SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY

DIVISION: Transit

BRIEF DESCRIPTION:

Approving temporary parking and traffic modifications associated with the West Portal LK Transfer Project and the J Church Transfer Improvements Project to support the restoration of Muni Metro rail service, as well as parking and traffic modifications associated with the reinstatement of the 37 Corbett and 48 Quintara-24th bus routes, during the ongoing COVID-19 Emergency.

SUMMARY:

- On August 22, the SFMTA restored Muni Metro rail service with a new temporary service plan. To accommodate safe and accessible transfers required by this new temporary service plan, the SFMTA implemented the West Portal LK Transfer Project and the J Church Transfer Improvements Project (Rail Transfer Projects). Muni Metro rail service is temporarily suspended but will continue to use this new service plan when service is restored.
- The SFMTA also restored service on the 37 Corbett and 48 Quintara-24th. To accommodate new temporary terminal locations for the 37 Corbett and different routing for the 48 Quintara-24th, the SFMTA implemented parking changes (Bus Terminal and Route Improvements).
- Rail Transfer Project improvements and the Bus Terminal and Route Improvements will be in effect until 120 days after the termination or expiration of the COVID-19 Emergency.
- The Planning Department has determined that the Rail Transfer Projects and the Bus Terminal and Route Improvements are statutorily exempt from the California Environmental Quality Act (CEQA).
- Certain items listed below with a “#” are final SFMTA decisions, as defined by Ordinance 127-18, that can be reviewed by the Board of Supervisors. Information about the review process can be found at sfbos.org/sites/default/files/SFMTA_Action_Review_Info_Sheet.pdf
- Pursuant to the Federal Transit Administration, Muni service adjustments that meet the SFMTA’s definition of a major service change but do not exceed 12 months in duration do not require a service equity analysis.

ENCLOSURES:

1. SFMTAB Resolution

APPROVALS: 

| DIRECTOR | ________________________________ | September 8, 2020 |
| SECRETARY | ________________________________ | September 8, 2020 |

ASSIGNED SFMTAB CALENDAR DATE: September 15, 2020
PURPOSE

Approving temporary parking and traffic modifications associated with the West Portal LK Transfer Project and the J Church Transfer Improvements Project to support the restoration of Muni Metro rail service, as well as parking and traffic modifications associated with the reinstatement of the 37 Corbett and 48 Quintara-24th St bus routes, during the ongoing COVID-19 Emergency.

STRATEGIC PLAN GOALS AND TRANSIT FIRST POLICY PRINCIPLES

The proposed project will support the following goals and objectives of the SFMTA Strategic Plan:

Goal 1: Create a safer transportation experience for everyone.
   Objective 1.1: Achieve Vision Zero by eliminating all traffic deaths.
   Objective 1.2: Improve the safety of the transit system.

Goal 2: Make transit and other sustainable modes of transportation the most attractive and preferred means of travel.
   Objective 2.1: Improve transit service.
   Objective 2.2: Enhance and expand use of the city’s sustainable modes of transportation.
   Objective 2.3: Manage congestion and parking demand to support the Transit First Policy.

Goal 3: Improve the quality of life and environment in San Francisco and the region.
   Objective 3.1: Use agency programs and policies to advance San Francisco’s commitment to equity.
   Objective 3.2: Advance policies and decisions in support of sustainable transportation and land use principles.
   Objective 3.4: Provide environmental stewardship to improve air quality, enhance resource efficiency, and address climate change.
   Objective 3.5: Achieve financial stability for the agency.

This item will support the following Transit First Policy Principles:

1. To ensure quality of life and economic health in San Francisco, the primary objective of the transportation system must be the safe and efficient movement of people and goods.
2. Public transit, including taxis and vanpools, is an economically and environmentally sound alternative to transportation by individual automobiles. Within San Francisco, travel by public transit, by bicycle and on foot must be an attractive alternative to travel by private automobile.
3. Decisions regarding the use of limited public street and sidewalk space shall encourage the use of public rights of way by pedestrians, bicyclists, and public transit, and shall strive to reduce traffic and improve public health and safety.
4. Transit priority improvements, such as designated transit lanes and streets and improved signalization, shall be made to expedite the movement of public transit vehicles (including taxis and vanpools) and to improve pedestrian safety.
5. Bicycling shall be promoted by encouraging safe streets for riding, convenient access to transit,
bicycle lanes, and secure bicycle parking.
6. Parking policies for areas well served by public transit shall be designed to encourage travel by public transit and alternative transportation.
7. New transportation investment should be allocated to meet the demand for public transit generated by new public and private commercial and residential developments.
8. The ability of the City and County to reduce traffic congestion depends on the adequacy of regional public transportation. The City and County shall promote the use of regional mass transit and the continued development of an integrated, reliable, regional public transportation system.

DESCRIPTION

Background:
On March 16, 2020, San Francisco’s Health Officer issued a Public Health Order in response to the COVID-19 Emergency, requiring that residents shelter in place, with the only exception being for essential needs. This significantly impacted San Francisco’s transit system and required the San Francisco Municipal Transportation Agency (SFMTA) to reduce transit service, including closing the Muni Metro light rail service to minimize risk to front-line staff and the community and redirect custodial resources to other facilities. To support San Francisco’s economic recovery and free up buses that were being used to provide substitution service on the L, M, N and T Muni Metro corridors, SFMTA re-opened Muni Metro service on August 22, 2020. This enabled SFMTA to restore service on the K line as well as other bus lines that had been suspended and to expand frequency on lines that were experiencing crowding. Two of the additional bus lines added back into service (37 Corbett and 48 Quintara) needed minor parking and traffic modifications in order to function with their modified routes so that they could best serve unserved areas of San Francisco. Muni Rail Service was halted again on August 24, 2020 due to a COVID-positive case at the Transportation Management Center (TMC), where SFMTA staff oversee Muni Metro rail service, and faulty overhead wire equipment. All rail lines are now being substituted by shuttle buses.

When Muni Metro service was restored on August 22nd, the SFMTA implemented a new temporary service plan to increase capacity in the subway by readjusting which train lines enter the Market Street and Twin Peaks tunnels. A high-frequency shuttle in the subway replaced the Metro lines that were removed from the subway. Devoting the tunnels to the higher capacity routes allowed the SFMTA to use the space in the subway much more efficiently. These changes support more essential trips, physical distancing, and the city’s economic recovery. Currently, Muni Metro subway service is shut down and will most likely reopen in 2021. Shuttle bus service has replaced all the rail lines except the S line. Surface rail service on the J Church and other lines may be restored sooner.

As shown in Figure 1 below, under the new rail service plan, the J Church will terminate at Market Street and riders traveling downtown will need to transfer to the T/M or S lines at Church Station or the N Judah at Duboce and Church. In addition, the L Taraval and K Ingleside lines will be combined into an interlined L/K Taraval-Ingleside line and riders on those lines will need to transfer to the T/M or S lines at West Portal Station to connect to Downtown destinations. The above service plan was implemented from August 22 to August 24, and will be in place again when Muni Metro subway service resumes. In the interim, the J Church is being served by buses, with the same terminal as shown in the map below. All other Muni Metro lines are operating their full pre-COVID alignment.
with bus substitution. The S Shuttle is not operating.

In order to accommodate safe, accessible, and seamless transfers required by the new temporary service plan that went into effect on August 22, 2020, the SFMTA implemented the West Portal LK Transfer Project and the J Church Transfer Improvements Project (Rail Transfer Projects) on an emergency basis. Additional improvements that are a part of the J Church Transfer Improvements Project are planned in Fall 2020. Changes at each transfer point are further described below.

**Church Street Transfer Improvement Project:**
The J Church is returning to service in two phases. In the current first phase, which began on August 22, 2020, service terminates at Market Street (service is currently being provided by a bus substitute). In fall, phase 2 would include extending the J Church north to Duboce Avenue. Both phases include a series of street, parking, traffic and transit passenger loading changes to accommodate the new service pattern. These changes are described in further detail below.

**Phase 1**
The following street and parking changes were implemented in August 2020. During this phase, the J Church is terminating at Market and Church streets. The changes included parking and traffic
modifications that restrict most private vehicular traffic on Church Street between 15th and Market streets to provide a safe place for J Church riders to board and disembark as they transfer between the J line and Church Street Station. Portions of the curbside travel lanes on Church Street were converted to J Church transit stops to increase safety and support physical distancing for transferring riders. This temporary street closure was necessary for the safety and protections of persons who are using this portion of Church Street consistent with California Vehicle Code section 21101(e).

Specifically, traffic for the one block of Church Street between 15th and Market streets was restricted to Muni, paratransit, taxis, bicycles, and commercial vehicles only. Emergency vehicles and local resident and business vehicular access are maintained. This temporary street closure started on August 18, 2020 and will end within 120 days after the termination or expiration of the COVID-19 Emergency. The temporary street closure has been effectuated through a series of required right turns and left turn restrictions as follows:

- Prohibited all vehicles from making a left turn from eastbound 15th Street onto northbound Church Street.
- Prohibited vehicles from turning right from eastbound Market Street onto southbound Church Street and from westbound 15th Street onto northbound Church Street.
- Required vehicles to turn right when traveling northbound on Church Street at 15th Street and when traveling southbound on Church Street at Market and 14th streets.
- For all of the traffic restrictions above, Muni, paratransit, taxis, bicycles, commercial vehicles, emergency vehicles and local resident and business vehicular access are exempted.
- Prohibited all vehicles from making a left turn from westbound Market Street onto southbound Church Street and from southbound Church Street onto eastbound 15th Street.

Pursuant to California Vehicle Code sections 21101(e), local authorities can temporarily close a street when, in the opinion of local authorities having jurisdiction, the closing is necessary for the safety and protection of persons who are to use that portion of the street during the temporary closing. Consistent with state law, SFMTA staff have determined that temporarily closing one block of Church Street provides for the safety and protection of transit riders who use the street during the temporary closure due to the large amount of transit riders needing to cross to and from the center track lanes to the J Church trains/J Church shuttle buses and the Muni Metro entrances/Market Street rail shuttle buses on the west side of the Market/Church intersection. Further, the proposed temporary street closure also substantially improves safety for pedestrians, cyclists, and other people who also use this portion of Church Street during this period as well.

To support these traffic restrictions, temporary removable traffic barriers were installed in the southbound curb lane on Church Street just south of Market Street and in the northbound curb lane of Church Street just north of 15th Street and just south of the existing transit boarding island. Permitted vehicles can access and exit this block of Church Street from a northbound direction via the Muni track lane. Approximately five feet of clear space has been maintained along both sides of the street in the curb lanes for bicycles to travel without the need to enter the Muni track lane.

On the west side of Church Street, from Market Street to approximately 200 feet southerly, the SFMTA removed parking to create a temporary pedestrian safety zone to reduce the crossing distance
for riders transferring from the J Church to Church Street Station/Market Street rail shuttle buses. This space also facilitates future installation of a J Church passenger loading area and a temporary accessible boarding ramp in phase 2 of the project. The southbound curbside travel lane was closed for the first 200 feet south of Market Street as well and was incorporated into this pedestrian safety zone. The rest of the southbound curb lane is open for commercial vehicles and local access. The SFMTA is evaluating using some of the closed curb lane spaces on both sides of the street for use as a Shared Space that would allow outdoor dining or other retail to support local businesses that are impacted by COVID-19. If pursued, this would go through the Shared Space approval process, which has its own existing environmental clearance (Planning Case No. 2020-005496ENV)

In the northbound direction, a J Church passenger loading zone was established in the existing curb lane, adjacent to the existing boarding island and wheelchair accessible stop. The purpose of this passenger loading zone is to provide additional physical distancing space for people boarding and getting off the J Church train/J Church shuttle buses. South of this passenger loading zone, the curb lane is still open to commercial vehicles and other permitted vehicles.

New 30-minute commercial loading zones were created on both sides of the street to facilitate local commercial loading at all remaining parking spaces on the block. Finally, three new 15-minute green zones or green meters were installed on 15th Street and on Market Street at the corners nearest to Church Street to provide a short-term parking option for people visiting Church Street businesses. These green meter and zone spaces are in effect from 9 AM to 6 PM, Monday through Saturday.
Figure 2. J Church Transfer Improvements Phase 1 (began August 2020; trains currently being substituted by buses)

Phase 2

Church Street - Market Street to Duboce Avenue:

The following traffic and parking changes are proposed on or around Church Street between Duboce Avenue and 14th Street in association with the Fall 2020 J Church Muni rail/shuttle bus service change, when the J Church would terminate on Church Street at Duboce Avenue.

To provide a direct transfer to the N Judah for J Church riders, a new inbound temporary accessible boarding island would be constructed on Church Street in the northbound direction south of Duboce Avenue. The accessible boarding island would be built on top of the existing northbound center lane transit island just south of Duboce Avenue.

In addition, there would be some minor parking and traffic modifications on the west side of this block of Church street in order to facilitate the train turnback movements via an existing track switch.
located approximately at the northernmost Safeway entrance. For Phase 2, the following parking and traffic changes will occur:

- Shorten and shift farther north an existing commercial loading zone on the west side of Church Street midblock in order to allow space for LRVs to turn back for southbound travel.

**Church Street - 15th Street to Market Street:**

The following street and parking changes are proposed on or around Church Street between Market and 15th streets in association with the Fall 2020 J Church Muni rail/shuttle bus service change.

To provide a more direct connection to Church Street Station, a new outbound transit stop and temporary accessible boarding island would be constructed on Church Street in the southbound direction south of Market Street. All other traffic circulation on this block of Church Street would remain the same as described in Phase 1, although SFMTA may elect to reopen the block to all northbound traffic if it is determined that there is enough space for passengers to safely board and get off the train at the inbound stop at Church and Market streets and if this does not conflict with any plans for Shared Space outdoor dining zones in the curb lane.

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**Figure 3. J Church Transfer Improvements Phase 2 (Fall 2020)**
West Portal LK Transfer Project:
Several changes were implemented near West Portal Station as shown in Figure 4. Temporary accessible boarding ramps were installed on the north and south sides of Ulloa Street between West Portal Avenue and Wawona Street for two new L/K stops. To make room for these ramps as well as room for able-bodied L/K passengers to board, several parking and traffic changes were implemented.

On the south side of Ulloa Street:
- The inbound 48 Quintara-24th Street/L-Owl bus stop and 48 Quintara-24th Street terminal were relocated west, towards Wawona Street. A second spillover terminal space was installed on the north side of Vicente Street at West Portal Avenue, which removed two metered parking spaces.
- Two parking spaces, which were tow-away zones during AM and PM peak hours, were removed.
- A part-time passenger loading zone was removed.
- The space vacated by the inbound 48 stop in the southeast corner of Ulloa Street was replaced with a passenger loading zone.

On the north side of Ulloa Street:
- The outbound L-Owl bus stop on Ulloa Street at Lenox was shifted west to the northeast corner of Ulloa Street at Wawona Street. This location would also be used by the 48 Quintara-24th Street when service west of West Portal Station is restored.
- The West Portal Library’s white zone was relocated to Lenox Way, where a green zone was previously, and the green zone was shifted slightly north.

In addition, existing AM Peak no left turn restrictions on Lenox Way southbound at Ulloa Street were extended to all times of day. In addition, painted safety zones and other striping were installed on Ulloa Street to help designate L/K street-level passenger boarding/alighting areas. Finally, multiple locations were considered for the L Construction Shuttle stop and terminal. While not expected to be used, this item also seeks approval to install a stop and terminal in the northwest corner of Ulloa Street at Wawona Street as an alternate location. If needed, this location would remove two parking spaces. Please note that the accessible ramps are not being used at this time since the L and K routes are being operated using temporary shuttle buses (the L bus is running from Embarcadero to SF Zoo and the K bus is running from Embarcadero to Balboa Park via Ocean Avenue).
Figure 4. West Portal LK Transfer Project Changes

Proposed Project Parking and Traffic Modifications:

The Church Street Phase 1 and West Portal transfer improvements were installed after they were initially approved as an emergency measure by the City Traffic Engineer, after consideration by the COVID-19 TASC group, pursuant to Transportation Code Section 201(a)(5) which allows for the installation and removal of traffic control devices “for the purpose of controlling parking or traffic during emergencies, special conditions or events, construction work, short-term testing, or when necessary for the protection of public health and safety.” SFMTA staff are seeking approval from the SFMTA Board of Directors for the emergency improvements as well as for Church Street Phase 2 improvements that are planned for implementation later this Fall 2020. The approvals and actions would be limited in duration and expire 120 days following the expiration or termination of the COVID-19 Emergency, unless the SFMTA Board takes action prior to their expiration. SFMTA staff will also return to the SFMTA Board prior to the 120-day expiration period and present findings from
project evaluation and outreach in order for the SFMTA Board to make an informed decision on whether the traffic and parking modifications should be made permanent.

Specifically, SFMTA staff proposes that the SFMTA Board approve the following temporary parking and traffic modifications associated with the West Portal LK Transfer Project and the J Church Transfer Improvements Project to support the restoration of Muni Metro rail service during the ongoing COVID-19 Emergency:

**J Church Transfer Improvements**

**Phase 1**

A. TEMPORARY ROAD CLOSURE EXCEPT FOR MUNI, PARATRANSIT, TAXIS, BICYCLES, AND COMMERCIAL VEHICLES – Church Street, northbound and southbound, from Market Street to 15th Street (local and emergency access to be maintained)

B. ESTABLISH – TOW AWAY NO STOPPING ANY TIME and ESTABLISH – BUS ZONE - - Church Street, west side, from Market Street to 199 feet southerly (accessible loading ramp); Church Street, east side, from Duboce to 185 feet southerly (existing transit island where new temporary accessible boarding ramp will be built)

C. ESTABLISH – 30 MINUTE COMMERCIAL LOADING AT ALL TIMES – Church Street, east side, from 15th Street to 188 feet northerly; Church Street, west side, from 15th Street to 163 feet northerly #

D. ESTABLISH – RIGHT TURN ONLY EXCEPT MUNI, PARATRANSIT, TAXIS, BICYCLES, AND COMMERCIAL VEHICLES – Northbound Church Street at 15th Street (local access and emergency access to be maintained); Southbound Church Street at Market Street (local access and emergency access to be maintained)

E. ESTABLISH – NO RIGHT TURN EXCEPT MUNI, PARATRANSIT, TAXIS, BICYCLES, AND COMMERCIAL VEHICLES – Eastbound Market Street at Church Street (local access and emergency access to be maintained); Westbound 15th Street at Church Street (local access and emergency access to be maintained)

F. ESTABLISH – NO LEFT TURN EXCEPT MUNI, PARATRANSIT, TAXIS, BICYCLES, AND COMMERCIAL VEHICLES – Eastbound 15th Street at Church Street (local access and emergency access to be maintained)

G. ESTABLISH – NO LEFT TURN – Westbound Market Street at Church Street; Southbound Church Street at 15th Street

H. ESTABLISH – GREEN ZONE, 9AM TO 6PM, MONDAY THROUGH SATURDAY – 15th Street, north side, from Church Street to 20 feet westerly#; 15th Street, south side, from 10 feet to 30 feet east of Church Street #

I. ESTABLISH – GREEN METERS, 15-MINUTE TIME LIMIT, 9AM TO 6PM, MONDAY THROUGH SATURDAY – Market Street, south side, from 131 feet to 149 feet west of Church Street (metered space #2119) #

**Phase 2**

J. ESTABLISH – TOW AWAY NO STOPPING ANY TIME – Church Street, west side, from 225 feet to 265 feet north of 14th Street

K. ESTABLISH – COMMERCIAL LOADING 8 AM to 11 AM, MONDAY TO SATURDAY –
PAGE 12.

Church Street, west side, from 301 feet to 334 feet north of 14th Street (relocates the existing zone northerly) #

West Portal LK Transfer Project

L. RESCIND – BUS ZONE – Ulloa Street, south side, from West Portal Avenue to 75’ easterly
M. ESTABLISH – TOW-AWAY NO STOPPING ANYTIME – Ulloa Street, south side, from West Portal Avenue to 20’ easterly (for a fire lane)
N. ESTABLISH – WHITE ZONE 7 AM – 7 PM, MONDAY THROUGH SATURDAY – Ulloa Street, south side, from 20’ to 75’ east of West Portal Avenue
O. ESTABLISH – BUS ZONE – Ulloa Street, south side, from West Portal Avenue to Wawona Street (removes part-time white zone/bus zone and 2 part-time parking spaces; creates a temporary accessible boarding ramp); Ulloa Street, north side, from Lenox Way to Wawona Street (accessible boarding ramp); Vicente Street, north side, from 21’ to 40’ west of West Portal Avenue (removes two parking spaces); Ulloa Street, north side, from 10’ to 55’ west of Wawona Street (removes two parking spaces)
P. ESTABLISH – WHITE ZONE – Lenox Way, west side, from 20 to 45’ north of Ulloa Avenue (replaces green zone)
Q. ESTABLISH – GREEN ZONE – Lenox Way, west side, from 45’ to 90’ north of Ulloa Avenue (shifts green zone northerly)#
R. ESTABLISH – NO LEFT TURN – Lenox Way, southbound at Ulloa Avenue (changes restriction from AM peak only to full time)

Construction and Evaluation:

Construction of the West Portal and Church Street Phase 1 rail transfer improvements were carried out by SFMTA Field Operations staff and City contractors in August 2020. Construction of Church Street Phase 2 improvements is anticipated later this Fall 2020. Evaluation will occur over the period of the COVID-19 Emergency and for a period up to 120 days after the conclusion of the emergency. During this time, SFMTA staff will conduct thorough and transparent evaluations, including soliciting stakeholder feedback, measuring health and safety benefits, economic health, equity, neighborhood impacts, traffic safety, impacts to other road users, and transit performance. Results from the evaluations will be publicized on the SFMTA website and SFMTA will report to the SFMTA Board of Directors within 120 days after the conclusion of the COVID-19 Emergency, including evaluation findings and recommendations regarding the approved parking and traffic modifications.

TRAFFIC AND PARKING MODIFICATIONS FOR BUS CHANGES

On August 22, 2020, the SFMTA also restored service on the 37 Corbett and 48 Quintara-24th bus routes, which had been suspended during the prior phases of the COVID-19 Core Service Plan. The SFMTA’s revenues have fallen while costs of providing service have dramatically increased, largely due to new physical distancing and cleaning requirements. As a result, these routes were modified from their pre-COVID-19 alignment to conserve resources. To accommodate new temporary bus terminal locations for the 37 Corbett and routing changes for the 48 Quintara-24th, the SFMTA implemented terminal and route improvements (Bus Terminal and Route Improvements). Pursuant to
FTA Circular 4702.1B, Muni service adjustments that meet the SFMTA’s definition of a major service change but do not exceed 12 months in duration do not require a service equity analysis. Should the transit service changes as described in this calendar item extend beyond 12 months, an equity analysis will be conducted, including a public comment process, and the changes will be brought before the MTA Board of Directors for approval.

The Bus Terminal and Route Improvements were installed after they were initially approved as an emergency measure through the City Traffic Engineer, pursuant to Transportation Code Section 201(a)(5) which allows for the installation and removal of traffic control devices “for the purpose of controlling parking or traffic during emergencies, special conditions or events, construction work, short-term testing, or when necessary for the protection of public health and safety.” SFMTA staff are seeking approval from the SFMTA Board of Directors for the emergency improvements. The approvals and actions would be limited in duration and expire 120 days following the expiration or termination of the COVID-19 Emergency, unless the SFMTA Board takes action prior to the expiration.

Specifically, SFMTA staff proposes that the SFMTA Board approve the following temporary parking and traffic modifications associated with the restoration of service on the 37 Corbett and 48-Quintara-24th with modified routing during the ongoing COVID-19 Emergency:

S. ESTABLISH – BUS ZONE – Parkridge Drive, west side, 40 feet to 100 feet north of Burnett Avenue; 11th Street, east side, 57 feet to 224 feet south of Market Street.

T. ESTABLISH – RIGHT TURN ONLY EXCEPT MUNI – 11th Street, northbound, at Market Street.

U. ESTABLISH – RED ZONE – Diamond Street, east side, from Clipper Street to 10 feet northerly (removes one non-metered parking space); Diamond Street, west side, from Clipper Street to 5 feet northerly; Clipper Street, north side, from Diamond Street to 20 feet westerly (extend existing red zone by 10’ to the west; removes one non-metered parking space); Clipper Street, south side, from Diamond Street to 10 feet westerly (removes one non-metered parking space); 24th Street, south side, from Diamond Street to 17 feet easterly (removes one non-metered parking space)

STAKEHOLDER ENGAGEMENT

Given the COVID-19 emergency, SFMTA staff have had to develop additional outreach methods to engage with the public. As the Rail Transfer Projects and the Bus Terminal and Route Improvements are temporary in nature, the majority of stakeholder engagement will happen after implementation, which will allow people to experience the impacts before providing feedback about the changes. The SFMTA will employ a suite of new or updated engagement options such as text messages, online surveys, instant polls, online meetings, website updates, online advertising, and other measures during our evaluation process to ensure we’re reaching a broad audience, but in particular, prioritizing outreach to those communities with harder to reach populations. Additional public
outreach and engagement will continue to inform the community about the temporary measures, as well as involve them in the evaluation of these measures to ensure that they align with San Francisco’s economic recovery and policy values. The process will include multilingual communications, such as notices at bus stops, as well as social media posts, continued engagement with neighborhood groups, a public perception survey, and a dedicated project email address and phone number to facilitate additional stakeholder engagement.

Initial Stakeholder Engagement:
The following initial stakeholder engagement strategies were implemented for the Rail Transfer Projects:

- **Virtual meetings and hearings:** Both projects conducted separate Virtual Meeting/Public Hearings. The meeting format included a staff presentation and the opportunity for members of the public to provide feedback via phone or in writing. In addition, project teams presented at several other meetings as summarized in Table 1 below.

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- **Public Hearing Notices** were posted, in multiple languages, on sign-posts in the vicinity of the proposed parking and traffic changes, announcing opportunities to provide input at the Virtual Meetings/Public Hearings and at today’s SFMTA Board meeting.

- **Email lists** were created for both projects and a series of emails were sent to announce the project proposals and Public Hearing dates.
Websites were created for both projects with multilingual content (SFMTA.com/JTransferProject and SFMTA.com/LKTransferProject).

Direct stakeholder outreach: additional direct coordination with relevant stakeholders was conducted for each project including reaching out to the West Portal Library, West Portal Elementary School, and all businesses and institutions on the affected blocks of Church Street.

Supervisor outreach: the project team met with Supervisor Norman Yee’s, Supervisor Gordon Mar’s and Supervisor Rafael Mandelman’s offices on multiple occasions to discuss the project proposals and gather input on the approach to reaching stakeholders.

Interagency coordination: both projects were vetted and informed by consultation with partner agencies via the Emergency Operations Center.

Direct mail: Both projects sent direct mail in multiple languages to properties within close proximity to the changes prior to implementation.

J Church Transfer Improvements Project Areas of Feedback:

Pursuant to extensive outreach efforts to stakeholders in the immediate area, the project team received a range of feedback relating to both the parking and traffic changes associated with the J Church Transfer Improvements Project and with the impacts of the rail service plan itself.

Most feedback specific to the parking and traffic changes was gathered through direct outreach to businesses on the corridor and related to the proposed vehicle and parking restrictions on Church Street between 15th and Market streets. SFMTA staff contacted every business on this corridor, as well as several property owners, residents, and community organizations. In general, businesses expressed an understanding of the need for safety and accessibility improvements, but many brought up specific concerns about business access and loading. While commercial loading will be maintained, restaurants and cafes have expressed a concern about accommodating customers and delivery services that need to make short trips. Staff have worked to identify nearby short-term parking spaces on the nearest available corners to this block to allow for these quick drop-off and pick-up trips. The SFMTA will continue to closely monitor how deliveries and access are working for businesses and make adjustments as needed.

During our outreach, residents and businesses on this block also expressed general concerns about parking loss and traffic impacts as a result of the project. As a result, staff will be evaluating whether Church Street could be reopened to general traffic in the northbound direction in phase 2 of the project, once the boarding island just south of Market Street is no longer being used as the first outbound stop in addition to serving as an inbound stop. The SFMTA will closely monitor passenger loads during the initial weeks of phase 2 to determine if the northbound direction can be reopened to general vehicle traffic. SFMTA staff will also evaluate demand for outdoor dining space in the curb lane when considering whether to reopen the street to northbound traffic.

When project staff reached out to the Safeway grocery store on Church Street between Market Street and Duboce Avenue, their representatives expressed a concern about a proposed left turn restriction into their driveway on Church Street as part of phase 2 of the project. The SFMTA spoke extensively with Safeway about designing a solution that would work for both transit and commercial needs.
After further review with engineering and transit operations staff, the project team determined that the left turn could be retained with close monitoring during phase 2.

Several businesses also expressed an interest in establishing outdoor dining on Church Street through the Shared Space program. Staff have worked with these merchants to identify opportunities for outdoor dining that take advantage of the additional pedestrian space that the transfer improvements project created.

Through our public meeting, website and other outreach efforts, the project team also received feedback related to the accessibility and convenience impacts of removing the J Church from the subway. Most stakeholders were supportive and understanding of the potential to address chronic subway congestion and reliability on the J Church by removing the J Church from the subway. However, several stakeholders expressed concern about the need to transfer between the J Church and the subway, particularly for people with disabilities. The project team has worked to incorporate as much of this feedback as possible into the project design, and to provide multiple, redundant transfer options for J Church customers who are traveling downtown. In phase 2, customers will have the option of transferring to the N Judah at Church and Duboce using a new, temporary wheelchair-accessible ramp. This will serve as a backup option in the event the station elevator is out of order at Church Street Station, and will provide a shorter transfer distance that does not require crossing a major street. Staff are continuing to closely monitor the transfer area and are working closely with accessibility stakeholders to ensure phase 2 of the project and any future improvements provide additional improvements for people with disabilities.

**West Portal LK Transfer Project Areas of Feedback:**
In general, feedback specific to the parking and traffic changes was limited. Most questions and comments pertained to the overall changes to the rail service plan, with many stakeholders supportive and understanding of the potential to address chronic subway congestion, some unhappy about the new transfer some Muni rail trips would require, and other specific questions about the service plan that staff addressed.

One area of discussion related to how activity during transfers would be managed, both in terms of number of passengers that will be making connections in this area, and on impacts to car traffic when LK trains are stopped on Ulloa Street. During initial implementation, Muni Ambassadors and Parking Control Officers were stationed in the vicinity to help direct traffic. SFMTA staff continue to monitor the area and will make additional modifications as warranted.

Another area of feedback had to do with the relationship between the LK Transfer Project and the L Taraval Improvement Project, which has motorized L Taraval service west of 32nd Avenue/Sunset Boulevard. Due to concerns raised regarding the need for some riders to need to transfer twice (from the L Bus to the LK Taraval-Ingleside rail line and then again to the S Shuttle or TM Third-Ocean View), SFMTA modified the L Bus route to provide express service all the way to West Portal Station instead of terminating at 32nd Avenue/Sunset Boulevard as previously planned.

Other questions and comments included:
- a request for a shelter at the re-located 48 bus stop
PAGE 17.

- a question regarding the procedural steps of noticing and conducting the Public Hearing
- a comment that once a temporary accessible stop is provided it cannot be removed if an able-bodied stop is maintained in that location.

Bus Terminal and Route Improvements Stakeholder Engagement:

37 Corbett: Since the shelter in place order and subsequent reduction of lines to Muni’s Core Service Network, customers in the Twin Peaks and Upper Market areas have consistently highlighted the lack of service due to the suspension of the F streetcar line and lines such as the 37 Corbett that travel to hilly neighborhoods. In response, the SFMTA Service Planning team has implemented a temporary, modified 37 Corbett route to 11th and Market streets. The newly modified route covers the 37 Corbett’s pre-COVID-19 route between Castro and Twin Peaks and provides local service on Market between Castro and Van Ness Stations. The segment of the 37 between Church and Haight streets will continue to be suspended.

48 Quintara-24th St: Since April 2020, when routes were drastically reduced in response to the COVID-19 pandemic, customers have shared with SFMTA staff through various channels the need for the return of the 48 Quintara-24th to connect them to essential businesses. As part of the August service changes, the return of the 48 Quintara-24th St as a modified route helped provide the east-west transit connection from 3rd Street through the Mission District to a key transfer point at West Portal. This segment carries the highest proportion of riders on the 48 line. In addition, the new route alignment in Noe Valley with the 48 route traveling on Clipper, Diamond, and 24th in both directions helps simplify the 48 line to help improve reliability and safety for customers and operators.

Due to faster than normal implementation timelines, robust stakeholder engagement on parking and traffic changes was limited, but feedback from the public was shared with SFMTA staff through the following events:

- **Direct stakeholder outreach:** SFMTA Service Planning staff provided project information as requested to Board of Supervisors’ constituent inquiries regarding parking and traffic changes related to the 37 Corbett and 48 Quintara-24th St lines.
- **SFMTA Blog Post on Bus Service Changes:** First blog on bus and rail service changes posted on July 20, 2020, introducing return of 37 and 48 lines as modified service.
- **Social Media and SF311 Complaints** since April 2020:
  - 23 Passenger Service Requests submitted to SF311 requesting return of 37 line.
  - 25 Passenger Service Requests submitted to SF311 requesting return of 48 line.
  - Customer posts on SFMTA Blog website and on SFMTA Twitter account inquiring about return of 37 and 48 lines.
- **Board of Supervisors outreach:**
  - The SFMTA Transit Planning Manager and Government Affairs staff met with Supervisor Rafael Mandelman’s office on multiple occasions to discuss the return of the 37 Corbett and 48 Quintara-24th St lines. Parking removal associated with daylighting for pedestrian safety and bus turn movements was shared with the Supervisor’s office.
  - The SFMTA Transit Planning Manager and West Portal project staff met with
Supervisor Norman Yee’s office to share plans for the West Portal Muni operations, specifically the LK Taraval-Ingleside, 48 Quintara-24th St, and L Bus construction shuttle lines. Parking removal associated with 48 line bus terminal and operations safety was shared with Supervisor’s office.

- **Muni Operator outreach** conducted to solicit feedback from internal Muni operations staff to ensure safe and efficient operations.
  - 37 Corbett: Route test conducted on July 13, 2020. Parking changes proposed are related to ensuring enough room at intersection corners for bus turning movements and space for bus zones at the new terminal on 11th and Market streets.
  - 48 Quintara-24th: Route test conducted on July 8, 2020 to evaluate new simplified routing via 24th St to Diamond and Clipper streets compared to the previous route near Grandview and Douglass which required a number of turns. Route test also conducted on July 31, 2020 to evaluate rail and bus operations at West Portal. Parking removal was implemented to provide adequate space for a terminal location that works with the new accessible stop being built for the inbound LRV transfer stop at Ulloa Street and West Portal Avenue.

**ALTERNATIVES CONSIDERED**

An alternative to implementing the Rail Transfer Projects is to not implement them. However, implementation of these projects is essential to restoring rail service via the new temporary rail service plan, which will address pre-COVID passenger crowding issue. Without restoring rail service, SFMTA would need to continue using buses to provide substitute service on rail service and would be unable to provide the additional bus service planned as part of the Muni Core Service Plan.

**West Portal LK Transfer Project: Alternatives Considered**

For the West Portal LK Transfer Project, SFMTA staff also considered implementing the new accessible ramps on West Portal Avenue instead of on Ulloa Street but this location would be less preferable for rail operations and would require more on-street parking removal.

**J Church Transfer Improvements Project: Alternatives Considered**

For the J Church Transfer Improvements Project, SFMTA staff considered keeping the transfer south of Market Street throughout the COVID-19 emergency, without a second phase where the J Church is extended north to Duboce Avenue. However, without a stop at Duboce Avenue, in the event that the station elevator is out of service at Church Street Station, customers who require a fully accessible transfer from the J Church to downtown-bound Muni Metro service would not have one available in the immediate vicinity. By extending the J Church to Duboce Avenue, customers will have an additional accessible transfer option. This will also benefit able-bodied customers, who will have the option of boarding any outbound train from downtown, including the N Judah, and transferring to the J Church with a seamless transfer. Extending the J Church to Duboce Avenue will also support the creation of a new outbound boarding area on Church Street just south of Market Street, which will create a more direct transfer between Church Street Station and the J Church traveling outbound.
Staff also considered implementing the new J Church route without any transfer area improvements. However, this would not have met the project’s accessibility and safety objectives; this would not provide additional accessible loading options and a large volume of customers would have to use a boarding island with limited space to get on and off the train, which would make it impossible for people to maintain physical distancing. In addition, these additional pedestrian safety measures are necessary to provide a safe environment for the large volumes of J Church customers that are now transferring between the J Church and the Church Street Station.

**Bus Terminal and Route Improvements: Alternatives Considered**

Alternatives considered including running the full length route of the 37 Corbett and 48 Quintara-24th. However, this would not be possible without taking buses from other routes that need them to provide adequate frequency to maintain physical distancing.

**FUNDING IMPACT**

The Rail Transfer Projects implementation costs are approximately $300,000 and will use Transit Reliability Spot Improvement funds. Staff time spent planning and designing these projects will be seeking Federal Emergency Management Agency (FEMA) 75% reimbursement as it responds to and facilitates the City’s COVID-19 response during the pandemic.

**ENVIRONMENTAL REVIEW**

The Rail Transfer Projects and Bus Terminal and Route Improvements are subject to the California Environmental Quality Act (CEQA). CEQA provides a statutory exemption from environmental review for emergency projects pursuant to Public Resources Code Section 21080(b)(4) and Title 14 of the California Code of Regulations Section 15269 and for specified mass transit projects pursuant to Public Resources Code Section 21080(b)(10) and Title 14 of the California Code of Regulations Section 15275.

The Planning Department determined, on August 12, 2020, that the rail transfer changes (Case Number 2020-007183ENV) and, on August 14, 2020, that the bus terminal and route improvement changes (Case Number 2020-007286ENV) are statutorily exempt from CEQA pursuant to Public Resources Code Section 21080(b)(4) and Title 14 of the California Code of Regulations Section 15269, and Public Resources Code Section 21080(b)(10) and Title 14 of the California Code of Regulations Section 15275.

Copies of the CEQA determinations are on file with the Secretary to the SFMTA Board of Directors and may be found in the records of the Planning Department at 49 South Van Ness Avenue in San Francisco and is incorporated herein by reference.

**OTHER APPROVALS RECEIVED OR STILL REQUIRED**

The City Attorney’s Office has reviewed this item. No additional approvals are required.
PAGE 20.

Certain final SFMTA decisions, whether made by the City Traffic Engineer or the SFMTA Board, can be reviewed by the Board of Supervisors pursuant to Ordinance 127-18. Information about the review process can be found at http://sfbos.org/sites/default/files/SFMTA_Action_Review_Info_Sheet.pdf. SFMTA staff have determined that items C, H, I, K, and Q are such final SFMTA decisions.

RECOMMENDATION

SFMTA staff recommends that the SFMTA Board of Directors approve temporary parking and traffic modifications associated with the West Portal LK Transfer Project and the J Church Transfer Improvements Project, as set forth in Items A through U above, to support the restoration of Muni Metro rail service, as well as parking and traffic modifications associated with the reinstatement of the 37 Corbett and 48 Quintara-24th bus routes, during the ongoing COVID-19 Emergency.
WHEREAS, On March 16, 2020, San Francisco’s Health Officer issued a Public Health Order in response to the COVID-19 Emergency, requiring that residents shelter in place, with the only exception being for essential needs which significantly impacted San Francisco’s transit system and required the San Francisco Municipal Transportation Agency (SFMTA) to reduce transit service, including closing the Muni Metro rail service to minimize risk to front-line staff and the community and redirect custodial resources to other facilities; and,

WHEREAS, To support San Francisco’s economic recovery and free up buses that were being using to provide service on rail corridors, SFMTA re-opened Muni Metro service on August 22, 2020 and implemented a new temporary service plan to increase capacity in the subway by readjusting which train lines enter the tunnels; which was forced to shut down starting on August 24, 2020 due to overhead line issues and a COVID incident at the Transportation Management Center (TMC); and

WHEREAS, pursuant to FTA Circular 4702.1B, Muni service adjustments that meet the SFMTA’s definition of a major service change but do not exceed 12 months in duration do not require a service equity analysis but should the service changes as described in this calendar item extend beyond 12 months, a service equity analysis will be conducted, including a public comment process, and the changes will be brought before the MTA Board of Directors for approval; and,

WHEREAS, The San Francisco Municipal Transportation Agency is committed to making San Francisco a Transit First city; and,

WHEREAS, Pursuant to California Vehicle Code sections 21101(e), local authorities can temporarily close a street when, in the opinion of local authorities having jurisdiction, the closing is necessary for the safety and protection of persons who are to use that portion of the street during the temporary closing; and,

WHEREAS, Consistent with state law, SFMTA staff have determined that temporarily closing one block of Church Street provides for the safety and protection of transit riders who use the street during the temporary closure due to the large amount of transit riders needing to cross to and from the center track lanes to the J Church trains and the Muni Metro entrances on the west side of the Market/Church intersection, and, further, that the proposed temporary street closure will also substantially improve safety for pedestrians, cyclists, and other people who will also use this portion of Church Street during this period as well; and,

WHEREAS, based on public feedback, the SFMTA implemented minor parking and traffic modifications which allow the return of modified bus service for the 37 Corbett and the 48 Quintara (Bus Terminal and Route Improvements); and,
WHEREAS, In order to accommodate safe and accessible transfers required by this new
temporary service plan, the SFMTA implemented the West Portal LK Transfer Project and Phase
One of the J Church Transfer Improvements Project (Rail Transfer Projects) as follows:

A. ESTABLISH – MUNI, PARATRANSIT, TAXIS, BICYCLES, AND COMMERCIAL
VEHICLES ONLY—Church Street, northbound and southbound, from Market Street to 15th
Street (local and emergency access to be maintained)
B. ESTABLISH – TOW AWAY NO STOPPING ANY TIME—Church Street, west side, from
Market Street to 199 feet southerly

C. ESTABLISH – 30 MINUTE COMMERCIAL LOADING AT ALL TIMES—Church Street,
east side, from 15th Street to 188 feet northerly; Church Street, west side, from 15th Street to
163 feet northerly

D. ESTABLISH – RIGHT TURN ONLY EXCEPT MUNI, PARATRANSIT, TAXIS,
BICYCLES, AND COMMERCIAL VEHICLES—Northbound Church Street at 15th Street;
Southbound Church Street at Market Street

E. ESTABLISH – NO RIGHT TURN EXCEPT MUNI, PARATRANSIT, TAXIS, BICYCLES,
AND COMMERCIAL VEHICLES—Eastbound Market Street at Church Street; Westbound
15th Street at Church Street

F. ESTABLISH – NO LEFT TURN EXCEPT MUNI, PARATRANSIT, TAXIS, BICYCLES,
AND COMMERCIAL VEHICLES—Eastbound 15th Street at Church Street (local access and
emergency access to be maintained)

G. ESTABLISH – NO LEFT TURN—Westbound Market Street at Church Street; Southbound
Church Street at 15th Street

H. ESTABLISH – GREEN ZONE, 9AM TO 6PM, MONDAY THROUGH SATURDAY—15th
Street, north side, from Church Street to 20 feet westerly; 15th Street, south side, from 10 feet
to 30 feet east of Church Street

I. ESTABLISH—GREEN METERS, 15-MINUTE TIME LIMIT, 9AM TO 6PM, MONDAY
THROUGH SATURDAY—Market Street, south side, from 131 feet to 149 feet west of
Church Street

J. ESTABLISH – TOW AWAY NO STOPPING ANY TIME—Church Street, west side, from
225 feet to 265 feet north of 14th Street

K. ESTABLISH – COMMERCIAL LOADING 8 AM to 11 AM, MONDAY TO SATURDAY—
Church Street, west side, from 289 feet to 319 feet north of 14th Street

L. RESCIND – BUS ZONE—Ulloa Street, south side, from West Portal Avenue to 75’ easterly

M. ESTABLISH – NO STOPPING FIRE LANE—Ulloa Street, south side, from West Portal
Avenue to 20’ easterly

N. ESTABLISH – WHITE ZONE 7 AM – 7 PM, MONDAY THROUGH SATURDAY—Ulloa
Street, south side, from 20’ to 75’ east of West Portal Avenue

O. ESTABLISH – TRANSIT ZONE—Ulloa Street, south side, from West Portal Avenue to
Wawona Street; Ulloa Street, north side, from Lenox Way to Wawona Street; Vicente Street,
north side, from 21’ to 40’ west of West Portal Avenue; Ulloa Street, north side, from 10’ to
55’ west of Wawona Street

P. ESTABLISH – WHITE ZONE—Lenox Way, from 20 to 45’ north of Ulloa Avenue

Q. ESTABLISH – GREEN ZONE—Lenox Way, from 45’ to 90’ north of Ulloa Avenue
R. ESTABLISH – NO LEFT TURN– Lenox Way, southbound at Ulloa Avenue
S. ESTABLISH -- BUS ZONE– Parkridge Drive, west side, 40 feet to 100 feet north of Burnett Avenue; 11th Street, east side, 57 feet to 224 feet south of Market Street.
T. ESTABLISH -- RIGHT TURN ONLY EXCEPT MUNI– 11th Street, northbound, at Market Street.
U. ESTABLISH—RED ZONES– Diamond Street, east side, from Clipper Street to 10 feet northerly; Diamond Street, west side, from Clipper Street to 5 feet northerly; Clipper Street, north side, from Diamond Street to 20 feet westerly; Clipper Street, south side, from Diamond Street to 10 feet westerly; 24th Street, south side, from Diamond Street to 17 feet easterly; and,

WHEREAS, The temporary improvements of the Rail Transfer Projects project shall include a thorough and transparent evaluation process to determine the effectiveness of the changes, including soliciting stakeholder feedback, collecting and analyzing safety and performance data, and posting evaluation results on the SFMTA website; and,

WHEREAS, The proposed parking and traffic modifications will be temporary in nature and will expire 120 days after the termination or expiration of the COVID-19 Emergency; and,

WHEREAS, The proposed rail transfer projects and the bus terminal and route improvements are subject to the California Environmental Quality Act (CEQA); CEQA provides a statutory exemption from environmental review for emergency projects pursuant to Public Resources Code Section 21080(b)(4) and Title 14 of the California Code of Regulations Section 15269 and for specified mass transit projects pursuant to Public Resources Code Section 21080(b)(10) and Title 14 of the California Code of Regulations Section 15275; and,

WHEREAS, The Planning Department determined, on August 12, 2020, that the rail transfer projects (Case Number 2020-007183ENV) and, on August 14, 2020, that the bus terminal and route improvement changes (Case Number 2020-007286ENV) are statutorily exempt from CEQA pursuant to Public Resources Code Section 21080(b)(4) and Title 14 of the California Code of Regulations Section 15269, and Public Resources Code Section 21080(b)(10) and Title 14 of the California Code of Regulations Section 15275; and,

WHEREAS, Copies of the CEQA determinations are on file with the Secretary to the SFMTA Board of Directors and may be found in the records of the Planning Department at 49 South Van Ness Avenue in San Francisco, and is incorporated herein by reference; and,

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

WHEREAS, Final SFMTA decisions, whether made by the City Traffic Engineer or the SFMTA Board, can be reviewed by the Board of Supervisors pursuant to Ordinance 127-18 and SFMTA staff have determined that items C, H, I, K, and Q are such final SFMTA decisions; and, now, therefore, be it
RESOLVED, Pursuant to California Vehicle Code sections 21101(e), the SFMTA Board finds that temporarily closing one block of Church Street provides for the safety and protection of transit riders who use the street during the temporary closure due to the large amount of transit riders needing to cross to and from the center track lanes to the J Church trains and the Muni Metro entrances on the west side of the Market/Church intersection, and, further, that the proposed temporary street closure will also substantially improve safety for pedestrians, cyclists, and other people who will also use this portion of Church Street during this period as well; and be it further

RESOLVED, That the SFMTA Board of Directors approves the temporary parking and traffic modifications, as set forth in Items A through U above, as a part of the Rail Transfer Projects and Bus Terminal and Route Improvements; and be it further

RESOLVED, That all actions approved pursuant to the parking and traffic modifications approved herein, are to be in effect temporarily during the COVID-19 emergency referenced in the Proclamation of the Mayor Declaring the Existence of a Local Emergency dated February 25, 2020 and shall expire 120 days after the termination or expiration of such proclamation; and be it further

RESOLVED, That SFMTA staff shall make a report to the SFMTA Board of Directors 120 days after the conclusion of the COVID-19 Emergency, including evaluation findings and recommendations regarding the approved parking and traffic modifications.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of September 15, 2020.

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Secretary to the Board of Directors
San Francisco Municipal Transportation Agency