

JUSTIFICATION FOR CHANGES TO COMPLETE STREETS FACILITIES (PROJECT DELIVERY)

DISTRICT 4 EA 04-0Q140 SHOPP ID 15916

COUNTY: SAN MATEO & SAN FRANCISCO ROUTE: 82

PROJECT POSTMILES: 20.8/25.2 & PHASE: PS&E (DESIGN)
0.0/R.208

APPROVED BY: DONNA BERRY, CHIEF ENGINEER, SEPTEMBER 1, 2026

Complete Streets Scope Change:

This State Highway Operation and Protection Program (SHOPP) pavement rehabilitation project originally included bicycle and pedestrian improvements in the Project Initiation Report (PIR) that had been identified in local plans developed by South San Francisco, Colma, and Daly City. In the previous Project Approval and Environmental Document (PA&ED) phase, the PDT coordinated with the local agencies on substantial reductions in complete streets scope to allow for locally-led planning and engagement to proceed. In the current Design phase, the project still includes four (4) Pedestrian Hybrid Beacons (PHBs), twenty (20) pedestrian refuge islands, and two (2) new high-visibility crosswalk at McLellan Drive and F Street.

In South San Francisco, the project will no longer construct the proposed new south leg crosswalk at Hickey Boulevard.

In Colma, the project will no longer construct the proposed curb ramps, pedestrian hybrid beacon, crosswalk, and refuge island at Cypress Avenue, or the bike boxes at Serramonte Boulevard.

In Daly City, the PDT removed the bike boxes at East Market Street and San Pedro Road, the south leg crosswalks at Vale Street and Castle Street, and the Citrus Avenue crosswalk and curb ramp upgrades from the project scope.

Justification:

The District worked with South San Francisco, Colma, and Daly City and reviewed local plans to determine which improvements could be built within State right of way and best use of project resources. During this review, the PDT identified several locations where right of way limits, operational constraints, safety issues, or overlapping local projects prevented the originally proposed features from being constructed.

In South San Francisco, a third pedestrian crosswalk was proposed across the south leg of the El Camino Real/Hickey Boulevard intersection. An existing east-west crosswalk across El Camino Real at the north leg will continue to provide pedestrian access. The additional crosswalk was proposed to reduce out-of-direction travel for pedestrians, but detailed traffic studies showed that the redesign and changes to signal timing to accommodate this crosswalk would create substantial congestion

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for all other traffic modes. The PDT studied three different scenarios for adding this crosswalk:

1. Scenario 1 proposes removing one of the two right turn lanes from Hickey Blvd onto El Camino Real and would allow the vehicles to turn right only during a "green arrow" (no right turns on red). This configuration is considered the least feasible because it leads to substantial lines of waiting vehicles along Hickey Blvd. during morning, afternoon, and evening peak periods throughout the week, with queue lengths reaching at least 3,480 feet after one hour.
2. Scenario 2 would keep both existing right-turn lanes from Hickey Blvd onto El Camino Real. In this scenario, vehicles turning right from Hickey Blvd onto El Camino Real would only be allowed to turn right during a "green arrow" (no right turns on red). This would extend the green phase for Hickey Blvd and would increase the wait time for northbound vehicles on El Camino Real waiting to turn left. The extended phase would create a queue of more than 106 vehicles that will extend up to 300 feet from the northside crosswalk near the Costco intersection, effectively doubling the line of waiting cars after one hour.
3. Scenario 3 proposes removing one of the two right turn lanes from Hickey Blvd onto El Camino Real. In this scenario, right turns from Hickey Blvd across the new crosswalk would be prohibited during the "WALK" interval, and allowed during the flashing "DON'T WALK" interval. This requires extending the green phase for Hickey Blvd and increases the wait time for northbound vehicles on El Camino Real waiting to turn left. The extended phase would create a queue of northbound left-turning vehicles that would extend over a mile beyond Westborough Blvd./Chestnut Ave.

All three of these scenarios would create substantial congestion. Research sponsored by the Federal Highway Administration (FHWA) identifies traffic congestion and on the road delays as frequent precursors to elevated driver frustration, which in turn can lead to aggressive and risky driving behaviors such as tailgating and rapid lane changes. Aggressive driving is associated with approximately one third of fatal and serious injury crashes.

The resulting congestion under all three scenarios would also adversely affect transit operations, making installation of a south leg crosswalk impractical from both safety and operational standpoints. The new crosswalk will not be added, and pedestrians will continue to be accommodated via the existing north leg crossing.

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In Colma, the proposed pedestrian improvements at Cypress Avenue would require work outside State right-of-way, and SHOPP funds cannot be used to build improvements on local property. The proposed bike boxes at Serramonte Boulevard were removed because a separate locally funded project (EA 04- 2Y250) will build a protected intersection with upgraded bicycle facilities.

In Daly City, several pedestrian and bicycle elements were removed after additional design review. The bike boxes at East Market Street and San Pedro Road were removed because the locations would require work outside the State's right-of-way, and do not meet current siting and operational requirements. At Vale Street and Castle Street, the existing pedestrian hybrid beacon cannot support a south leg crossing without substantial equipment upgrades that weren't accounted for in the original project scope and budget. At Citrus Avenue, feasible options for a new crosswalk and curb ramp required relocating a signal pole, modifying a commercial driveway, or reconstructing the median—work needing additional right of way and construction cost that this project cannot accommodate. Amending the project schedule and budget to include this additional scope would likely push the project out of the current programming cycle, given capacity constraints, and could place it on hold for an unknown duration. Such improvements may be considered by a future project that proposes geometric alterations that make these desired features feasible.

With these changes, the project still delivers the most feasible and beneficial safety improvements while staying within right of way, operational, budget, and delivery constraints.