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**SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY**

DIVISION: Transit Services

BRIEF DESCRIPTION:

Presentation and discussion regarding the Transit Effectiveness Project's (TEP) transit service change proposals, including an overview of the proposals, a review of the outreach process, an analysis of the public feedback received at recent community meetings, an explanation of how staff has considered feedback and recommended revisions for specific proposals, and a summary of what staff currently plans to recommend for approval at the March 28th SFMTA Board meeting.

SUMMARY:

- The Transit Effectiveness Project (TEP) is a major SFMTA initiative to improve Muni and help meet the Strategic Plan's mode shift goals.
- The TEP used extensive data analysis and community feedback for the purpose of identifying ways to deliver better serve to existing customers and attract new customers, and improve system efficiency. Proposals focus on improving reliability, enhancing safety, reducing delays, reducing crowding and making San Francisco travel more convenient.
- The TEP includes up to a 10% service increase, as well as route additions, realignments, and modifications/eliminations.
- The TEP proposals have undergone an extensive environmental review process over the past two years. Major milestones include the publication of the following key documents: Initial Study (January 2013), Draft EIR (July 2013), and Final EIR (March 12, 2014).
- To prepare final service change recommendations, SFMTA conducted outreach and facilitated numerous community workshops throughout San Francisco in January-March 2014. In many instances, proposals were modified based on community input.
- The SFMTA plans to submit final service change recommendations to the SFMTA Board on March 28, 2014, in close coordination with the anticipated certification of the Final EIR.

ENCLOSURES:

1. SFMTA Presentation on TEP Service Change Proposals

APPROVALS:

DATE

DIRECTOR _____

3-11-14

SECRETARY _____

3-11-14

ASSIGNED SFMTAB CALENDAR DATE: March 14, 2014

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PURPOSE

Presentation and discussion regarding the Transit Effectiveness Project's (TEP) transit service change proposals, including an overview of proposals, a review of the outreach process, an analysis of the public feedback received at recent community meetings, an explanation of how staff has considered feedback and recommended revisions for specific proposals, and a summary of what staff currently plans to recommend for approval at the March 28th SFMTA Board meeting.

GOAL

The TEP's proposed transit service changes will specifically address the following SFMTA Strategic Plan goals and objectives:

- Goal 1: Create a safer transportation experience for everyone
Objective: 1.3 Improve the safety of the transportation system

- Goal 2: Make transit, walking, bicycling, taxi, ridesharing and carsharing the preferred means of travel
Objective 2.2 Improve transit performance
Objective 2.3 Increase use of all non-private auto modes

- Goal 3: Improve environment and quality of life in San Francisco
Objective 3.2 Increase the transportation system's positive impact to the economy
Objective 3.3 Allocate capital resources effectively
Objective 3.4: Deliver services efficiently

- Goal 4: Create a workplace that delivers outstanding service
Objective 4.4 Improve relationships and partnerships with our stakeholders

DESCRIPTION

The Transit Effectiveness Project (TEP) is a major SFMTA initiative to improve Muni and meet our City's Transit First goals - originally adopted by the Board of Supervisors in 1973, and reaffirmed by voters in 1999, 2007, and 2010. The Transit First Policy and the SFMTA Strategic Plan are geared towards making more attractive and encouraging the use of more sustainable modes like transit, walking, bicycling, and taxis which will allow San Francisco to continue to grow and flourish into the future.

The TEP's focus is Muni: the transit backbone of a transportation-rich system that connects all modes and all people, but also—unfortunately—a system that has failed to keep pace with a changing San Francisco. By way of an extensive planning process supported by data, technical expertise, deep engagement with the community at various levels and critical lessons learned through the implementation of pilot projects, the TEP represents the first major evaluation of San Francisco's mass transit system in thirty years. While the project is focused on resolving existing

issues with Muni service that highly impact the customer's experience, the policies and data analysis methodologies will help Muni identify and respond to the needs of all San Franciscans into the future.

In the early stages of the project, staff evaluated travel patterns on transit and by automobile, transit ridership data including crowding and transit boardings/alightings at every stop, and transit service performance. Staff also implemented a sweeping community engagement effort to share findings, proposals, and most importantly, to hear directly from Muni customers, who could provide further insight into issues that cannot be easily measured or assessed. The outreach effort was not one size fits all; staff captured valuable community feedback through conversations at town hall meetings and community workshops, presentations at neighborhood meetings and senior centers, focus groups with youth and parents, customer surveys, as well as internal engagement with staff, including operators. During the initial planning phase of the TEP, the project also benefited from a community advisory committee that met regularly to review findings and provide input.

Addressing Changing Travel Patterns and Need for Better Reliability

As a result of the extensive data collection, analysis, and public feedback, the TEP identified two key issues that needed attention:

- (1) The frequency and layout of existing routes need to be updated to match current travel patterns and address crowding.
- (2) The service that Muni provides is slow and unreliable.

We learned that while the way people moved through San Francisco has changed over the last thirty years, Muni had not changed with them. In addition, we learned customers wanted faster, more reliable service, and a more seamless customer experience. Numerous studies have revealed that for the full spectrum of Muni customers, including seniors and people with disabilities, reliability is the most significant factor that affects their experience in riding transit.

To address these problems, staff developed numerous strategies, including proposals for specific service changes that would improve neighborhood connectivity, reduce transit travel times, increase capacity on crowded routes, and increase reliability. Specifically, the service change proposals seek to **increase overall transit service by 10%** above today's levels, redesign routes to streamline travel and improve efficiency, enhance neighborhood connections, increase frequency on popular routes, reduce crowding, modify or discontinue low-ridership routes and segments, and expand limited-stop service. The TEP proposals were initially developed in 2008 during the planning phase of the TEP; however, staff re-evaluated and refined them as part of the development of the TEP EIR Project Description and again in over the last few months in order to capture more recent land use and ridership trends. Overall, service change proposals were developed for a large percentage of Muni routes and would distribute benefits citywide, with a focus on communities with the greatest needs.

In addition to service changes, the TEP includes specific capital project recommendations to improve service reliability and travel times by up to 20%. These capital projects include

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expanding transit only lanes across San Francisco, expanding bus stop zones through bus stop bulb outs and larger stops, and consolidating bus stops along select corridors.

Balancing Benefits and Tradeoffs

The TEP seeks to strike the best possible balance between benefits and tradeoffs. The primary TEP benefits are increased service to reduce crowding, more direct connections between neighborhoods and major destinations, and improved reliability. Increased service proposals are focused on communities with the greatest needs and those with the highest crowding. Our Title VI service equity analysis shows that over half of all frequency improvements and travel time benefits aimed at reducing travel times are directed to routes serving primarily minority and low income customers. Over half of Muni customers live in low income households and over 60% live in households with incomes less than the City's Average Median Income (~\$71,000).¹

In addition, proposals to enhance pedestrian and transit safety will be focused on high collision corridors and the projects will be closely coordinated with the WalkFirst pedestrian safety improvements to make our streets and stops safer for all users.

Tradeoffs were minimized in the proposals. Bus consolidation proposals would only impact three percent of Muni stops and are only proposed along Rapid routes. For proposals involving significant parking removal like along Mission Street, alternatives were developed to provide stakeholders with a range of options.

California Environmental Quality Act (CEQA) Environmental Impact Report (EIR)

The TEP proposals have undergone an extensive environmental review process over the past two years. Major milestones include the publication of the following key documents: Initial Study (January 2013), Draft EIR (July 2013), and Final EIR (March 12, 2014).

As part of the TEP Draft EIR public comment process, the SFMTA received hundreds of comments from individuals, organizations, and public agencies. While some comments were related to the environmental analysis in the Draft EIR, the vast majority of the comments were related to project merit, expressing concern about how the proposals for service changes, stop and route consolidation and parking removal balance different needs and interests. In response to these merit based comments, staff developed, *A Community Guide to the Transit Effectiveness Project*. This input also helped shape the most recent round of community outreach on the service proposals.

The Planning Commission will consider certifying the TEP EIR on March 27, 2014.

Recent Outreach and Proposal Finalization

To finalize service change proposal recommendations in coordination with the anticipated certification of the TEP EIR and SFMTA Board approval processes, the TEP team has facilitated extensive outreach focused on the proposed service and route changes. Beginning in January 2014, SFMTA initiated its latest round of TEP neighborhood meetings, primarily focused on

¹ 2013 Customer On-Board Survey

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Muni service change proposals. From early February to mid-March, we held 12 community meetings with at least one community meeting held in each supervisorial district. We also held two citywide open houses to discuss the proposals and any revisions that were made based on the initial community meetings, and to record additional feedback. The latest round of outreach concluded on March 12. Each meeting was open to the public and focused on the service changes that are proposed for that meeting's corresponding district. The meeting format provided explanations to attendees and collected feedback from stakeholders about the proposals. Currently, hundreds of residents are also providing feedback about the proposals through the online input tool at www.TellMuni.com. Additionally, the outreach process includes one open house held at each Muni operating division for the purpose of collecting proposal-related input from Operators and other front line personnel.

In addition to the substantial amount of feedback received about TEP proposals over the past several years, the comments obtained during the current outreach process are being used to refine and finalize staff recommendations. Currently, the proposed service and route changes that have received the highest amount of feedback from the public include the 2 Clement, 3 Jackson, 6 Parnassus, 8x Bayshore, 12 Folsom, 17 Parkmerced, 27 Bryant, 28/28L 19th Ave, 33 Stanyan, 35 Eureka, 36 Teresita and 48 Quintara/24th Street. In response to this feedback, while considering previously-conducted planning, coordination, outreach efforts, and analysis, SFMTA developed revisions to some of its service change proposals, which were presented to the public during the two citywide outreach meetings and are also posted on the project website at www.sfmta.com/tep.

We will provide a comprehensive summary of public feedback and comments as soon as possible after the final community meeting on March 12.

March 2014 Hearings

The TEP legislative strategy involves numerous interactions with the SFMTA Board and other decision-making bodies in March. Specifically, staff will ask the SFMTA Board to legislate portions of the TEP at a special meeting on March 28. The schedule of meetings is as follows:

- March 14, 2014, 9:00 AM – Informational Hearing (City Hall, Room 400)
- March 20, 2014, 2 PM – Multimodal Accessibility Advisory Committee (MAAC) Meeting (1 South an Ness Avenue, 7th Floor)
- March 20, 2014, 5:30 PM – Citizen's Advisory Committee (CAC) Meeting (1 South Van Ness Avenue, 7th Floor)
- March 28, 2014, 8:00 AM – SFMTA Board of Directors Meeting (City Hall, Room 400)

Staff will base recommendations on both comments received from stakeholders and staff analysis. This hearing (March 14) gives the SFMTA Board the opportunity to consider SFMTA staff's recommended service change proposals, as well as public input received about the proposals, and provide preliminary feedback in advance of the March 28 special meeting. After the March 28 meeting, staff will seek SFMTA Board approval of:

- The EIR findings, as certified by the Planning Department

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- Proposed service changes (frequency changes and route alignment changes)
- Proposed parking and traffic changes (associated with a subset of travel time improvement capital projects)

Summary of Proposed Changes

As discussed above, TEP proposals include frequency and route changes to a large majority of Muni routes. Please note that more outreach is recommended for several of the proposals including routes 19, 23, 48 (east of Potrero Avenue), 54, and 58. These proposals will not be part of the package of service changes the SFMTA Board considers on March 28. Staff plans to conduct additional outreach for these projects in the coming months in order to finalize sound recommendations.

Below is a summary of lines with proposed frequency increases and decreases and lines with route changes. For route proposals that have changed recently based on community feedback, those changes are discussed.

Frequency Increases: F Market/Wharves (PM peak period only), J Church, K Ingleside, L Taraval, M Oceanview, N Judah, T Third, 1 California, 2 Clement, 5 Fulton, 6 Parnassus, 8X/AX/BX Bayshore Express, 9 San Bruno, 9L San Bruno Limited, 10 Townsend, 14L Mission Limited, 14X Mission Express, 17 Parkmerced, 21 Hayes, 22 Fillmore, 24 Divisadero, 28 19th Avenue, 28L 19th Avenue Limited, 29 Sunset, 30 Stockton, 30X Marina Express, 31 Balboa, 35 Eureka, 36 Terasita, 37 Corbett, 38 Geary, 38L Geary Limited, 41 Union, 43 Masonic, 44 O'Shaughnessy, 47 Van Ness, 54 Felton, 56 Rutland, and the 71L Haight/Noriega;

Frequency Decreases: F Market/Wharves (AM peak period only), 3 Jackson, and 48 24th Street/Quintara

Route Additions: E Embarcadero and 11Downtown Connector; Expansion of Limited Stop services including introduction of the 5L Fulton Limited route, 38L Geary Limited service on Sunday, and all day service on the 28L 19th Avenue Limited and 71L Haight/Noriega Limited

Route Realignments (including in some cases eliminating segments of service and service extensions): 2 Clement, 6 Parnassus, 10 Townsend, 16X Noriega Express, 17 Parkmerced, 18 46th Avenue, 22 Fillmore, 27 Bryant, 28L 19th Avenue Limited, 29 Sunset, 33 Stanyan, 35 Eureka, 36 Terasita, 43 Masonic, 47 Van Ness, 48 24th Street/Quintara, 52 Excelsior, 56 Rutland, 71L Haight/Noriega, 76X Marin Headlands Express, and elimination of the 12 Folsom/Pacific (all segments of 12 line would be served by other transit routes)

On Hold: Proposals for the 19 Polk, 23 Monterey, 48 Quintara/24th Street (east of Potrero Avenue), 54 Felton, 58 24th Street, and Owl Network Proposals are on hold and will not be considered by the Board on March 28.

Modified Proposals: Based on community feedback to date, staff has modified the original proposals for several routes and will bring the modified proposals to the Board on March 28. These modifications aim to retain the benefits of the initial proposals, while addressing key

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community concerns.

- 3 Jackson: The original recommendation proposed eliminating the 3 Jackson line due to low ridership west of Fillmore Street and to reinvest service from the 3 Jackson onto the 2 Clement. Based on community feedback, this segment of the 3 Jackson is not proposed for elimination. Instead, the proposal is to decrease frequency on the route to better match demand.
- 8X Bayshore Express: The original proposal discontinued service on the 8X Bayshore Express north of Broadway. The proposal was created to address crowding concerns on the 8X and start service in Chinatown with empty buses in order to provide seats and capacity through Chinatown. Based on community feedback, the 8X would continue to provide service north of Broadway on every other trip.
- 17 Parkmerced: The original proposal eliminated service on Lake Merced Boulevard and extended the route to Daly City BART via John Daly Boulevard and provide a connection to Westlake Plaza. Based on community feedback, staff is proposing an alternative that will shift service to a portion of Lake Merced Boulevard and use Brotherhood Way to access the Daly City BART Station.
- 27 Bryant/11 Downtown Connector: The original proposal eliminated service on Bryant Street in the Mission District on the 27 Bryant and moved the service to Folsom Street. We created this proposal to eliminate a relatively unproductive north-south transit corridor in the Inner Mission and to maintain service on Folsom Street due to the elimination of the 12 Folsom/Pacific. We will not pursue this proposal and service will remain on Bryant Street on the 27 Bryant Line as it is today. We recommend the 11 Downtown Connector be extended from SOMA onto Folsom Street to cover the portion of the route that the 12 Folsom/Pacific provides service to today.
- 28/28L 19th Avenue: The original proposal discontinued 28 19th Avenue service in the Marina and had the route end at the Golden Gate Bridge. The 28L 19th Avenue Limited maintained service east of the Golden Gate Bridge. With community feedback, we amended the proposal and the 28 19th Avenue will continue to serve the Marina and will be extended to Van Ness Avenue as the 28L was originally planned to do. The 28L 19th Avenue Limited will terminate in the Richmond at California Street under the revised proposal.
- 35 Eureka: The original proposal eliminated service on Moffitt, Farnum, Addison, and Bemis Streets in order to provide a new, direct connection to Glen Park and the BART Station via Diamond Street. In working closely with the community, a new community supported alternative maintains service on Moffitt, Farnum, Addison, and Bemis and extends the route to Glen Park via Miguel and Chenery Streets.

ALTERNATIVES CONSIDERED

Throughout the TEP service change development process, SFMTA considered many different alternatives for effectively addressing crowding and reliability-related concerns. In the end, SFMTA identified a 10% increase in service as being effective and feasible. The level of service increase will be informed by SFMTA's two-year budget process and approval. Additionally,

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SFMTA considered and presented to the public numerous alternative proposals for how Muni services and routes could be altered. The proposals that SFMTA is presenting to the Board were developed and selected based on extensive coordination, planning, analysis, and community input. An explanation of how select proposals were altered is included in the previous section.

FUNDING IMPACT

Prior to this latest round of outreach, the Transit Effectiveness Project (TEP) service proposals included approximately 13% more service hours and approximately 3% service reductions, totaling a net 10% increase in service. However, with the recent modifications based on community input, the net increase in service hours is closer to 12%. The SFMTA budget proposal for Fiscal Year 2014-15 and Fiscal Year 2015-16 will consider up to a 10% service increase at a total two-year cost of \$44.7 million. This increase is not part of the base budget and will be evaluated along with other expenditure and revenue options. If selected, the 10% service increase would be phased in over the two years. In Fiscal Year 2014-15, the proposal considers an increase service by 3% at a cost of \$9.2 million by January 2015. In Fiscal Year 2015-16, a second service increase to 7% is contemplated to be enacted in July 2015 and the full 10% service increase would be realized by the end of the fiscal year at a total cost of \$35.5 million. Any service increase that is not included in the current two-year budget, including the 2% additional hours associated with the proposal modifications, would be considered in the next two year budget cycle. Funding to implement the capital improvements associated with the travel time reduction projects will be proposed as part of the five-year Capital Improvement Program and the two-year Capital Budget.

OTHER APPROVALS RECEIVED OR STILL REQUIRED

The City Attorney's Office has reviewed this calendar item.

RECOMMENDATION

No action is requested at the March 14 public hearing. Based on the Board's discussion and public comment, final recommendations for the approval of proposed TEP transit service changes will be presented on March 28, 2014.