promotes environmental sustainability.

By linking four neighborhoods with a 51% minority and 25% low-income population, this project will enable workers to make faster multimodal connections to jobs, schools, and healthcare services in an area undergoing tremendous growth.

--Edwin M. Lee, Mayor of San Francisco

#### **Primary Selection Criteria**

#### **CRITERIA 1 : STATE OF GOOD REPAIR**

**Overhead Catenary System (OCS) Reconstruction:** As part of the project scope, the existing OCS for trolley coach operations will move from 17th Street to 16th Street between Kansas and Connecticut streets, and the 17th Street portion will be demolished. The reconstructed OCS system will be built in line with the SFMTA's state of good repair standards and offer more operating capacity, reduced maintenance costs and increased transit speed and reliability.

The existing OCS on 17th Street was originally constructed in the 1940s and is still supported in some places by wooden poles from that era. This outdated infrastructure requires significant maintenance. It is vulnerable to fraying and dewirement, which results in trolleys losing power and stalling. In contrast, the new OCS system on 16th Street will be built on robust steel support poles. A parallel feeder system wire will be placed in conduits inside an underground duct bank, resulting in increased safety and reliability. Cumulatively, these improvements will significantly decrease maintenance of the OCS system on the corridor and make transit service more reliable.



In addition to increased reliability and efficiency of a new 16th Street OCS, the project will speed transit service by eliminating two turns now navigated by the existing 22 Fillmore route. This route adjustment will save both travel time and wear and tear on vehicles and overhead infrastructure over time, resulting in improved mobility and network efficiency for customers and offering true, linear east-west connections.

Finally, the project will improve system reliability and efficiency on the western portion of the 16th Street corridor between Church and Kansas Streets. While some of the OCS infrastructure on these blocks has been renewed within the last 10 years, the segment between Church and Mission Streets is older and supported by wooden utility poles. New poles, connecting hardware and wires will improve system reliability and efficiency.



**Street Reconstruction:** The project will rebuild City streets and sidewalks to enhance the pedestrian environment and reduce the need for street repair and maintenance. Street reconstruction will be done in compliance with City standards that require a stronger concrete base (rather than an aggregate base) on streets with major traffic and transit use, such as 16th Street. While initially more expensive, this method will result in less street repair and maintenance over time, minimizing delays to transit and traffic. It will also protect the significant investment in new utilities to be installed under the street in conjunction with the project.

**Project Capitalization:** The project is capitalized up front based on design and construction methods developed over decades of experience in rebuilding existing overhead wire infrastructure in San Francisco. These design methods are based on achieving maximum life of the new or replacement assets, or 50 years, both for trolley support poles and the underground feeder duct bank and conduit. Functionally, the designs will also meet standards in the High Performance Overhead Wire Design Guidelines for San Francisco, originally developed in 1992 and amended in 2004. These guidelines ensure trolley coaches operate at the highest safe speed without dewirements while also protecting the overhead infrastructure from excessive wear. Given the length of the overhead wire project (over 1.5 miles), it is sufficiently capitalized to take advantage of economies of scale for common elements. For example, the SFMTA will purchase approximately 200 trolley/light poles, reducing the purchase price per pole and improving the efficiency of the installation of these elements.

**Sustainable Funding for Operations and Maintenance:** The replaced or upgraded assets will create no new net operating and maintenance costs. The replaced OCS system on 16th Street will reduce the operating and maintenance costs compared to the current condition on 17th Street, and the retained system on 16th Street will be upgraded so that there will be no increase in operating and maintenance costs.

Similarly, the three new traffic signals included in the project represent no significant additional cost for the City's signal operations and maintenance, and will decrease transit operational costs by speeding service.

Additional operating and maintenance costs from the 1.2 mile expansion of the OCS system from Connecticut Street to the Mission Bay Boulevard Terminus will be offset by the elimination of i) a temporary biodiesel shuttle bus that serves the route in the interim and ii) additional fares from new riders as the area grows.

#### **Resilience to Major Emergencies and Climate Change:**

Modernization of the OCS system better prepares Muni services for emergencies or major disasters related to climate change and earthquakes. New and potentially innovative stormwater mitigation infrastructure along the corridor will improve the City's ability to slow the influx of stormwater into the sewer system. In addition, placing the OCS electric feeder cable underground prevents damage during severe storms and earthquakes, and stronger steel support poles can better withstand the same events.

Of significance, Mission Bay houses brand new medical facilities that will be better connected with the rest of the City upon completion of the 22 Fillmore Transit Priority Project. In case of an emergency, this route will be critical in connecting disaster victims with medical care and basic resources like food and water.



Lastly, this project expands the zero-emission trolley bus system by 1.2 miles, replacing a temporary biodiesel shuttle bus service currently in operation to connect the Mission Bay District to BART. Replacing this shuttle with an electric trolley bus will reduce San Francisco's vehicular emissions.

**Compliance with Local/Federal Directives:** The State of Good Repair enhancements constructed by this project are supported by current Federal Transit Administration directives along with local plans such as the Mission Bay Infrastructure Plan and the Mission Bay Mitigation Measures Monitoring Program. According to these plans, which were adopted in concert with the land use approvals for redevelopment of the Mission Bay area, neighborhood infrastructure must be updated and maintained in a state of good repair to support multimodal transportation options, including transit, biking, and walking.

Finally, the SFMTA's Strategic Plan, adopted in 2012, has a key objective to "reduce capital and operating structural deficits." By way of this objective, the SFMTA is seeking to make investments in assets that have exceeded their useful life to reduce its State of Good Repair backlog and better track asset renewal needs for capital planning. Replacement of this segment of OCS complies with the Strategic Plan and will result in a reduction of the SFMTA's capital backlog of State of Good Repair projects.

#### **CRITERIA 2: ECONOMIC COMPETITIVENESS**

TIGER 2015 funding to transform 16th Street's transportation infrastructure is an investment in the area's long-term economic growth, which has local, regional and national impacts.

**Growth of Economic Productivity:** Approved by the San Francisco Board of Supervisors as a redevelopment project area in 1998, Mission Bay is fully transforming from an underutilized and blighted industrial area into a thriving mixed-use, transit-oriented infill development and an important economic engine focused on the biotechnology and medical industries. Mission Bay is fast becoming a vibrant neighborhood where people live, work and play. Jobs, housing and education facilities are located adjacent to the T Third Light Rail line and the Caltrain commuter rail connecting Mission Bay to Silicon Valley, and the communities in-between.

At full build-out, Mission Bay will be a model of livability, including: five light rail stops; a commuter rail line; over

6,400 housing units; almost 9 million total square feet of public and private technology, research, medical and educational facilities; a 500 room hotel; several hundred thousand square feet of retail; 49 acres of open space; a grocery store; new schools (including one within a hospital); a new public library; new City police headquarters; and local police and fire stations. Mission Bay is not only a model for sustainable infill growth, but also an economic and employment engine for the region, the state, and the country, involving \$9 billion in public and private investment resulting in tens of thousands of construction jobs, and more than 30,000 permanent jobs in critical fields like biotech, healthcare and education.

<sup>66</sup> The 22 Fillmore Transit Priority Project will enable additional economic activity along the 16th Street Corridor, furthering our work to support the businesses and residents in three neighborhoods.

--Todd Rufo, Director Mayor's Office of Economic & Workforce Development

Creation of Economic Ladders of Opportunity: Providing ladders of opportunity for the residents of the area is integral to the 22 Fillmore Transit Priority Project. In the Mission neighborhood, which is traversed by the central segment of the proposed project, a remarkable 40 percent of households do not own a vehicle. In their journey to work, 54 percent of residents use transit, walk or bike. The neighborhood is 41 percent Latino, with 53 percent of households speaking languages other than English at home. Household income in this area is 81 percent of San Francisco's median income and the public schools near the corridor have a student population with 60-80 percent receiving free and reduced price lunch. Affordable and convenient transportation choices are essential to the community, especially given the extremely high cost of living in San Francisco. These residents depend on affordable and reliable transportation to get to employment, community services and amenities, healthcare, and schools (San Francisco provides very limited dedicated school bus service).

The 22 Fillmore Transit Priority Project will enable local employers to hire a diverse workforce while providing residents with good career opportunities. In addition to the new biotech and healthcare jobs located in Mission Bay, more than 20 percent of San Francisco's local manufacturers are located in close proximity to the 16th Street corridor. By improving and expanding

the transportation infrastructure in the area, this project promotes economic opportunities for both residents and businesses.

**Increase in Economic Mobility:** San Francisco's 16th Street is the major east-west transportation corridor connecting the City's eastern neighborhoods to the rest of the City. Muni's 22-Fillmore bus route must be extended east to 3rd Street in order to function as a major east-west surface transit corridor south of the City's downtown and South of Market commercial core. This will result in a major transit junction that will serve the actively expanding residential and commercial neighborhoods along San Francisco's southeast waterfront. This corridor is vital to job creation and economic mobility, particularly for at-risk populations.

In an effort to serve the current and projected needs for this growing landscape, the SFMTA's *Muni Forward* program identified "Rapid Corridor" treatments along 16th Street to improve transit efficiency and reliability. In the long-term, these improvements will provide a vital connection to BART's regional rail service and will improve local travel options to better serve San Francisco's residents, workers and visitors.

Despite San Francisco's current economic growth, many people still live in pockets of poverty and struggle to make livable wages and thrive. This project will help link those populations to jobs, healthcare, education, and regional transportation. Of the 6,400 new housing units in Mission Bay, over 1,800 are reserved for low-income residents. It is imperative that reliable and safe transit options link this housing with employment and other community assets.

#### **CRITERIA 3: QUALITY OF LIFE**

By transforming the 16th Street corridor to provide safe, convenient, reliable, affordable and integrated transportation options, the 22 Fillmore Project facilitates a better quality of life for all users.

Affordable and Convenient Transportation Choices: The 22 Fillmore Transit Priority Project links four neighborhoods with an overall 51 percent minority population and 25 percent low-income population. The neighborhoods along the16th Street corridor are defined as Communities of Concern, areas determined by the regional Metropolitan Transportation Commission as meeting at least four of the following factors: minority residents, low-income residents, limited English language proficiency, lack of car ownership, seniors, persons with a disability, single-parent households, or cost-burdened renters. The transit and safety enhancements of the 22 Fillmore Transit Priority Project will provide residents with affordable and convenient connections to both the rest of the City and regional transportation options.

Transit fares in San Francisco are equal to or lower than fares in nearly all of its peer cities. The extension of the 22 Fillmore bus route will facilitate an affordable connection from established housing and commercial districts to regional transportation, burgeoning job and housing markets, healthcare facilities, and educational institutions at no greater cost than other Muni services.

16th Street is also identified in the 2009 San Francisco Bicycle Plan as an important east-west bicycle route. However, because the right-of-way is limited and the possibility for conflicts exists, the 22 Fillmore Transit Priority Project includes moving a portion of the bicycle route to 17th Street to create a parallel, continuous, safe, comfortable, and attractive connection for people riding bicycles. At the same time, the project will improve the pavement and traffic signals on the corridor and ensure commercial delivery access to businesses.

In addition, the 22 Fillmore Transit Priority Project includes streetscape elements to create a safer and more inviting walking environment. The project addresses streetscape elements such as narrow sidewalks and complex, unsignalized intersections that are difficult to navigate for people walking, seniors and those of limited mobility. The project provides for well designed landscaping, transit stop signage, furnishings and potential pedestrian-scale lighting that will transform the community by creating a safer, more attractive and livable environment.

**Community Engagement & Coordination with Other Planning Efforts:** In early 2015, the SFMTA launched a community outreach campaign socializing the project by hosting community meetings, and attending standing merchant and neighborhood group meetings. Over 5,000 flyers, emails and notices were issued to residents and businesses within the project area. A project-specific website allowed the public to view the project proposals. Surveys, taken both online and in hard copy, indicated strong support for this project.

The 22 Fillmore Transit Priority Project has been developed in coordination with multiple land use planning and economic development plans. The area is consistently identified as a high priority for the urban and regional transportation network. The SFMTA will continue to work with the San Francisco Planning Department, neighborhood associations, advocacy groups, and the general public to comprehensively prioritize elements from various plans that enhance the identity and livability of the area, including the Eastern Neighborhoods Plan, the SFMTA's *Muni Forward* initiative, the Better Streets Plan, the Mission Streetscape Plan, and Green Connections.

#### **CRITERIA 4: ENVIRONMENTAL SUSTAINABILITY**

**Reduction of Energy Use and Air Pollution:** As part of the proposed transit rerouting, new overhead wire infrastructure will allow the 22 Fillmore to continue east along 16th Street directly to the Mission Bay neighborhood. This will not only provide a shorter, more efficient transit route, but also enable zero-emission trolley coaches to serve its corridor catchment area more effectively. Additionally, the improved service, reliability and convenience of the transit network in this part of the City may encourage a mode shift from private automobile to transit, walking, or bicycling, thereby further reducing carbon emissions.

Benefits to the Environment and the City's Non-Transportation Infrastructure: The SFMTA will coordinate with the San Francisco Public Utilities Commission and other City Departments to ensure that the area benefits from proper stormwater drainage, which is particularly important given the City's combined sewer system, which discharges stormwater and sewage in extreme weather events. The project will explore opportunities to include innovative green infrastructure elements for this low-lying area, which may include rain gardens, permeable paving and bulb-outs. The project will also be evaluated as part of a citywide effort to mitigate threats against sea level rise. As part of this evaluation, the project will identify potential threats and build in resiliency where feasible.

#### **CRITERIA 5: SAFETY**

**Improved Pedestrian Safety:** In March 2014, Mayor Edwin Lee joined City partners including the SFMTA, San Francisco Planning Department, Department of Public Health, San Francisco Public Works and the Controller's Office in presenting the findings of WalkFirst, a firstof-its-kind initiative in the United States to improve pedestrian safety in San Francisco. After extensive data analysis and public engagement, WalkFirst found that 70 miles, or 6 percent, of the City's streets account for 55 percent of total injuries and 60 percent of the severe and fatal injuries that occurred in 2007-2011. The most common causes of these injury collisions were vehicle speed, failure to yield, and left turning vehicles. Significantly, 16th Street from Church Street to San Bruno Avenue was identified as one of these "high-injury corridors." From 2007-2011, there were 126 collisions involving a pedestrian in the corridor, with 35 percent of all collisions in the project area involving people walking or bicycling.

Improving the safety of the transportation system for all users is a critical goal. The 22 Fillmore Transit Priority Project will construct physical streetscape upgrades that increase the visibility of vulnerable users along the corridor. These enhancements were studied by WalkFirst and were identified to be effective for the common causes of collisions on 16th Street. These measures include:

- New transit and pedestrian bulbouts at intersections adjacent to transit stops that make pedestrians more visible, shorten the crossing distances for people walking, and provide safe and convenient access to bus stops.
- New traffic signals with pedestrian countdowns shown to reduce the number of pedestrians in the crosswalk when the traffic signal changes, thereby reducing the likelihood for vehicle-pedestrian collisions.
- New and upgraded crosswalks that increase pedestrian visibility and act as a visual reminder for people driving that there are people walking along and crossing the street.
- Potential pedestrian scale lighting that increases visibility and personal security along the corridor and at bus stops.

Additionally, the new bicycle lanes on 17th Street will create a continuous, well-marked space for bicyclists without potentially dangerous conflicts with buses and vehicles that may occur on the upgraded 16th Street corridor.

Overall, the 22 Fillmore Transit Priority Project supports the City's high-profile *Vision Zero* initiative. The *Vision Zero* program aims to eliminate all traffic related fatalities by 2024. The City and County of San Francisco adopted *Vision Zero* as a policy in 2014, committing to build better and safer streets, educate the public on traffic safety, enforce traffic laws, and adopt policy changes that save lives.

### Secondary Selection Criteria

#### **CRITERIA 1: INNOVATION**

The San Francisco Bay Area is known worldwide for innovation, and the City continually develops new processes and programs to improve safety and connect communities in an affordable, sustainable, and efficient manner. Innovative project elements and processes will not only improve the project itself, but also enhance project delivery and the long-term operation and maintenance of the transit system.

**Innovative Project Elements:** The 22 Fillmore Transit Priority Project will explore opportunities to incorporate innovative green stormwater infrastructure that will use landscaping and permeable surfaces to clean and divert stormwater from the City's combined sewer system. These elements will enhance the public realm and beautify the street as well as improve roadway conditions for people walking and bicycling. The addition of these elements to the project design for 16th Street will also address other, non-transportation related challenges currently faced by the corridor, such as localized flooding, aging sewer and water treatment infrastructure, seismic safety and reliability, and water quality in the San Francisco Bay and Pacific Ocean.

Additionally, the technical challenge of the two overhead wire systems of different voltages crossing at the 16th Street and Caltrain right-of-way has only been implemented in two other cities in the world. While Caltrain will be designing and constructing this element, the agencies will develop joint processes and procedures in order to ensure safe operations and maintain this critical junction in a consistent state of good repair.

Finally, the project capitalizes upon innovative best practices already in place at the SFMTA in regard to transportation planning and implementation.

- In 1973, City leadership adopted a transit-first policy that guides City development and infrastructure decisions.
- The SFMTA is methodically planning for a transportation system that prioritizes zero-emission transportation.
- Muni Forward identifies the vision for an efficient and equitable transit system and defines the needed infrastructure for the City's most vibrant transit corridors, including all door boarding, smart

card technology for fare payment and transit signal priority.

• *Vision Zero* sets a standard for safe and efficient transportation.

This systematic approach to transportation planning and implementation is innovative to its core and establishes a planning context in which the 22 Fillmore Transit Priority project can be considered as a national model. It combines infrastructure improvements, transit operational tactics and a strong commitment to transit priority policies to implement a model for affordable, cost-effective ways to maximize transit effectiveness in a dense urban environment.

**Innovative Funding Programs:** This project has a significant amount of support from local communities and government agencies, with nearly two-thirds of the project funded by local sources, including a general obligation bond dedicated to local transportation projects. While bond funding for large infrastructure projects is fairly common, this general obligation bond is the first in San Francisco dedicated to transportation-related projects since 1966. Passed by San Francisco voters in November 2014 and supporting a comprehensive citywide package of transportation projects, including the 22 Fillmore Transit Priority Project, the general obligation bond represents a significant milestone for the project and allows it to move forward.

In addition to citywide sources, this project will benefit from area-specific funding generated by new development. The Planning Department develops Area Plans that outline land use changes and community improvements over a 20-year timeline. In recent years, most of these plans have included an impact fee for new developments that partially funds the infrastructure enhancements needed to serve the growing community. In some cases, developers may opt to design and/or build new infrastructure through an "in-kind" agreement in lieu of paying these impact fees. As a priority project in the Eastern Neighborhoods Area Plan, the 22 Fillmore Transit Priority Project will be partially funded by developer fees in addition to leveraging infrastructure in Mission Bay built under an in-kind agreement with the City.

**Innovative Project Delivery:** As discussed in greater detail in the next section, the SFMTA is continually working on improving coordination and collaboration with other City departments to build better, more complete projects at less cost and disruption for the community. The SFMTA continues to upgrade its capital project tracking programs to improve transparency and accountability in delivering capital projects. As a large-scale capital investment, the project will benefit from these new systems now in place, which include schedule and cost controls.

#### **CRITERIA 2: PARTNERSHIP**

This project includes partnerships that encompass both stakeholder collaboration and disciplinary integration. Collaboration is an integral part of the planning process and will continue through the design and capital implementation phases. Stakeholders include multiple public agencies and community groups at the local and regional level.

**Partnerships with City Departments:** The San Francisco Planning Department is a key partner in community engagement and refinement of the conceptual design for the corridor. The San Francisco Public Utilities Commission will also participate in the community engagement process to evaluate the most effective and feasible stormwater management elements for the corridor. The SFMTA will continue to work with the Office of Community Investment and Infrastructure to coordinate transportation and related infrastructure in the Mission Bay redevelopment area. San Francisco Public Works will aid in the design of the street elements of the project and the San Francisco County Transportation Agency will administer a portion of local funding for the project.

**Partnerships with Regional Government and Transit Operators:** While Caltrain will be responsible for the design and construction of the crossing of the overhead wire system, the SFMTA will be a key partner in developing joint processes and procedures in order to ensure safe operations and a consistent state of good repair at this important junction. The SFMTA and the project partners also will coordinate with the Metropolitan Transportation Commission (MTC) to secure FTA State of Good Repair funding for the OCS project elements. The MTC Commission recently endorsed this project to seek TIGER VII funds. (See attached Letter of Support). Finally, given that the project is immediately adjacent to BART's 16th Street Mission Station, the SFMTA will coordinate with this regional transit provider to improve access and ensure smooth connections between the two transit systems.

**Partnership with the Community:** Community groups are essential stakeholders, and the SFMTA is leveraging relationships with local business and neighborhood groups to gain their input on this project. The SFMTA has initiated three community meetings and has attended many merchant association meetings to discuss the project and the corridor.

The SFMTA and its partner City agencies are committed to fostering communication and collaboration through multiple avenues, including web-based tools, community meetings, and social media. A Complete Streets project such as the 22 Fillmore Transit Priority Project will need to fully tap into the knowledge and abilities of both public agency staff and the community for successful implementation. In an effort to improve community engagement, the SFMTA and San Francisco Planning Department staff were recently trained in public engagement strategies by the International Association for Public Participation.

Over the past few years, the SFMTA has pioneered several innovative community partnerships. Lessons learned from these efforts will help guide and inform our partnership structures and our public engagement strategies. These successful prior efforts include:

- A partnership with UC Berkeley and City CarShare to launch an electric bicycle rental and storage project.
- A collaboration with the Mission Bay Development Group, a private sector partner, to secure \$10 million in TIGER IV funds for Mission Bay redevelopment efforts.
- Implementation of a regional bicycle-sharing program with the City of San José and the Bay Area Air Quality Management District.

**Disciplinary Integration:** The 22 Fillmore Transit Priority Project is closely coordinated with numerous economic development, housing, water infrastructure, and land use plans and policies. Coordination with these other plans and policies allows for a "holistic" approach to transforming the area and provides long-lasting value to the community:

- The neighborhoods surrounding the 16th Street corridor are included in the Eastern Neighborhoods Plan (2009), a 10-year planning effort that improves the City's capacity to absorb its fair share of regional job and housing growth while supporting existing communities and preserving diverse land uses (particularly Production-Distribution-Repair, which is essential to the City's burgeoning local light industrial sector).
- To support the Eastern Neighborhoods Plan, the City produced the Eastern Neighborhoods Transportation Implementation Planning Study (ENTRIPS), which is the foundation for the proposed work on 16th Street.
- The entire area touched by the proposed project has been designated a regional Priority Development Area (PDA) by the Association of Bay Area Governments, which prioritizes new development and growth in areas with rich transit connections and community infrastructure.
- The San Francisco Redevelopment Agency produced the Mission Bay Redevelopment Plan in 1998, which is guiding the substantial development underway in Mission Bay, at the eastern end of the 16th Street corridor. The Mission Bay Citizen Advisory Committee meets monthly and will continue to be engaged in the proposed project.

- The proposed project implements many of the priorities identified in the 2010 Mission Streetscape Plan, which includes designs to improve pedestrian safety and comfort, increase the amount of usable public space in the neighborhood, and support environmentally sustainable stormwater management.
- The proposed project will also implement the 2010 Better Streets Plan, which creates a unified set of standards, guidelines, and implementation strategies to govern how the City designs, builds, and maintains the pedestrian realm.
- The Green Connections project (2013) identifies 17th Street as an important bicycle and pedestrian corridor to connect people to parks and open spaces.
- The Showplace Square Open Space Plan (2010) identifies, designs, and prioritizes the community's open space needs, continuing the work of the Eastern Neighborhoods Plan. The proposed project will support the implementation of this plan, improving access to these neighborhoods' open space assets.
- The project...warrants national attention for bringing existing infrastructure into a state of good repair, enhancing economic competitiveness of the 16th Street Corridor and of the city as a whole, improving the quality of life for all users of 16th Street, (and) promoting environmental sustainability through emission-free, high quality public transportation.

--David Chiu, Assistant Speaker Pro Tempore CA Assembly District 17



## **Benefit Cost Analysis**

#### Overview

The 22 Fillmore Transit Priority Project underwent an in-depth Benefit-Cost Analysis (BCA) to identify the magnitude of impacts and societal benefits the project and its alternatives will have on the City. These include, but are not limited to: travel time savings; operating and maintenance cost savings; environmental benefits: reduction of long-term maintenance and repair costs; safety; property value increases; improved transportation options; and mode shift.

The cost and the benefits of each of the seven benefit categories in discounted present value dollars using both a 3 and 7 percent discount rate is summarized below. The benefit cost analysis calculates that the project delivers benefits well in excess of costs, with the largest category of benefits being the prevention of collisions at \$227.5 million and \$121.2 million at 3 and 7 percent discount rates.

In addition to the quantifiable benefits of the project, an indepth, qualitative discussion of the societal benefits and long-term outcomes are discussed on pages 18-26 of this document. When considered together, the quantitative and qualitative discussions describe a project that will not only benefit current transit riders and adjacent neighborhoods, but will also serve the growing community and the City as a whole. For more detail on the benefit-cost analysis, please review the attached Benefit-Cost Analysis report.

The Benefit-Cost Analysis shows that the net benefits of the Project outweigh the costs.

#### **Benefit-cost ratio:**

8.46 at a 3% discount rate 6.07 at a 7% discount rate

Long Term Outcomes & Types of Benefits	Net Benefit at a 3% discount rate (rounded):	Net Benefit at a 7% discount rate (rounded):
<ul><li>State of Good Repair</li><li>Maintenance &amp; repair savings</li></ul>	\$22.4 million	\$13.7 million
<ul> <li>Economic Competitiveness</li> <li>Travel time savings</li> <li>Reliability</li> <li>Operating cost savings</li> </ul>	\$139.6 million \$49.8 million \$79.9 million	\$74.8 million \$26.7 million \$43.1 million
<ul><li><b>Quality of Life</b></li><li>Property Value Increase</li></ul>	\$56.5 million	\$66.5 million
<ul><li>Environmental Sustainability</li><li>Environmental benefits from reduced emissions</li></ul>	\$2.3 million	\$2.0 million
<ul><li>Safety</li><li>Prevented collisions, injuries, and fatalities</li></ul>	\$227.5 million	\$121.2 million
TOTAL MONETIZED BENEFITS	\$578.0 million	\$348.0 million
Present-value-discounted SFMTA estimates over 30 years:	\$68.3 million	\$57.3 million
Benefit-cost ratio:	8.46	6.07

TABLE 2: PROJECT BENEFIT-COST ANALYSIS

## **Project Readiness**

#### Overview

The 22 Fillmore Transit Priority Project builds on extensive outreach and design conducted through the major land use and transportation planning efforts detailed in the previous sections. With a defined scope of work, funding identified and secured, committed partners and stakeholders, and a dedicated staff that has the necessary skills and resources to successfully deliver the project, the 22 Fillmore Transit Priority Project is ready to proceed upon an award of TIGER VII funds.

66

The 22 Fillmore Transit Priority Project represents a critical connection for the future of San Francisco.

--Edwin M. Lee, Mayor of San Francisco

#### **Technical Feasibility**

As a *Muni Forward* project, the SFMTA performed a comprehensive data analyses on all routes, initiated an extensive community engagement process to assess Muni transit service and established a strategy on how to make Muni faster, safer, more convenient and more reliable. As the major east-west corridor in a growing area, 16th Street is a critical part of the new Muni Rapid Network. The SFMTA developed a set of tools best suited to improve transit along rapid corridors. These tools form the foundation of the transit enhancements associated with the project and are detailed in the Scope of Work section of this document. In addition, Caltrain has developed an innovative and cost-effective solution to the long-standing technical challenge of crossing the Caltrain tracks.

The cost estimates of this project, developed by the SFMTA's Capital Projects & Construction Division, details the cost by project element for the corridor. The costs associated with each of the project elements was developed using recent construction costs with similar elements. In addition to the itemized costs, the budget includes a contingency of 35 percent of the total project estimate, as the project has not yet completed the conceptual design stage. However, due to the history



of the project and the extensive public outreach already conducted through the Eastern Neighborhoods and *Muni Forward* processes, little is expected to change in the current scope, schedule, and budget. A detailed cost estimate for the project is in the Financial Feasibility section.

The cumulative planning and engineering expertise of the SFMTA, with support from San Francisco Planning Department staff, is key to the successful design and implementation of the project. SFMTA staff will apply their extensive specialized knowledge of San Francisco and its unique transit environment to develop the final design of the project components. These elements include the reconstruction and extension of the overhead catenary system for the trolley coach, the extensions of the sidewalk for the transit and pedestrian bulb-outs, and the reconfiguration of the roadways to accommodate transit-only lanes. More specific information on the project elements and their placement along the corridor can be found in the Scope of Work section. The SFMTA has proven itself capable of delivering projects with scope elements identical to that of the 22 Fillmore Transit Priority Project. With the introduction of an EcoSys-based Capital Projects and Controls System, and an increase in hiring project delivery staff, the SFMTA is ramping up to deliver minor and major projects across the City, whether funded by TIGER grants or local, voterapproved general obligation bonds:

- **Central Subway:** The \$1.5783 billion, four station project is at the halfway point in its construction and is on schedule.
- Van Ness Bus Rapid Transit: Similar in features to the 22 Fillmore Transit Priority Project, the Van Ness project is anticipating its \$75 million Small Starts Grant Agreement from the FTA in the fourth quarter of 2015.
- Dozens of safety, traffic signal prioritization, and bicycle and pedestrian projects, all with scopes akin to the streetscape and bicycle elements of the 22 Fillmore Transit Priority Project.

### **Financial Feasibility**

The SFMTA has established financial procedures and extensive experience to administer this grant. With a \$945.2 million operating budget and \$579.4 million capital budget in FY 2015, the SFMTA has the financial capacity to implement this project. The SFMTA relies on a variety of sources to fund its operating and capital budgets, including fares, grants, fines and fees, City General Funds, state sales taxes, and bonds. The SFMTA closely monitors its expenditures and revenues to ensure efficient use of resources and adequate fiscal reserves. Specifically, the SFMTA engages in immediate and multi-year planning to ensure the short- and long-term fiscal health of the agency, developing and implementing a variety of strategies to increase revenue and control and reduce expenditures. The SFMTA currently administers nearly 35 FTA grant awards and was awarded 233 grants worth \$741 million dollars in federal, state, regional, and local grant funding across Fiscal Years 2013 and 2014.

The SFMTA will closely monitor project delivery and work with the USDOT and its partners to ensure compliance with federal grant requirements relating to cost rates, procurement processes, contracting, and program administration.

Except for the TIGER 2015 funds, all the funds in the funding plan are committed. Table 3 (below) provides the aggregated federal and local funding sources. Table 4 (page 27) provides a detailed project budget.

Aggregated Funding Source	Total Amount	% of Total
Federal	\$23,000,000	34.28%
TIGER 2015	\$20,000,000	29.81%
FTA 5337	\$3,000,000	4.47%
Local	\$44,100,000	65.72%

#### TABLE 3: AGGREGATED FUNDING SOURCES

#### TABLE 4: PROJECT BUDGET

Project Elements	#	Unit	Unit Cost	Project Cost Estimate
TRANSIT ENHANCEMENTS				\$ 12,670,000
Transit Bulbs/Sidewalk Improvements	25	Each	\$ 200,000	\$ 5,000,000
OCS Underground Duct Bank				\$ 3,150,000
OCS Foundation and Poles				\$ 1,360,000
OCS Overhead Wiring				\$ 3,155,000
OCS Caltrain Crossing (Caltrain cost)				
STREETSCAPE ENHANCEMENTS				\$ 6,365,000
Streetscape elements on bulbs (Greening)	25	Each	\$ 75,000	\$ 1,875,000
Pedestrian Bulbouts	25	Each	\$ 70,000	\$ 1,750,000
Accessible Curb Ramps	5	Each	\$ 5,000	\$ 25,000
Hydrant Relocation	7	Each	\$50,000	\$350,000
Catch Basins	50	Each	\$7,300	\$365,000
Pedestrian Scale Lighting, Trees and Landscaping				\$2,000,000
ROADWAY IMPROVEMENTS				\$ 14,350,000
Repave Church to 7th Street				\$5,000,000
Red Transit-Only Lanes, Striping, 17th St. Bike Lane				\$700,000
Traffic Signal Upgrade	5	Each	\$ 200,000	\$ 1,000,000
New Traffic Signal	8	Each	\$ 400,000	\$ 3,200,000
Bike Share Stations				\$100,000
Other: Allowance, power mobilization/ demobilization, permits, traffic control, hazard material management				\$4,350,000
Hard Costs TIGER Project				\$ 33,385,000
SOFT COSTS				\$16,430,000
Environmental & Planning Outreach 5%				\$ 1,700,000
Pre-development 2%				\$ 700,000
Conceptual Engineering Report 7%				\$ 2,350,000
Detail Design 15%				\$ 5,000,000
Construction Support 20%				\$ 6,680,000
Soft Costs TIGER Project				\$ 16,430,000
Project Contingency 35%				\$ 17,285,000
Total TIGER Project Cost				\$ 67,100,000

### Scalability

The application anticipates the extremely competitive reality of the TIGER funding program. To prepare for a potential partial award, Figure 4 below contains a tiered project delivery plan. In short, the project delivery plan can be scaled as follows, depending on the amount of TIGER funds awarded:

**TIGER award of \$10 million:** Deliver the core 22 Fillmore Transit Priority Project that focuses on key *Muni Forward* transit improvements and relocating bicycle lanes from 16th Street to 17th Street. Paving would be minimal, sufficient only to restore where work was done. **TIGER award between \$10-\$20 million**: As TIGER participation increases, the project can add traffic signals to unregulated side streets and increase the number of pedestrian bulbs to help achieve the City's *Vision Zero* policy of reducing traffic fatalities to zero by 2024. The scope would also include a full repaying of the project corridor.

**TIGER award of \$20 million:** Deliver a full Complete Streets project with bicycle share stations, a green bicycle lane on 17th Street, and an array of landscaping and lighting improvements along the corridor.

#### **PROJECT FUNDING**

Minimum TIGER Funding \$10 MTIGER, \$57 MTotal

### **Median TIGER Funding**

Full TIGER Funding \$20 M TIGER, \$67 M Total

FIGURE 4: SCALABILITY

### SCOPE DETAILS

#### MUNI FORWARD TRANSIT PRIORITY PROJECT (CORE PROJECT)

#### **Base Scope:**

Transit Signal PriorityHTrolley Coach Overhead Catenary SystemMTransit BulbsHRed transit-only lanesSafety treatments at WalkFirst priority intersectionsUpgraded traffic signalsStripingBicycle lanes on 17th St.Partial pavement restoration

#### **Related Scope:**

Hydrants, catch basins and curb ramps New signals and pedestrian bulbs with hydrants, catch basins, curb ramps

#### VISION ZERO + CORE PROJECT SCOPE

**Base Scope:** 4 additional new signals Pedestrian bulbs at High Injury Corridor intersections Full repaving with sub-base repairs.

#### **Related Scope:**

Hydrants, catch basins and curb ramps with pedestrian bulbs

#### MUNI FORWARD TRANSIT PRIORITY PROJECT\*

 Base Scope:
 F

 Green bicycle lanes on 17th Street
 P

 Bicycle share stations
 Streetscape treatment

 \* (AUGMENTS VISION ZERO + CORE PROJECT SCOPE)

**Related Scope:** Plants, lighting, landscaping

### **Project Schedule**

All necessary pre-construction activities will be complete by spring 2017 and the SFMTA will be able to obligate funds to this project prior to June 30, 2017. With construction expected to start in January 2018, the funds will be spent steadily from that point through the completion of the project in January 2020.

All work for this project will be completed in the existing public right-of-way and the SFMTA will not need to acquire any additional land.

## FIGURE 5: IMPLEMENTATION TIMELINE (SHOWN IN CALENDAR YEAR)

Milestones	Start	End
Planning & Environmental Studies	May 2014	June 2016
Conceptual Engineering	July 2015	May 2016
Detailed Design	June 2016	June 2017
Advertise & Award Contract	August 2017	December 2017
Construction	January 2018	January 2020

2015	2016	2017	2018	2019
		•		
		tailed Bid & esign Award	Const	ruction

### **NEPA Clearance**

The SFMTA is taking proactive measures to incorporate the environmental review process into its project workplan. The SFMTA's goal is to ensure timely compliance with NEPA and other federal regulatory approvals required through the environmental review process, including Section 4(F) and Section 106 reviews. Achieving National Environmental Policy Act (NEPA) clearance will not delay project implementation. Extensive public outreach regarding transportation improvements to the 22 Fillmore project corridor has already occurred. This corridor has already received a thorough environmental review through the California Environmental Quality Act (CEQA) process as part of San Francisco's Transit Effectiveness Project's Final Environmental Impact Report (TEP's FEIR). The FEIR was certified on March 27, 2014 by the San Francisco Planning Commission and adopted by the SFMTA Board on March 28, 2014.

The SFMTA has enlisted and secured the assistance of ICF Jones and Stokes, Inc. / ICF International, with extensive expertise in working with the FTA on NEPA issues, to support this project through the federal environmental review process. ICF has already met with SFMTA staff and toured the project site. A fatal flaw analysis to

identify any high level risks contained in this project was conducted before submittal of this application. Based on this assessment, if the SFMTA is successfully awarded a grant in the TIGER VII cycle, the SFMTA's contract with ICF extends into the design and planning phases with the expectation that this project will gualify for a documented Categorical Exclusion under NEPA. The scope of work for ICF's NEPA analysis includes: preparing a Project Description, Purpose and Need for NEPA environmental review; updating the transportation analysis conducted in the TEP's FEIR to meet NEPA requirements; ensuring other environmental resource areas are properly evaluated for NEPA purposes; and preparing Air Quality, Cultural Resources, Hazardous Materials, Noise, Section 4(F) and Section 106 technical reports that will support NEPA environmental review. ICF and SFMTA have already started this work and have conducted a project field visit with California State Historic Preservation Office staff prior to the submittal of the TIGER VII application. This advanced preparatory effort will ensure that the SFMTA and its project partners are able to complete the NEPA process in time to allow the construction phase to promptly begin as indicated in the project schedule.

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#### **Project Risks & Mitigation Strategies**

To serve the current and projected needs for this evolving corridor, the SFMTA has identified the 22 Fillmore trolley bus route as part of its Rapid Network and developed a Travel Time Reduction Proposal for the route in the *Muni Forward* initiative. With a defined scope, experience implementing similar Complete Streets projects, support from the community and other City departments, the extensive state-level environmental review process complete, no right-of-way acquisition, little need for procurement beyond the established levels and committed matching funds, there is little risk to this project remaining on schedule and budget. Building upon past outreach, the SFMTA and the Planning Department will finalize conceptual design for the corridor in June 2015. During this time, the two agencies will conduct a collaborative community outreach process to engage known stakeholders and the public at large to address specific questions regarding project design. By addressing the community with specific questions and alternatives, the two agencies will be able to streamline the outreach process and effectively engage the public without jeopardizing the overall project schedule. This effort will build upon the initial corridor proposal as detailed in the Scope of Work section, which has already been vetted and approved by the SFMTA Board of Directors.

### Letters of Support & Resolutions

### **Government Letters of Support:**

#### **US Legislature:**

- Congresswoman Nancy Pelosi
- Congresswoman Jackie Speier

#### State, Regional & Local:

- California Assemblymember David Chiu
- Metropolitan Transportation Commission
- San Francisco Mayor Edwin Lee
- San Francisco Board of Supervisors
- San Francisco County Transportation Authority
- Office of Economic & Workforce
   Development
- Office of Community Investment & Infrastructure

### **General Public Letters of Support:**

#### **Community Agencies:**

- Eastern Neighborhoods Citizens Advisory Committee
- North East Mission Business Association
- Potrero Dogpatch Merchants Association
- San Francisco Bicycle Coalition
- Walk SF

#### **Businesses**:

- Golden State Warriors
- San Francisco Giants
- SFMade
- University of California, San Francisco