

THIS PRINT COVERS CALENDAR ITEM NO.: 12

**SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY**

DIVISION: Transit

BRIEF DESCRIPTION

Discussion of proposed route and service changes for Winter 2022, approving associated parking and traffic modifications, and approving the Title VI Service Equity Analysis comparing service in effect in March 2020 to the proposed Winter 2022 Muni Service Changes, and parking and traffic modifications to make permanent transfer improvements for the J Church on Church Street between 15th Street and Duboce Avenue including permanently closing a southbound lane of Church Street between Market and 15th Streets pursuant to the California Vehicle Code.

SUMMARY

- The SFMTA conducted an extensive outreach campaign to solicit feedback on potential Winter 2022 Muni service changes and modified proposed changes based on that feedback.
- The Title VI analysis of the proposed changes found that they do not result in a disparate impact on communities of color or a disproportionate burden on low-income communities.
- The SFMTA proposes to make permanent the parking and traffic modifications on Church Street between 15th Street and Duboce Avenue.
- The Planning Department has determined that the proposed changes are categorically exempt from the California Environmental Quality Act (CEQA).
- The proposed action is the Approval Action as defined by the S.F. Administrative Code Chapter 31.
- Certain items listed 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 https://sfbos.org/sites/default/files/SFMTA_Action_Review_Info_Sheet.pdf. SFMTA staff have determined that items B, C, G, I, J, K, R, T, U, V, and W are such final SFMTA decisions.

ENCLOSURES:

1. SFMTAB Resolution
2. Neighborhood Maps
3. Title VI Service Equity Analysis
4. Memorandum from Planning Department

APPROVALS:

DATE:

DIRECTOR



December 1, 2021

SECRETARY



December 1, 2021

ASSIGNED SFMTAB CALENDAR DATE: December 7, 2021

PAGE 2.

PURPOSE

Discussion of proposed route and service changes for Winter 2022, approving associated parking and traffic modifications, and approving the Title VI Service Equity Analysis comparing service in effect in March 2020 to the proposed Winter 2022 Muni Service Changes, and parking and traffic modifications to make permanent transfer improvements for the J Church on Church Street between 15th Street and Duboce Avenue including permanently closing a southbound lane of Church Street between Market and 15th Streets pursuant to the California Vehicle Code.

STRATEGIC PLAN GOALS AND TRANSIT FIRST POLICY PRINCIPLES

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

- Goal 5: Deliver reliable and equitable transportation services.
- Goal 6: Eliminate pollution and greenhouse gas emissions by increasing use of transit, walking, and bicycling.
- Goal 7: Build stronger relationships with stakeholders.
- Goal 10: Position the agency for financial success.

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. Pedestrian areas shall be enhanced wherever possible to improve the safety and comfort of pedestrians and to encourage travel by foot.
9. 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.

PAGE 3.

DESCRIPTION

Proposed Winter 2022 Muni Service Changes

In April 2020, shortly after the COVID-19 pandemic began and the City's Shelter in Place Health Order was issued, the SFMTA implemented the COVID-19 Muni Core Service Network. This reduced the number of routes in the Muni system from 79 to 17. Since then, the agency has restored service on an incremental basis, and added some new service. Currently, Muni is operating at approximately 75% of its pre-pandemic service level hours.

The agency's next planned service change is in early 2022. Based on funding and operator availability, staff project that service can be increased to approximately 85% of the pre-pandemic levels.

Over the course of the pandemic, travel patterns have changed. Demand for traditional peak-period or "rush hour" commuter travel to and from downtown has been greatly reduced. At the same time, demand for transit in historically busy corridors, including crosstown corridors connecting neighborhoods outside the core, has had a stronger recovery.

To respond to these changing conditions and provide the public with different options for how to restore and expand Muni service, staff developed three options on how to utilize resources from the seven routes that operated all day on weekdays pre-pandemic that have not yet been restored to service: the Familiar Alternative, the Frequent Alternative, and the Hybrid Alternative.

- The Familiar Alternative would restore all routes that previously operated all day on weekdays at their prior mid-day frequencies.
- The Frequent Alternative would not restore service on five Muni routes, and would instead increase service on other routes, including parallel routes.
- The Hybrid Alternative would not restore service on two Muni routes, and would instead make more limited improvements on other routes.

The three alternatives were designed to facilitate discussion about "trade-offs" between competing priorities, including distances to stops and frequency and capacity in busy corridors. The outreach process used to develop the proposed Winter 2022 Muni Service Changes is described under "Stakeholder Engagement."

The proposed Winter 2022 Muni Service Changes combines elements from the three alternatives with new recommendations that reflect public priorities identified through that public outreach process and emerging ridership trends, including:

- Restoring key pre-pandemic connections
- Preserve or restore Muni access in hilly areas,

PAGE 4.

- Focus on access for seniors and people with disabilities
- Increase frequency in crowded corridors

Based on this feedback, the current recommendations for Winter 2022 Muni Service Changes include:

- Two all-day bus routes, the 3 Jackson and 47 Van Ness, would not be restored at this time. Both routes are largely redundant with other routes and the resources required to operate them would be reallocated to providing other transit service on the same transit corridors.
- Of the remaining five previously operating all-day routes or route segments, all would be restored between key connections:
 - The 2 Clement would connect Japantown and the Sutter corridor with the Jewish Community Center at Presidio Avenue and California Street, but would no longer provide service on Clement Street in the Richmond District. The 2 Clement would operate more frequently all day on weekdays than it did mid-day prior to the pandemic, every 15 rather than every 20 minutes.
 - The 6 Haight/Parnassus would be fully restored and operate less frequently than it did pre-pandemic - every 20 rather than every 12 minutes. The 52 Excelsior and 66 Quintara, which were extended during the pandemic to serve areas previously served by the 6 Haight/Parnassus, would return to their prior routes.
 - The 10 Townsend would terminate at Sansome and Montgomery streets in the Financial District. In Potrero Hill, 10 Townsend service would also be re-routed to operate on 16th Street rather than 17th Street, to take advantage of the new transit-only lanes there and improve conditions for cyclists on 17th Street.
 - The 21 Hayes would be restored at a 15-minute frequency (not every 12 minutes as it was pre-pandemic) to connect Hayes Valley to Market Street and St. Mary's Hospital, and would terminate at Grove and Hayes streets, by Civic Center Station and the Main Library.
 - The 31 Balboa would be extended from its COVID terminal at Market Street. Rather than going downtown, as it did pre-COVID, it would be re-routed to 5th Street, Townsend Street, 3rd Street and Harrison Street, with a terminal at the 4th and King Caltrain Station. The line would operate every 20 minutes, as it does currently.
- 28R 19th Avenue Rapid service would be fully restored. The 43 Masonic service north of Presidio and California to the Presidio, the Marina and Fort Mason would be fully restored.
- Along with these service changes, improvements would be made to a number of Muni service routes currently in operation:

PAGE 5.

- The 38R Geary Rapid, one to two blocks south of much of the 2 Clement, would operate more often, every six rather than every eight minutes. (Note that this would increase passenger capacity by 33%.)
- The 5 Fulton, two to three blocks to the north of the 21 Hayes, would operate every eight rather than every 10 minutes, providing more frequent direct connections to downtown and increasing passenger capacity by 25%. The 5R Fulton Rapid is also planned to return to 60-foot articulated buses in January.
- The 12 Folsom/Pacific would be extended to Jackson and Fillmore streets. The 12 Folsom/Pacific short line would be extended from Main and Howard streets to the 16th Street Mission BART Station via the existing 12 Folsom/Pacific route. The 12 Folsom/Pacific long line would be extended to Jackson and Fillmore streets. Both routes would operate every 15 minutes, for a combined frequency of every 7.5 minutes in the overlapping segment through Chinatown and South of Market. The route extension would cover a portion of the 3 Jackson and the frequent SoMa service would offset the 47 Van Ness.
- The 28 19th Avenue would be extended from Van Ness Avenue and North Point Street to Powell and Beach streets in Fisherman's Wharf, offering a one-seat ride for tourists traveling from Fisherman's Wharf to the Golden Gate Bridge. The 49 would return to its pre-COVID terminal at Van Ness and North Point and would continue to operate every six minutes, rather than returning to its pre-pandemic frequency of every eight to nine minutes.
- Finally, the 30 Stockton short line to Van Ness and North Point would be restored to its pre-pandemic frequency, every six rather than every 12 minutes, for a combined 15 buses per hour on the overlapping segment of the 30 long and short lines.
- Changes could also be made to some routes that were temporarily changed during the pandemic:
 - The proposal includes three options for the J Church:
 - It could remain as it currently is, an all-surface route terminating at Church Street and Duboce Avenue. This change allows us to limit the number of trains in the subway, reduce congestion and improve reliability for the entire Muni Metro system; or
 - It could be returned to the Market Street Subway at a lower frequency; or
 - It could be returned to the subway evenings only, when there is less congestion in the tunnel, and bus service could be added between Noe Valley and a

location near Embarcadero Station, operating every 30 minutes. This option is recommended by staff, as it would address some of the community concerns regarding both transfers and safety in the evening.

- As part of the COVID service plan, the 48 Quintara/24th Street was rerouted to save travel time. The 35 Eureka was also modified to cover portions of Noe Valley's hilliest areas that the 48 route formerly served. The proposal includes three options for the 35 Eureka and 48 Quintara/24th Street:
 - They could return to their original alignments; or
 - They could remain on their current alignments; or
 - The westbound 48 Quintara/24th Street could be rerouted from Castro Street to Douglass Street between 24th and Clipper streets. This would require reconstruction of the intersection at 25th and Douglass streets and could not occur for some time. This option is recommended by staff as the 48 is saving approximately six minutes in travel time, and this alternative addresses some of the community concerns without degrading the operational improvements, although it would require some capital investment and thus could not be implemented immediately.
- The 23 Monterey, 57 Parkmerced and 58 Lake Merced would be realigned as follows:
 - The 23 Monterey would be restored to its previous alignment, on Sloat Boulevard to the San Francisco Zoo, rather than serving West Portal Station.
 - The 57 Parkmerced would be extended from Eucalyptus Drive and Junipero Serra Boulevard to West Portal Station.
 - The 58 Lake Merced would be rerouted, operating on Winston Drive and Lake Merced Boulevard rather than Sloat Avenue and on Brotherhood Way and Alemany Boulevard rather than Lake Merced Boulevard and John Daly Boulevard west of the Daly City BART Station. The route would thus no longer serve the Westlake Shopping Center in Daly City and its frequency would be reduced from every 20 to every 30 minutes.
- Several routes that were added or changed during the pandemic would not be changed, including:
 - The new 15 Bayview/Hunter's Point Express, which operates between Bayview/Hunters Point and Downtown, making few stops between.

PAGE 7.

- The 22 Fillmore, which now operates to Mission Bay rather than Dogpatch, and the new 55 Dogpatch.
- The 27 Bryant, which now operates on 7th and 8th streets South of Market rather than 5th Street.
- Finally, regarding express routes:
 - Based on specific requests by community members during the outreach process, Routes 8AX Bayshore “A” Express and 8BX Bayshore “B” Express would be restored to service, replacing Route 8 Bayshore during peak periods in the peak direction. Frequencies on Route 8AX would be eight minutes, and on Route 8BX it would be eight minutes, for a combined average of approximately four minutes where they overlap Downtown and in Chinatown. Customers in the outer neighborhoods would have less frequent service than what we are currently operating. However, 8BX customers would benefit from a quicker trip and 8AX customers would benefit from boarding a less crowded vehicle. In the mid-day, Route 8 Bayshore would operate every seven rather than every five minutes (as it currently does in the overlapping segments of its long and short lines).
 - With the exception of the 8AX and 8BX, express routes will remain temporarily suspended pending further resources and demand.

The proposed changes are summarized in the table below. Given SFMTA staff’s recommendations, the SFMTA Board is asked to decide on which option should be selected for the J Church, 35 Eureka, and 48 Quintara/24th Street lines.

Route	Alignment	2021 Day Frequency (Minutes)	2022 Day Frequency (Minutes)
J			
<i>Option 1</i>			
J	Surface operation from Duboce/Church to Balboa Park	10	10
<i>Option 2</i>			
J	Extend to Embarcadero	10	15
<i>Option 3</i>			
J	Extend to Embarcadero evenings only	10	12
J Bus	30 th /Church to Downtown	--	30
2/3/38R			
2	Truncate from Clement/Park Presidio to Presidio/California	--	15
3	Not restored	--	--
38R	No change from current operations	8	6

Route	Alignment	2021 Day Frequency (Minutes)	2022 Day Frequency (Minutes)
5/21			
5	No change from current operations	10	8
21	Truncate from Steuart/Market to Grove/Hyde	--	15
6/52/66			
6	Restore previous	--	20
52	Restore previous	20	20
66	Restore previous	20	20
8/8AX/8BX			
8	Replace with 8AX & 8BX during peak periods in peak direction	5	7
8AX	Restore previous	--	--*
8BX	Restore previous	--	--*
10/12			
10	Truncate from Jackson/Van Ness to Sansome/Washington (and relocate from 17 th to 16 th sts)	--	15
12 long	Extend from Jackson/Van Ness to Jackson/Fillmore	20	15
12 short	Jackson/Van Ness-16 th St/Mission (Folsom to Mission via 16 th St)	20	15
15			
15	No change from current operation	10	10
22/55			
22	No change from current operation	6	6
55	No change from current operation	15	15
23/57/58			
23	Restore previous	20	20
57	Extend from Junipero Serra/Ocean to West Portal	20	20
58	Via Brotherhood Way and Lake Merced Blvd rather than John Daly Blvd and Sloat Blvd	20	30
27			
27	No change from current operation	15	15
28/47/49			
28	Extend from Van Ness/North Point to Powell/Beach	12	12
47	Not restored	--	--
49	Truncate from Powell/Beach to Van Ness/North Point	6	6
28R			
28R	Restore previous	--	10
30 short			
30 short	No change from current operations	12	6
31			
31	Reroute to Caltrain via 5 th St, Townsend, 3 rd St, and	20	20

Route	Alignment	2021 Day Frequency (Minutes)	2022 Day Frequency (Minutes)
	Harrison		
35/48			
<i>Option 1</i>			
35	Restore previous	30	30
48	Restore previous	15	15
<i>Option 2</i>			
35	No change from current operations	30	30
48	No change from current operations	15	15
<i>Option 3</i>			
35	No change from current operations	30	30
48	WB on Douglass rather than Castro (need to modify 25th/Douglass intersection)	15	15
43			
43	Restore previous	12	12

* Route does not operate during mid-day.

Neighborhood maps showing the proposed changes can be found in Enclosure 2.

Subway Improvements and J Church Route Change

Prior to the pandemic, subway congestion and unreliability was the largest issue facing the Muni Metro system. Customers routinely experienced long waits and were frequently stuck between stations during peak hours. This delay was primarily due to scheduling more trains than the subway can reliably accommodate.

During the pandemic, the SFMTA implemented a number of changes that enhanced reliability and travel time in the subway. The most significant change was reducing the number of trains entering the subway and prioritizing longer trains. This was achieved by keeping both the J Church and L Taraval out of the subway. There have also been benefits from replacing older trains with new ones that experience fewer breakdowns, as well as repairing “slow zones” in the subway. However, reducing the number of trains entering the subway was the largest cause of improvement.

The benefits of these changes during the pandemic to all Muni Metro riders are summarized below:

- Subway delays were reduced by 75% overall
- Median subway travel times improved by 7 minutes
- End-to-end median travel times improved on the K-Ingleside/T-Third by 7 minutes (16%), on the M Ocean View by 9 minutes (18%), and on the N Judah by 14 minutes (21%)
- Travel time variability in the subway has significantly improved (~55%)

PAGE 10.

For J line riders, service is 15% more reliable than pre-pandemic, but customers traveling downtown must now make a transfer at Church Station or Church and Duboce. Overall, median travel times to downtown on the J Church are about the same as pre-pandemic, even when accounting for transfer times. Currently, 73% of J Church customers transferring at Church Station are waiting less than 5 minutes. We are working to ensure that nearly all transfer wait times would be less than 5 minutes as we gradually ramp up rail frequencies as downtown recovers.

J Church ridership has recovered at a strong rate compared to other Muni lines, returning to 53% of 2019 levels (excluding J Church trips that were entirely within the subway pre-pandemic). This compares to 51% on the N Judah, 53% for the Muni Metro system as a whole (including lines with bus substitution), and 49% for the entire Muni system.

Moreover, nearly two-thirds of pre-pandemic J Church trips would not have been affected by the new transfer: 33% of trips were entirely aboveground and 32% could be directly substituted by a trip on another Muni Metro line. All of these riders would now benefit from the improved reliability of the J Church without adding a transfer to their ride.

Compared to the Muni system as a whole, J Church riders were less likely to be people of color or reside in low-income households. In the most recent Muni rider survey, conducted in 2017, 51% of J Church riders identified as non-white, versus 57% for the Muni system. Among J Church riders, 28% were from low-income households, versus 38% for the Muni system. J Church riders were slightly less likely to be over 55 years of age (14%) than riders on the Muni system as a whole (16%). They were also slightly less likely to report having a disability (3%) than among all Muni riders (4%).

Parking and Traffic Modifications

In association with the proposed service changes, several parking and traffic modifications are proposed in order to make these transit service changes functional. These include creation of flag stops, removal of two parking spaces for a bus zone extension, removal of three parking spaces and a bike corral for a new bus terminal, and shifting a bus zone on Market Street to the other side of an intersection.

In August 2020, modified bus service was restored on two bus lines (37 Corbett and 48 Quintara/24th Street), which required minor parking and traffic modifications. In January 2021, modified bus service was restored on two bus lines (27 Bryant and 55 Dogpatch), which required minor parking and traffic modifications. In addition, to further support social distancing, reduce the spread of COVID, and support essential trips, the SFMTA created a temporary 15 Bayview/Hunters Point Express (BHPX) bus route that connects the southeast neighborhoods of San Francisco to the downtown area near Market and 3rd streets. This also required minor parking and traffic modifications. These modifications were temporarily approved by SFMTA Board Resolutions 201201-104 and 210105-003, but are being asked to be made permanent by the SFMTA Board at this time.

PAGE 11.

Several changes were thus implemented in Summer 2020 and Winter 2021 for the current COVID-19 bus service plan and several additional parking and traffic modifications are being proposed for new Winter 2022 Muni Service Changes. Specifically, SFMTA staff proposes that the SFMTA Board approve the following parking and traffic modifications associated with the Summer 2020 and Winter 2022 Muni service network along routes 12 Folsom/Pacific, 15 Bayview/Hunters Point Express, 21 Hayes, 27 Bryant, 31 Balboa, 37 Corbett, 48 Quintara/24th Street, 55 Dogpatch:

- A. RESCIND - BIKE CORRAL - 16th Street, south side, from 106 feet to 126 feet east of Mission Street
- B. EXTEND - BUS ZONE - 16th Street, south side, from 106 feet to 186 feet east of Mission Street (extends existing bus zone by 80 feet and removes meters #2931, #2933 and #2935 and bike corral) #
- C. EXTEND – BUS ZONE - Harrison Street, north side, from 79 feet to 117 feet west of 3rd Street (extends existing bus zone by 38 feet and removes meters #710 and #712) #
- D. RESCIND – BUS ZONE - Market Street, south side, from 10 feet to 95 feet west of Mason Street
- E. ESTABLISH – BUS ZONE - Market Street, south side, from Mason Street to 100 feet easterly; Market Street, north side, from 45 feet to 145 feet west of Cyril Magnin Street
- F. ESTABLISH – FLAG STOP - Grove Street, south side, at Hyde Street; 5th Street, west side, 120 feet south of Harrison Street; 5th Street, east side, 20 feet south of Clara Street
- G. ESTABLISH – BUS ZONE – Parkridge Drive, west side, 40 feet to 100 feet north of Burnett Avenue (removes three unmetered parking spaces)# #
- H. ESTABLISH – RIGHT TURN ONLY EXCEPT MUNI –11th Street, northbound, at Market Street.
- I. 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)#. #
- J. ESTABLISH – BUS ZONE –Northridge Road, south side, from Ingalls Street to 130 feet easterly#; Palou Avenue, south side, from 3rd Street to 115 feet westerly#; Jones Street, west side, from Ellis Street to 80 feet southerly#; Jones Street, west side, from Turk Street to 80 feet southerly#; Jackson Street, north side, from Van Ness Avenue to 80 feet westerly#; Pacific Avenue, south side, from 15 feet to 60 feet west of Van Ness Avenue# #
- K. ESTABLISH – RED ZONE –Tennessee Street, west side, from 9 feet to 29 feet south of 20th Street#; Pennsylvania Avenue, east side, from 22nd Street to 25 feet northerly#; 22nd Street, north side, from 12 feet to 32 feet west of Tennessee Street; 20th Street, south side, from Connecticut Street to 20 feet easterly#; Connecticut Street, west side, from 12 feet to 30 feet north of 20th Street#; Connecticut Street, east side, from 20th Street to 16 feet northerly#; Northridge Road, north side, from Ingalls Street to 20 feet easterly#; Kirkwood Avenue, north side, from Donahue Street to 20 feet westerly#; Kirkwood Avenue, south side, from Donahue Street to 20 feet westerly#; Donahue Street, west side, from Jerrold Avenue to 10 feet southerly#; Ingalls

PAGE 12.

Street, east side, from Palou Avenue to 20 feet northerly#; Palou Avenue, north side, from Ingalls Street to 5 feet westerly#; Noe Street, west side, from 18th Street to 20 feet southerly#; 19th Street, both sides, from Noe Street to 20 feet westerly#; Diamond Street, both sides, from 19th Street to 20 feet northerly#; Diamond Street, east side, from 18th Street to 40 feet southerly#; #

Church Street Transit Accessibility Improvements

In 2020, the SFMTA implemented temporary traffic and parking changes on Church Street near Market Street to enable improved transit stop accessibility and pedestrian safety (officially called the J Church Transfer Improvements). The improvements were initially developed to facilitate the J Church operating as a surface-only line during the pandemic, but they provide significant benefit even if the J Church returns to the subway. SFMTA staff now seek to make these transit stop improvements permanent regardless of what service option is chosen for the J Church. If the project is approved, the SFMTA would pursue more permanent upgrades to further enhance the quality of the pedestrian and transit experience at this location.

Church and Market has been an important transfer point in the Muni system for decades, as it is served by the J Church, 22 Fillmore, F Market/Wharves streetcar, 37 Corbett and Muni Metro subway service, with the N Judah one block away at Duboce Avenue. Before the pandemic, these lines served over 14,000 daily riders at stops at Church and Duboce and Church and Market, while an additional 9,000 daily riders got on or off at Church Station. Improving transit stop accessibility on Church Street will enhance the Muni system for thousands of people every day.

The SFMTA implemented the following temporary parking and traffic changes on Church Street in 2020 (shown in the diagram below) that are now proposed to be made permanent.

- **Street closure to allow new transit stop:** A new temporary outbound transit stop with a wheelchair-accessible ramp was created on Church south of Market. To make room for this stop, southbound Church between Market and 15th streets was closed to vehicles except for Muni, paratransit, taxis, emergency vehicles, bicycles, and commercial vehicles. Local traffic is still able to access this block, including residents, business owners, and customers.
- **Parking changes:** To create room for this new transit stop and associated improvements, nine parking spaces were removed on Church Street between Market and Duboce Avenue.
- **Curb management improvements:** To facilitate commercial access to this block of Church, the SFMTA made several parking and loading changes along between 15th Street and Duboce Avenue. In total, 10 general metered parking spaces and two non-metered spaces were converted to commercial loading or short-term parking.

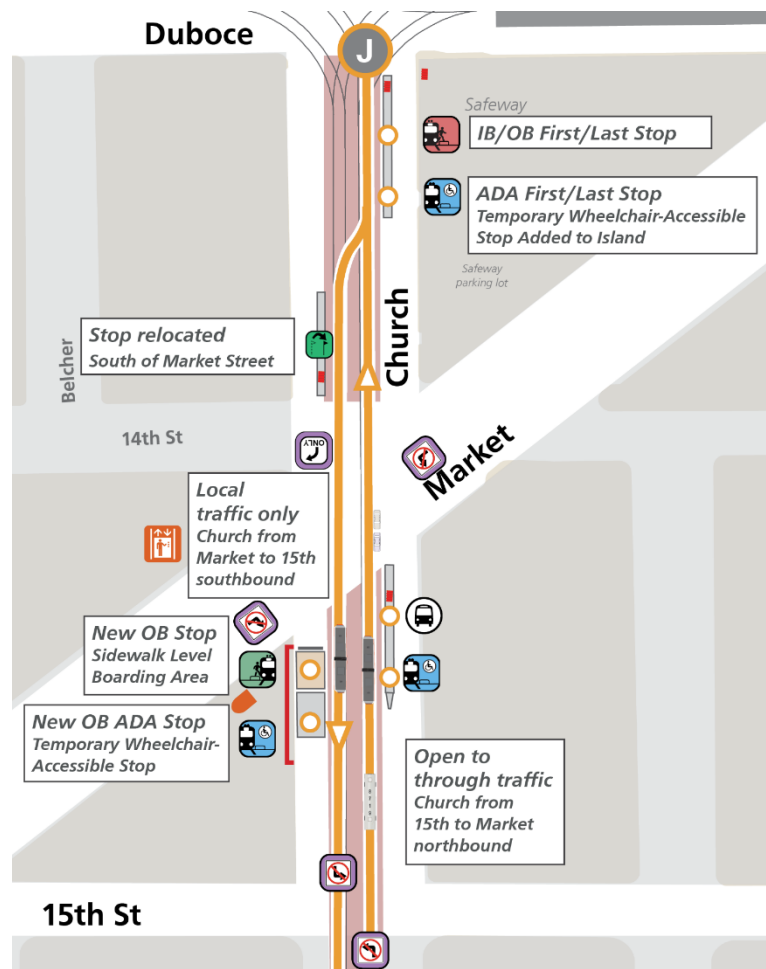


Figure 1. Configuration of temporary transfer improvements proposed to be made permanent

The temporary transfer improvements were approved by the SFMTA Board as described in the calendar item on December 1, 2020.

Evaluation of Temporary Improvements

The SFMTA evaluated these temporary parking and traffic changes based on several technical criteria, including transfer distance, accessibility, safety, traffic and parking impacts, and impacts to the 22 Fillmore. The evaluation results indicate that the changes have improved transit access without significantly increasing traffic diversion or automobile delay.

- **Transfer Point and Access:** The new southbound transit stop eliminates the need to cross two streets when walking to Church Station and provides a new wheelchair-accessible connection.

- *Safety:* In initial data, Muni-involved collisions declined from an annual rate of 2.6 to 1.3, while all mode collisions declined from an annual rate of 6.2 to 4.4.
- *Traffic Impacts:* Traffic speeds on streets parallel to Church remain above pre-pandemic levels, suggesting there has been minimal traffic diversion. For drivers traveling south on Church, travel times have increased by one to two minutes due to the road closure.
- *22 Fillmore Impacts:* Travel times on the 22 Fillmore remain at or below pre-pandemic levels in this area, suggesting that the changes have not negatively impacted transit travel times.
- *Operator Experience:* Most operators rated their experience with the changes as good or excellent. One concern was vehicles turning left into Safeway. Operators must step into traffic to manually operate a switch here. The SFMTA aims to resolve this by automating the switch.

Establishing Permanent Improvements on Church at Market and Duboce

To keep the transfer improvements on Church Street at Market Street and Duboce Avenue beyond the pandemic, staff recommend making permanent the closure of southbound Church Street between Market and 15th Streets and the parking and loading changes that facilitate these improvements. These transfer improvements are necessary regardless of whether there is a continuation of surface-only J Church service or a return of J Church service to the Market Street subway.

If the SFMTA Board approves making these changes permanent, the SFMTA will maintain the temporary improvements for now, and will begin a community process in 2022 to design and build permanent infrastructure improvements on Church near Market. Similar to the recently completed Inner Sunset Streetscape Improvements, permanent improvements would support making the Church and Market intersection an appealing public space for residents, transit riders and people shopping in the neighborhood. The SFMTA would also pursue the addition of a second elevator at Church Station to ensure consistent and reliable access to the station for people with disabilities.

Implementation of Circulation Element of the City's General Plan:

As discussed above, this project would entail closing the southbound lane of traffic on the block of Church Street between Market and 15th Streets to through traffic except Muni, paratransit, taxis, emergency vehicles, bicycles, and commercial vehicles. Local traffic would still be able to access this block of Church Street, including residents, business owners, and customers. This closure is authorized by California Vehicle Code Section 21101(f), which provides that "(l)ocal authorities, for those highways under their jurisdiction, may adopt rules and regulations by ordinance or resolution on the following matters: ... (f) Prohibiting entry to, or exit from, or both, from any street by means of islands, curbs, traffic barriers, or other roadway design features to implement the circulation element of a general plan adopted pursuant to Article 6 (commencing with Section 65350) of Chapter 3 of Division 1 of Title 7 of the Government Code. The rules and regulations authorized by this subdivision shall be consistent with the responsibility of local government to provide for the health

and safety of its citizens.”

In a memo dated October 20, 2021, the Planning Department Director determined that the proposed closure of southbound Church Street to most vehicle traffic between Market and 15th streets implements the following policies of the General Plan’s Transportation Element:

- **Objective 20:** Give first priority to improving transit service throughout the city, providing a convenient and efficient system as a preferable alternative to automobile use. Transit preferential streets should be established along major transit routes, and general traffic should be routed away from these streets wherever possible.
- **Policy 14.4:** Reduce congestion by encouraging alternatives to the single occupant auto through the reservation of right-of-way and enhancement of other facilities dedicated to multiple modes of transportation...Creating necessary and appropriate facilities for transit, bicycles, carpools, pedestrians, and other modes often requires eliminating general traffic lanes and reducing capacity for single-occupant autos. This trade-off is often necessary to create attractive and efficient facilities to ensure safety, reduce congestion, improve neighborhood livability, and accommodate growth consistent with the Transit First policy.
- **Policy 20.1:** Give priority to transit vehicles based on a rational classification system of transit preferential streets.
- **Policy 20.4:** Develop transit centers according to established guidelines... Transit centers should address both pedestrian and transit needs and be designed to reinforce the link and interdependence between the surrounding neighborhood and the transit system.
- **Policy 22.3:** Guarantee complete and comprehensive transit service and facilities that are accessible to all riders, including those with mobility impairments.

The Planning Department Director concluded that: “(t)he core of San Francisco’s transportation system is a reliable, efficient transit network as well as a safe, well-connected bicycle and pedestrian network, especially in support of land use to accommodate planned and project growth. These values are enshrined in both the Transportation Element’s policies as well as the city’s Transit-First policy, which is codified in Section 8A.115 of the City’s Charter. The J Church Transfer Improvements project makes changes aimed at achieving these policies and centered on transit passengers’ access and safety.”

Church Street Parking and Traffic Modifications

SFMTA staff proposes that the SFMTA Board approve the following parking and traffic modifications associated with the Church Street transit stop improvements to provide increased wheelchair accessibility, closer connections between surface transit and Church Station, and a more comfortable waiting environment for transit customers.

- L. ESTABLISH – ROAD CLOSURE EXCEPT FOR MUNI, PARATRANSIT, TAXIS, BICYCLES, EMERGENCY VEHICLES AND COMMERCIAL VEHICLES - Church Street, southbound, from Market Street to 15th Street (local and emergency access to be maintained)
- M. ESTABLISH – TOW AWAY NO STOPPING ANY TIME and ESTABLISH – BUS ZONE -

PAGE 16.

Church Street, west side, from Market Street to 199 feet southerly

- N. ESTABLISH – RIGHT TURN ONLY EXCEPT MUNI, PARATRANSIT, TAXIS, BICYCLES, AND COMMERCIAL VEHICLES - Southbound Church Street at Market Street (local access and emergency access to be maintained)
- O. 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)
- P. ESTABLISH – NO LEFT TURN - Westbound Market Street at Church Street; Southbound Church Street at 15th Street (expands from the existing 7AM-7PM, Monday to Friday); Northbound Church Street at 15th Street (expands from the existing 7AM-7PM, Monday to Friday)
- Q. RESCIND – BUS STOP - Southbound Church Street nearside at 14th Street (boarding island stop previously for the J Church and the 22 Fillmore)
- R. RESCIND – METERED MOTORCYCLE PARKING - Church Street, east side, from 75 feet to 89 feet north of 15th Street (removes 2 motorcycle stalls #233 and #235) #
- S. ESTABLISH – NO PARKING ANY TIME - Church Street, east side, from 75 feet to 89 feet north of 15th Street.
- T. ESTABLISH – GREEN ZONE, 15-MINUTE TIME LIMIT, 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 #
- U. ESTABLISH – GREEN METER, 15-MINUTE TIME LIMIT, 9AM TO 6PM, MONDAY THROUGH SATURDAY - Market Street, south side, from 131 feet to 149 feet west of Church Street (meter space #2119) #
- V. ESTABLISH – GREEN METERS, 15-MINUTE TIME LIMIT, 9AM TO 9PM, MONDAY TO SATURDAY - Church Street, east side, from 5 to 45 feet north of 15th Street (meter spaces #237 and #239) #; Church Street, east side, from 105 to 126 feet north of 15th Street (meter space #229) #
- W. ESTABLISH – METERED YELLOW ZONE, COMMERCIAL LOADING, 9AM TO 9PM, MONDAY TO SATURDAY - Church Street, east side, from 126 feet to 188 feet north of 15th Street (meter spaces #223, #225 and #227) #; Church Street, west side, from 15th Street to 163 feet northerly (meter spaces #226, #228, #230, #232, #234, #236 and #238) #
- X. ESTABLISH – TOW AWAY NO STOPPING ANY TIME - Church Street, west side, from 225 feet to 265 feet north of 14th Street

TITLE VI ANALYSIS (WINTER 2022 MUNI SERVICE NETWORK)

Title VI of the Civil Rights Act of 1964 prohibits discrimination on the basis of race, color or national origin in programs and activities receiving Federal financial assistance. A Title VI service equity analysis is required for service changes that meet the criteria in the SFMTA’s Major Service Change Policy.

The SFMTA’s Major Service Change Policy includes the following systemwide criteria:

A schedule change (or series of changes) resulting in a system-wide change in annual revenue hours of five percent or more implemented at one time or over a rolling 24-month period;

The proposed service changes would result in Muni providing 7 percent fewer revenue service hours than were provided in March 2020 and would thus meet the systemwide major service change criteria. In addition, the proposed changes have also been analyzed at the route level. The SFMTA's Major Service Change Policy includes the following route-level criteria:

A schedule change on a route with 25 or more one-way trips per day resulting in:

- *Adding or eliminating a route;*
- *A change in annual revenue hours on the route of 25 percent or more;*
- *A change in the daily span of service on the route of three hours or more; or*
- *A change in route-miles of 25 percent or more, where the route moves more than a quarter mile.*

Corridors served by multiple routes will be evaluated based on combined revenue hours, daily span of service, and/or route-miles.

The agency has prepared an analysis that compares the proposed Winter 2022 service changes to Muni service in effect in March 2020. Changes that met the route-level major service change criteria were grouped by major service change category and analyzed to determine if each category of changes cumulatively resulted in a disparate impact on communities of color or a disproportionate burden on low-income populations.

Under the SFMTA's Disparate Impact Policy, service changes are considered to have a disparate impact on communities of color if the changes meet the Agency's major service change criteria and the proportion of people of color in the population impacted by the service changes is eight or more percentage points higher for service decreases (and lower for service increases) than the respective proportions in the citywide population.

Under the SFMTA's Disproportionate Burden Policy, service changes are considered to have a disproportionate burden on individuals living in low-income households if the changes meet the Agency's major service change criteria and the proportion of individuals living in low-income households in the population impacted by the service changes is eight or more percentage points higher for service decreases (and lower for service increases) than the respective proportions in the citywide population.

Based on the route-level major service change criteria and considering routes can meet multiple major service change criteria, the service equity analysis of the proposed Winter 2022 service plan found that:

- 19 routes meet the SFMTA's route-level major service change criteria for routes miles (including 11 express or other peak commute hour routes that other in-service daytime routes are serving)

PAGE 18.

- 18 routes meet the SFMTA’s route-level major service change criteria for revenue service hours
- 7 routes meet the SFMTA’s route-level major service change criteria for service span

Below is a summary table of the impacted population and findings of the service equity analysis for each of the major service change types.

Major Service Change Type	% People of Color ¹ (% of impacted population)	% Difference from Citywide Population	Disparate Impact?	% Low-income ¹ (% of impacted population)	% Difference from Citywide Population	Disproportionate Burden?
Decreases						
Route Miles	58%	-1%	No	23%	2%	No
Revenue Hours	58%	-1%	No	27%	6%	No
Service Span	55%	-4%	No	27%	6%	No
Increases						
Route Miles	80%	21%	No	31%	10%	No
Revenue Hours	63%	4%	No	25%	4%	No
Service Span	66%	7%	No	27%	6%	No
Citywide Population ¹	59%			21%		

Notes: ¹ Data Source: U.S. Census Bureau 2015-2019 American Community Survey 5-year estimates

For the major service change categories that resulted in service decreases, the proportion of people of color and the proportion of individuals living in low-income households in the impacted population were not eight or more percentage points higher than the respective proportions of the citywide population.

For the major service change categories that resulted in service increases, the proportion of people of color and the proportion of individuals living in low-income households in the impacted population were not eight or more percentage points lower than the respective proportions of the citywide population.

In summary, the proposed Winter 2022 Service Plan is not found to disparately impact communities of color or disproportionately burden low-income populations when compared to transit service in effect in March 2020.

If the SFMTA Board chooses not to move forward with any of the proposed service changes as analyzed, or if additional service change proposals are made for consideration, the required Title VI analysis will need to be updated to ensure that the proposed changes do not result in a disparate impact finding or a finding of disproportionate burden and brought back to the SFMTA Board for further review and approval.

PAGE 19.

ROUTE ABANDONMENTS

The SFMTA conducted an analysis of the proposed Winter 2022 service changes, including the 3 Jackson and 47 Van Ness, to determine whether any of these changes would constitute a “route abandonment” if permanently suspended as defined under Section 8A.108 of the City Charter. That analysis found that none of the proposed changes meet the definition of a route abandonment that is subject to Board of Supervisors review.

PUBLISHED NOTICE

Charter Section 16.112 requires published notice and a hearing before the SFMTA can significantly change the operating schedule or route of a transit line. In compliance with Charter Section 16.112, an advertisement was placed in the City’s official newspaper, the San Francisco Examiner, on December 3, 2021 to provide notice that the Board of Directors will hold a public hearing on December 7, 2021, to consider the proposed Winter 2022 Muni Service Changes and Muni service options that are being presented to the SFMTA Board.

IMPLEMENTATION

Winter 2022 Muni Service Network

If the Title VI analysis is approved, the proposed Winter 2022 Muni Service Changes are planned to be implemented in early 2022 contingent on staff resource levels. The goal is to implement in late February, but implementation may be pushed out four to six weeks depending on Operator staffing levels, which are currently lower than we need to deliver the August 2021 service plan.

STAKEHOLDER ENGAGEMENT

Winter 2022 Muni Service Network

The community engagement effort for the Winter 2022 Muni Service Network took place in multiple phases:

- From August into September, community engagement focused on informing the public about the process and collecting feedback on the outreach plan.
- Beginning in mid-September, community engagement focused on robust citywide engagement to collect feedback on the proposed Muni service alternatives through virtual open houses, a survey that was implemented both online, via telephone and in-person, additional stakeholder group meetings, email and staffed telephone hotline.
- From October through early December, community engagement focused on staff reporting back to the public the findings from the initial outreach and survey, and consulting with stakeholders on the proposed service plans.

PAGE 20.

For each phase of community engagement, a variety of outreach tactics were used depending on the type of feedback that was being collected. Methods were selected to ensure multiple channels of communication for distribution of information (digital and analog options), particularly emphasizing communication tools used by low-income communities, people of color and limited-English proficient community members.

Altogether, the engagement effort resulted in:

- More than 4,500 survey responses
- More than 30 stakeholder meetings
- Two rounds of posters at 650 locations
- Hundreds of surveys distributed and collected at neighborhood festivals, pop-ups and farmers' markets
- Thousands of emails and text notices
- More than 1,000 project update subscribers

Multilingual outreach was done in seven languages: Spanish, Cantonese, Mandarin, Filipino, Arabic, Vietnamese and Russian.

We launched the <https://www.sfmta.com/projects/2022-muni-service-network> web page that included a StoryMap and the latest information on three potential scenarios for restoring service on the seven all-day bus routes, and how to provide feedback on 2022 winter service changes. The page was regularly updated in seven languages and the URL was shared broadly via multilingual posters and emails, blogs and social media.

Outreach techniques included briefings with key stakeholders, neighborhood associations and community-based organizations, multilingual posters at transit stops and in high-visibility locations, multilingual email blasts and five virtual Open Houses and three Office Hours hosted by SFMTA staff for Q&A sessions, with interpretation available upon request and provided in Cantonese, Spanish, Filipino and Arabic.

For feedback on the three options for 2022 Muni service, the SFMTA deployed a multilingual survey that could be taken online or by calling an SFMTA-staffed hotline during business hours with on-demand interpretation services available if requested. The survey was advertised through multilingual posters at transit stops with information in six languages and a notice of free language assistance in ten languages, as well as Muni alert emails in multiple languages. Opportunities for how to comment and provide additional feedback on the three options were provided in the Muni alert emails and on the 2022 Muni Service Network landing page.

12. With what race and/or ethnicity do you identify? (Select all that apply)

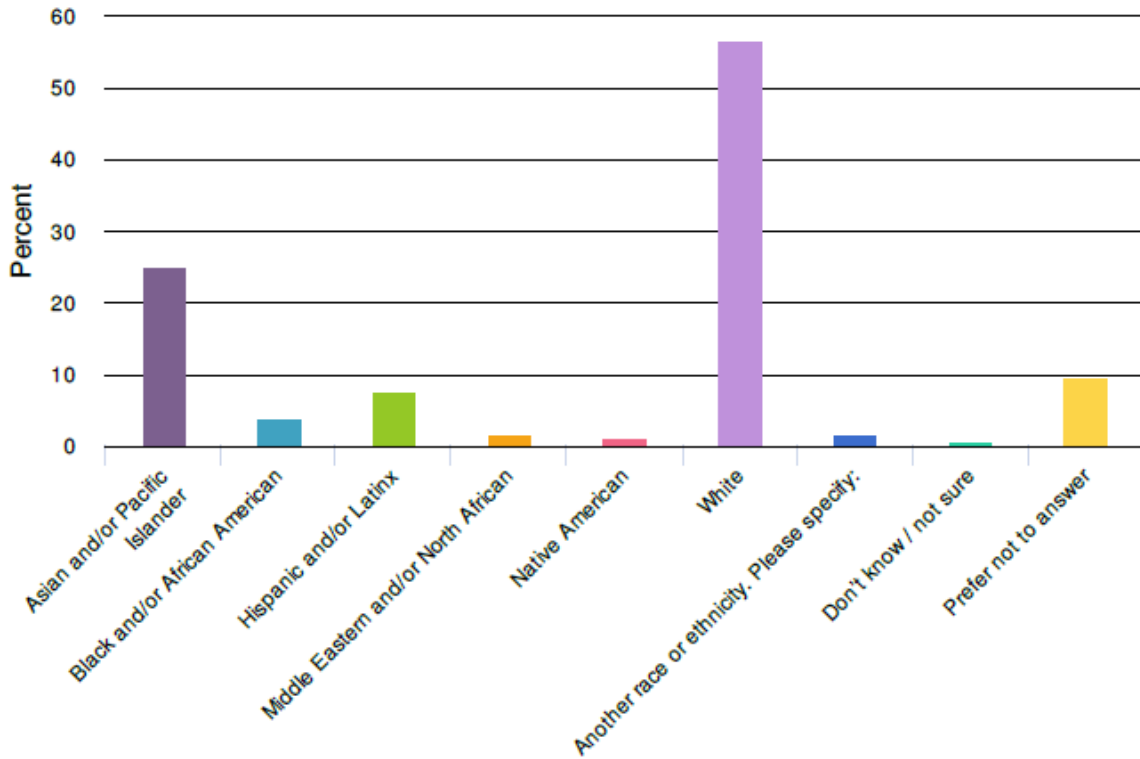


Figure 2. Race/ethnicity of survey respondents

To expand the reach of communications, multilingual paper surveys were distributed to more than fifty community-based organizations to provide an additional option for those without computer access to take the survey. Paper surveys were also available and administered at community festivals and pop-ups in public gathering spaces in neighborhoods identified by the Muni Service Equity Strategy across the city.

Virtual Open Houses and Office Hours were held for the public to engage with SFMTA staff and ask questions about the different alternatives being proposed. Presentations were given during the Open Houses to provide detailed explanations of the different options while the Office Hours allowed the public to drop-in to have their questions addressed by SFMTA staff. Both the Open Houses and Office Hours had interpretation services available if requested 48 hours in advance.

Blogs with links to the project web page, survey and multilingual StoryMaps were published on the SFMTA website and were emailed to subscribers. The SFMTA’s Twitter account also tweeted about the project with a link to the landing page and information about the survey being available in multiple languages. This tweet was pinned so that it showed first on the SFMTA Twitter account. Additionally, multilingual media outreach was done through a press briefing with various media

outlets.

The SFMTA received Customer Service Reports through 311, the TellMuni@SFMTA.com email account and the 2022 Muni Service Network hotline requesting service restoration for specific routes to expand access to various parts of San Francisco. Customers could post comments on the blogs and on the SFMTA's Twitter account to provide feedback on the proposed service restoration options. SFMTA staff tracked comments that came in via blogs and social media, supplementing what we were hearing from Customer Service, to aid in making decisions about which routes to restore and to identify trends in the feedback.

The SFMTA leveraged the channels we use to regularly gather feedback on community members' experiences with Muni service to ensure that engagement with low-income communities, people of color and limited-English proficient community members was prioritized. Staff also held numerous briefings with key stakeholders representing different neighborhoods and segments of the community. Among the groups were Senior and Disability Action, the SFMTA's Multimodal Accessibility Advisory Committee, Walk San Francisco, the San Francisco Bicycle Coalition, West Portal Merchants, Chinatown Community Development Center, Castro Merchants, Bayview Working Group and the San Francisco Transit Riders.

Outreach Findings

While staff received a diversity of responses, a few common themes emerged:

- Restoring key pre-pandemic connections, such as the 21 Hayes connection to St. Mary's Medical Center
- Preserve or restore Muni access in hilly areas, such as the 6 Haight/Parnassus in the Ashbury Heights neighborhood
- Focus on access for seniors and people with disabilities, such as the 2 Clement along the Sutter corridor
- Increase frequency in crowded corridors, like Stockton and Geary.

In addition to the various community meetings and thousands of comments received through other methods, staff also undertook a survey, which greatly mirrored the verbal feedback. The survey, which received more than 4,500 responses, respondents were asked which service scenario they preferred. A plurality, 37%, selected the Familiar Alternative; however, 32% selected the Frequent Alternative and 26% selected the Hybrid Alternative, meaning that a majority selected one of the alternatives with changes to pre-pandemic services.

Among seniors (defined here as age 55 or older), persons with disabilities, and members of low-income households (defined here as an annual salary of \$49,999 or less), there were stronger preferences for the Familiar Alternative: 49%, 54% and 48%, respectively. Those who said they were previously regular riders of routes that were not proposed for restoration in one or more of the

alternatives also preferred restoration of those routes.

The survey also asked respondents to use a slider to indicate their preference and the degree of their preference for competing priorities: shorter distances to stops or shorter wait times at stops; and shorter distances to stops or shorter overall travel times. The average response was much closer to both shorter wait times and shorter overall travel times – approximately 34% of the spectrum away from both. However, for seniors these figures were 42% and 44%, respectively, and persons with disabilities prioritized shorter distances, with figures of 54% and 57%, respectively.

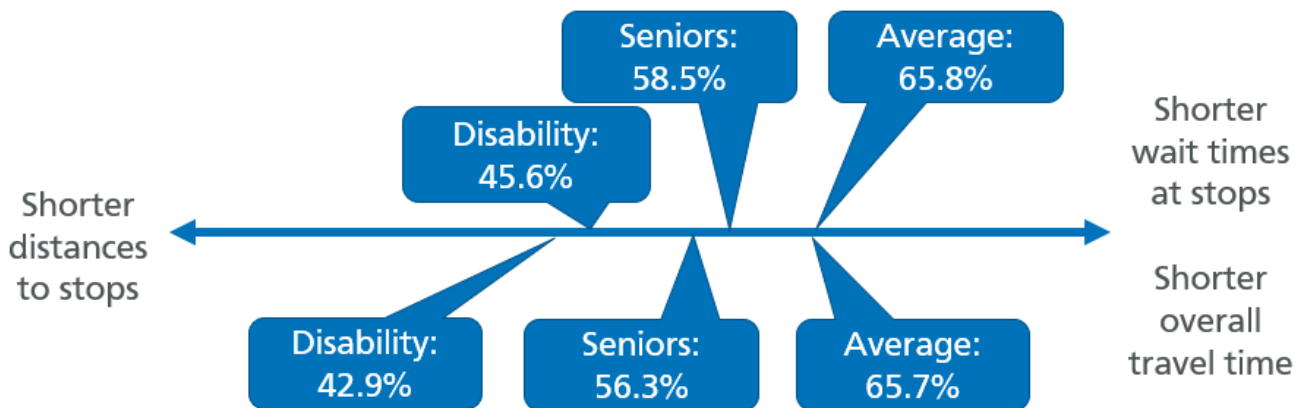


Figure 3. Preferences of survey respondents

Modifications Based on Feedback Received

Through the outreach efforts, feedback was received from customers in every San Francisco neighborhood. Below are some examples of how feedback that was gathered shaped and informed the Winter 2022 Service Plan.

Customer feedback from customers in the Tenderloin, Japantown, and the Richmond districts showed that people with disabilities and seniors value shorter distances to stops and rely on Muni to make connections from Japantown and the Sutter corridor to the Jewish Community Center for meals and to shop on Clement Street. Based on this feedback, the original proposal was modified to include restoration of the 2 Clement with a truncated route from the Ferry Building to the Jewish Community Center.

Connections to Caltrain and between Potrero Hill and the Financial District were deemed valuable by customers, as was returning service to 5th Street where low-income seniors need connections to social services. To provide these connections, the service plan includes proposed changes to the current alignments of the 12 Folsom/Pacific long line and short line as well as a reroute of the 31 Balboa to Caltrain via 5th Street.

The need for seniors and people with disabilities to have easy access to health care facilities like St. Mary’s Hospital, SF General Hospital and UCSF’s Parnassus Campus was heard by customers in

PAGE 24.

multiple neighborhoods, including Hayes Valley, the Western Addition, the Haight, Golden Gate Heights and South of Market. Taking this need into consideration, the proposed service plan includes restoration of the 6 Haight/Parnassus from the Ferry Building to Quintara/14th Avenue, the 10 Townsend from SF General Hospital to the Transamerica Pyramid and the 21 Hayes from St. Mary's Hospital to the Main Library/Civic Center.

Restoring access to Fort Mason and the Presidio was seen as essential by customers since there are currently no Muni routes serving that area. Hearing the need to fill this gap, the proposed service plan includes restoring the segment of the 43 Masonic from Munich and Geneva to Fort Mason near the Marina Safeway. This would provide access to groceries, which was another important need heard from residents.

Overall public feedback received through the Winter 2022 Service Plan outreach efforts directly shaped and informed the final proposed service plan.

Temporary Changes Implemented During the Pandemic

For service changes on the 15 Bayview Hunters Point Express and 27 Bryant, the SFMTA deployed multilingual surveys online and via text message. These changes were advertised through multilingual posters at transit stops with information in English, Spanish, Chinese and Filipino and Muni alert emails notifying riders of in multiple languages, including notice of free language assistance in ten languages. Opportunities to comment and provide feedback on service changes were provided in the Muni alert emails and at meetings of the SFMTA Board of Directors and San Francisco County Transportation Authority Board. Additional information on service changes was provided through SFMTA blog posts, earned media, NextMuni alerts and on-bus announcements in English, Cantonese, Spanish and Filipino.

Additionally, the SFMTA project team formed the virtual Bayview-Hunters Point Express Working Group, which had regular meetings. The Working Group comprised of community leaders that have expressed interest in the project or have participated in previous transportation projects as key stakeholders. Agency staff distributed fliers to residents and conducted business door-to-door outreach along the Third Street corridor to encourage community members to share their opinions online or via text message on their preferred bus route option and to help SFMTA identify the best route to serve the community with express service downtown.

Customers in the Twin Peaks and Upper Market areas have consistently highlighted the lack of service due to the suspension of the F Market & Wharves streetcar line and lines such as the 37 Corbett that connect hilly neighborhoods. In response, the SFMTA Service Planning team has implemented a temporary, modified 37 Corbett route that extended its eastern terminal to 11th and Market streets.

The 48 Quintara/24th Street changes were part of the Winter 2022 Muni Service Network outreach process.

The 12 Folsom/Pacific realignment onto Rincon Hill and the 55 Dogpatch underwent a full outreach process before the route was implemented prior to the pandemic.

Church Street Transit Accessibility Improvements

Community engagement for the temporary transit stop improvements on Church Street near Market Street took place over the duration of the planning and implementation of the temporary improvements.

- The temporary transfer improvements were initially approved and implemented following multiple meetings with community and neighborhood groups and a public hearing held in July 2020.
- Following implementation of the temporary project, the project team collected feedback from J Church riders, community members and merchants.
- In summer 2021, the project team conducted a survey of J Church riders to gather additional feedback about riders' and residents' experiences with the temporary transfer improvements.
- A virtual open house and public hearing was held from October 18-29, 2021 where the permanent project proposal was shared with the public and feedback was solicited and a live question-and-answer session was held on October 28, 2021.

These outreach efforts were supported with a variety of outreach tactics with the goals of informing the public of the project and collecting feedback to adjust the temporary project and shape the permanent project proposal. Outreach tactics used throughout the process include:

- Multilingual online survey in English, Spanish, Chinese and Filipino
- Virtual open house and public hearing with interpretation available upon request
- Online StoryMap webpage
- Multilingual posters and mailers throughout the immediate project area and within two blocks of the J Church surface route in English, Spanish, Chinese and Filipino
- Text messages and emails to J Church updates subscribers
- Blog and social media postings
- A project email address (Tell.Muni@SFMTA.com) and staffed hotline
- Emails to community groups and presentations upon request

The project sent more than 4,500 text messages and emails to J Church updates subscribers and 17,365 postcards to residential addresses within two blocks of the J Church surface route.

Outreach to the accessibility community included contact with Senior and Disability Action, Multimodal Accessibility Advisory Council, Paratransit Coordinating Council, SF Transit Riders, WalkSF, Lighthouse for the Blind, Independent Living Resource Center and Community Living Campaign. Outreach to local merchants included multiple rounds of contact with 24 merchants on Church Street between 15th Street and Duboce Avenue beginning prior to the approval of the

temporary transfer improvements and included multiple rounds of door-to-door and telephone outreach.

Outreach Findings

The project received almost 700 survey responses and 38 email and voicemail comments responsive to the project. About two-thirds of survey respondents found navigating the new transfer somewhat or very difficult. Aside from transit service concerns, respondents mentioned several key issues with the transfer itself. Based on these survey responses and initial feedback from neighbors and merchants, the SFMTA made several changes to improve the transfer experience and support local access during the temporary phase of the project.

- *Church and Duboce stop:* When rail service first returned on the J Church, riders provided feedback that some trains were not stopping to pick up passengers at the Church and Duboce stop, which provides an important transfer option to the N Judah and access to the Safeway grocery store. In response, the SFMTA field operations team and rail division staff have worked closely with operators to ensure that this stop is served.
- *Transit signage improvements:* Based on rider feedback, the SFMTA updated and improved wayfinding signage between the J Church platform and the subway to improve the legibility of the transfer.
- *Reopening northbound Church Street to through traffic:* Working with merchants and residents in the area, SFMTA staff determined that northbound traffic on Church Street across Market Street could be re-opened once local businesses discontinued use of the curbside space under the citywide Shared Spaces program. As a result, northbound traffic was restored in July 2021.
- *Customer parking improvements:* Based on feedback from merchants, the SFMTA added several “green zone” short-term parking spaces on Church Street to facilitate pickup from restaurants and other businesses on the block.
- *Roadway signage updates:* Some residents and merchants provided feedback about the roadway signage for the transfer project. The SFMTA updated this signage to more clearly indicate that local access is permitted and advised Parking Control Officers to ensure residents and customers can drive on the block to access driveways and short-term loading spaces.

The project team received 38 comments on the transfer improvements during the public hearing period, by email and phone. The majority of these comments echoed the key concerns discussed above. A plurality were concerned with stop amenities, citing challenges with the comfort of waiting to transfer during inclement weather or at night, while several comments requested improved wayfinding to assist riders navigating the transfer. An additional major area of concern related to the challenges of either crossing multiple lanes of traffic to reach the Church Station elevator or navigating steep stairs to enter the station. Many of these concerns would be addressed either through near-term improvements to wayfinding, through the stop upgrades of the permanent project, or through the Agency’s plans to pursue adding a second elevator to Church Station. Finally, six of 38 comments requested reopening southbound Church Street to through traffic.

PAGE 27.

ALTERNATIVES CONSIDERED

Winter 2022 Muni Service Network

The three alternatives used to engage the public and inform the proposed changes are described in the previous pages, under “Description.” They included the Familiar, the Frequent and the Hybrid scenarios.

In the “Description” section, various options are presented for the J Church and for the 35 Eureka and 48 Quintara/48th Street. These are repeated below, with recommended options identified.

- The proposal includes three options for the J Church:
 - It could remain as it currently is, an all-surface route terminating at Church Street and Duboce Avenue. This change allows us to limit the number of trains in the subway, reduce congestion and improve reliability for the entire Muni Metro system; or
 - It could be returned to the Market Street Subway at a lower frequency; or
 - It could be returned to the subway evenings only, when there is less congestion in the tunnel, and bus service could be added between Noe Valley and a location near Embarcadero Station, operating every 30 minutes. This option is recommended by staff, as it would address some of the community concerns regarding both transfers and safety in the evening.
- As part of the COVID service plan, the 48 Quintara/24th Street was rerouted to save travel time. The 35 Eureka was also modified to cover portions of Noe Valley’s hilliest areas that the 48 route formerly served. The proposal includes three options for the 35 Eureka and 48 Quintara/24th Street:
 - They could return to their original alignments; or
 - They could remain on their current alignments; or
 - The westbound 48 Quintara/24th Street could be rerouted from Castro Street to Douglass Street between 24th and Clipper streets. This would require reconstruction of the intersection at 25th and Douglass streets and could not occur for some time. This option is recommended by staff as the 48 is saving approximately six minutes in travel time, and this alternative addresses some of the community concerns without degrading the operational improvements, although it would require some capital investment and thus could not be implemented immediately.

Church Street Transit Accessibility Improvements

PAGE 28.

The alternative to approving the proposed Church Street parking and traffic improvements near Market Street permanent is to allow the associated changes to expire 120 days after the termination or expiration of the COVID-19 Emergency. Staff does not recommend this alternative because the accessibility improvements provide significant benefit even if the J Church returns to the subway. As described above, these parking and traffic changes enhance access to the J Church line and the overall Muni system and provide an opportunity to enhance the transit center at Church and Market streets, whether the City is experiencing a pandemic or not, and are aligned with the General Plan’s vision for San Francisco.

FUNDING IMPACT

Winter 2022 Muni Service Network

Before the pandemic, the SFMTA saw declining revenues from parking fees and transit fares. As travel decreased due to the public health emergency, transit fare revenue further decreased and tax revenue also declined. One-time federal funding has saved the SFMTA from devastating cuts and layoffs, but this one-time funding runs out in 2023 and doesn’t solve the agency’s longer-term funding challenges. Restoring Muni transit service back to 100 percent of pre-pandemic service levels will require more sustained funding beyond the one-time federal funding that has been secured to date.

Church Street Transit Accessibility Improvements

There is no immediate cost associated with making permanent the parking and traffic changes associated with the Church Street transit accessibility improvements. Some minimal costs for maintenance will be paid for using transit operating funds, similar to other transit islands and wheelchair-accessible stops in the system. The cost of permanent improvements is still to be determined and would be funded through a combination of Prop. B, Prop. K and state TIRCP funds.

ENVIRONMENTAL REVIEW

The proposed changes are subject to the California Environmental Quality Act (CEQA). CEQA provides a categorical exemption from environmental review for operation, repair, maintenance, or minor alteration of existing highways and streets, sidewalks, gutters, bicycle and pedestrian trails, and similar facilities as defined in Title 14 of the California Code of Regulations Section 15301.

On November 2021, the Planning Department determined (Case Number 2021-010655ENV) that the proposed changes are categorically exempt from CEQA as defined in Title 14 of the California Code of Regulations Section 15301. The Planning Department’s determination (Case Number 2021-010655ENV) is on file with the Secretary to the SFMTA Board of Directors and may be found in the records of the Planning Department at <https://sfplanninggis.org/pim/?tab=Planning+Applications&search=2021-010655ENV> and 49 South Van Ness Avenue, Suite 1400 in San Francisco, and is incorporated herein by reference.

PAGE 29.

The proposed action is the Approval Action as defined by the S.F. Administrative Code Chapter 31.

OTHER APPROVALS RECEIVED OR STILL REQUIRED

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

Parking and traffic modifications listed 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 https://sfbos.org/sites/default/files/SFMTA_Action_Review_Info_Sheet.pdf. SFMTA staff have determined that items B, C, G, I, J, K, R, T, U, V, and W are such final SFMTA decisions.

RECOMMENDATION

Staff recommends that the SFMTA Board approve 1) parking and traffic modifications associated with the proposed route and service changes for Winter 2022, and the Title VI Service Equity Analysis comparing service in effect in March 2020 to the proposed Winter 2022 Muni Service Changes, and 2) parking and traffic modifications to make permanent transfer improvements for the J Church on Church Street between 15th Street and Duboce Avenue including permanently closing a southbound lane of Church Street between Market and 15th Streets pursuant to the California Vehicle Code.

SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY
BOARD OF DIRECTORS

RESOLUTION No. _____

WHEREAS, At the start of the pandemic, the SFMTA made significant transit service reductions. Since March 2020, the SFMTA incrementally restored service to a level where 98 percent of San Franciscans are within two or three blocks of a Muni stop, including 100 percent of residents in neighborhoods identified by the Muni Service Equity Strategy; and

WHEREAS, As the City began to recover from the pandemic, the SFMTA launched an extensive multilingual outreach campaign to solicit feedback and public comment from Muni riders and the larger community on potential Winter 2022 Muni service changes and modified proposed service changes based on feedback received; and

WHEREAS, If approved, the proposed Winter 2022 Muni Service Changes would further restore and increase service as we work towards full recovery of our service; and

WHEREAS, The staff recommended options for J Church transit service that would return the J Church to the subway evenings only and that the 35 Eureka and 48 Quintara/24th Street lines remain on their current alignments; and

WHEREAS, Removing the J Church from the Muni Metro tunnel and reducing the total number of trains entering the tunnel has reduced subway delay by 75% and improved reliability on the J Church by 15%; and

WHEREAS, In an October 20, 2021 memo, the Planning Department Director determined that the closure of southbound Church Street between Market Street and 15th Street to through traffic except Muni, paratransit, taxis, emergency vehicles, bicycles, local access and commercial vehicles implements Objective 20 and Policy 14.4, 20.1, 20.4, and 22.3 of the General Plan's Transportation Element; and

WHEREAS, Based on these findings, the Planning Department determined that the J Church Transfer Improvements project makes changes aimed at achieving the above-mentioned policies and centered on transit passengers' access and safety, and therefore enacts the General Plan's Transportation Element consistent with California Vehicle Code Section 21101(f); and

WHEREAS, The traffic and parking modifications proposed for permanent approval as part of the J Church Transfer Improvements project reflect feedback received from an extensive process of community engagement and the results of a technical evaluation; and

WHEREAS, The San Francisco Municipal Transportation Agency has received a request, or identified a need for parking and traffic modifications as follows:

- A. RESCIND - BIKE CORRAL - 16th Street, south side, from 106 feet to 126 feet east of Mission Street
- B. EXTEND - BUS ZONE - 16th Street, south side, from 106 feet to 186 feet east of Mission Street (extends existing bus zone by 80 feet and removes meters #2931, #2933 and #2935 and bike corral) #
- C. EXTEND – BUS ZONE - Harrison Street, north side, from 79 feet to 117 feet west of 3rd Street (extends existing bus zone by 38 feet and removes meters #710 and #712) #
- D. RESCIND – BUS ZONE - Market Street, south side, from 10 feet to 95 feet west of Mason Street
- E. ESTABLISH – BUS ZONE - Market Street, south side, from Mason Street to 100 feet easterly; Market Street, north side, from 45 feet to 145 feet west of Cyril Magnin Street
- F. ESTABLISH – FLAG STOP - Grove Street, south side, at Hyde Street; 5th Street, west side, 120 feet south of Harrison Street; 5th Street, east side, 20 feet south of Clara Street
- G. ESTABLISH – BUS ZONE – Parkridge Drive, west side, 40 feet to 100 feet north of Burnett Avenue (removes three unmetered parking spaces)# #
- H. ESTABLISH – RIGHT TURN ONLY EXCEPT MUNI –11th Street, northbound, at Market Street.
- I. 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)#. #
- J. ESTABLISH – BUS ZONE –Northridge Road, south side, from Ingalls Street to 130 feet easterly#; Palou Avenue, south side, from 3rd Street to 115 feet westerly#; Jones Street, west side, from Ellis Street to 80 feet southerly#; Jones Street, west side, from Turk Street to 80 feet southerly#; Jackson Street, north side, from Van Ness Avenue to 80 feet westerly#; Pacific Avenue, south side, from 15 feet to 60 feet west of Van Ness Avenue# #
- K. ESTABLISH – RED ZONE –Tennessee Street, west side, from 9 feet to 29 feet south of 20th Street#; Pennsylvania Avenue, east side, from 22nd Street to 25 feet northerly#; 22nd Street, north side, from 12 feet to 32 feet west of Tennessee Street; 20th Street, south side, from Connecticut Street to 20 feet easterly#; Connecticut Street, west side, from 12 feet to 30 feet north of 20th Street#; Connecticut Street, east side, from 20th Street to 16 feet northerly#; Northridge Road, north side, from Ingalls Street to 20 feet easterly#; Kirkwood Avenue, north side, from Donahue Street to 20 feet westerly#; Kirkwood Avenue, south side, from Donahue Street to 20 feet westerly#; Donahue Street, west side, from Jerrold Avenue to 10 feet southerly#; Ingalls Street, east side, from Palou Avenue to 20 feet northerly#; Palou Avenue, north side, from Ingalls Street to 5 feet westerly#; Noe Street, west side, from 18th Street to 20 feet southerly#; 19th Street, both sides, from Noe Street to 20 feet westerly#; Diamond Street, both sides, from 19th Street to 20 feet northerly#; Diamond Street, east side, from 18th Street to 40 feet southerly#; #
- L. ESTABLISH – ROAD CLOSURE EXCEPT FOR MUNI, PARATRANSIT, TAXIS,

- BICYCLES, EMERGENCY VEHICLES AND COMMERCIAL VEHICLES - Church Street, southbound, from Market Street to 15th Street (local and emergency access to be maintained)
- M. ESTABLISH – TOW AWAY NO STOPPING ANY TIME and ESTABLISH – BUS ZONE - Church Street, west side, from Market Street to 199 feet southerly
 - N. ESTABLISH – RIGHT TURN ONLY EXCEPT MUNI, PARATRANSIT, TAXIS, BICYCLES, AND COMMERCIAL VEHICLES - Southbound Church Street at Market Street (local access and emergency access to be maintained)
 - O. 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)
 - P. ESTABLISH – NO LEFT TURN - Westbound Market Street at Church Street; Southbound Church Street at 15th Street (expands from the existing 7AM-7PM, Monday to Friday); Northbound Church Street at 15th Street (expands from the existing 7AM-7PM, Monday to Friday)
 - Q. RESCIND – BUS STOP - Southbound Church Street nearside at 14th Street (boarding island stop previously for the J Church and the 22 Fillmore)
 - R. RESCIND – METERED MOTORCYCLE PARKING - Church Street, east side, from 75 feet to 89 feet north of 15th Street (removes 2 motorcycle stalls #233 and #235) #
 - S. ESTABLISH – NO PARKING ANY TIME - Church Street, east side, from 75 feet to 89 feet north of 15th Street.
 - T. ESTABLISH – GREEN ZONE, 15-MINUTE TIME LIMIT, 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 #
 - U. ESTABLISH – GREEN METER, 15-MINUTE TIME LIMIT, 9AM TO 6PM, MONDAY THROUGH SATURDAY - Market Street, south side, from 131 feet to 149 feet west of Church Street (meter space #2119) #
 - V. ESTABLISH – GREEN METERS, 15-MINUTE TIME LIMIT, 9AM TO 9PM, MONDAY TO SATURDAY - Church Street, east side, from 5 to 45 feet north of 15th Street (meter spaces #237 and #239) #; Church Street, east side, from 105 to 126 feet north of 15th Street (meter space #229) #
 - W. ESTABLISH – METERED YELLOW ZONE, COMMERCIAL LOADING, 9AM TO 9PM, MONDAY TO SATURDAY - Church Street, east side, from 126 feet to 188 feet north of 15th Street (meter spaces #223, #225 and #227) #; Church Street, west side, from 15th Street to 163 feet northerly (meter spaces #226, #228, #230, #232, #234, #236 and #238) #
 - X. ESTABLISH – TOW AWAY NO STOPPING ANY TIME - Church Street, west side, from 225 feet to 265 feet north of 14th Street; and

WHEREAS, The proposed changes are subject to the California Environmental Quality Act (CEQA); CEQA provides a categorical exemption from environmental review for operation, repair, maintenance, or minor alteration of existing highways and streets, sidewalks, gutters, bicycle and pedestrian trails, and similar facilities as defined in Title 14 of the California Code of Regulations Section 15301; and,

WHEREAS, On November 2021, the Planning Department determined (Case Number 2021-010655ENV) that the proposed changes are categorically exempt from CEQA as defined in Title 14 of the California Code of Regulations Section 15301; and,

WHEREAS, The proposed action is the Approval Action as defined by the S.F. Administrative Code Chapter 31; and

WHEREAS, A copy of the CEQA determination (Case Number 2021-010655ENV) is on file with the Secretary to the SFMTA Board of Directors, and may be found in the records of the Planning Department at <https://sfplanninggis.org/pim/?tab=Planning+Applications&search=2021-010655ENV> and 49 South Van Ness Avenue, Suite 1400 in San Francisco, and is incorporated herein by reference; and,

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

WHEREAS, The SFMTA conducted an analysis of the proposed Winter 2022 service changes, including the 3 Jackson and 47 Van Ness, to determine whether any of these changes would constitute a “route abandonment” if permanently suspended as defined under Section 8A.108 of the City Charter, and determined that none of the proposed changes meet the definition of a route abandonment that is subject to Board of Supervisors review; and,

WHEREAS, Since Charter Section 16.112 requires published notice and a hearing before the SFMTA can significantly change the operating schedule or route of a transit line, an advertisement was placed in the City’s official newspaper, the San Francisco Examiner, on December 3, 2021 to provide notice that the Board of Directors will hold a public hearing on December 7, 2021, to consider the proposed Winter 2022 Muni Service Changes and Muni service options; and,

WHEREAS, Pursuant to the requirements contained in FTA Circular 4702.1B, the SFMTA analyzed the impacts of the service changes on communities of color and customers from low-income households and determined that the service changes do not result in a disparate impact on communities of color or a disproportionate burden on low-income communities under Title VI; and,

WHEREAS, A copy of the Planning Commission Resolution, the CEQA findings, and the CEQA determination are on file with the Secretary to the SFMTA Board of Directors, and may be found in the records of the Planning Department at <https://sfplanning.org/> and 49 South Van Ness Avenue, Suite 1400 in San Francisco, and is incorporated herein by reference; and,

WHEREAS, Parking and traffic modifications listed with a “#” are final SFMTA decisions, as defined by Ordinance 127-18, that can be reviewed by the Board of Supervisors, and SFMTA staff have determined that items B, C, G, I, J, K, R, T, U, V, and W are such final SFMTA decisions; now, therefore, be it

RESOLVED, That the SFMTA Board of Directors approves the SFMTA's Title VI Service Equity Analysis for the proposed Municipal Railway route and service changes to be made in Winter 2022, comparing transit service in effect in March 2020 to transit service proposed for Winter 2022 and concluding that the service changes would not result in a disparate impact on communities of color or a disproportionate burden on low-income communities under Title VI; and be it further

RESOLVED, That the SFMTA Board of Directors approves the staff recommended options for J Church transit service that would return the J Church to the subway evenings only and that the 35 Eureka and 48 Quintara/24th Street lines remain on their current alignments; and be it further

RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors approves the parking and traffic modifications as set forth in Items A through X above, including modifications to make permanent transfer improvements for the J Church on Church Street between 15th Street and Duboce Avenue, and including closing the southbound curb lane of Church Street between Market and 15th Streets in accordance with California Vehicle Code Section 21101(f).

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of December 7, 2021.

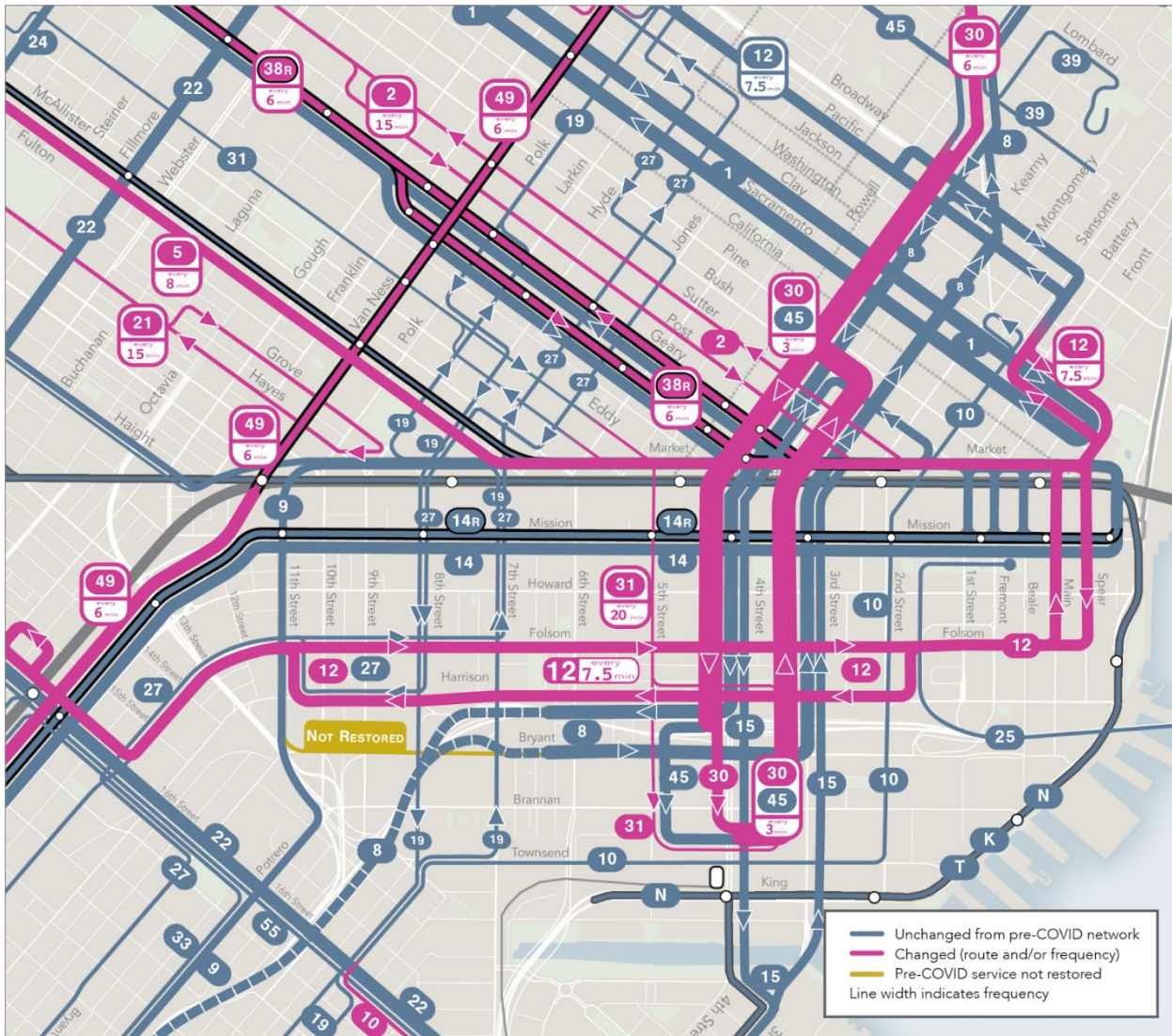
Secretary to the Board of Directors
San Francisco Municipal Transportation Agency

Enclosure 2 Neighborhood Maps

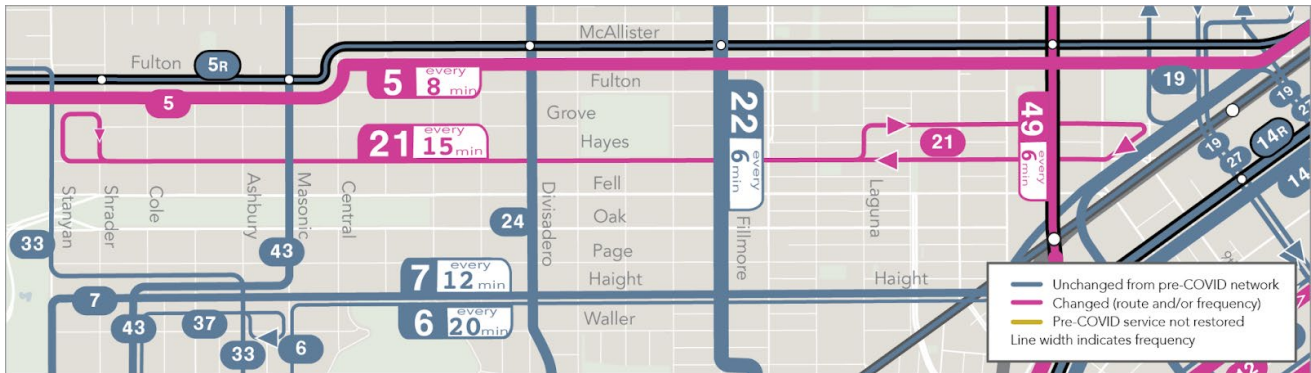
Southwest



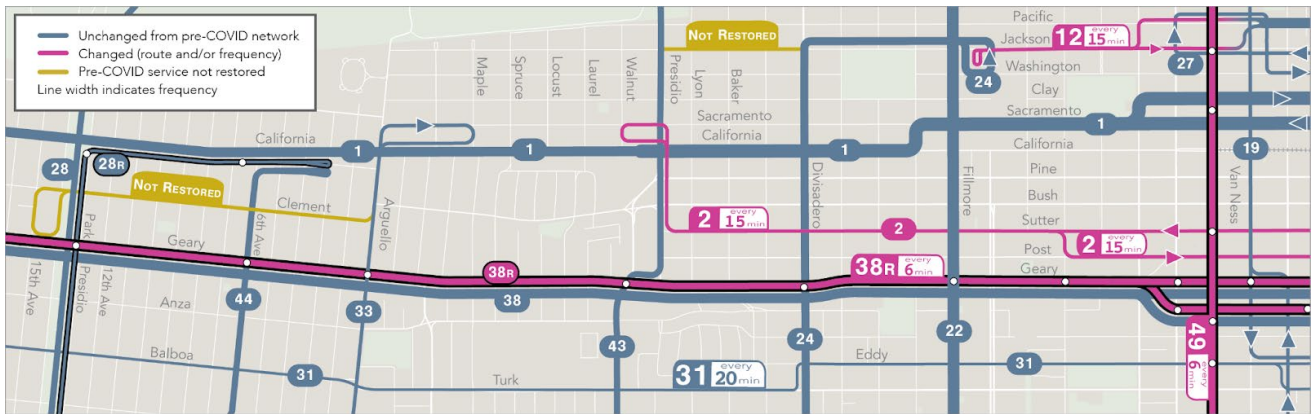
South of Market, Market Street, Financial District



Hayes Valley and Western Addition



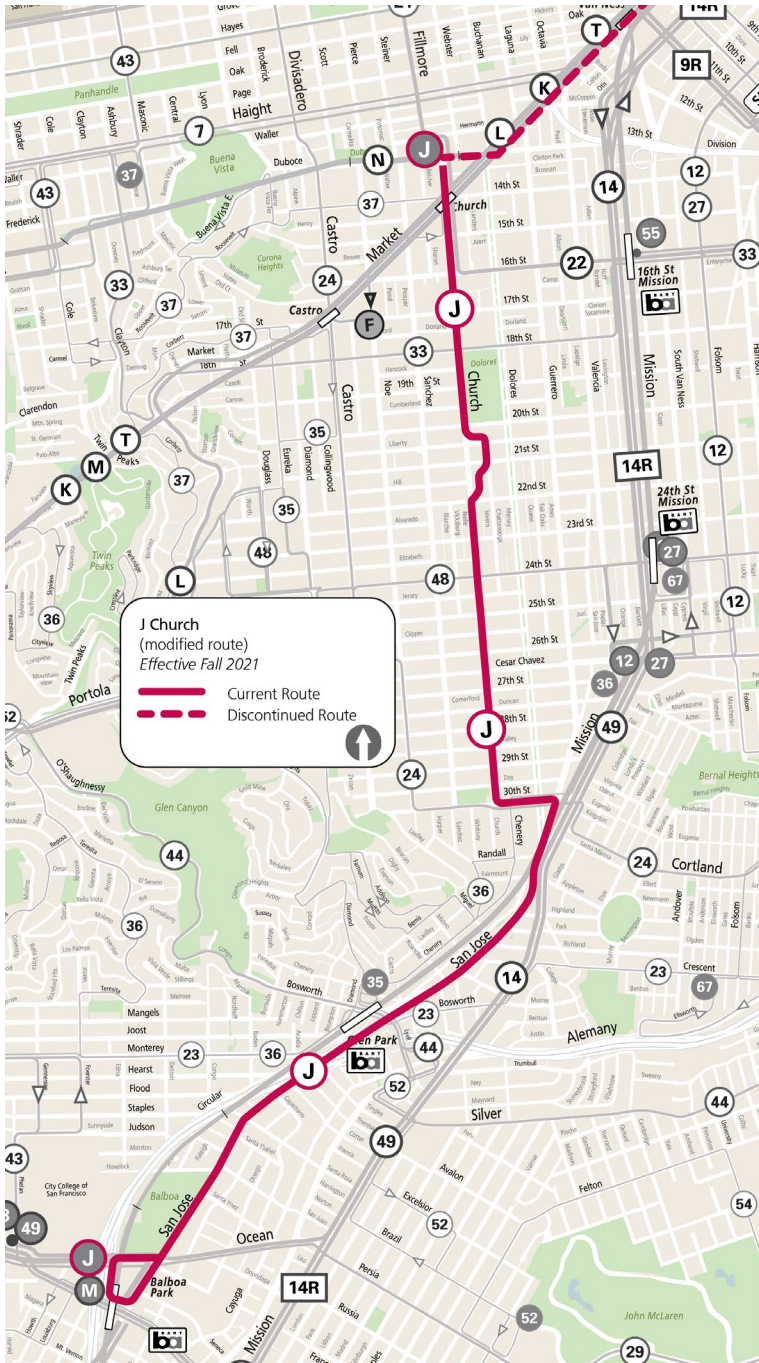
Tenderloin, Japantown, the Richmond



Noe Valley



J Church



Enclosure 3
Title VI Service Equity Analysis

Table of Contents

1	BACKGROUND	43
1.1	<i>Title VI</i>	43
1.2	<i>SFMTA and its Response to COVID-19 Pandemic</i>	43
2	SFMTA’S TITLE VI-RELATED POLICIES, DEFINITIONS, AND SERVICE EQUITY ANALYSIS METHODOLOGY	45
2.1	<i>People and Communities of Color / Minority Populations</i>	45
2.2	<i>Low-income Populations</i>	45
2.3	<i>Major Service Change Policy</i>	46
2.4	<i>Disparate Impact Policy</i>	46
2.5	<i>Disproportionate Burden Policy</i>	47
2.6	<i>Adverse Effect</i>	47
2.7	<i>Analysis Methodology</i>	47
3	PROPOSED WINTER 2022 SERVICE PLAN.....	50
4	MAJOR SERVICE CHANGE & IMPACTED POPULATION ANALYSIS.....	54
4.1	<i>Full Route and Route Segment Suspensions (Service Decreases)</i>	56
4.2	<i>Full Route Additions (Service Increases)</i>	61
4.3	<i>Route-Level Revenue Service Hour Decreases</i>	64
4.4	<i>Route-Level Revenue Service Hour Increases</i>	68
4.5	<i>Route-Level Daily Service Span Decreases</i>	71
4.6	<i>Route-Level Daily Service Span Increases</i>	75
4.7	<i>Summary Analysis and Findings</i>	78
5	OUTREACH SUMMARY	78
5.1	<i>Expanded Outreach Tools for Winter 2022 Service Plan</i>	79
5.2	<i>Stakeholder Feedback</i>	80
6	SUMMARY	81

TABLES

TABLE 1: 2019 POVERTY GUIDELINES BY HOUSEHOLD SIZE.....	46
TABLE 2: SUMMARY OF DETERMINATIONS IF SERVICE CHANGES BETWEEN MARCH 2020 AND THE PROPOSED WINTER 2022 SERVICE PLAN MEET MAJOR SERVICE CHANGE CRITERIA	54
TABLE 3: ROUTE SUSPENSIONS – PROPOSED WINTER 2022 MAJOR SERVICE CHANGES	57
TABLE 4: ROUTE ADDITIONS – PROPOSED WINTER 2022 MAJOR SERVICE CHANGES.....	61
TABLE 5: REVENUE SERVICE HOUR DECREASES – PROPOSED WINTER 2022 MAJOR SERVICE CHANGES	64
TABLE 6: REVENUE SERVICE HOUR INCREASES – PROPOSED WINTER 2022 MAJOR SERVICE CHANGES	68
TABLE 7: DAILY SERVICE SPAN DECREASES – PROPOSED WINTER 2022 MAJOR SERVICE CHANGES	71
TABLE 8: DAILY SERVICE SPAN INCREASES – PROPOSED WINTER 2022 MAJOR SERVICE CHANGES	75
TABLE 9: SUMMARY OF IMPACTED POPULATION AND FINDINGS FOR SERVICE EQUITY ANALYSIS	78

FIGURES

FIGURE 1: ROUTE SUSPENSIONS – PROPOSED WINTER 2022 MAJOR SERVICE CHANGES & ANALYSIS OF IMPACT ON PEOPLE OF COLOR	59
FIGURE 2: ROUTE SUSPENSIONS – PROPOSED WINTER 2022 MAJOR SERVICE CHANGES & ANALYSIS OF IMPACT ON LOW-INCOME POPULATION	60
FIGURE 3: ROUTE ADDITIONS – PROPOSED WINTER 2022 MAJOR SERVICE CHANGES & ANALYSIS OF IMPACT ON PEOPLE OF COLOR	62
FIGURE 4: ROUTE ADDITIONS – PROPOSED WINTER 2022 MAJOR SERVICE CHANGES & ANALYSIS OF IMPACT ON LOW-INCOME POPULATION	63
FIGURE 5: REVENUE SERVICE HOUR DECREASES – PROPOSED WINTER 2022 MAJOR SERVICE CHANGES & ANALYSIS OF IMPACT ON PEOPLE OF COLOR	66
FIGURE 6: REVENUE SERVICE HOUR DECREASES – PROPOSED WINTER 2022 MAJOR SERVICE CHANGES & ANALYSIS OF IMPACT ON LOW-INCOME POPULATION	67
FIGURE 7: REVENUE SERVICE HOUR INCREASES – PROPOSED WINTER 2022 MAJOR SERVICE CHANGES & ANALYSIS OF IMPACT ON PEOPLE OF COLOR	69
FIGURE 8: REVENUE SERVICE HOUR INCREASES – PROPOSED WINTER 2022 MAJOR SERVICE CHANGES & ANALYSIS OF IMPACT ON LOW-INCOME POPULATION	70
FIGURE 9: DAILY SERVICE SPAN DECREASES – PROPOSED WINTER 2022 MAJOR SERVICE CHANGES & ANALYSIS OF IMPACT ON PEOPLE OF COLOR	73
FIGURE 10: DAILY SERVICE SPAN DECREASES – PROPOSED WINTER 2022 MAJOR SERVICE CHANGES & ANALYSIS OF IMPACT ON LOW-INCOME POPULATION	74
FIGURE 11: DAILY SERVICE SPAN INCREASES – PROPOSED WINTER 2022 MAJOR SERVICE CHANGES & ANALYSIS OF IMPACT ON PEOPLE OF COLOR	76
FIGURE 12: DAILY SERVICE SPAN INCREASES – PROPOSED WINTER 2022 MAJOR SERVICE CHANGES & ANALYSIS OF IMPACT ON LOW-INCOME POPULATION	77

1 Background

1.1 Title VI

Title VI of the Civil Rights Act of 1964 prohibits discrimination on the basis of race, color or national origin in programs and activities receiving Federal financial assistance. Specifically, Title VI provides that "no person in the United States shall, on the grounds of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance." (42 U.S.C. Section 2000d).

The Federal Transit Administration's (FTA) Circular 4702.1B, "Title VI Requirements and Guidelines for Federal Transit Administration Recipients," provides guidance to transit agencies serving large urbanized areas and requires that these agencies "shall...evaluate, prior to implementation, any and all service changes that exceed the transit provider's major service change threshold, as well as all fare changes, to determine whether those changes will have a discriminatory impact based on race, color, or national origin" (Circular 4702.1B, Chapter IV-11). Regarding temporary service changes, FTA Circular 4702.1B states that if "a temporary service addition or change lasts longer than twelve months, then FTA considers the service addition or change permanent and the transit provider must conduct a service equity analysis if the service otherwise qualifies as a major service change" (Circular 4702.1B, Chapter IV-13).

1.2 SFMTA and its Response to COVID-19 Pandemic

The San Francisco Municipal Transportation Agency (SFMTA), a department of the City and County of San Francisco, was established by voter proposition in 1999. One of the SFMTA's primary responsibilities is operating the San Francisco Municipal Railway, known universally as "Muni." Muni is the largest transit system in the Bay Area with over 700,000 passenger boardings per day and serving over 220 million customers a year. The Muni fleet includes historic streetcars, renewable biodiesel and electric hybrid buses and electric trolley coaches, light rail vehicles, paratransit cabs and vans and the world-famous cable cars. Muni provides one of the highest levels of service per capita with 63 bus routes, seven light rail lines, two historic streetcar lines, and three cable car lines and provides regional connections to other Bay Area public transit systems such as BART, AC Transit, Golden Gate Transit and Ferries, SamTrans, and Caltrain.

On February 25, 2020, Mayor London Breed issued a Proclamation Declaring the Existence of a Local Emergency (COVID-19 Local Emergency Proclamation) finding that the COVID-19 pandemic posed a threat to the lives, property and welfare of the City and County and its residents.

On March 16, 2020, San Francisco's Health Officer issued a Public Health Order in response to the COVID-19 State of Emergency requiring that residents shelter in place, with the only exception being for essential needs and trips. Shortly thereafter, the SFMTA implemented changes to Municipal Railway service in response to changing travel patterns and significantly reduced staffing levels. On April 8, 2020, the SFMTA implemented the initial 17-route COVID-19 Core Service Plan and since then the agency has brought back service when resources have allowed. Since temporary transit service changes were still in effect twelve months after service reductions were introduced in March 2020, the SFMTA conducted a service equity analysis of its COVID-19 Temporary Service Plan as

of March 2021 to be responsive to the FTA's requirement that changes in effect longer than twelve months be subject to such an analysis. In May 2021, the SFMTA completed, and received SFMTA Board approval of, an analysis of the service that was in effect in March 2021.

The proposed Winter 2022 Service Plan would further restore and increase service as we work towards full recovery of our service. This analysis will be forwarded to the SFMTA Board of Directors for review and public comment on December 7, 2021, responding to the reporting requirements contained in FTA Circular 4702.1B.

This Title VI Analysis includes:

- SFMTA's Board-approved Title VI-related policies and definitions, including the Agency's Major Service Change, Disparate Impact and Disproportionate Burden Policies.
- The methodology used for this service equity analysis.
- A description of the SFMTA's proposed Winter 2022 Service Plan and background on what factors were and continue to be considered as the SFMTA works to provide as much service as possible considering the constraints on its resources imposed by the pandemic.
- A summary of the service equity analysis of the proposed Winter 2022 Service Plan based on 2015-2019 American Community Survey (ACS) 5-year estimates data from the US Census Bureau.
- A summary of public outreach and engagement efforts to seek public comment and inform the final service proposal.

2 SFMTA's Title VI-related Policies, Definitions, and Service Equity Analysis Methodology

On October 1, 2012, FTA issued updated Circular 4702.1B, which requires a transit agency's governing board to adopt the following policies related to fare and service changes:

- Major Service Change Definition – establishes a definition for a major service change, which provides the basis for determining when a service equity analysis needs to be conducted.
- Disparate Impact and Disproportionate Burden Policies – establishes thresholds to determine when proposed major service changes or fare changes would adversely affect communities of color and/or low-income populations and when alternatives need to be considered or impacts mitigated.

In response to FTA Circular 4702.1B, the SFMTA developed Major Service Change, Disparate Impact and Disproportionate Burden Policies, which were approved by the SFMTA Board of Directors on August 20, 2013, after an extensive multilingual public outreach process. Outreach included two public workshops, five presentations to the SFMTA Board and committees, and outreach to approximately 30 community-based organizations and transportation advocates with broad perspective among communities of color and low-income communities.

The following definitions and policies were used to conduct this Title VI service equity analysis: People and Communities of Color/Minority Populations, Low-income Populations, Major Service Change Policy, Disparate Impact Policy, Disproportionate Burden Policy, and Adverse Effect.

2.1 People and Communities of Color / Minority Populations

FTA's Circular 4702.1B includes the following race and ethnicity identities in its definition for those who are considered "minority persons" and members of "minority populations": American Indian and Alaska Native, Asian, Black or African American, Hispanic or Latino, or Native Hawaiian or other Pacific Islander. For this Title VI analysis, the SFMTA considers individuals to be a person of color if they self-identify as any race/ethnicity other than White only and Not Hispanic or Latino. Individuals who self-identify as Multi-Racial including White, are also considered to be a person of color.

2.2 Low-income Populations

The SFMTA defines low-income individuals as those whose total household income is below 200% of the federal poverty level per household size. Although 2021 poverty guidelines are available, the latest census data that is available for income is from the 2015-2019 American Community Survey 5-Year Estimates so the 2019 guidelines are used for this analysis. The table below shows the 2019 household incomes that meet the 200% Federal poverty level threshold for different household sizes. The SFMTA also uses the 200% of federal poverty guidelines as criteria for Lifeline Muni passes for low-income households in San Francisco.

Table 1: 2019 Poverty Guidelines by Household Size

Household Size	Poverty Guideline	200% of Poverty Guideline
1	\$12,490	\$24,980
2	\$16,910	\$33,820
3	\$21,330	\$42,660
4	\$25,750	\$51,500
5	\$30,170	\$60,340
6	\$34,590	\$69,180
7+ <i>add for each additional household member</i>	+\$4,420	+\$8,840

2.3 Major Service Change Policy

The SFMTA has developed a policy that defines a Major Service Change as a change in transit service that would be in effect for more than a 12-month period, and that would consist of any of the following criteria (per the SFMTA’s 2019 Title VI Program Update):

- *A schedule change (or series of changes) resulting in a system-wide change in annual revenue hours of five percent or more implemented at one time or over a rolling 24-month period;*
- *A schedule change on a route with 25 or more one-way trips per day resulting in:*
 - *Adding or eliminating a route;*
 - *A change in annual revenue hours on the route of 25 percent or more;*
 - *A change in the daily span of service on the route of three hours or more; or*
 - *A change in route-miles of 25 percent or more, where the route moves more than a quarter mile.*
- *Corridors served by multiple routes will be evaluated based on combined revenue hours, daily span of service, and/or route-miles.*
- *The implementation of a New Start, Small Start, or other new fixed guideway capital project, regardless of whether the proposed changes to existing service meet any of the criteria for a service change described above.*

2.4 Disparate Impact Policy

Disparate Impact Policy determines the point (“threshold”) when adverse effects of fare or service changes are borne disparately by minority populations. Under this policy, a fare change, or package of changes, or major service change, or package of changes, will be deemed to have a disparate impact on minority populations if the difference between the percentage of the minority population impacted by the changes and the percentage of the minority population system-wide is eight percentage points or more. Packages of major service changes across multiple routes will be evaluated cumulatively and packages of fare increases across multiple fare instruments will be evaluated cumulatively.

2.5 Disproportionate Burden Policy

Disproportionate Burden Policy determines the point when adverse effects of fare or service changes are borne disproportionately by low-income populations. Under this policy, a fare change, or package of changes, or major service change, or package of changes, will be deemed to have a disproportionate burden on low-income populations if the difference between the percentage of the low-income population impacted by the changes and the percentage of the low-income population system-wide is eight percentage points or more. Packages of major service changes across multiple routes will be evaluated cumulatively and packages of fare increases across multiple fare instruments will be evaluated cumulatively.

Title VI also requires that positive changes, such as fare reductions and major service improvements, be evaluated for their effect on communities of color and low-income communities. The SFMTA evaluates positive impact proposals and negative impact proposals separately.

2.6 Adverse Effect

In addition to defining policies relating to Major Service Changes, Disparate Impact, and Disproportionate Burden, the SFMTA also must define when an adverse effect may be found. According to the FTA's Circular 4702.1B (Title VI), "an adverse effect is measured by the change between the existing and proposed service levels that would be deemed significant." For this Title VI analysis, an adverse effect may be deemed significant if it is in accordance with the SFMTA's Major Service Change definition (per the SFMTA's 2019 Title VI Program Update) and it negatively impacts communities of color and/or low-income populations.

An adverse effect may be found if any one of the following occur:

- *A system-wide change (or series of changes) in annual revenue hours of five percent or more proposed at one time or over a rolling 24-month period;*
- *A route is added or eliminated;*
- *Annual revenue hours on a route are changed by 25 percent or more;*
- *The daily span of service on the route is changed three hours or more; or*
- *Route-miles are changed 25 percent or more, where the route moves more than a quarter mile.*

And

- *The proposed changes negatively impact minority and low-income populations.*

Corridors served by multiple routes will be evaluated based on combined revenue hours, daily span of service, and/or route-miles.

2.7 Analysis Methodology

This analysis compares transit service in place before the COVID pandemic began by analyzing pre-pandemic service adjustments implemented on February 22, 2020 to the proposed Winter 2022 Service Plan, which includes current service and other proposed service changes.

The analysis involves first determining which Muni routes, if any, are proposed to have a service change (based on the comparison described above), that meets the criteria in the SFMTA's Major Service Change Policy (described in a previous section). Then routes that meet the threshold in the Major Service Change policy are grouped by the categories of the major service change criteria that are met – route-miles, annual revenue service hours, and/or daily service span – and by whether the service change results in a service decrease or a service increase. A route is included in multiple categories of major service changes if the changes along the route meet multiple criteria of the Major Service Change Policy. (Note that full route suspensions and full route additions are considered to only meet the route-miles major service change.) Once the service changes are grouped by category, the population that is impacted by each category of major service changes is then determined.

The SFMTA typically relies on customer on-board survey data for service change analyses by using the route's ridership demographics. However, since the proposed Winter 2022 Service Plan includes service alignments that have been introduced during the pandemic and that thus have no existing ridership data for comparison, U.S. Census data, specifically, the 2015-2019 American Community Survey 5-Year Estimates (2019 ACS) data, are used to determine the population that is impacted by each major service change. The population impacted by each change to a Muni route (or route segment) is considered the population who lives within the service area of the route (or route segment). The service area for each route (or route segment) is defined to be the areas within a quarter mile of all of the stops along the route (or route segment).

Race/ethnicity and household income data from the 2019 ACS and at the Census block group level are used in conjunction with the quarter-mile buffer from each of the route's stops. For every block group that is at least partly within the quarter-mile buffer, the percentage of the block group that is within the quarter-mile buffer is applied to the population and demographic data for the entire block group. The result is considered the number of individuals within the block group who are served by the route and thus comprise the impacted population for the major service change occurring along that route.

The population and demographic data for each route is then combined with the corresponding data for all of the routes in the major service change category to determine the proportion of those in the impacted population who identify as a person of color or a person living in a low-income household. These proportions are then compared to the corresponding proportions for the overall population of San Francisco. Based on the SFMTA's Disparate Impact Policy and Disproportionate Burden Policy, this comparison is used to determine if the service changes in each major service change category are found to result in a disparate impact on San Francisco's communities of color or a disproportionate burden on San Francisco's low-income population.

Per 2019 ACS, 59% of San Francisco residents self-identified as a person of color and 21% of residents reported that they live in a low-income household (a household living at less than 200% of the Federal poverty level).

A disparate impact is found for:

- Service decreases - if people of color comprise a proportion of the impacted population that is eight or more percentage points higher than the proportion of the citywide population
- Service increases - if people of color comprise a proportion of the impacted population that is eight or more percentage points lower than the proportion of the citywide population

A disproportionate burden is found for:

- Service decreases - if those in a low-income household comprise a proportion of the impacted population that is eight or more percentage points higher than the proportion of the citywide population
- Service increases - if those in a low-income household comprise a proportion of the impacted population that is eight or more percentage points lower than the proportion of the citywide population

3 Proposed Winter 2022 Service Plan

At the beginning of the pandemic, the SFMTA restructured Muni service to respond to the COVID-19 State of Emergency to account for the following significant constraints on resources that were in place at the time:

- **Vehicle Capacity:** COVID-19 physical distancing requirements translated to Muni buses only carrying one-third of the usual passenger load from pre-COVID-19 levels. This meant that it took about three buses to move the same number of people as one bus did prior to the pandemic.
- **Vehicle Availability:** Until mid-2021, the SFMTA's practice during the pandemic was to return vehicles at the end of each operator's shift for sanitization, which was more frequent than the industry standard of cleaning vehicles at the end of the day, and resulted in fewer vehicles being available for service.
- **Staff Availability:** Due to a 15% vacancy rate pre-pandemic across the agency and very limited hiring during the pandemic, the SFMTA has vacancies in many service critical positions from mechanics to supervisors. Additionally, due to local vaccine mandates for city staff going into effect in late 2021 vacancies have further increased.

* Note that the SFMTA has remained in compliance with the latest public health guidance as it has evolved throughout the pandemic, and as such, the agency is currently not restricting vehicle capacities and has returned to pre-pandemic industry standards for cleaning vehicles.

Considering these constraints, the SFMTA's response to the pandemic has prioritized providing and restoring transit service along routes that more often serve people of color, members of low-income households, and/or those who are dependent upon transit service; routes that provide service to critical services such as hospitals and grocery stores; and routes that have enabled the agency to provide coverage to as much of San Francisco as possible. When resources have allowed, the SFMTA has restored service along previously suspended routes in response to feedback received from customers and staff.

Below is an overview of the COVID-19-related Municipal Railway service changes that have been implemented:

- **March 17, 2020:** In response to a steep drop in ridership and staff availability due to the COVID-19 State of Emergency, most express routes, as well as the 41 Union, 88 BART Shuttle and E Embarcadero Streetcar routes, were temporarily suspended. Additionally, in order to reduce risk to operators, Cable Car and F Market service transitioned to using buses which are equipped with operator security partitions.
- **March 30, 2020:** The SFMTA implemented further transit service changes in response to a continued decline in ridership and staff availability. These service adjustments focused on routes where redundant service provided more capacity than what was needed. All

Rapid routes, except for the 14R Mission Rapid, were temporarily suspended. All Muni Metro and light rail routes were replaced by buses using stops from the early morning Metro bus service. Closing the Muni Metro underground system allowed the SFMTA to redirect custodial resources to staff facilities and minimize risk to our station agents.

- **April 8, 2020:** Transit service was reduced to the agency’s initial temporary COVID-19 Core Service Network comprising Muni’s 17 most-used daytime lines. This network provided service on our busiest lines with the highest demand during the pandemic and ensured service was within one mile of all San Franciscans.
 - The 17 daytime routes included: 1 California, 8 Bayshore, 9 San Bruno, 14 Mission, 14R Mission Rapid, 19 Polk, 22 Fillmore, 24 Divisadero, 25 Treasure Island, 29 Sunset, 38 Geary, 38R Geary Rapid, 44 O’Shaughnessy, 49 Van Ness/Mission, L Taraval Bus, N Judah Bus, and T Third Bus.
- **April 25, 2020:** With additional staff resources, the COVID-19 Core Service Network was updated by adding back modified routes and increasing bus frequency on others. Service additions increased coverage across the City and improved connections to additional essential services. Restored routes included the: 5 Fulton, 12 Pacific (on a temporarily modified route), 28 19th Avenue (on a temporarily modified route), and 54 Felton (on a temporarily modified route).
- **May 4, 2020:** The M Bus returned as a partial “Community Shuttle” between Balboa Park and West Portal station.
- **May 16, 2020:** The SFMTA increased frequency on multiple lines in Muni’s existing COVID-19 Core Service Network and reinstated the 9R San Bruno Rapid.
- **June 13, 2020:** To support the City’s economic recovery, and with additional staff availability, the SFMTA increased Muni service and frequency by adding select routes back into service, extending current routes, and improving frequency on routes with crowding. Restored routes included the: 7 Noriega, 30 Stockton (on a temporarily modified route), and 43 Masonic (on a temporarily modified route).
- **August 22, 2020:** To provide more vehicle capacity for essential travel and physical distancing, the SFMTA reopened the subway system and restored Muni Metro train service with temporary new route configurations for the J Church, K Ingleside, L Taraval, and a subway-only shuttle. In addition to adding back modified rail service, bus service was resumed on the 37 Corbett (on a temporarily modified route), 44 O’Shaughnessy (the previously temporarily modified route was extended to the full route), 45 Union-Stockton, 48 Quintata-24th St (on a temporarily modified route), 54 Felton (the previously temporarily modified route was extended to the full route), and 67 Bernal Heights.
 - On August 25, the subway was closed again for critical repairs and Muni Metro reverted back to bus service.

- **December 19, 2020:** The SFMTA began phasing Muni Metro rail back into service by restoring the J Church surface route to free up buses for additional service changes to be implemented in January 2021.
- **January 23, 2021:** With nearly a year of COVID-19 transit planning experience, and after working closely with key Muni Service Equity communities and the consideration of public feedback, the SFMTA was able to prioritize vehicle and operator resources to restore service and improve frequencies on multiple routes, including the: 15 Bayview-Hunters Point Express (new route), 22 Fillmore (on a partially new alignment), 27 Bryant, 33 Ashbury, 37 Corbett (the previously temporarily modified route was extended to the full route), 55 Dogpatch (on a partially new alignment) and the T Third Muni Metro rail line (on a temporarily modified route).
- **May 15, 2021:** Critical repairs were completed in the subway and service was restored to all metro stations from West Portal to Embarcadero. Serving the subway, the KT Ingleside-Third and N Judah were restored to their full routes. In addition, bus service was further expanded with frequency increases where it was needed most and a temporary service route was created called the 36/52 Special to provide restored service to hilltop neighborhoods. Historic streetcar service was also restored with the return of the F Market & Wharves line, restoring much needed daytime service to job centers and tourism attractions along the waterfront.
- **August 14, 2021:** As of June 15, 2021, based on guidance from the San Francisco Department of Public Health, physical distancing requirements on all Muni lines was no longer required. This change freed up resources and allowed further service restoration and coverage, frequency increases and start of supplemental school service. The M Ocean View was restored to rail service for its full length from Balboa Park to Embarcadero. Multiple bus routes were restored including the 5R Fulton Rapid, 18 46th Ave, 35 Eureka, 36 Teresita, and 39 Coit. Additional routes were restored with modifications including the 23 Monterey, 52 Excelsior, 56 Rutland, 57 Park Merced, and 66 Quintara. With the restoration of the 36 Teresita and 52 Excelsior, the temporary 36/52 Special route was suspended. In addition to service restorations, a new route was also implemented called the 58 Lake Merced which provide service coverage to areas no longer covered by the 57 Park Merced route reconfiguration as well as provided new coverage into Daly City. The 12 Folsom and 48 Quintara/24th Street were also extended to provide additional service coverage. With the return of students to the classroom, most afternoon supplemental service provided prior to the pandemic was restored to support students returning to school campuses for instruction.

Below is an overview of the proposed Winter 2022 service changes. The proposed Winter 2022 Service Plan, which is being evaluated in this Title VI Service Equity Analysis, consists of the service that would be in place if these proposed changes are implemented:

Proposed Winter 2022 Service Changes: The proposed changes include restoring the 6 Haight-Parnassus, 8AX Bayshore Express, 8BX Bayshore Express, and 28R 19th Avenue Rapid to their pre-pandemic alignments and restoring the 2 Clement, 10 Townsend, and 21 Hayes with modifications. The proposed changes also include adjusting the currently in service 23 Monterey, 43 Masonic, 49 Van Ness, 52 Excelsior, 66 Quintara to pre-pandemic alignments and adjusting the currently in service 12 Folsom, 28 19th Avenue, 31 Balboa, 48 Quintara/24th Street, 57 Parkmerced, and 58 Lake Merced to alignments different from the pre-pandemic. An additional proposed change includes introducing supplemental bus service for the J Church.

4 Major Service Change & Impacted Population Analysis

The proposed Winter 2022 Service Plan includes route suspensions, route additions, frequency changes, and service span changes compared to the service that was in place pre-pandemic, in the beginning of March 2020. With these changes, the scheduled systemwide revenue service hours are estimated to be 7% less than what was in service in March 2020 – this is considered a major service change as it exceeds the 5% threshold in the Major Service Change Policy for a systemwide service change. (Note that the work to translate the proposed Winter 2022 Service Plan into a formal schedule will take place after the SFMTA Board’s approval of the Title VI analysis and that the revenue service hours used in this service change analysis are estimates.) The differences between the March 2020 service and the proposed Winter 2022 Service Plan are analyzed at the route-level for the different major service change categories, and then grouped by the same categories to determine if each package of changes is expected to have a disparate impact on communities of color or a disproportionate burden on low-income populations: The major service change categories are as follows:

- A. Full Route and Route Segment Suspensions (Service Decreases)
- B. Full Route Additions (Service Increases)
- C. Revenue Service Hour Decreases
- D. Revenue Service Hour Increases
- E. Daily Service Span Decreases
- F. Daily Service Span Increases

Table 2 below summarizes which routes are expected to have a service change in place with the proposed Winter 2022 Service Plan, compared to March 2020 service, that will meet the major service change criteria. The changes that are considered to be major service changes are analyzed further in the following sections of this analysis.

Table 2: Summary of Determinations if Service Changes Between March 2020 and the Proposed Winter 2022 Service Plan Meet Major Service Change Criteria

Route		Meets Major Service Change Criteria with Service Decrease “(-)” or Increase “(+)”					
		Route-Miles		Revenue Hours		Service Span	
		(-)	(+)	(-)	(+)	(-)	(+)
1	California						
1AX	California Express	X					
1BX	California Express	X					
2	Clement	X		X			
3	Jackson	X					
5	Fulton						
5	Fulton Owl ¹						
5R	Fulton Rapid			X			
6	Parnassus			X			
7	Haight-Noriega						
7X	Noriega Express	X					
8	Bayshore						

Route		Meets Major Service Change Criteria with Service Decrease “(-)” or Increase “(+)”					
		Route-Miles		Revenue Hours		Service Span	
		(-)	(+)	(-)	(+)	(-)	(+)
8AX	Bayshore Express			X			
8BX	Bayshore Express						
9	San Bruno						
9R	San Bruno Rapid						
10	Townsend			X			
12	Folsom-Pacific				X		
14	Mission						
14	Mission Owl				X		
14R	Mission Rapid				X		X
14X	Mission Express	X					
15	Hunters Pt Express		X				
18	46th Ave						
19	Polk						
21	Hayes	X		X			
22	Fillmore						
22	Fillmore Owl ¹						
23	Monterey						
24	Divisadero						
24	Divisadero Owl ¹						
25	Treasure Island						
25	Treasure Island Owl ¹						
27	Bryant						
28	19th Ave						
28R	19th Ave Rapid						
29	Sunset						
30	Stockton						
30X	Marina Express	X					
31	Balboa			X		X	
31AX	Balboa Express	X					
31BX	Balboa Express	X					
33	Ashbury-18th St						
35	Eureka						
36	Teresita						
37	Corbett			X		X	
38	Geary						
38	Geary Owl ¹						
38AX	Geary Express	X					
38BX	Geary Express	X					
38R	Geary Rapid						X
39	Coit						
41	Union	X					
43	Masonic						
44	O'Shaughnessy						
44	O'Shaughnessy Owl ¹						
45	Union-Stockton						
47	Van Ness	X					
48	Quintara-24th St						
48	Quintara Owl ¹						
49	Van Ness-Mission				X		
52	Excelsior						
54	Felton						

Route		Meets Major Service Change Criteria with Service Decrease “(-)” or Increase “(+)”					
		Route-Miles		Revenue Hours		Service Span	
		(-)	(+)	(-)	(+)	(-)	(+)
55	16th St (55 Dogpatch)						
56	Rutland						
57	Parkmerced	X		X			
58	Lake Merced		X				
66	Quintara						
67	Bernal Heights						
76X	Marin Headlands Express ¹						
81X	Caltrain Express ¹						
82X	Levi's Plaza Express ¹						
83X	Mid-Market Express ²						
88	BART Shuttle ¹						
90	San Bruno Owl ¹						
91	3rd St/19th Ave ¹						
59	Powell-Mason Cable Car			X			
60	Powell-Hyde Cable Car			X		X	
61	California St Cable Car			X		X	
E	Embarcadero	X					
F	Market & Wharves			X		X	
J	Church						
KT	Ingleside/Third St						
L	Taraval				X		
L	Taraval Owl ¹						
M	Oceanview						
N	Judah						
N	Judah Owl ¹						
NX	Judah Express	X					

Notes: ¹ This route had fewer than the 25 one-way trips in March 2020. One of the SFMTA's Major Service Change criteria is that routes have 25 or more one-way trips.

² The suspension of the 83X is not included in this analysis as its elimination was approved through MTA Board Resolution No. 200407-036 on April 7, 2020.

4.1 Full Route and Route Segment Suspensions (Service Decreases)

The proposed Winter 2022 Service Plan includes 17 suspensions, compared to the service that was in place in March 2020, that meet the SFMTA's major service change criteria. These changes include 14 full routes and 3 additional route segments that are not in service. 11 of the 14 routes (79%) that are fully not in service are express or other routes that served pre-pandemic peak commute hours along corridors/alignments where the primary daytime route is in service. The route and route segment suspensions and the populations determined to be impacted by these changes are summarized in Table 3 and are shown in the maps in Figure 1 and Figure 2. Figure 1 also shows the Census Block groups where people of color make up an equal or larger proportion than in the city's overall population. Figure 2 also shows the Census Block groups where people living in low-income households make up an equal or larger proportion than in the city's overall population.

People of color make up 58% of the population who is considered impacted by the route and route segment suspensions and 59% of San Francisco's overall population. Since the proportion of people

of color in the impacted population is not eight or more percentage points higher than in the citywide population, the route and route segment suspensions are found to not result in a disparate impact.

People living in low-income households make up 23% of the population who is considered impacted by the route and route suspensions and 21% of San Francisco’s overall population. Since the proportion of people living in low-income households in the impacted population is not eight or more percentage points higher than in the citywide population, the route and route segment suspensions are found to not result in a disproportionate burden.

Table 3: Route Suspensions – Proposed Winter 2022 Major Service Changes

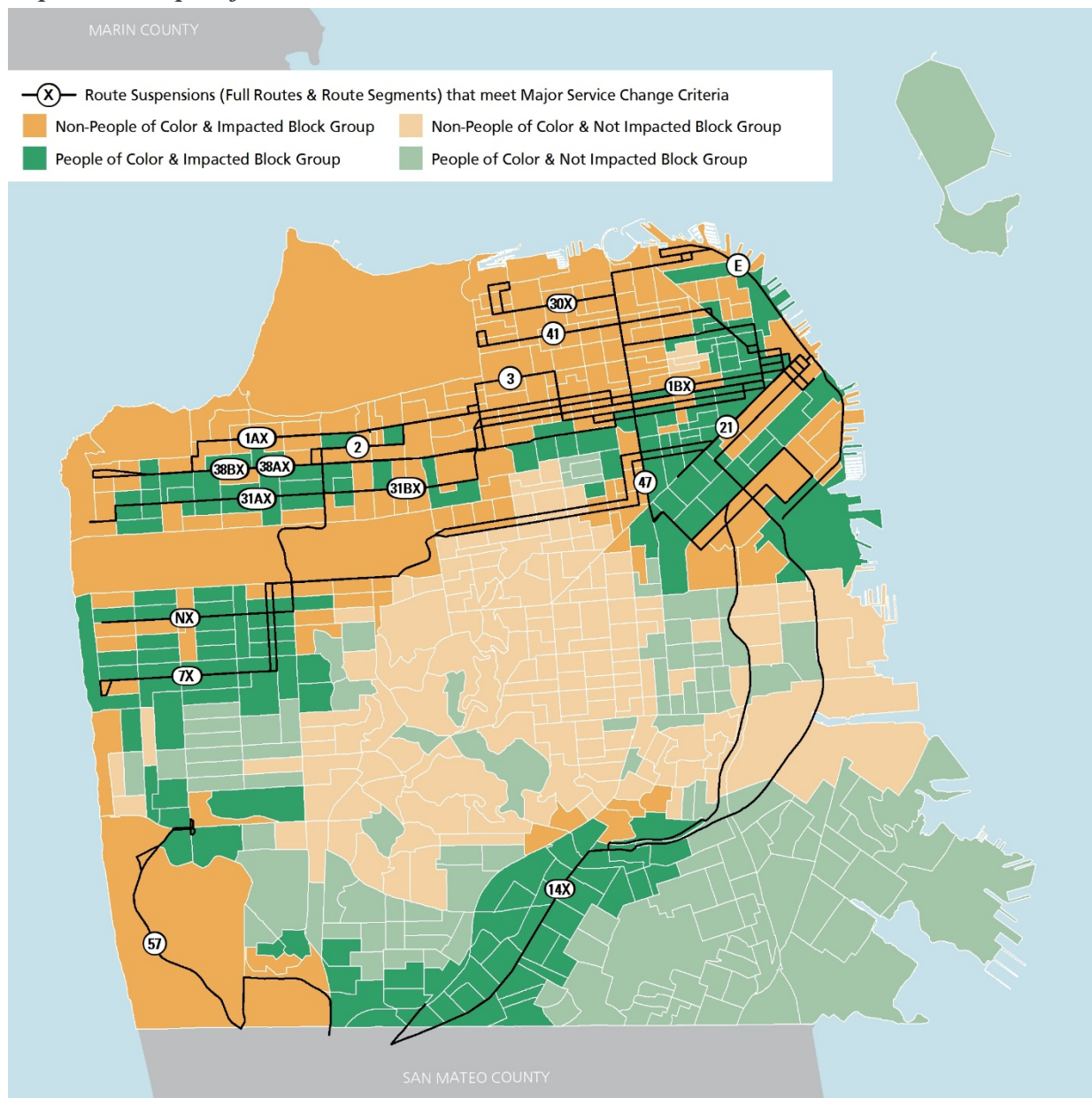
Route		Route-Miles % Change	Impacted Population (Within 0.25 Miles of a Stop)	% People of Color ¹	% Low-income ¹
Route Segments					
2	Removed Segment	-32%	24,948	45%	14%
21	Removed Segment	-51%	69,979	56%	27%
57	Removed Segment	-49%	12,989	66%	26%
Full Routes					
1AX	California Express	-100%	28,402	54%	20%
1BX	California Express	-100%	30,267	43%	15%
3	Jackson	-100%	68,367	52%	25%
7X	Noriega Express	-100%	81,433	65%	27%
14X	Mission Express	-100%	74,199	82%	27%
30X	Marina Express	-100%	36,356	45%	22%
31AX	Balboa Express	-100%	34,867	62%	19%
31BX	Balboa Express	-100%	34,258	56%	19%
38AX	Geary Express	-100%	24,184	62%	23%
38BX	Geary Express	-100%	39,573	57%	19%
41	Union	-100%	56,276	48%	24%
47	Van Ness	-100%	74,094	52%	27%
E	Embarcadero	-100%	23,588	54%	19%
NX	Judah Express	-100%	28,514	63%	17%
Total Impacted Population (within 0.25 Miles) ^{1, 2}			742,294	58%	23%
Citywide Population ¹				59%	21%
Difference in Percentage Points				-1	+2
Disparate Impact? (Difference of 8 or more percentage points <u>higher</u> for service decreases?)				No	
Disproportionate Burden?					No

Route	Route-Miles % Change	Impacted Population (Within 0.25 Miles of a Stop)	% People of Color ¹	% Low-income ¹
(Difference of 8 or more percentage points <u>higher</u> for service decreases?)				

Notes: ¹ Data Source: U.S. Census Bureau 2015-2019 American Community Survey 5-year estimates

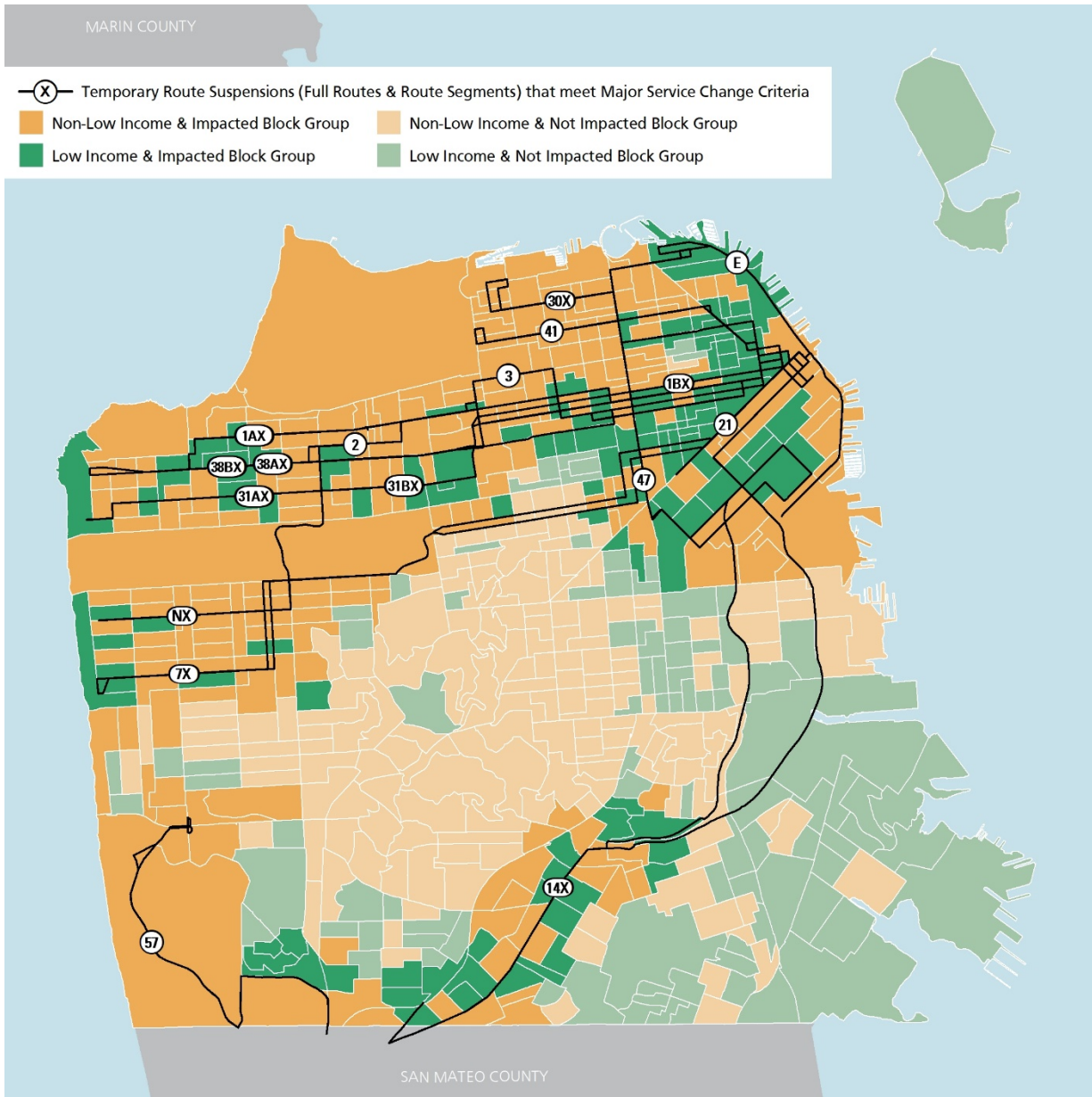
² Residents are counted in the total impacted population as many times as the number of routes for which they are considered to be in the service area.

Figure 2: Route Suspensions – Proposed Winter 2022 Major Service Changes & Analysis of Impact on People of Color



- Notes:
- **People of Color Block Group:** Census Block Group where people of color make up an equal or greater proportion than in the city’s overall population (59%)
 - **Impacted Block Group:** Census Block Group where at least some residents live within the service area (0.25 miles) of a transit stop of a route with the major service change

Figure 3: Route Suspensions – Proposed Winter 2022 Major Service Changes & Analysis of Impact on Low-income Population



- Notes:
- **Low-Income Block Group:** Census Block Group where those living in low-income households make up an equal or greater proportion than in the city’s overall population (21%)
 - **Impacted Block Group:** Census Block Group where at least some residents live within the service area (0.25 miles) of a transit stop of a route with the major service change

4.2 Full Route Additions (Service Increases)

The proposed Winter 2022 Service Plan includes two full route additions, compared to the service that was in place in March 2020, that meet the SFMTA’s major service change criteria. The route additions and the populations determined to be impacted by these changes are summarized in Table 4 and are shown in the maps in Figure 3 and Figure 4. Figure 3 also shows the Census Block groups where people of color make up an equal or larger proportion than in the city’s overall population. Figure 4 also shows the Census Block groups where people living in low-income households make up an equal or larger proportion than in the city’s overall population.

People of color make up 80% of the population who is considered impacted by the route additions and 59% of San Francisco’s overall population. Since the proportion of people of color in the impacted population is not eight or more percentage points lower than in the citywide population, the route additions are found to not result in a disparate impact.

People living in low-income households make up 31% of the population who is considered impacted by the route additions and 21% of San Francisco’s overall population. Since the proportion of people living in low-income households in the impacted population is not eight or more percentage points lower than in the citywide population, the route additions are found to not result in a disproportionate burden.

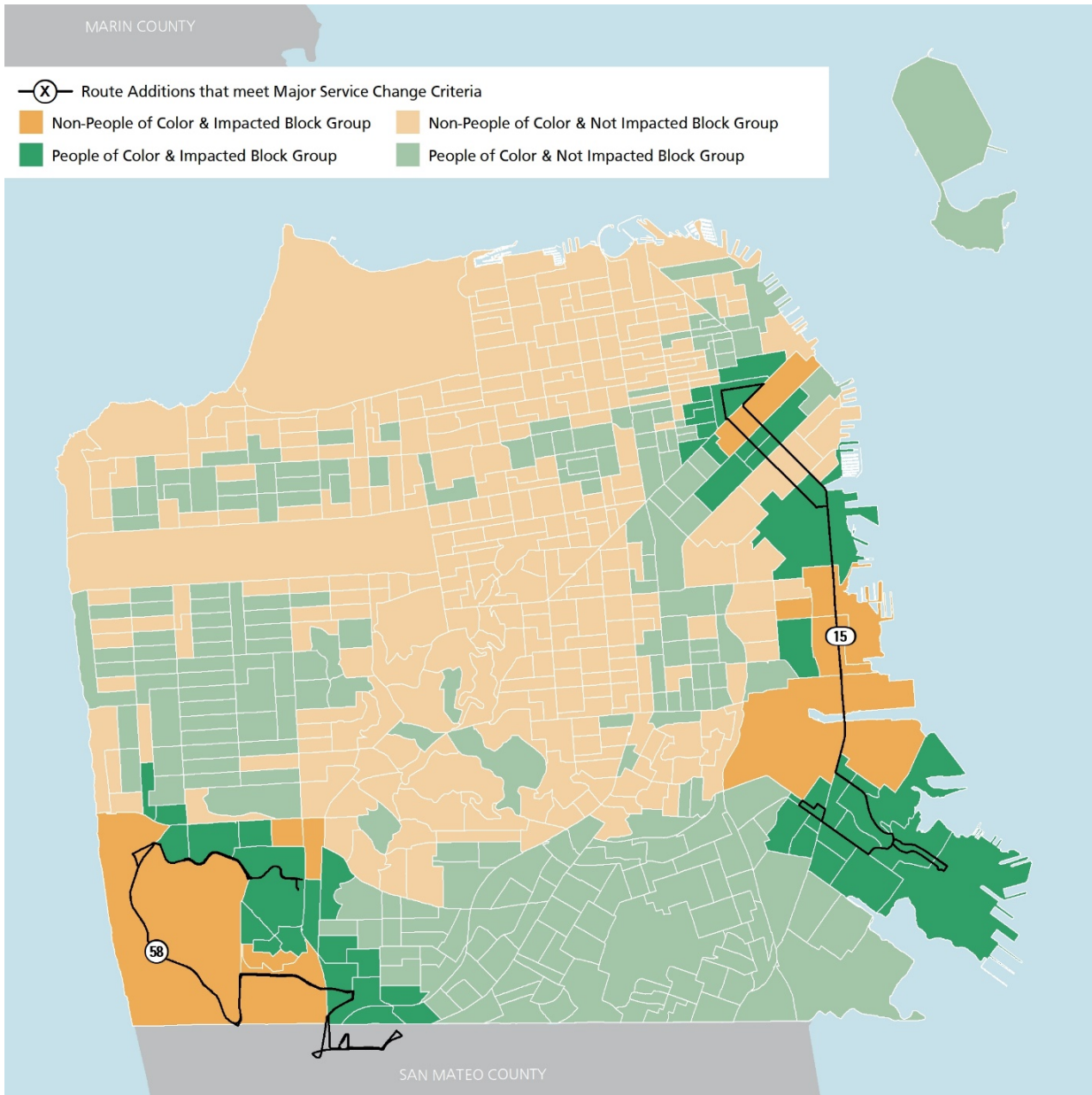
Table 4: Route Additions – Proposed Winter 2022 Major Service Changes

Route		Route-Miles % Change	Impacted Population (Within 0.25 Miles of a Stop)	% People of Color ¹	% Low-income ¹
Full Routes					
15	Hunters Pt Express	100%	24,249	81%	38%
58	Lake Merced	100%	26,185	79%	25%
Total Impacted Population (within 0.25 Miles) ^{1, 2}			50,434	80%	31%
Citywide Population ¹				59%	21%
Difference in Percentage Points				+21	+10
Disparate Impact? (Difference of 8 or more percentage points <u>lower</u> for service increases?)				No	
Disproportionate Burden? (Difference of 8 or more percentage points <u>lower</u> for service increases?)					No

Notes: ¹ Data Source: U.S. Census Bureau 2015-2019 American Community Survey 5-year estimates

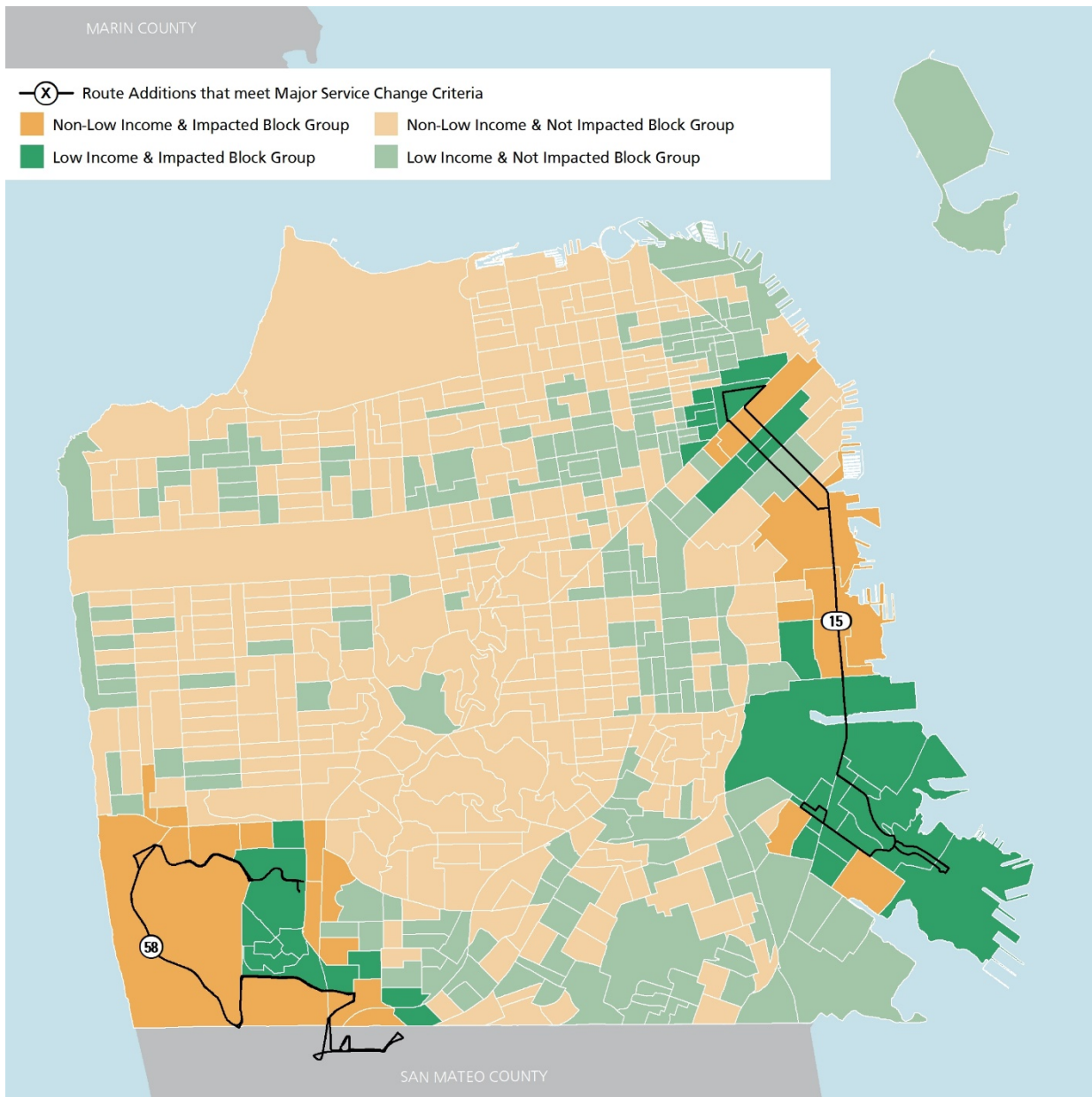
² Residents are counted in the total impacted population as many times as the number of routes for which they are considered to be in the service area.

Figure 4: Route Additions – Proposed Winter 2022 Major Service Changes & Analysis of Impact on People of Color



- Notes:
- **People of Color Block Group:** Census Block Group where people of color make up an equal or greater proportion than in the city’s overall population (59%)
 - **Impacted Block Group:** Census Block Group where at least some residents live within the service area (0.25 miles) of a transit stop of a route with the major service change

Figure 5: Route Additions – Proposed Winter 2022 Major Service Changes & Analysis of Impact on Low-income Population



- Notes:
- **Low-Income Block Group:** Census Block Group where those living in low-income households make up an equal or greater proportion than in the city’s overall population (21%)
 - **Impacted Block Group:** Census Block Group where at least some residents live within the service area (0.25 miles) of a transit stop of a route with the major service change

4.3 Route-Level Revenue Service Hour Decreases

The proposed Winter 2022 Service Plan includes 13 route-level revenue service hour decreases, compared to the service that was in place in March 2020, that meet the SFMTA’s major service change criteria. These route-level revenue service hour decreases and the populations determined to be impacted by these changes are summarized in Table 5 and are shown in the maps in Figure 5 and Figure 6. Figure 5 also shows the Census Block groups where people of color make up an equal or larger proportion than in the city’s overall population. Figure 6 also shows the Census Block groups where people living in low-income households make up an equal or larger proportion than in the city’s overall population.

People of color make up 58% of the population who is considered impacted by the revenue service hour decreases and 59% of San Francisco’s overall population. Since the proportion of people of color in the impacted population is not eight or more percentage points higher than in the citywide population, the revenue service hour decreases are found to not result in a disparate impact.

People living in low-income households make up 27% of the population who is considered impacted by the revenue service hour decreases and 21% of San Francisco’s overall population. Since the proportion of people living in low-income households in the impacted population is not eight or more percentage points higher than in the citywide population, the revenue service hour decreases are found to not result in a disproportionate burden.

Table 5: Revenue Service Hour Decreases – Proposed Winter 2022 Major Service Changes

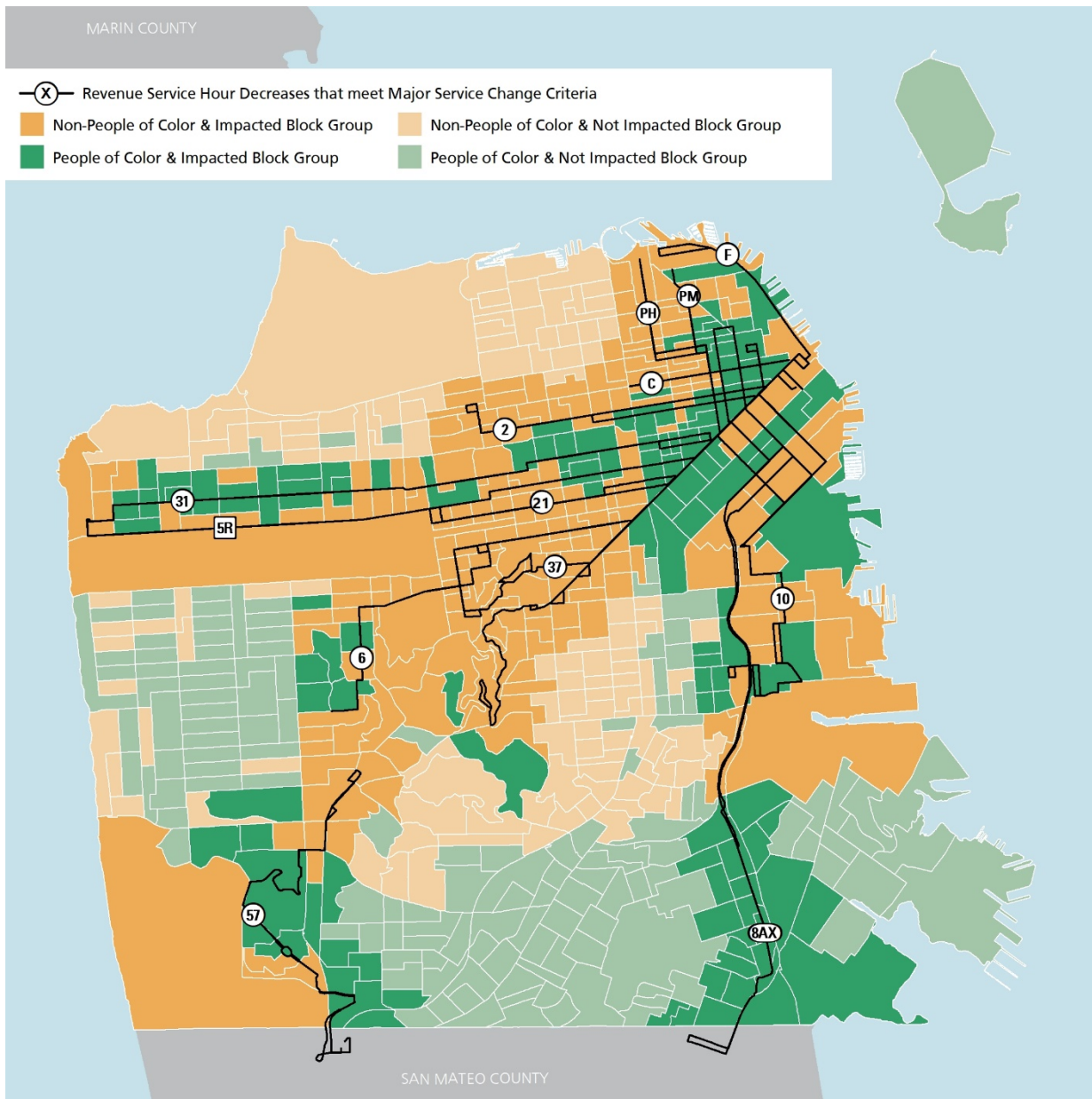
Route		Revenue Service Hour % Change	Impacted Population (Within 0.25 Miles of a Stop)	% People of Color ¹	% Low-income ¹
2	Sutter/Clement	-43%	66,560	54%	26%
5R	Fulton Rapid	-34%	80,575	59%	28%
6	Parnassus	-43%	87,986	51%	22%
8AX	Bayshore Express	-36%	63,774	78%	37%
10	Townsend	-28%	40,753	61%	27%
21	Hayes	-59%	50,401	50%	22%
31	Balboa	-36%	122,477	62%	29%
37	Corbett	-25%	49,557	32%	13%
57	Parkmerced	-41%	27,747	69%	26%
59	PM Powell-Mason Cable Car	-43%	44,134	65%	37%
60	PH Powell-Hyde Cable Car	-44%	52,386	59%	31%
61	C California Street Cable Car	-36%	38,359	57%	26%
F	Market & Wharves	-37%	62,063	57%	29%
Total Impacted Population (within 0.25 Miles) ^{1, 2}			786,773	58%	27%
Citywide Population ¹				59%	21%

Route	Revenue Service Hour % Change	Impacted Population (Within 0.25 Miles of a Stop)	% People of Color¹	% Low-income¹
Difference in Percentage Points			-1	+6
Disparate Impact? (Difference of 8 or more percentage points <u>higher</u> for service decreases?)			No	
Disproportionate Burden? (Difference of 8 or more percentage points <u>higher</u> for service decreases?)				No

Notes: ¹ Data Source: U.S. Census Bureau 2015-2019 American Community Survey 5-year estimates

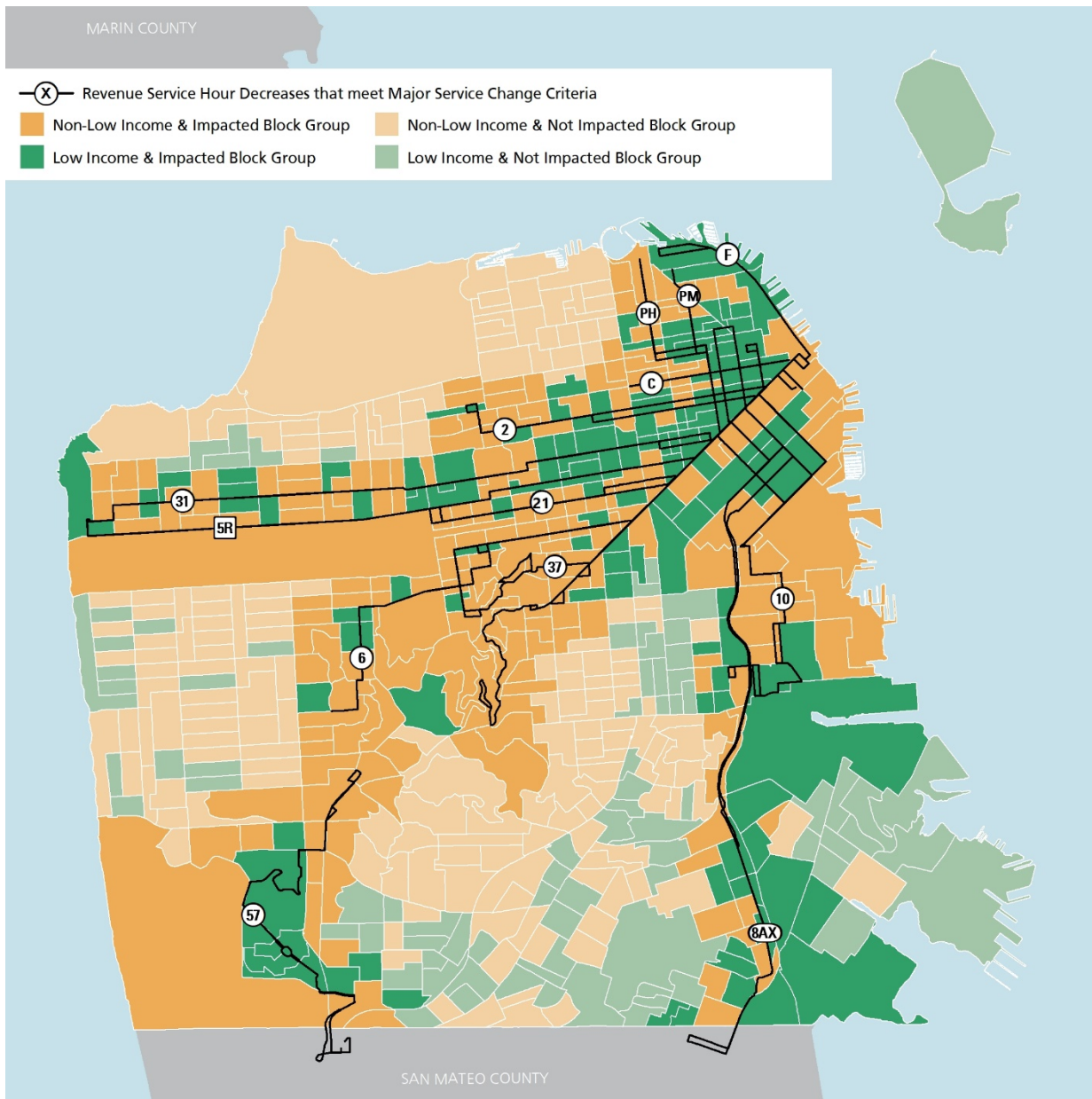
² Residents are counted in the total impacted population as many times as the number of routes for which they are considered to be in the service area.

Figure 6: Revenue Service Hour Decreases – Proposed Winter 2022 Major Service Changes & Analysis of Impact on People of Color



- Notes:
- **People of Color Block Group:** Census Block Group where people of color make up an equal or greater proportion than in the city’s overall population (59%)
 - **Impacted Block Group:** Census Block Group where at least some residents live within the service area (0.25 miles) of a transit stop of a route with the major service change

Figure 7: Revenue Service Hour Decreases – Proposed Winter 2022 Major Service Changes & Analysis of Impact on Low-income Population



- Notes:
- **Low-Income Block Group:** Census Block Group where those living in low-income households make up an equal or greater proportion than in the city’s overall population (21%)
 - **Impacted Block Group:** Census Block Group where at least some residents live within the service area (0.25 miles) of a transit stop of a route with the major service change

4.4 Route-Level Revenue Service Hour Increases

The proposed Winter 2022 Service Plan includes five revenue service hour increases, compared to the service that was in place in March 2020, that meet the SFMTA’s major service change criteria. These revenue service hour increases and the populations determined to be impacted by these changes are summarized in Table 6 and are shown in the maps in Figure 7 and Figure 8. Figure 7 also shows the Census Block groups where people of color make up an equal or larger proportion than in the city’s overall population. Figure 8 also shows the Census Block groups where people living in low-income households make up an equal or larger proportion than in the city’s overall population.

People of color make up 63% of the population who is considered impacted by the revenue service hour increases and 59% of San Francisco’s overall population. Since the proportion of people of color in the impacted population is not eight or more percentage points lower than in the citywide population, the revenue service hour increases are found to not result in a disparate impact.

People living in low-income households make up 25% of the population who is considered impacted by the revenue service hour increases and 21% of San Francisco’s overall population. Since the proportion of people living in low-income households in the impacted population is not eight or more percentage points lower than in the citywide population, the revenue service hour increases are found to not result in a disproportionate burden.

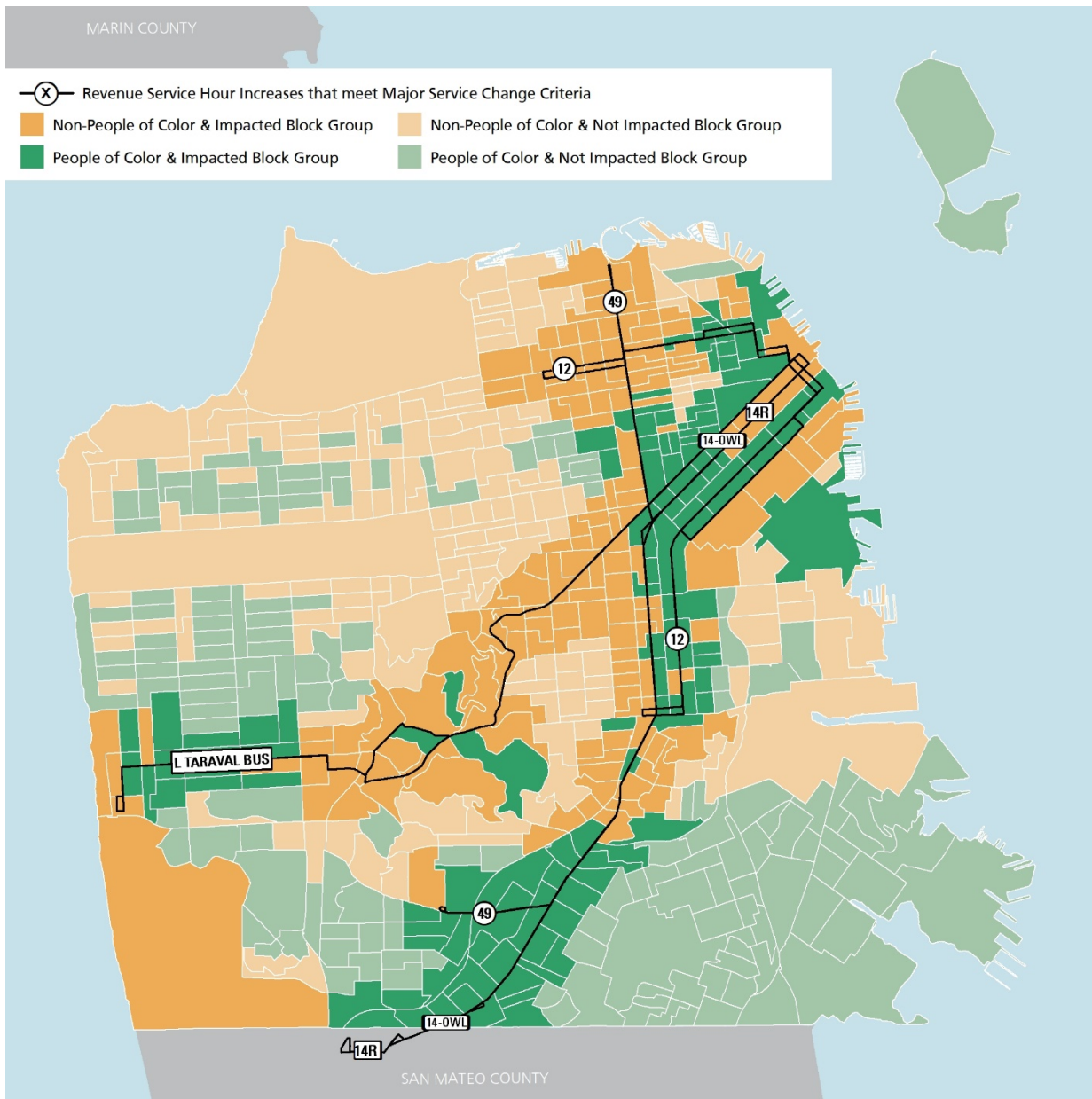
Table 6: Revenue Service Hour Increases – Proposed Winter 2022 Major Service Changes

Route		Revenue Service Hour % Change	Impacted Population (Within 0.25 Miles of a Stop)	% People of Color ¹	% Low-income ¹
12	Folsom-Pacific	69%	116,849	59%	27%
14	Mission Owl	101%	121,439	71%	26%
14R	Mission Rapid	36%	102,655	72%	26%
49	Van Ness-Mission	58%	119,633	57%	23%
L	Taraval	39%	89,261	58%	23%
Total Impacted Population (within 0.25 Miles) ^{1, 2}			549,837	63%	25%
Citywide Population ¹				59%	21%
Difference in Percentage Points				+4	+4
Disparate Impact? (Difference of 8 or more percentage points <u>lower</u> for service increases?)				No	
Disproportionate Burden? (Difference of 8 or more percentage points <u>lower</u> for service increases?)					No

Notes: ¹ Data Source: U.S. Census Bureau 2015-2019 American Community Survey 5-year estimates

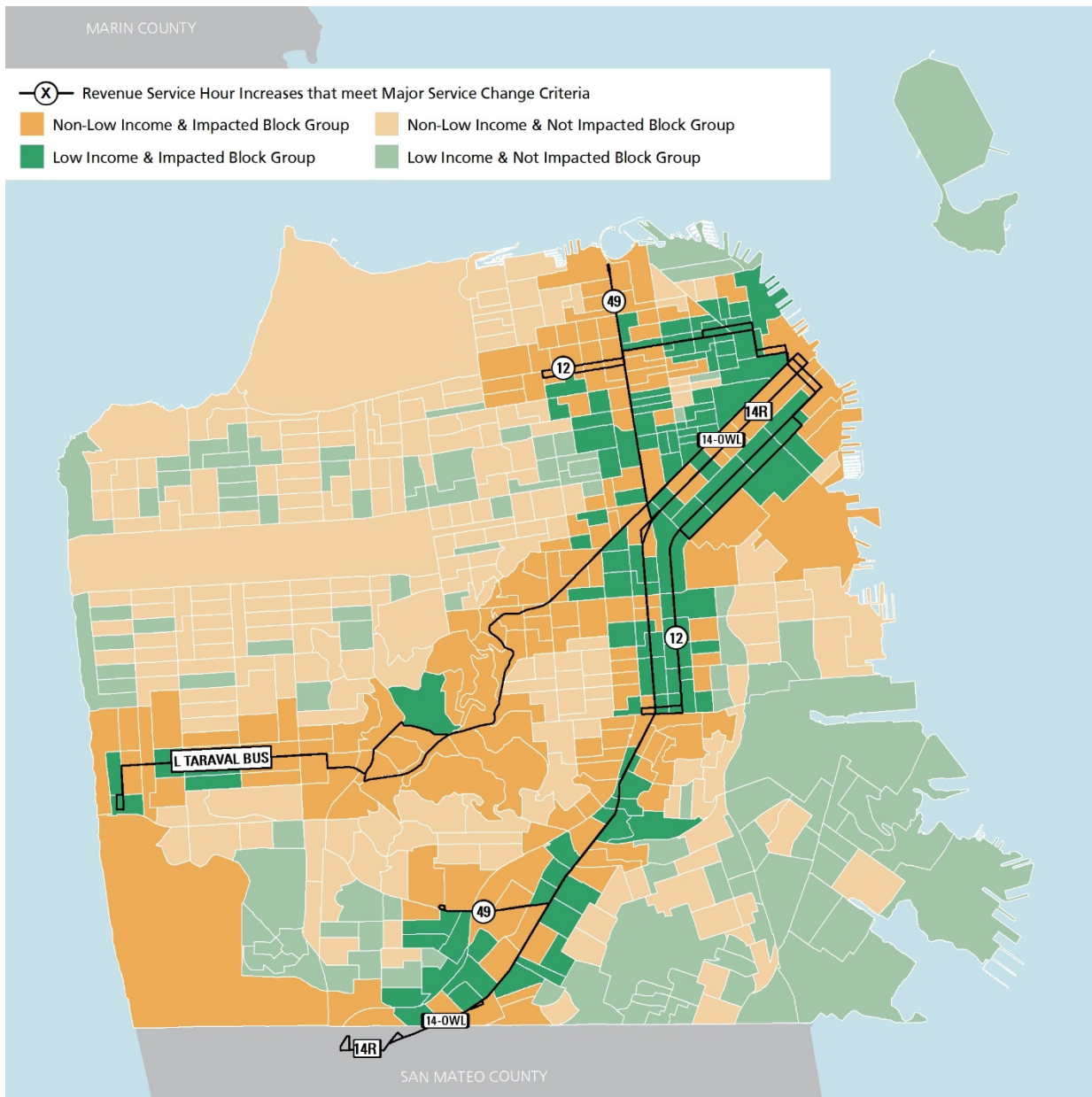
² Residents are counted in the total impacted population as many times as the number of routes for which they are considered to be in the service area.

Figure 8: Revenue Service Hour Increases – Proposed Winter 2022 Major Service Changes & Analysis of Impact on People of Color



- Notes:
- **People of Color Block Group:** Census Block Group where people of color make up an equal or greater proportion than in the city’s overall population (59%)
 - **Impacted Block Group:** Census Block Group where at least some residents live within the service area (0.25 miles) of a transit stop of a route with the major service change

Figure 9: Revenue Service Hour Increases – Proposed Winter 2022 Major Service Changes & Analysis of Impact on Low-income Population



- Notes:
- **Low-Income Block Group:** Census Block Group where those living in low-income households make up an equal or greater proportion than in the city’s overall population (21%)
 - **Impacted Block Group:** Census Block Group where at least some residents live within the service area (0.25 miles) of a transit stop of a route with the major service change

4.5 Route-Level Daily Service Span Decreases

The proposed Winter 2022 Service Plan includes nine route-level daily service span decreases (on a total of five routes), compared to the service that was in place in March 2020, that meet the SFMTA’s major service change criteria. These route-level daily service span decreases and the populations determined to be impacted by these changes are summarized in Table 7 and are shown in the maps in Figure 9 and Figure 10. Figure 9 also shows the Census Block groups where people of color make up an equal or larger proportion than in the city’s overall population. Figure 10 also shows the Census Block groups where people living in low-income households make up an equal or larger proportion than in the city’s overall population.

People of color make up 55% of the population who is considered impacted by the daily service span decreases and 59% of San Francisco’s overall population. Since the proportion of people of color in the impacted population is not eight or more percentage points higher than in the citywide population, the daily service span decreases are found to not result in a disparate impact.

People living in low-income households make up 27% of the population who is considered impacted by the daily service span decreases and 21% of San Francisco’s overall population. Since the proportion of people living in low-income households in the impacted population is not eight or more percentage points higher than in the citywide population, the daily service span decreases are found to not result in a disproportionate burden.

Table 7: Daily Service Span Decreases – Proposed Winter 2022 Major Service Changes

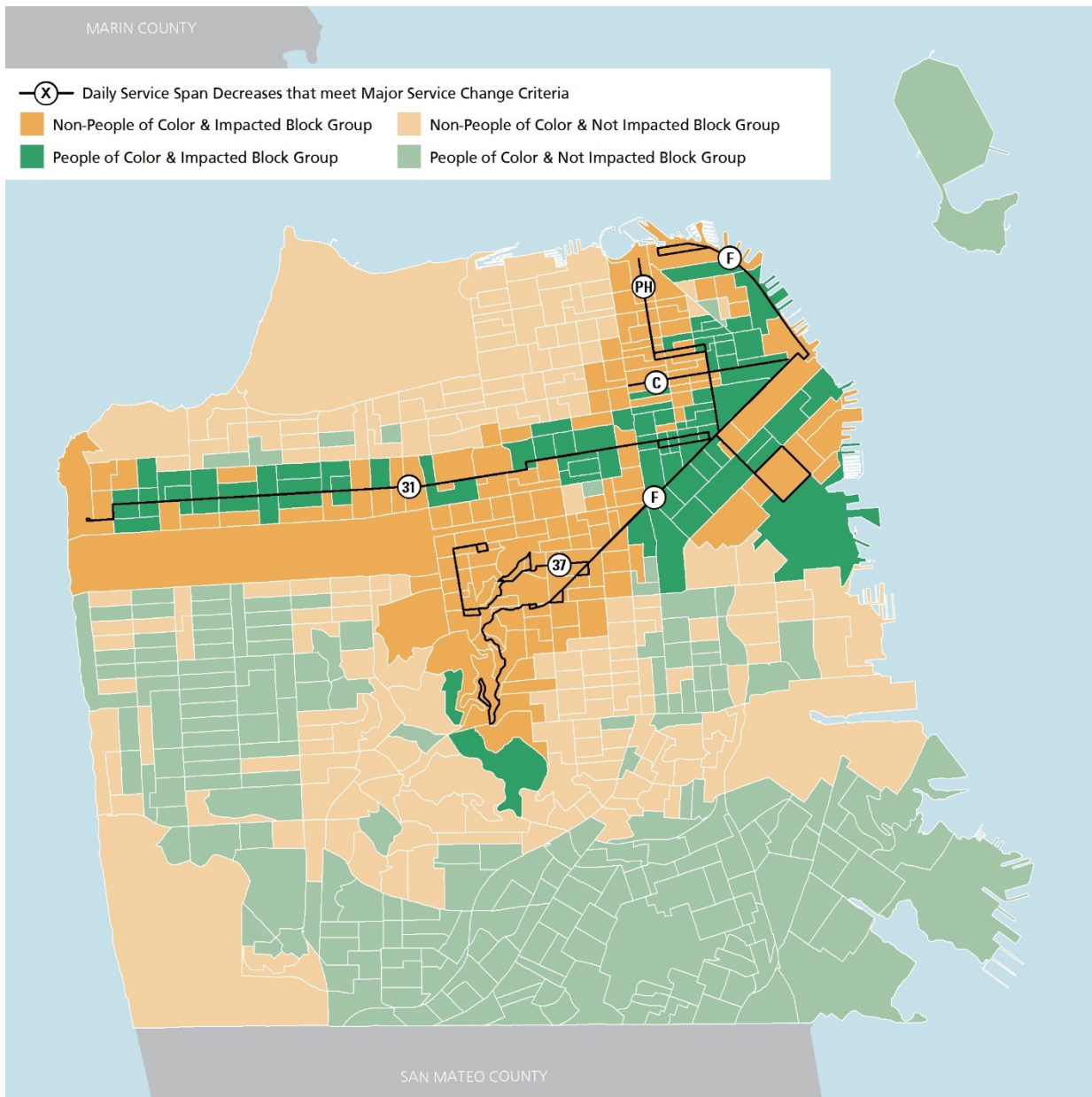
Route		Change in Daily Service Span (Hours)	Impacted Population (Within 0.25 Miles of a Stop)	% People of Color ¹	% Low-income ¹
Weekday					
31	Balboa	-3.25	122,477	62%	29%
60	PH Powell-Hyde Cable Car	-4.25	52,386	59%	31%
61	C California St Cable Car	-3.00	38,359	57%	26%
F	Market & Wharves	-5.75	62,063	57%	29%
Weekend					
31	Balboa	-3.00	2	2	2
37	Corbett	-3.50	49,557	32%	13%
60	PH Powell-Hyde Cable Car	-4.25	2	2	2
61	C California St Cable Car	-3.00	2	2	2
F	Market & Wharves	-5.75	2	2	2
Total Impacted Population (within 0.25 Miles) ^{1, 2}			324,842	55%	27%
Citywide Population ¹				59%	21%
Difference in Percentage Points				-4	+6
Disparate Impact?				No	

Route	Change in Daily Service Span (Hours)	Impacted Population (Within 0.25 Miles of a Stop)	% People of Color ¹	% Low-income ¹
(Difference of 8 or more percentage points <u>higher</u> for service decreases?)				
Disproportionate Burden? (Difference of 8 or more percentage points <u>higher</u> for service decreases?)				No

Notes: ¹ Data Source: U.S. Census Bureau 2015-2019 American Community Survey 5-year estimates

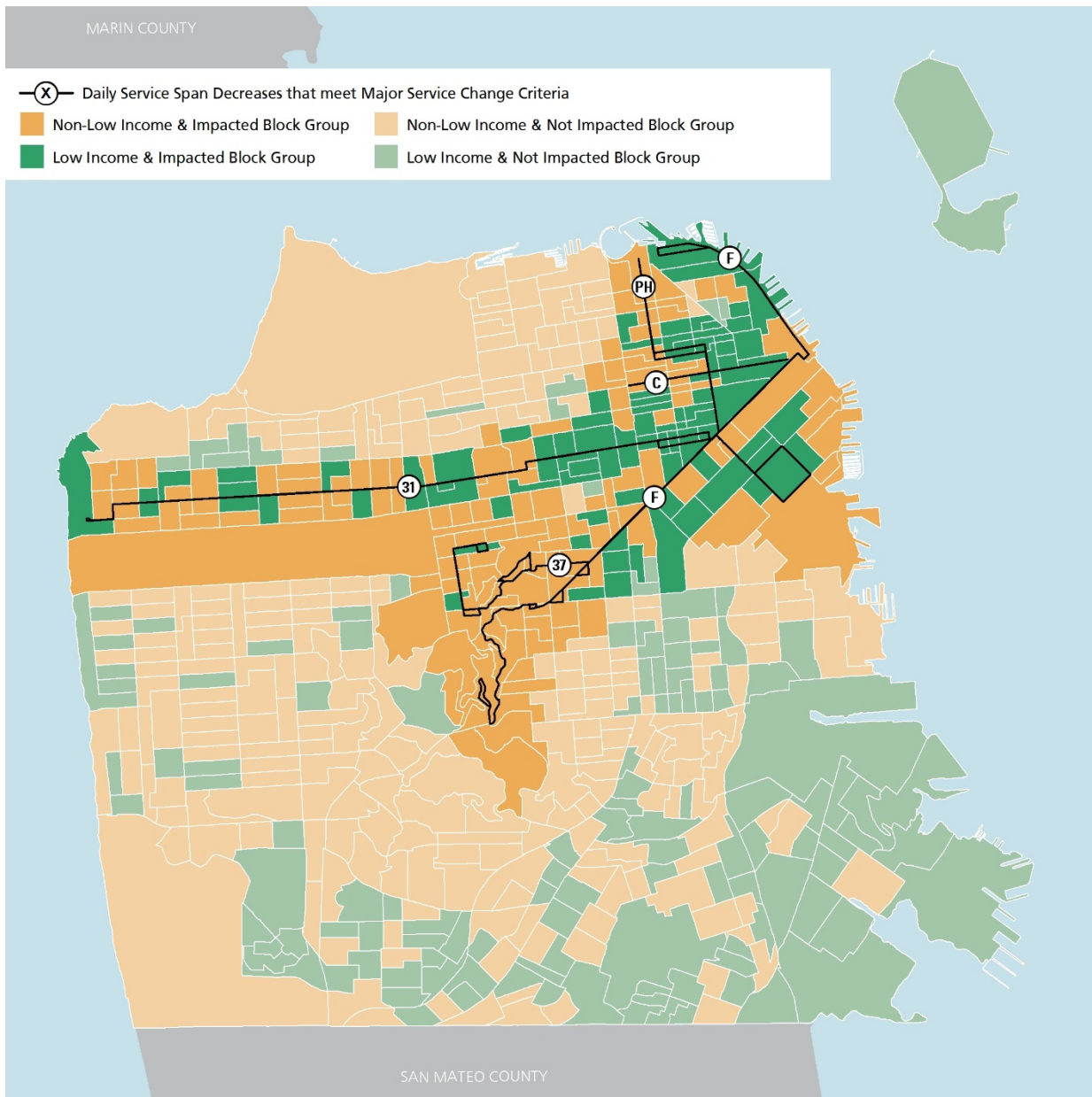
² Residents are counted in the total impacted population as many times as the number of routes for which they are considered to be in the service area. For routes where the service span change met the major service change criteria for both the weekday and the weekend, the population impacted by the change was counted once since the changes are occurring on the same route.

Figure 10: Daily Service Span Decreases – Proposed Winter 2022 Major Service Changes & Analysis of Impact on People of Color



- Notes:
- **People of Color Block Group:** Census Block Group where people of color make up an equal or greater proportion than in the city’s overall population (59%)
 - **Impacted Block Group:** Census Block Group where at least some residents live within the service area (0.25 miles) of a transit stop of a route with the major service change

Figure 11: Daily Service Span Decreases – Proposed Winter 2022 Major Service Changes & Analysis of Impact on Low-income Population



- Notes:
- **Low-Income Block Group:** Census Block Group where those living in low-income households make up an equal or greater proportion than in the city’s overall population (21%)
 - **Impacted Block Group:** Census Block Group where at least some residents live within the service area (0.25 miles) of a transit stop of a route with the major service change

4.6 Route-Level Daily Service Span Increases

The proposed Winter 2022 Service Plan includes three route-level daily service span increases (on a total of two routes), compared to the service that was in place in March 2020, that meet the SFMTA’s major service change criteria. These daily service span increases and the populations determined to be impacted by these changes are summarized in Table 8 and are shown in the maps in Figure 11 and Figure 12. Figure 11 also shows the Census Block groups where people of color make up an equal or larger proportion than in the city’s overall population. Figure 12 also shows the Census Block groups where people living in low-income households make up an equal or larger proportion than in the city’s overall population.

People of color make up 66% of the population who is considered impacted by the daily service span increases and 59% of San Francisco’s overall population. Since the proportion of people of color in the impacted population is not eight or more percentage points lower than in the citywide population, the daily service span increases are found to not result in a disparate impact.

People living in low-income households make up 27% of the population who is considered impacted by the daily service span increases and 21% of San Francisco’s overall population. Since the proportion of people living in low-income households in the impacted population is not eight or more percentage points lower than in the citywide population, the daily service span increases are found to not result in a disproportionate burden.

Table 8: Daily Service Span Increases – Proposed Winter 2022 Major Service Changes

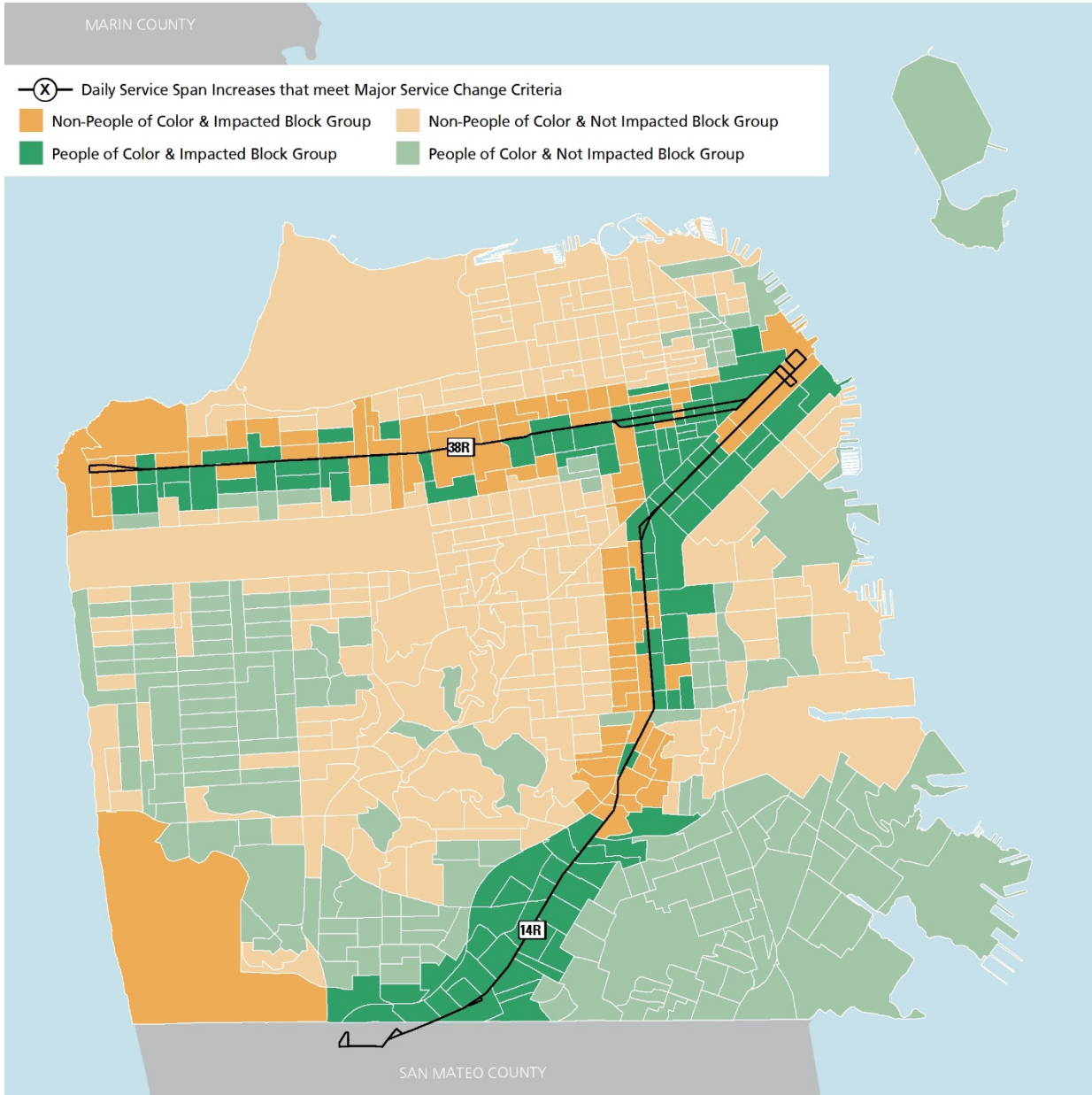
Route		Change in Daily Service Span (Hours)	Impacted Population (Within 0.25 Miles of a Stop)	% People of Color ¹	% Low-income ¹
Weekday					
14R	Mission Rapid	3.75	102,655	72%	26%
Weekend					
14R	Mission Rapid	6.25	2	2	2
38R	Geary Rapid	6.00	101,667	60%	27%
Total Impacted Population (within 0.25 Miles) ^{1, 2}			204,322	66%	27%
Citywide Population ¹				59%	21%
Difference in Percentage Points				+7	+6
Disparate Impact? (Difference of 8 or more percentage points <u>lower</u> for service increases?)				No	
Disproportionate Burden? (Difference of 8 or more percentage points <u>lower</u> for service increases?)					No

Notes: ¹ Data Source: U.S. Census Bureau 2015-2019 American Community Survey 5-year estimates

² Residents are counted in the total impacted population as many times as the number of routes for which they are considered to be in the service area. For routes where the service span change met the major service

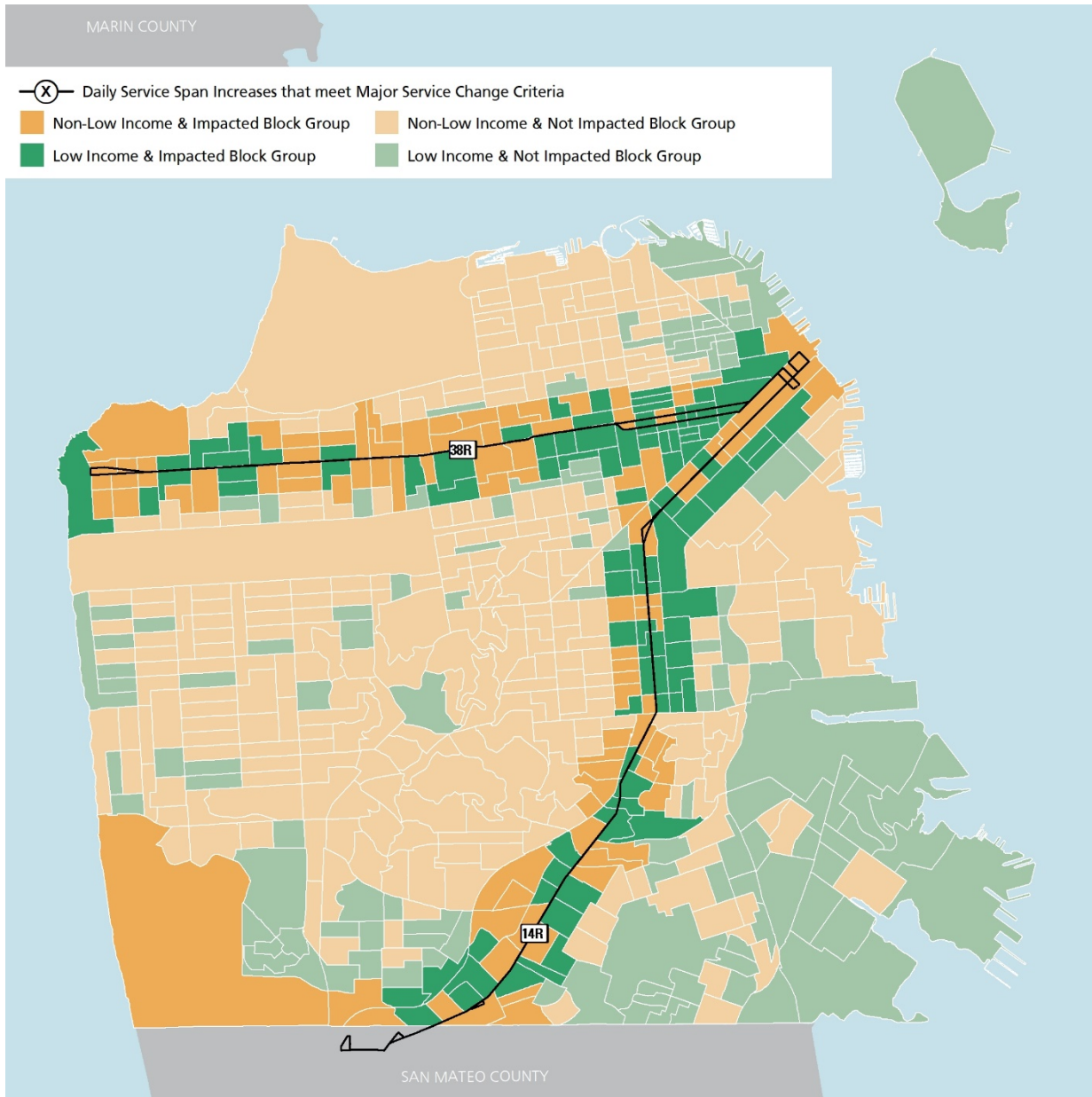
change criteria for both the weekday and the weekend, the population impacted by the change was counted once since the changes are occurring on the same route.

Figure 12: Daily Service Span Increases – Proposed Winter 2022 Major Service Changes & Analysis of Impact on People of Color



- Notes:
- **People of Color Block Group:** Census Block Group where people of color make up an equal or greater proportion than in the city's overall population (59%)
 - **Impacted Block Group:** Census Block Group where at least some residents live within the service area (0.25 miles) of a transit stop of a route with the major service change

Figure 13: Daily Service Span Increases – Proposed Winter 2022 Major Service Changes & Analysis of Impact on Low-income Population



- Notes:
- **Low-Income Block Group:** Census Block Group where those living in low-income households make up an equal or greater proportion than in the city’s overall population (21%)
 - **Impacted Block Group:** Census Block Group where at least some residents live within the service area (0.25 miles) of a transit stop of a route with the major service change

4.7 Summary Analysis and Findings

The proposed Winter 2022 Service Plan includes route suspensions, route additions, frequency changes, and service span changes compared to the service that was in place in the beginning of March 2020. With these changes, the scheduled systemwide revenue service hours are estimated to be 7% less than what was in service in March 2020 – this meets the systemwide major service change criteria.

The system changes were then broken down and analyzed at the route level. Changes that met the route-level major service change criteria were grouped by major service change category and analyzed to determine if each category of changes cumulatively indicated a disparate impact on communities of color or a disproportionate burden on low-income populations.

For major service change categories that resulted in service decreases, the proportion of people of color and the proportion of individuals living in low-income households in the impacted population were not eight or more percentage points higher than the respective proportions of the citywide population.

For major service change categories that resulted in service increases, the proportion of people of color and the proportion of individuals living in low-income households in the impacted population were not 8 or more percentage points lower than the respective proportions of the citywide population.

These results indicate that no disparate impact or disproportionate burden is found. These findings are summarized in Table 9.

Table 9: Summary of Impacted Population and Findings for Service Equity Analysis

Major Service Change Type	% People of Color ¹ (% of impacted population)	% Difference from Citywide Population	Disparate Impact?	% Low-income ¹ (% of impacted population)	% Difference from Citywide Population	Disproportionate Burden?
Decreases						
Route Miles	58%	-1%	No	23%	2%	No
Revenue Hours	58%	-1%	No	27%	6%	No
Service Span	55%	-4%	No	27%	6%	No
Increases						
Route Miles	80%	21%	No	31%	10%	No
Revenue Hours	63%	4%	No	25%	4%	No
Service Span	66%	7%	No	27%	6%	No
Citywide Population ¹	59%			21%		

Notes: ¹ Data Source: U.S. Census Bureau 2015-2019 American Community Survey 5-year estimates

5 Outreach Summary

Pursuant to Title VI of the Civil Rights Act of 1964 and its implementing regulations, as well as state and local laws, the SFMTA takes responsible steps to ensure meaningful access to the benefits, services, information, and other important portions of SFMTA's programs and activities for individuals regardless of race, color or national origin. Given the diversity of San Francisco and of Muni's ridership, the SFMTA is particularly committed to disseminating information that is accessible to individuals who may have a limited ability to read, write, or speak English.

At the start of the pandemic, the SFMTA had to make significant transit service reductions and to communicate rapidly changing service plans with the public, a range of communication methods were deployed to provide customers with accessible and up to date information. These included to the extent possible deploying multilingual ambassadors to target locations, providing multilingual information through signage at transit stops and onboard vehicle announcements and distributing information through a range of channels such as the SFMTA website, social media, and local media. As the SFMTA continues to recover from the pandemic, an extensive multilingual outreach plan was launched to solicit feedback and public comment from Muni customers and the larger community on what the next service changes, the Winter 2022 Service Plan, should look like.

Through the Winter 2022 outreach efforts, the SFMTA also adjusted outreach tools to the pandemic environment and developed new ways to engage with people.

5.1 Expanded Outreach Tools for Winter 2022 Service Plan

A webpage, [SFMTA.com/2022Network](https://www.sfmta.com/2022Network), was created with the latest information on potential options for restoring service on seven all-day bus routes that are currently temporarily suspended and how to provide feedback on what the Winter 2022 Service Plan should be. The page was regularly updated in English, Spanish, Filipino, Chinese, Russian, Vietnamese and Arabic, and the URL was shared broadly via multilingual posters and emails, and via English-language blogs and social media. To help engage with customers further, the potential options were detailed in a StoryMap that lived on a consistent landing page on the SFMTA website ([SFMTA.com/2022Network](https://www.sfmta.com/2022Network)). The StoryMap was also offered in seven languages (English, Chinese, Spanish, Filipino, Russian, Vietnamese and Arabic).

Multiple outreach measures were undertaken to promote how the public could provide feedback on how best to restore Muni service in early 2022. With a goal of ensuring outreach was accessible to the widest possible audience, communications tools provided robust language access with most information offered in seven languages (English, Chinese, Spanish, Filipino, Russian, Vietnamese and Arabic) and used visuals, symbols, icons and maps where appropriate to improve accessibility.

To gather feedback on the three options for Winter 2022 Service Plan, the SFMTA deployed a multilingual survey that could be taken online or by calling an SFMTA-staffed hotline during business hours with on-demand interpretation services available if requested. The survey was advertised through multilingual posters at transit stops with information in six languages (English, Chinese, Spanish, Filipino, Russian and Vietnamese) and a notice of free language assistance in ten languages, as well as Muni alert emails in multiple languages. Opportunities for how to comment and provide additional feedback on the three options were provided in the Muni alert emails and on the

2022 Muni Service Network landing page.

To expand the reach of communications, multilingual paper surveys were distributed to more than fifty community-based organizations to provide an additional option for those without computer access to take the survey. Paper surveys were also available and administered at community festivals and pop-ups in public gathering spaces in neighborhoods identified by the Muni Service Equity Strategy. Over 4,500 survey responses were received with 4,400 taken in English, 190 in Chinese, 16 in Spanish, 10 in Russian, 2 in Arabic and 1 in Vietnamese.

Virtual Open Houses and Office Hours were held for the public to engage with SFMTA staff and ask questions about the different options being proposed. Presentations were given during the Open Houses to provide detailed explanations of the different options while the Office Hours allowed the public to drop-in to have their questions addressed by SFMTA staff. Both the Open Houses and Office Hours had interpretation services available if requested 48 hours in advance. Chinese, Spanish, Arabic and Filipino interpretations were requested and provided during the Open Houses.

Outside of the Winter 2022 Service Plan outreach efforts, the SFMTA received Customer Service Reports through 311 and the TellMuni@SFMTA.com email account requesting service restoration for specific routes to expand access to various parts of San Francisco. To supplement this feedback, comments on blogs posted on the SFMTA website and on the SFMTA's Twitter account were also tracked.

Staff also held numerous meetings with various advocacy groups, District Supervisors' offices and members of business, merchant and neighborhood groups. The groups that were engaged included Senior and Disability Action, the SFMTA's Multimodal Accessibility Advisory Committee, Walk San Francisco, the San Francisco Bicycle Coalition, West Portal Merchants, Chinatown Community Development Center, Castro Merchants, Bayview Working Group and the San Francisco Transit Riders.

5.2 Stakeholder Feedback

Through the outreach efforts, feedback was received from customers in every San Francisco neighborhood. Below are some examples of how feedback that was gathered shaped and informed the Winter 2022 Service Plan.

Customer feedback from customers in the Tenderloin, Japantown, and the Richmond districts showed that people with disabilities and seniors value shorter distances to stops and rely on Muni to make connections from Japantown to the Jewish Community Center for meals and to shop on Clement Street. Based on this feedback, the original proposal was modified to include restoration of the 2 Clement with a truncated route from the Ferry Building to the Jewish Community Center.

Connections to Caltrain and between Potrero Hill and the Financial District were deemed valuable by customers, as was returning service to 5th Street where low-income seniors need connections to social services. To provide these connections, the service plan includes proposed changes to the current alignments of the 12 Folsom/Pacific long line and short line as well as a reroute of the 31

Balboa to Caltrain via 5th Street.

The need for seniors and people with disabilities to have easy access to health care facilities like St. Mary's Hospital, SF General Hospital and UCSF's Parnassus Campus was heard by customers in multiple neighborhoods, including Hayes Valley, the Western Addition, the Haight, Golden Gate Heights and South of Market. Taking this need into consideration, the proposed service plan includes restoration of the 6 Haight/Parnassus from the Ferry Building to Quintara/14th Avenue, the 10 Townsend from SF General Hospital to the Transamerica Pyramid and the 21 Hayes from St. Mary's Hospital to the Main Library/Civic Center.

Restoring access to Fort Mason and the Presidio was seen as essential by customers since there are currently no Muni routes serving that area. Hearing the need to fill this gap, the proposed service plan includes restoring the segment of the 43 Masonic from Munich and Geneva to Fort Mason near the Marina Safeway. This would provide access to groceries, which was another important need heard from residents.

Overall public feedback received through the Winter 2022 Service Plan outreach efforts directly shaped and informed the final proposed service plan.

6 Summary

Based on the Title VI Service Equity Analysis conducted, the proposed Winter 2022 Service Plan is not found to disparately impact communities of color or disproportionately burden low-income populations when compared to transit service in effect in March 2020.



MEMORANDUM

October 20, 2021

To: Jeffrey Tumlin, Director, SFMTA
From: Rich Hillis, Director, Planning Department
Re: J-Church Transfer Improvements and the Transportation Element

This memo responds to SFMTA's memo (September 27, 2021) requesting the Planning Department to consider if the J-Church Transfer Improvements project implements the Transportation Element of the General Plan and therefore meets California Vehicle Code Section 21101(f). That portion of state law states:

Section 21101. Local authorities, for these highways under their jurisdiction, may adopt rules and regulations by ordinance or resolution on the following matters: ...**(f)** Prohibiting entry to, or exit from, or both, from any street by means of island, curbs, traffic barriers, or other roadway design features to implement the circulation element of a general plan adopted pursuant to Article 6 (commencing with Section 65350) of Chapter 3 of Division 1 of Title 7 of the Government Code. The rules and regulations authorized by this subdivision shall be consistent with the responsibility of local government to provide for the health and safety of its citizens.

Project Information

J-Church service was suspended along with all other Muni Metro lines at the beginning of the COVID-19 pandemic and returned on December 19, 2020, as a surface-only route. Having this line solely operate on streets was part of an effort to use the space in the Muni subway tunnel more efficiently and to provide more reliable service by reducing the number of individual trains entering and passing through the subway tunnel. With this change, the J-Church line terminates on Church Street at Duboce Avenue. Customers traveling downtown transfer to the K-Ingleside/T-Third Street at Church Station, M-Oceanview lines also at Church Station, or the N-Judah on Duboce Avenue at Church Street. Outbound travelers (i.e., those coming from downtown) would make the same connections in the reverse direction.

As part of these service changes, SFMTA implemented a series of temporary modifications through its J-Church Transfer Improvements project. These included moving the outbound J-Church stop at Church and Market Streets to the block immediately south of this intersection. As part of this change, wheelchair-accessible platforms were provided on either sides of Church Street and the southbound curb lane of Church Street between Market and 15th Streets was closed to through private vehicle traffic. Access to driveways and deliveries were maintained for residents and businesses, as well as for emergency vehicles. These changes were undertaken to prioritize the health and safety of Muni riders and to improve pedestrian accessibility and safety.

As a result of the J-Church Transfer Improvements project, Muni riders have experienced improved travel times and reliability. According to SFMTA, typical travel times for a passenger traveling inbound on the J-Church to

Embarcadero Station have declined by 10% during the AM peak period compared to pre-COVID, after accounting for the time to transfer from the J-line surface station to the underground Church Station. SFMTA also found that reliability has improved for Muni riders. Specifically, approximately 90% of both inbound and outbound trains arrived according to their planned headways, compared to 72% of outbound trains and 79% of inbound trains pre-COVID.

Planning Department's Findings

The core of San Francisco's transportation system is a reliable, efficient transit network as well as a safe, well-connected bicycle and pedestrian network, especially in support of land use to accommodate planned and project growth. These values are enshrined in both the Transportation Element's policies as well as the City's Transit First policy, which is codified in Section 8A.115 of the City's Charter. The J-Church Transfer Improvements project makes changes aimed at achieving these policies and centered on transit passengers' access and safety.

One component of the project involves prohibiting through auto travel on the southbound lane of Church Street between 15th and Market Street. Closure of this street segment to through private vehicles would facilitate a new train platform wide enough to accommodate passengers, including an ADA-accessible platform. As this segment is designated a transit preferential street, the prohibition appropriately implements **Objective 20** of the Transportation Element: "Give first priority to improving transit service throughout the city, providing a convenient and efficient system as a preferable alternative to automobile use. Transit preferential streets should be established along major transit routes, and general traffic should be routed away from these streets wherever possible."

The Planning Department also finds that the project implements these other policies found in the Transportation Element:

Policy 14.4: Reduce congestion by encouraging alternatives to the single-occupant auto through the reservation of right-of-way and enhancement of other facilities dedicated to multiple modes of transportation... Creating necessary and appropriate facilities for transit, bicycles, carpools, pedestrians, and other modes often requires eliminating general traffic lanes and reducing capacity for single-occupant autos. This trade-off is often necessary to create attractive and efficient facilities to ensure safety, reduce congestion, improve neighborhood livability, and accommodate growth consistent with the Transit First policy.

Policy 20.1: Give priority to transit vehicles based on a rational classification system of transit preferential streets.

Policy 20.4: Develop transit centers according to established guidelines... Transit centers should address both pedestrian and transit needs and be designed to reinforce the link and interdependence between the surrounding neighborhood and the transit system.

Policy 22.3: Guarantee complete and comprehensive transit service and facilities that are accessible to all riders, including those with mobility impairments.

Given these findings, the Planning Department has determined that the J-Church Improvements project implements the above stated objectives and policies of the General Plan's Transportation Element.