

New 55-Dogpatch Outreach Findings & Route Development

Executive Summary

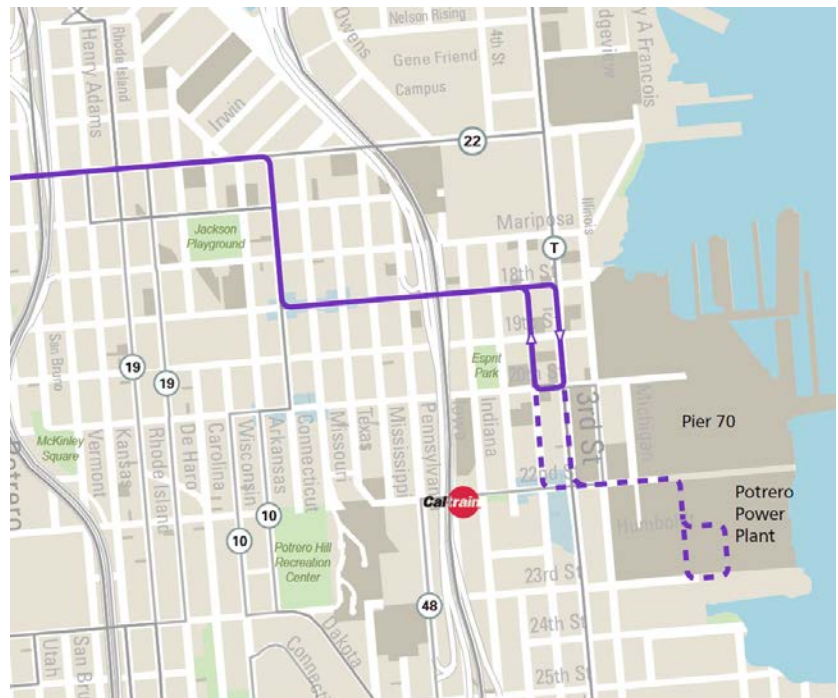
Based on outreach conducted through Spring of 2018, the SFMTA identified a set of three alternative routes and service plans for a new 55-Dogpatch route. These alternatives respond to the most salient and frequent feedback that staff received through an extensive initial outreach phase. The alternatives will be brought to the community for input during the second phase of outreach for the Dogpatch-Potrero Hill 16th Street Connection planning process. Through surveys and direct feedback at community meetings, the SFMTA found that most respondents desire the following from a Muni route that will replace the segment of the 22-Fillmore, which currently provides service in Dogpatch and Potrero Hill neighborhoods:

- A direct and frequent route through the neighborhoods
- A route that connects the Dogpatch and Potrero Hill neighborhoods to other Muni lines, 16th Street BART, and 22nd Street Caltrain
- A route that connects to neighborhood destinations such as grocery stores and commercial areas
- A route that connects to community destinations on some of Potrero Hill's steepest areas

While not all the alternatives meet each of the community priorities outlined above, all priorities are reflected in at least one of the alternatives presented to the community for a choice of preference. This is often an outcome of conflicting priorities and guiding principles, such as a route that prioritizes directness versus prioritizing connecting to as many neighborhood destinations as possible, or a route that serves steep areas in the area versus one that meets Muni's operational criteria.

Route Alternative A

- Maintains 22-Fillmore route and stops east of Connecticut Street
- Maintains connection to T-Third line at 20th Street
- Maintains service along 18th Street commercial corridor
- Provides direct service to new development along 3rd Street and Tennessee Street
- Routing along 16th Street benefits from transit priority treatments
- Routing is direct
- No parking removal
- No direct connection to 22nd Street Caltrain
- No additional coverage of Potrero Hill's steep areas





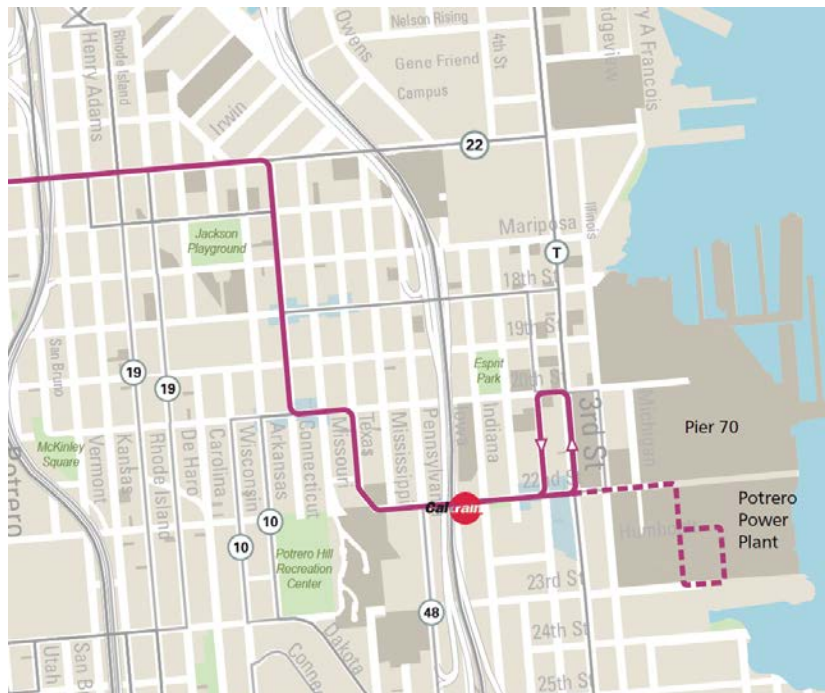
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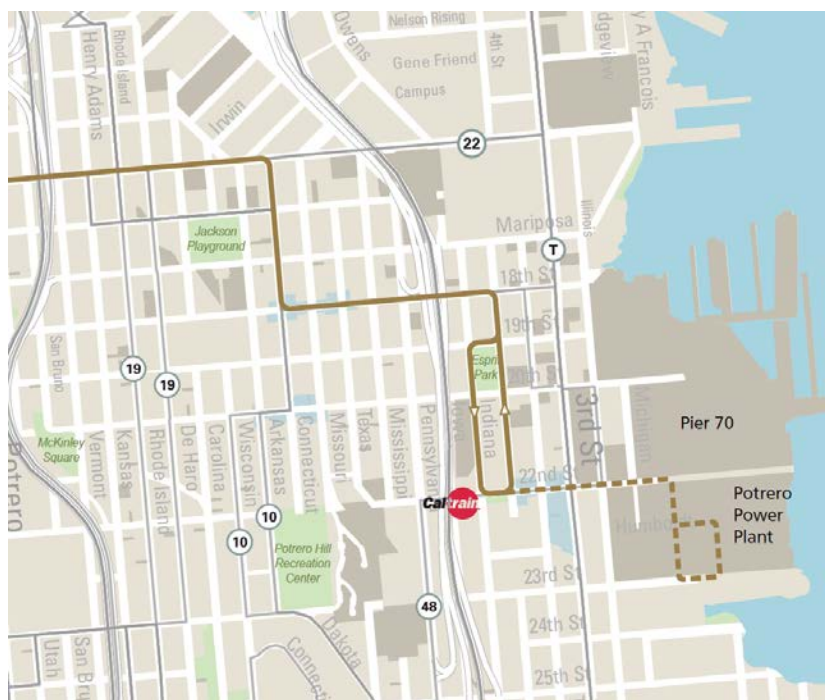
Route Alternative B

- Maintains connection to T-Third line at 20th Street in the short term.
- Provides connection to 18th Street & Connecticut and 20th Street & Connecticut commercial corridor
- Provides new direct connection to 22nd Street Caltrain
- Provides new coverage of Potrero Hill's steep areas via a moderately indirect route
- Provides new direct service to development along Texas, 22nd, Tennessee Streets
- Routing along 16th Street benefits from transit priority treatments
- Removes service from some streets east of Connecticut.
- Moderate on-street parking removal to accommodate turns and new stops.



Route Alternative C

- Maintains service along 18th Street commercial corridor
- Provides direct connection to 22nd Street Caltrain
- Provides direct service to new development along Indiana Street and Minnesota Street
- Routing along 16th Street benefits from transit priority treatments
- Routing is direct
- Removes service from some streets east of Minnesota; all affected areas would have transit access within ¼ mile.
- Significant on-street parking removal to accommodate narrow streets, turns, new stops, and a new terminal.
- No direct connection to T-Third line



San Francisco Municipal Transportation Agency

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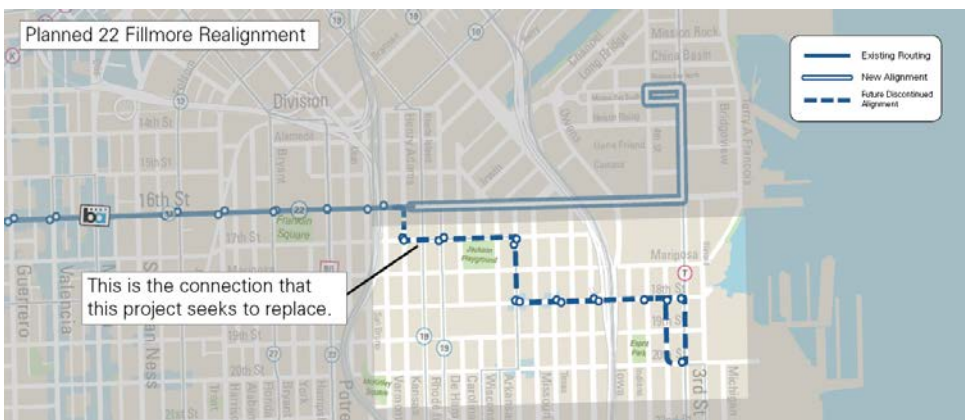
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Project Background

As a part of Muni Forward's [16th Street Improvement Project](#), the eastern portion of 22-Fillmore bus route will be rerouted to travel the length of 16th Street from Church to 3rd to serve the growing Mission Bay neighborhood. The current 55-Mission Bay will be discontinued as part of the 22 reroute. A new bus line, tentatively named the 55-Dogpatch, will be concurrently implemented to provide the transit connections currently made between the 16th Street corridor and the Dogpatch-Potrero Hill area. These changes are tentatively scheduled for Fall of 2019.



To create this new route and service plan, the SFMTA conducted an extensive outreach process to gauge residents' needs before identifying alternatives. The same outreach process also informed the [Dogpatch-Central Waterfront Area Transit Connections Study](#), a separate effort to analyze current transit needs and future transit demands in the area. This study relied heavily on neighborhood outreach and analyses such as origin-destination trip patterns, current and future land use, projected population growth and more. The outreach done for the new 55-Dogpatch and the takeaways found in the Transit Connections Study are discussed in this report.

About this Report

This document presents a summary of the first outreach phase of the study, including an overview of outreach activities, methodology, and key findings that directly informed the route and service plan alternatives presented to the community in the following stage of the planning process. Information gleaned through the outreach process about how residents currently use and would like to use the new 55-Dogpatch route was the greatest influencing factor in determining the route alternatives that will be presented to the community. However, other factors were also considered:

- Findings from the Dogpatch-Central Waterfront Area Transit Connections Study
- Operational limitations and considerations, such as vertical grades and transitions at intersections, as well as turning radii
- The SFMTA Board-approved budget that was approved for the new route in Spring 2018



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Outreach Process

In Spring 2018, the SFMTA conducted several community outreach efforts to identify residents' needs, trip patterns, and opinions to inform the design of the 55-Dogpatch as well as the Dogpatch-Central Waterfront Area Transit Connections Study. The following table summarizes outreach and engagement activities.

Outreach Activity	Date
Potrero Boosters Meeting Presentation and Survey	2/27/2018
Dogpatch-Potrero Hill Open House and Survey	3/6/2018
Potrero Dogpatch Merchants Association Meeting Survey	4/10/2018
Dogpatch Neighborhood Association Meeting Presentation and Survey	4/11/2018
Sunday Streets Tabling and Survey	4/15/2018
Intercept Surveys - various locations and times of day in Dogpatch and Potrero Hill	4/17/2018
Online Survey	4/13 - 5/3/2018
New Resident Survey - targeted to new multi-unit buildings in Dogpatch	5/3 - 5/22/2018

The community surveying efforts listed yielded over 400 surveys from the Dogpatch and Potrero Hill neighborhoods, which informed both the Dogpatch-Central Waterfront Area Transit Connections Study and the 55-Dogpatch route development. The survey questions, listed below, focused on the following areas of inquiry:

- Travel demand patterns of current residents for all modes
- Efficacy of current 22-Fillmore service in the neighborhood in meeting residents' travel needs
- Common and desired connections to and from the Dogpatch and Potrero Hill neighborhoods
- Assessing residents' priorities when determining tradeoffs in transit service: whether residents value service frequency or coverage, and whether they valued route directness or proximity of stop to their origin and/or destination.

Analyzing travel demand patterns

1. In which neighborhood is your most common destination?
2. How do you typically get to your most common destination?
3. What time of day do you typically take this trip?
4. If you do not take transit, what would encourage you to take transit for this trip?



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Transit demand patterns and desired connections

1. If you do take transit, which route(s) do you take for this trip?
2. If you connect to another transit route and/or line, which routes do you connect to?
3. Is there a trip that you would like to make, that you are currently unable to make, by transit? If so, please include the cross streets or landmark (e.g. "2nd and Market" or "General Hospital")

Efficacy of the current 22 Fillmore service:

1. How often do you ride the 22 Fillmore bus?
2. How well does the 22 Fillmore bus route serve you right now?
 - a. Not very well. Please rethink the route and stops of the new bus route.
 - b. Somewhat well. Please rethink the stops of the future bus route.
 - c. Very well. Please keep the routes and stops of the future bus route the same.
3. Please mark the two stops you use the most along the 22 Fillmore in the neighborhood. (map included)

Trade-offs and connections for the new 55 route:

1. How far would you consider walking to/from a transit stop before taking transit is no longer an attractive option?
 - a. Less than two blocks but more than one
 - b. 2-4 blocks
 - c. 5 or more blocks
2. We are considering several options for the western end of the future 16th St. connection. Please tell us about your preferences by ranking the following connections and corresponding frequencies in order of preference: Bus comes every 7.5 minutes and goes to 16th Street BART
 - a. Bus comes every 10 minutes and goes to 16th St. BART & Church Station
 - b. Bus comes every 15 minutes and goes to 16th St. BART & Castro Station.
3. Which of the following two statements best describes how you wish to use the new line that will replace the 22 Fillmore between 16th St. and 3rd St.?
 - a. I use or would like to use this bus route to get to and from the 16th St. Corridor and beyond. I prefer a direct route through the neighborhood.
 - b. I use or would like to use this bus route to get around the neighborhood. I don't mind an indirect route that might take longer.
4. What else would you like us to take into consideration when coming up with alternatives for the new route connecting the Dogpatch and northern Potrero Hill to 16th St.?

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Survey Findings

Finding 1: Respondents prefer a more direct route through the neighborhood.

1A: The two most important factors for respondents are frequency and directness of the route to 16th Street.

Figure 1: Which of the following two statements best describes how you wish to use the new line that will replace the 22 Fillmore between 16th Street and 3rd Street?

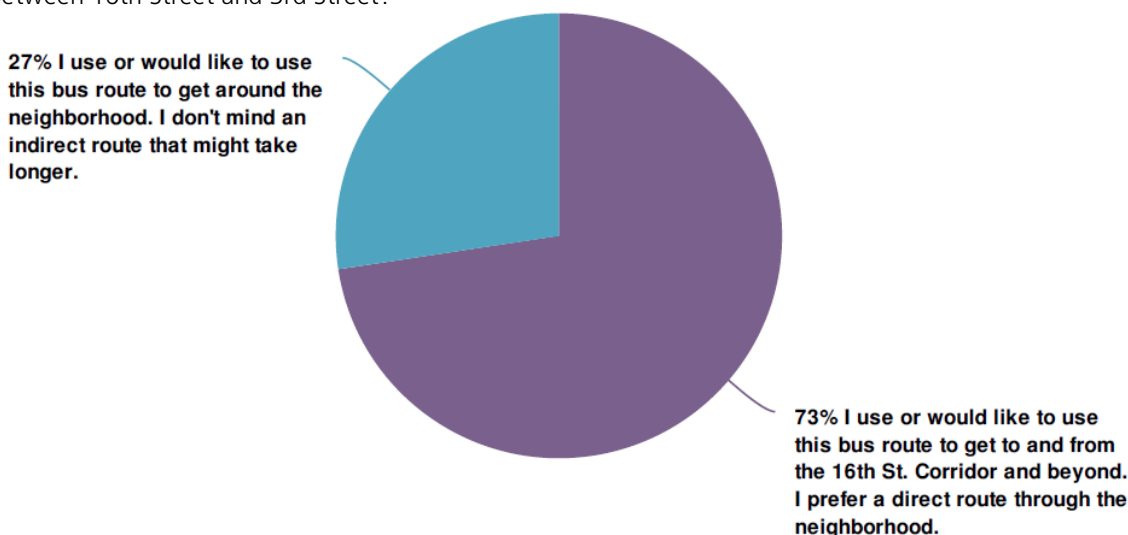
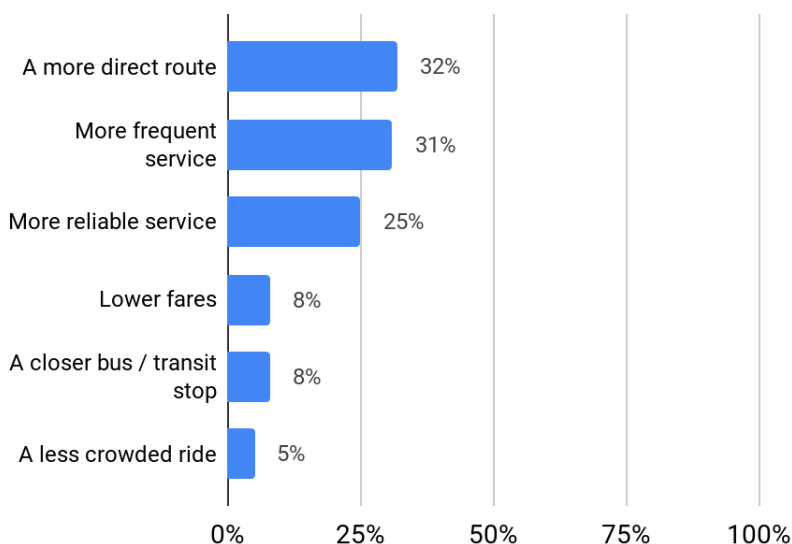


Figure 2: If you do not take transit, what would encourage you to take transit for this trip?

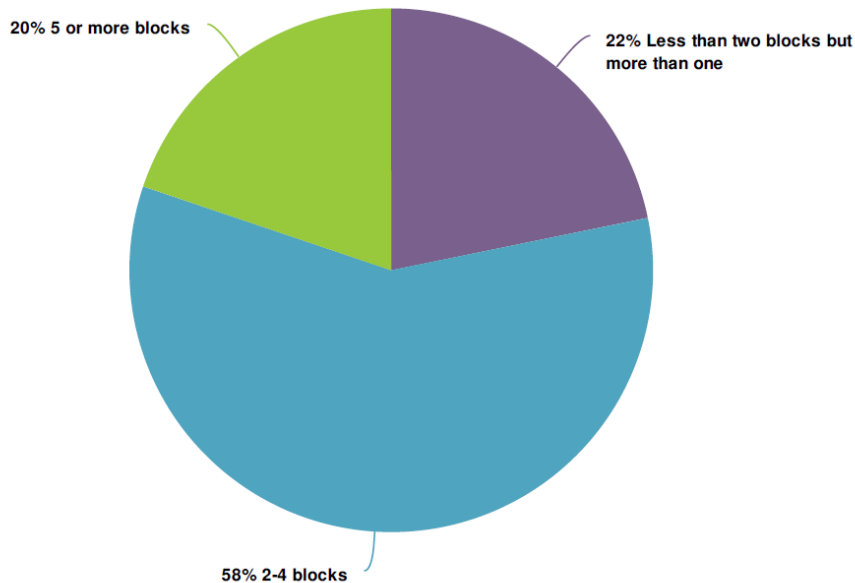


Respondents could choose 0, 1, or 2 of these choices. Percentage reflects the number of respondents who chose this choice divided by total number of respondents.

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1B: Most respondents are willing to walk 2-4 blocks to a bus stop.


Figure 3: How far would you consider walking to/from a transit stop before taking transit is no longer an attractive option?



1C: Most respondents prefer a frequent connection to 16th Street BART.

Figure 4: Please tell us about your preferences by ranking the following connections and corresponding approximate frequencies in order of preference.

Item	Overall Rank	Rank Distribution	Score
Bus comes every 7.5 minutes and goes to 16th St BART	1		737
Bus comes every 10 minutes and goes to 16th St BART & Church Station	2		600
Bus comes every 15 minutes and goes to 16th St BART & Castro Station	3		336



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Finding 2: Respondents express overall satisfaction with the current 22-Fillmore service in Dogpatch and Potrero Hill.

Figure 5: How often do you ride the 22 Fillmore bus?

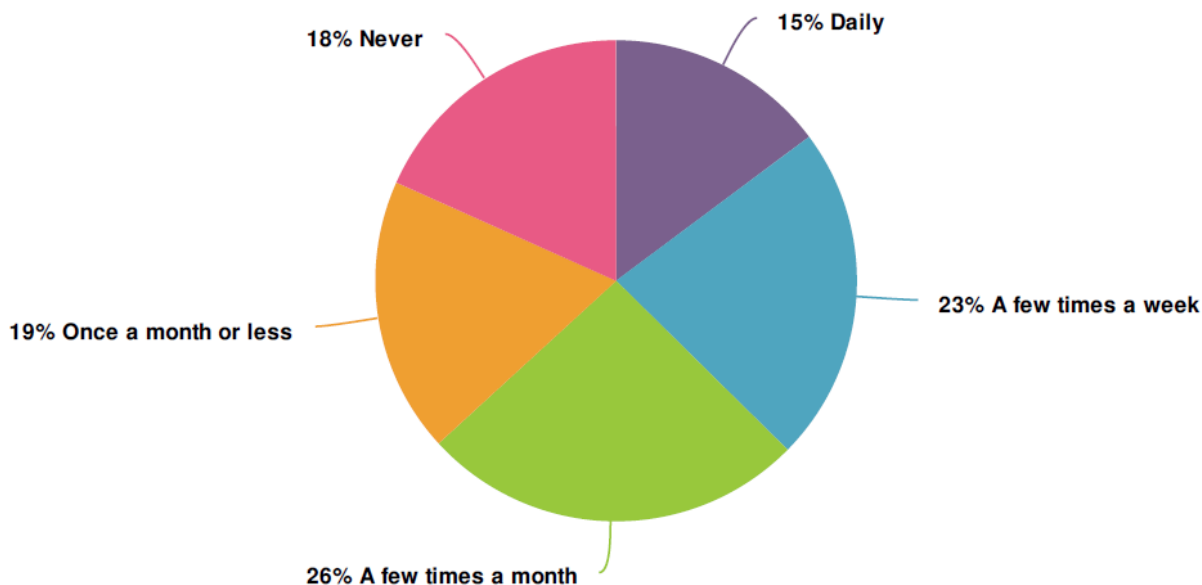
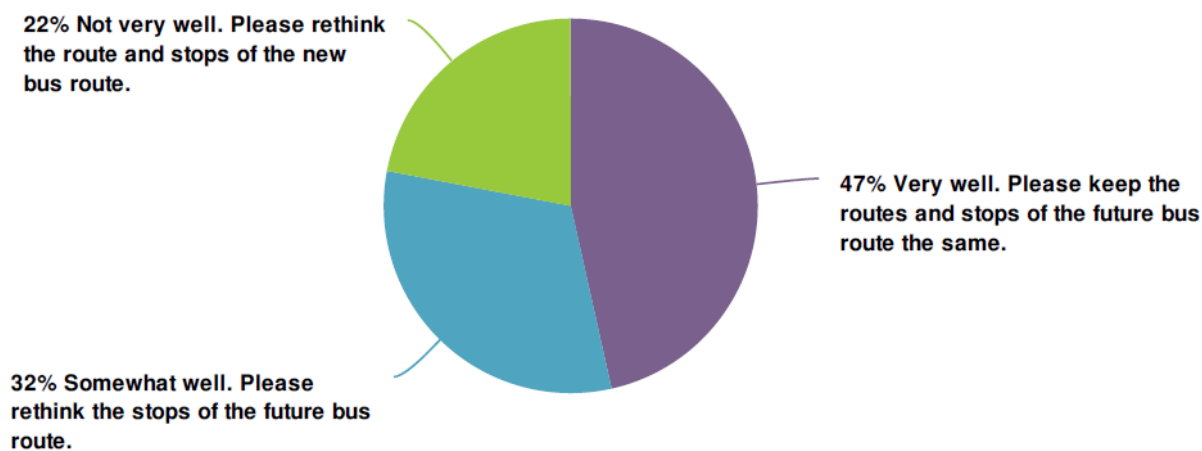


Figure 6: How well does the 22 Fillmore bus route serve you right now?

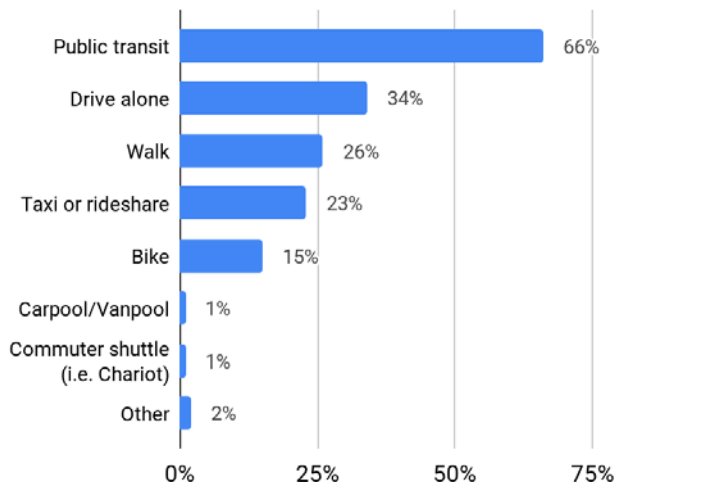


22% of respondents to this question indicated that the 22-Fillmore does not serve them well. Finding 4 describes the areas for improvement identified from the open comments received from surveys.

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Finding 3: Many respondents want to a route that connects with other transit services.
3A: 66% of respondents use public transit as their typical mode of transportation.

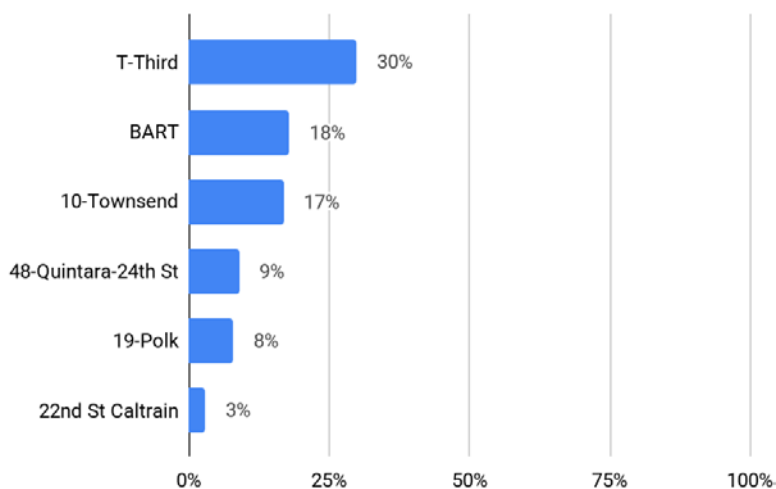
Figure 7: How do you typically get to your most common destination?



Respondents could choose 0, 1, or 2 of these choices. Percentage reflects the number of respondents who chose this choice divided by total number of respondents.

3B: Many respondents use or transfer to other transit services.

Figure 8: Percentage of respondents who used or connected to another transit line or service



Respondents were asked the following questions: “If you do take transit, which route(s) do you take for this trip? If you connect to another transit route and/or line, which routes do you connect to?” Respondents could list as many options as they used. Percentage reflects the number of respondents who mentioned this mode divided by total number of respondents.



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Finding 4: Respondents would like the SFMTA to explore opportunities to connect to additional neighborhood resources.

Analyzing the open text responses to “What else would you like us to take into consideration when coming up with alternatives for the new route connecting the Dogpatch and northern Potrero Hill to 16th Street?”, the SFMTA identified the following major themes: BART and Caltrain were major desirable connections, while residents also expressed a wish for connections to grocery stores and recreation centers. Following are the counts of each request along with examples of comments.

- 13 respondents expressed a desire for the new 55 to connect with Caltrain.
 - “I think it's worth recognizing that use of the 22nd St Caltrain station has grown enormously in the last few years. Right now only one bus route (48) serves the station directly, while the 22 serves it indirectly. It's important to give commuters a viable option to Uber or self-driving.”
 - “I work in Mission Bay, so the 22 doesn't get me all the way right now and I look forward to the re-route. Consider extending the 22 replacement to 22nd Street Caltrain, it's a missed connection to stop 3 blocks away from Caltrain and one block from the 48”
 - “Proximity to Caltrain on 22nd st”
- 6 respondents expressed either concern with or emphasized the importance of investing in the T-Third line and/or having the new 55 connect with the T-Third line.
 - “Keep close connection to KT & 48 please!”
 - “Please consider that as a commuter from Dogpatch to the Presidio, I used to take the 22 daily to and from work. Because service was so slow due to too many stops and bad traffic, I recently started taking the KT train to downtown where I then catch the Presdigo Shuttle to the Letterman Digital Arts Center at 1 Letterman Drive...Considering the swelling population of Dogpatch, I suggest adding more service to the area in general, including more frequent KT trains and new bus lines.”
 - “I use the 22 to get to BART when the T line is not running well, which unfortunately is often. Waiting more than 5 minutes during commuting hours is ridiculous. It often times is a 15 minute wait between T trains during commuting hours (this is not an exaggeration). A solution would be to guarantee better T line service. Do not overlook this issue when contemplating the change in the 22 line. The T line is known to have poor reliability among all residents who take it. Change that perception!”
- 4 respondents commented on the steep slopes in the neighborhood, emphasizing the need for the new 55 to serve seniors or others who found navigating slopes difficult.
 - “Better bus routes up on the hill. The 53 was perfect in getting around on the west side and around the hill down to 16th Street Bart.”
 - “Factor in the steepness of the blocks when measuring for seniors or handicapped. Two or three flat blocks are much less strenuous then [sic] ones with hills.”
 - “We need to keep the route along 18th street in Potrero. Older people and handicapped persons need a route higher on the hill, given the topography of the hill. Having to walk to 16th street from higher on the hill is too much of an incline/decline for us. It will force us to take more car services or drive. It also will do a disservice to established businesses and residents on the hill who have long been neglected by public transit.”
- 3 people also expressed an interest in connecting with grocery stores.
 - “Would like grocery store access”
 - “Access 2 grocery store + Drug store”
 - “Parents. Dogpatch [sic] should connect to places to make it easier for families to get to schools, recess, grocery stores”



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Analysis

While connection between neighborhood amenities is an important goal of the 55-Dogpatch route planning process, the SFMTA must balance this with the stated preference by respondents, of whom the majority valued a more frequent and direct trip, as detailed in Finding 1. Residents also expressed placing higher value on bus frequency over service that would place stops closer to their origins and destinations and most would be willing to walk two to four blocks to a transit stop. Since respondents have expressed clear preference in using the 55-Dogpatch to getting beyond their neighborhood to destinations along the 16th Street corridor and BART, the SFMTA will strive to focus on making the 55-Dogpatch more direct over emphasizing local connections, facilitating a shorter trip to 16th Street and focusing resources on more frequent service. Because a clear majority of respondents stated a preference for a frequent, shorter route to 16th Street BART over a less frequent route that provided coverage further west, the SFMTA chose to align all three routing options with this preference.

Finding 2 indicates that the alternatives should offer at least one option to continue the same routing, especially since the route is well matched to new and planned development in the northeast area of Dogpatch around 3rd and 18th Street. The existing 22 pattern also has several advantages: it connects with 18th Street commercial corridor, follows a direct path through the neighborhood, and will not require new stops or changes to on-street parking.

Supporting data for Finding 3 points to the importance of maintaining connectivity with other Muni transit routes in the network that reach common destinations in various directions, such as Downtown, SoMa, and Civic Center areas. The SFMTA also found through the Central Waterfront Travel Demand Analysis that residents often linked multiple modes of transit, such as bicycle and/or another transit service. To balance between desires to have a shorter, more reliable line and to maintain connections to different neighborhoods, the SFMTA should strive to maintain and/or create connections to additional transit options, such as T-Third line, 16th Street BART, and 22nd Street Caltrain.

During our extensive outreach process, respondents brought up a common theme: the impact of new development and anticipated population and job growth. Using American Community Survey data, existing land use, and developments in the San Francisco Planning Department's pipeline, the Central Waterfront Area Transit Demand study identified six blocks in the Dogpatch neighborhood with high ridership demand potential and an additional 25 blocks with moderate ridership demand potential. The map below illustrates the results of this analysis. This information was used to inform the three route alternatives that will be presented to the community during the second round of outreach for the 55-Dogpatch Planning Process.



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Figure 9: Map from the Dogpatch-Central Waterfront Transit Demand Study

The Central Waterfront Travel Demand Analysis also explored how the SFMTA meets the current and anticipated future demand of projected development growth in the area. Investments along the T-Third line will be critical to reaching north-south neighborhood demand along with the 10 Townsend; however, the report also concluded that an additional east-west connection once the 22-Fillmore was rerouted would be beneficial for serving future demand.

Operational Considerations

In addition to using survey respondent and community feedback as a guiding factor in designing the route alternatives, the SFMTA considered a few operational criteria. These were helpful in narrowing down the streets on which alternative routes could travel and ranged from prohibitive conditions (such as traversing streets with grades greater than 20%) to conditions that make for less reliable service due to conflicts with other modes of transportation. These considerations are discussed below.



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Street Grades - While the SFMTA is making progress toward replacing its entire rubber tire fleet with newer, more capable and more reliable buses, streets with steep grades continue to limit the coverage that Muni can provide in the City of San Francisco. While the newer vehicles can climb these steep grades, the transition from very steep grades into flat intersections prevent us from traveling on these streets. These significant grade transitions can result in loud scraping noises that bother nearby residents, road damage, and wear and tear on vehicles. For these reasons, Muni strives to route buses on street grades of 18% and lower and has a policy of avoiding streets with grades higher than 20%.

Travel Lane Widths - The Dogpatch and Potrero Hill neighborhoods include narrow streets, some of which are made narrower by angled or perpendicular parking. Muni's lane widths standards call for a clear 11' travel lane where Muni is adjacent to parking on the right side of the vehicle and a traffic lane operating in opposing direction on the left. These lane width standards are particularly important to adhere to when Muni will travel in both directions along the street.

Turns - Like lane widths, designing routes that avoid sharp turns or those that require Muni to encroach onto the coming lane play a critical role in providing reliable service and avoiding collisions.

Modal-Priority Elements and Streets - To the extent possible, the SFMTA strives to establish bicycle-priority and transit-priority along different streets. This is the case for 16th and 17th Streets, which are transit-priority and bicycle-priority corridors, respectively, in the project area. To this end, the project team chose not to consider keeping the current routing of the 22-Fillmore on 17th Street between Kansas and Connecticut, and instead designed all alternatives to use 16th Street along this segment to take advantage of transit-priority elements that are currently planned.

Terminals - Terminal areas provide curbside areas for the vehicle and operator to take a restorative break and resync with the schedule if necessary. Depending on the route frequency, these areas comprise of curb space long enough to accommodate two to three vehicles. The space-intensive nature of terminal areas often results in difficult tradeoffs for communities that desire transit access without significant tradeoffs in terms of curbside parking. Because of this, the project team strived to design route alternatives that are compatible with the current 22-Fillmore terminal on 20th Street between 3rd Street and Tennessee, as well as long-term routing that makes use of the Potrero Power Plant's current design concept that currently provides for terminal space and facilities in the development.

Route and Service Alternatives

The SFMTA is committed to providing the rapidly growing and developing Dogpatch neighborhood a direct and frequent connection to the 16th Street corridor. The route alternatives presented as the next step of the process strive to respond to and balance the findings identified through community outreach and additional route considerations and recommendations from the Central Waterfront Travel Demand Analysis Study. These options are summarized below by the findings and considerations to which they respond.



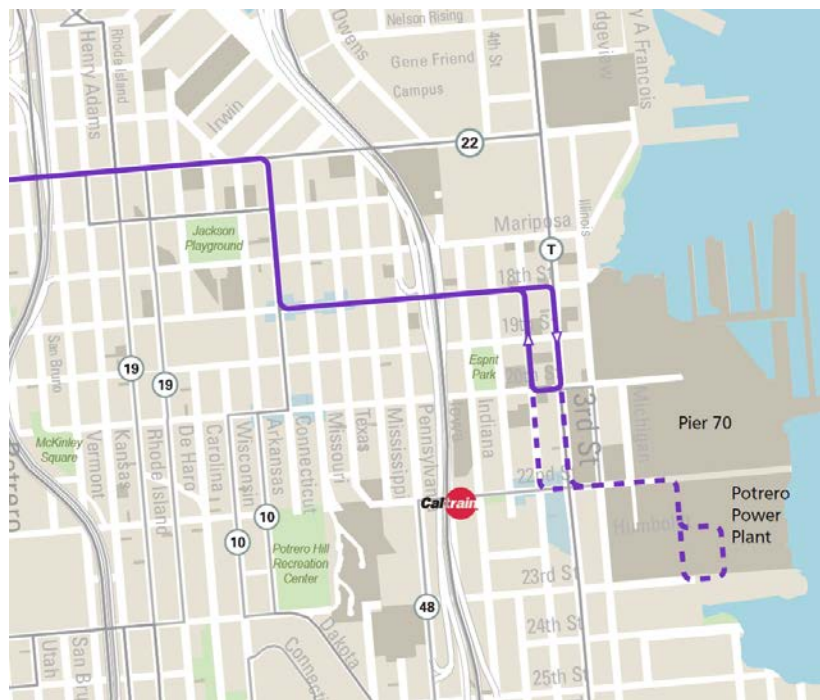
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Route Alternative A

Route Alternative A maintains the current routing of the 22-Fillmore line east of Connecticut Street. In the long term, the route will continue to the Potrero Power Plant Development to terminate. This extension will allow Muni to serve 22nd Street east of 3rd Street, which will be key for transit access to two of the largest developments in the area, Pier 70 and Potrero Power Plant. While this route does not increase connectivity to the steeper areas of Potrero Hill nor does it provide a closer connection to Caltrain, it responds to the share of survey respondents (47%) who felt that the current 22-Fillmore line and stops serves them well and would like these to be incorporated into the new 55-Dogpatch. Other advantages to this alternative include proven operability on the streets in which it travels; retention of current ridership, coverage and access; as well as avoiding the need for any further parking removal to accommodate new stops, terminals, and/or turns.



Key Considerations:

- Maintains 22-Fillmore route and stops east of Connecticut Street
- Maintains connection to T-Third line at 20th Street
- Maintains service along 18th Street commercial corridor
- Provides direct service to new development along 3rd Street and Tennessee Street
- Routing along 16th Street benefits from transit priority treatments
- Routing is direct
- No parking removal
- No direct connection to 22nd Street Caltrain
- No additional coverage of Potrero Hill's steep areas

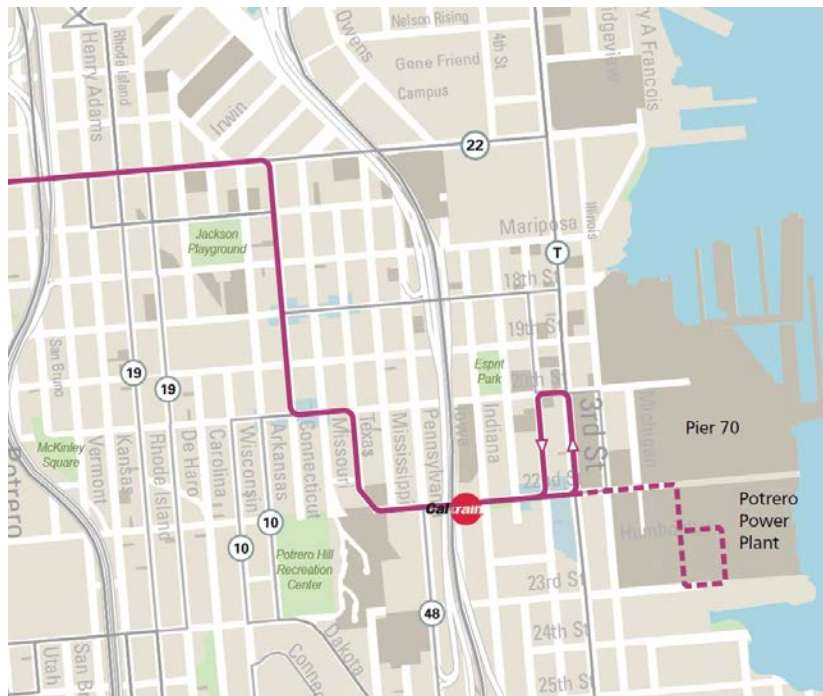


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Route Alternative B

Route Alternative B provides service on Connecticut Street between 16th and 20th. East of Connecticut Street, it travels on 20th, Texas, and 22nd Street, providing direct service to Caltrain then continuing to the current terminal on 20th Street between 3rd and Tennessee in the short term. It is important to note that the route segment from Connecticut to 22nd Street is designed to avoid grades and intersection transitions that would not be operable by Muni vehicles without significant disruption to traffic and residents. Removal of two to four on-street parking spaces may be necessary to accommodate routing on Texas Street between Mississippi and Sierra and more may be needed to accommodate bus stops on streets where new service would be introduced. In the long term, the route would continue to travel on 22nd Street east of 3rd Street to serve the Pier 70 and Potrero Power Plant developments.



Key Considerations:

- Maintains connection to T-Third line at 20th Street in the short term (pre-Potrero Power Plant)
- Provides connection to 18th Street & Connecticut commercial corridor
- Provides connection to 20th Street & Connecticut commercial corridor
- Provides new direct connection to 22nd Street Caltrain
- Provides new coverage of Potrero Hill's steep areas via a moderately indirect route
- Provides new direct service to development along Texas, 22nd, Tennessee Streets
- Routing along 16th Street benefits from transit priority treatments
- Removes service from some streets east of Connecticut; most affected areas would have transit access within ¼ mile
- May require moderate amount of on-street parking space removal to accommodate turns and new stops



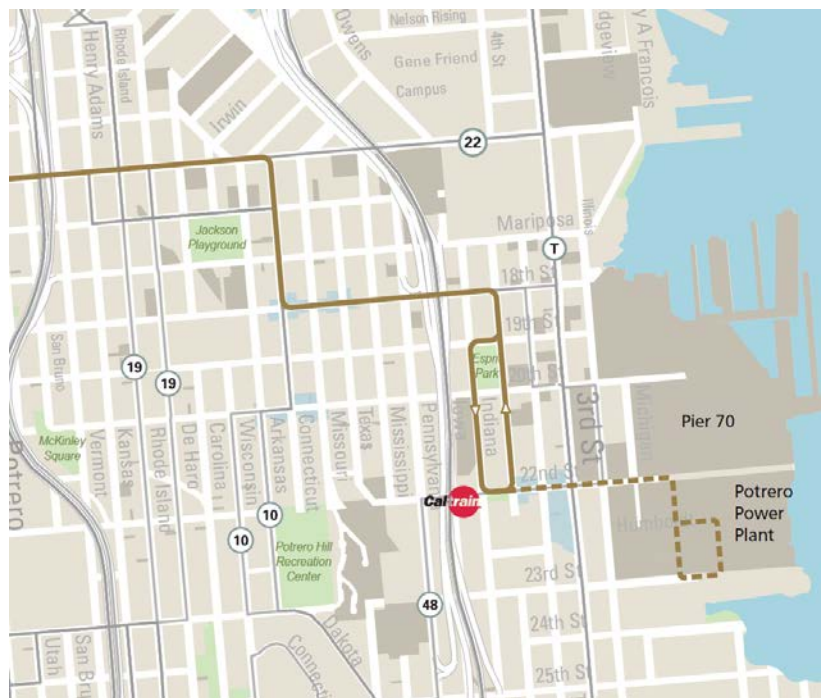
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Route Alternative C

Route Alternative C maintains service along 18th Street east of Connecticut but travels on Minnesota and Indiana Streets between 18th and 22nd to serve new development on Indiana Street and provide a direct connection to Caltrain. While desire for service to dense new development along Indiana Street was heard from residents at different community engagement events, we expect the removal of a significant number of parking spaces (approximately 10-12) will be necessary to be able to turn on 19th Street between Minnesota and Indiana. In addition, more parking removal may be needed to accommodate bus stops on streets where new service would be introduced as well as a new short to medium-term terminal on 22nd Street between Minnesota and Indiana. In the long term, the route would continue to travel on 22nd Street east of 3rd to serve the Pier 70 and Potrero Power Plant developments.



Key Considerations:

- Maintains service along 18th Street commercial corridor
- Provides direct connection to 22nd Street Caltrain
- Provides direct service to new development along Indiana Street and Minnesota Street
- Routing along 16th Street benefits from transit priority treatments
- Routing is direct
- Removes service from some streets east of Connecticut; nearly all affected areas would have transit access within ¼ mile
- Will require significant amount of on-street parking space removal to accommodate narrow streets, turns, new stops, and a new terminal
- No direct connection to T-Third line



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Next Steps



The SFMTA remains committed to engaging with the community through additional outreach throughout the process of creating a route and service plan for the 55-Dogpatch. Residents and users of transit in the area will have many opportunities to offer feedback on route alternatives and express their preferences and comments. Outcomes from this second phase of outreach and engagement to determine community preference among a few alternatives will then lead to targeted outreach along any potential new streets on which Muni may provide service along with identification of potential new stops and spatial tradeoffs. A final phase of informational outreach will follow with a final proposal.