**To:** Muni Metro Capacity Study Community Working Group

**From:** Liz Brisson, Muni Metro Capacity Study Project Manager

**Date:** November 13, 2024 (updated November 15, 2024)

**Subject:** Materials for Working Group Meeting #5 on November 20 at 6:30pm

In our next Community Working Group (CWG) meeting, we will continue the robust discussion we had at our September 20 meeting (CWG meeting #4), sharing how we are responding to the helpful feedback and suggestions we received. This memo first recaps where we are in the Study process, then summarizes the following five themes of what we heard at CWG meeting #4 and how we are incorporating:

1. "Capacity" is an abstract term that doesn't resonate with typical Muni riders.
2. Explain how the Muni Metro Capacity Study relates to the rest of San Francisco's long range transit vision.
3. Uncertainty over whether future growth will be realized.
4. Confusion over why route restructuring is included in all the packages.
5. Do not pit riders of different lines against one other. Do not pit different modes against one another.

Then, the memo concludes with the evaluation metrics we will be sharing results on at our next meeting in January.

**Where we are in the Study process**

So far, the Study has produced and shared the following:

- Project background
- Forecast of future crowding
- Assessment of capacity solutions
- Capacity-improving packages

Remaining work includes sharing:

- Evaluation results for each package (anticipated at our January 23, 2025 meeting)
- Recommendations based on what is learned from the evaluation results (anticipated to begin discussion on January 23, 2025 meeting and continue at April 24, 2025 meeting)
- A funding and implementation strategy including recommendations for which capacity-enhancing strategies should be pursued via a federal Core Capacity grant application and other longer-term recommendations for Muni Metro's future vision (anticipated at our April 24, 2025 meeting).

**What we heard #1: "Capacity" is an abstract term that doesn't resonate with typical Muni riders**

The reason the Study is titled the Muni Metro Capacity Study is based on its intent to formulate a package of capacity-enhancing projects that would be competitive for the Federal Transit Administration's Core Capacity Capital Investment Grant program. This program could provide up $1

billion to fund capacity-enhancing projects and also is an opportunity to fund State of Good Repair work that also improves capacity (e.g. replacing a traction power substation at the end of its useful life that can only power 2-car trains, with a new one that can power longer 3-car trains). That said, we understand the word "capacity" does not typically resonate with riders. Therefore, in public-facing materials, we plan to explain the Study's purpose in terms of creating plans to prevent overcrowded trains and avoiding pass-ups. In addition, while we are using capacity and State of Good Repair as the priority metrics to guide what improvements are ultimately recommended based on those being the Study's key funding objectives, we are also analyzing how well the packages advance a variety of other goals, such as travel time and reliability of trips on Muni Metro or how much of the system would become more accessible. We will also plan to message these other benefits that are more likely to resonate with Muni riders.

**What we heard #2: Explain how the Muni Metro Capacity Study relates to the rest of San Francisco's long-range transit vision**

The Muni Metro Capacity Study is focused on how to best utilize the existing Muni Metro rail network, but it does not include consideration of expanding the system with any new or extended Muni rail lines. We have heard feedback from CWG members that a long-term future vision for the system should not be so constrained. The origin for the Muni Metro Capacity Study came in the context of a more holistic and visionary long-range transportation plan for San Francisco called ConnectSF. Developed collaboratively by the SFMTA, the San Francisco Planning Department, and the San Francisco County Transportation Authority, ConnectSF's long-range planning included development of the Transit Strategy that contextualizes the Muni Metro Capacity Study within a broader 50 year vision for transit in San Francisco including several transit expansion projects. Completed in 2021, the ConnectSF Transit Strategy includes four main categories of investment:

1. ***Make the system work better*** → focused on addressing the capital investment backlogs for our existing rail and bus systems and strategically restoring service
2. ***Deliver a five-minute network*** → focused on expanding transit priority treatments and investing more operating resources to allow us to deliver service every five minutes on the most heavily used bus and rail lines in San Francisco.
3. ***Renew and modernize our rail system*** → focused on modernizing Muni Metro, including the Train Control Upgrade Project and making investments to avoid pass-ups and crowding in the system. The Muni Metro Capacity Study advances this recommendation by further defining the investment program envisioned for this strategy.
4. ***Build more rail to San Francisco's busiest places*** → focused on five transformative rail investments that were prioritized among a larger set of investments that were studied and prioritized.
    - Extension of Caltrain and future high-speed rail service underground to the Salesforce Transit Center
    - A subway line along Geary Boulevard and 19th Avenue to serve the city's most crowded bus corridor, connecting some of our busiest neighborhoods to downtown and regional destinations.
    - Extending the Central Subway to Fisherman's Wharf to bring rail service to some of our most populous neighborhoods and relieve crowding on several bus Muni routes, including lines 8 Bayshore, 30 Stockton, and 45 Union/Stockton
    - A Caltrain station in the Bayview neighborhood to restore regional rail access to a community that was previously served, and provide fast access to opportunities downtown and on the Peninsula.

- A new transbay rail crossing (under study by the Link21 program) to allow regional rail service to grow beyond the capacity of the existing BART tube, increasing access for residents throughout the Bay Area and the Northern California megaregion.

Major rail projects can take over a decade to design and build. As we continue to work on recommendations through the Muni Metro Capacity Study, it is helpful to keep in mind these other transformative investments that are under development. For example, some trips currently served by Muni Metro, such as some L Taraval and M Ocean View trips, could end up being served more competitively by a future Geary/19th Avenue subway.

**What We Heard #3: Uncertainty over whether future growth will be realized**

In CWG meeting #2, we shared a future forecast showing the core of the system would be overcrowded by 2050 (Figure 1) including with the capacity benefits of the Train Control Upgrade Project assumed. We have heard some CWG members express uncertainty over whether the future growth in population and jobs that is assumed by 2050 is likely.

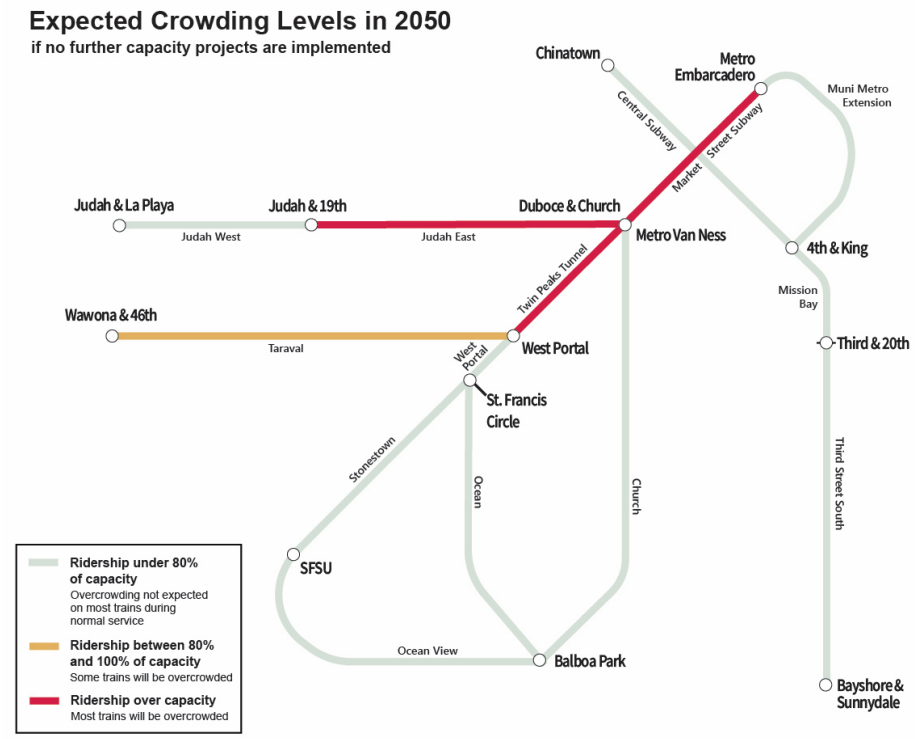


*Figure 1 Expected crowding levels with planned growth if no further capacity projects are implemented (includes capacity benefits anticipated from the Train Control Upgrade Project)*

The crowding forecast shown in Figure 1 is based off of San Francisco's approved housing plan to add over 82,000 units of housing for 150,000 people by 2031 and 150,000 units by 2050. While it is likely that some of this growth may take longer to realize, it represents San Francisco policy and indicates what it would take to meet our City's goals related to housing affordability, climate, and equity. Figure 2 illustrates parts of San Francisco where this growth could occur.

Because the Muni Metro Capacity Study is intending to set the long-range future vision for Muni Metro, we want that vision to include laying out what it would take for Muni Metro to accommodate all of this growth. That said, some of the strategies under study such as route restructuring create significant

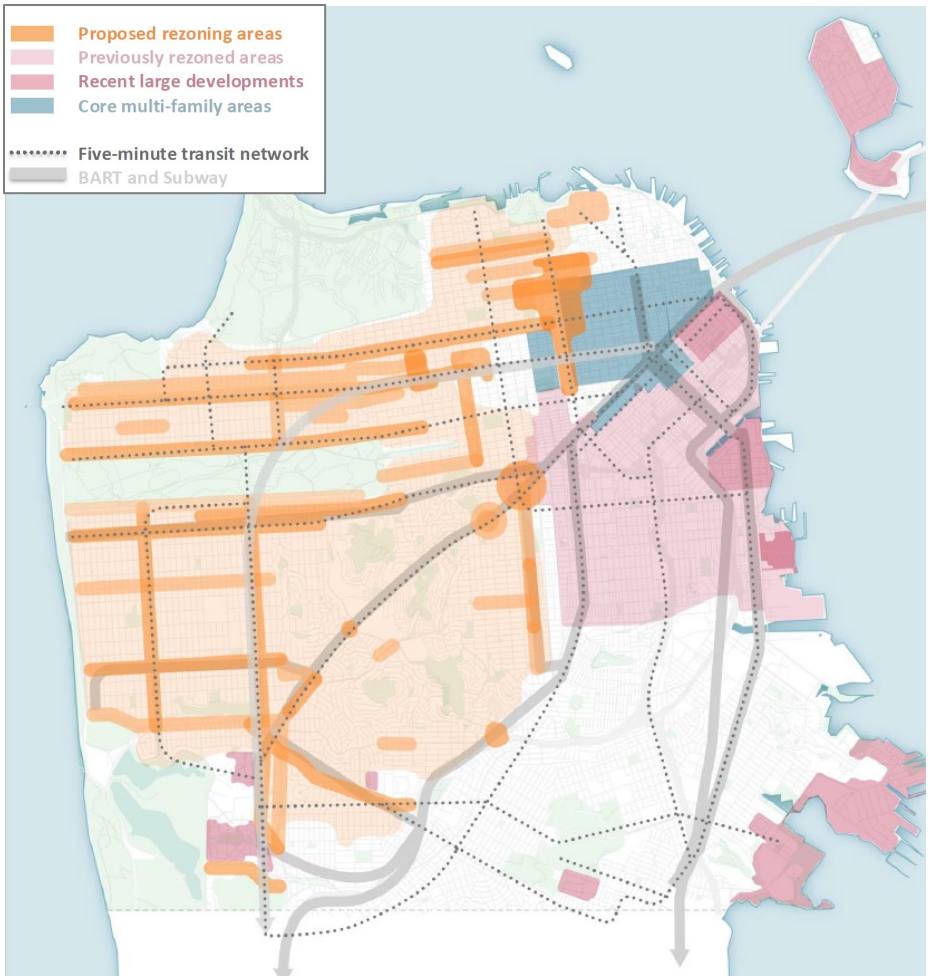


*Figure 2 San Francisco housing growth areas*

trade-offs and so we should be deliberate in considering the time horizon that they make sense to pursue. For this reason, we are responding to this area of feedback in three ways:

- ***Updating Study messaging to reflect more uncertainty over future.*** For example, instead of "By 2050, the core of the system will be overcrowded," we would use: "With planned growth, the core of the system would be overcrowded"
- ***Planning to include analysis of additional scenario(s) with different levels of growth***. We plan to develop an additional interim forecast illustrating levels of overcrowding and pass-ups that reflects a more modest amount of population and job growth. We are working on the technical details of how to produce this scenario and will update the CWG when more information is available.
- ***Some Study recommendations (for example, route restructuring) could be triggered by reaching certain future ridership levels.*** We will continue the conversation on this at future CWG meetings when we begin discussing Study recommendations.

**What We Heard #4: Confusion over why route restructuring is included in all the packages.** Route restructuring was one of the most significant discussion areas during CWG meeting #4. There are understandable concerns about the tradeoffs this creates by causing some trips that do not

currently require a transfer to require a transfer. Route restructuring is being explored through the Muni Metro Capacity Study because of its potential to double or triple capacity on lines where implemented and because our future growth forecast is indicating that the Muni Metro system would experience overcrowding and pass-ups if we pursued the other major capacity enhancing strategies including the Train Control Upgrade Project and 3-car N Judah and M Ocean View trains on their own. We are responding to this area of feedback in two ways:

- ***Providing additional information to better explain why, if growth forecast is achieved, all other strategies do not produce sufficient capacity.*** This is summarized in the following "Capacity basics" subsection of the memo and will also be presented at CWG meeting #5.

- ***Providing more information on how staff currently envision Study recommendations handling potential next steps for route restructuring.*** Staff currently envision that the Muni Metro Capacity Study:
    - Will not result in any final decisions about whether to restructure any lines.
    - Will establish future ridership levels that, if achieved, would trigger the need for implementation planning in support of route restructuring.[1]
    - Document pros and cons to several different route restructuring concepts. This will include documenting the potential future travel times for trips requiring a transfer, which may be faster than today's trip due to other improvements that are a part of each package.
    - Get policy-maker direction on whether to delay route restructuring as much as possible or pursue before absolutely necessary because of other potential co-benefits it could provide.
    - Outline a package of mitigating features that should accompany any route restructuring package, including:
        - Planned frequencies that indicate typical transfer times across all hours of service.
        - Operational changes to increase odds of seamless transfers outside of peak hours (e.g. policies to hold trains for up to X mins at relevant transfer locations such as potentially Stonestown, West Portal, or Church).
        - Upgraded station transfer facilities at Stonestown, SF State, West Portal and/or Church (e.g. new platforms, new stairs and/or elevators).
    - Ask the question of whether we want to plan for a future where transfers are not perceived as negatively as today?

*Capacity Basics*

Muni Metro's system design operates five different branches (J, K, L, M, N) that merge into a single tunnel under Market Street (in addition to the T line that does not merge with the other lines). Capacity within the Market Street subway is determined by multiplying the number of riders that can fit on each train by the length of train for each branch (e.g. 1-car vs. 2-car. vs. 3-car) by the train throughput, i.e. trains per hour that are operated in the Market Street subway (Figure 3). For example, we currently schedule 28 trains per hour (including six 2-car trains per hour each on the K, L, M, N and four 1-car trains per hour on the J line). Therefore, our current capacity through the Market Street tunnel can calculated as shown in Table 1.

[1] Based on current conservative estimate of future train throughput that can be reliably scheduled after implementation of TCUP– this could be adjusted later based on observed data after implementation of TCUP.


*Figure 3 - The number of riders that can be carried through different parts of the system is a function of the length of trains multiplied by trains per hour*

*Table 1 - Calculation of Market Street Capacity Using Existing Scheduled Service*

| | # of riders that can fit on one train car | Length of train | Train throughput (trains per hour) | Capacity |
|---|---|---|---|---|
| J | 139 | 1 | 4 | 556 |
| K | 139 | 2 | 6 | 1,668 |
| L | 139 | 2 | 6 | 1,668 |
| M | 139 | 2 | 6 | 1,668 |
| N | 139 | 2 | 6 | 1,668 |
| **Total** | | | **28** | **7,228** |

The same principle applies to any segment of the system (i.e. capacity on that segment is determined by the length of trains on that segment multiplied by the trains per hour that are scheduled).

There are two main ways to increase capacity where it is needed: increase the length of trains operating on a segment and/or increase the trains per hour that are operated. Table 1 explains the main considerations in the feasibility of each of these two ways to increase capacity.

*Table 2 - Considerations in increasing each of the two main ways to increase capacity*

| **Length of train** | **Trains per hour** |
|---|---|
| • Can street conditions on the surface accommodate a longer train (e.g. block lengths, turning radii, etc.)?<br>• Is there enough ridership on this segment of the system to benefit from longer trains?<br>• Is our rail vehicle fleet large enough to accommodate longer trains? | • How many trains per hour can be processed?<br>▪ The Train Control Upgrade Project would increase Market Street Subway capacity by 20%<br>▪ We are currently scheduling ~28 trains/hour and were reliably able to deliver ~32/hour pre-pandemic<br>• Can trains travel reliably on surface segments so arrival time at subway entrance (portal) is predictable?<br>• Is there sufficient operating resources (financial, human) to operate at desired frequency? |

We wanted to share more about how our existing and pre-pandemic Muni Metro frequencies relate to what is possible in the future. The good news is that we can significantly improve capacity by scheduling more frequent service. This is particularly true after the Train Control Upgrade Project's (TCUP) implementation is complete which is expected to increase Market Street Subway capacity by about 20%. Figure 4 illustrates a hypothetical example of how much more frequently trains could be operated as compared to today after TCUP is implemented and when applying operational and service planning considerations.

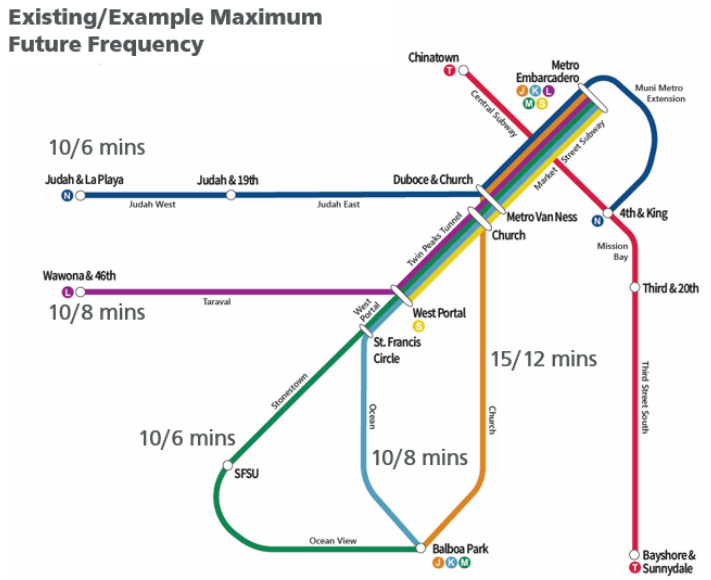


*Figure 4 Hypothetical example of how much more frequently we could operate the J/K/L/M/N lines.*
*Note: Future frequencies are a hypothetical example that reflects TCUP capacity benefits and operational/service planning considerations. Other future frequencies that increase frequency on one line and decrease on another are also possible. This hypothetical example reflects existing ridership patterns along different segments of Muni Metro system. Line frequency decisions are reviewed and regularly updated multiple times/year and would not be determined by this Study.*

However, if planned growth is realized, our forecast is indicating that even with these higher potential frequencies, there would still be overcrowding and pass-ups in some segments of the system. Other ways to add capacity through longer trains include:

- ***Upgrading the N Judah to 3-car trains:*** this can be done while retaining the existing Muni Metro route structure, but our forecast is showing that there would still be overcrowding and pass-ups with just this upgrade.
- ***Upgrading the M Ocean View to 3-car trains to SF State***: While this could be possible to do while retaining the existing Muni Metro route structure, it would require creating two different M variations: 1) an M Short that uses 3-car trains and turns around at SF State; 2) an M Long that uses 2-car trains and goes to the end of the line at Balboa Park (see Figure 5). During peak hours, M trains could alternate between an M Short and an M Long. This would provide some more capacity, but half as much as if the J/M swap concept was implemented, which would allow every M line to operate with 3-car trains. Our forecast is showing that even with the J/M swap and all 3-car Ms and Ns, there would still be overcrowding and pass-ups in parts of the system.
- ***Giving subway slots used by 1-car or 2-car trains to lines that can operate 3-car trains.*** This is possible through either of the other two route restructuring concepts presented at CWG meeting #4 (a surface-only J line or a surface-only LK line). Based on our existing forecast, we

need to do at least one of these concepts in addition to 3-car Ms and Ns to accommodate forecasted ridership without overcrowding and pass-ups.

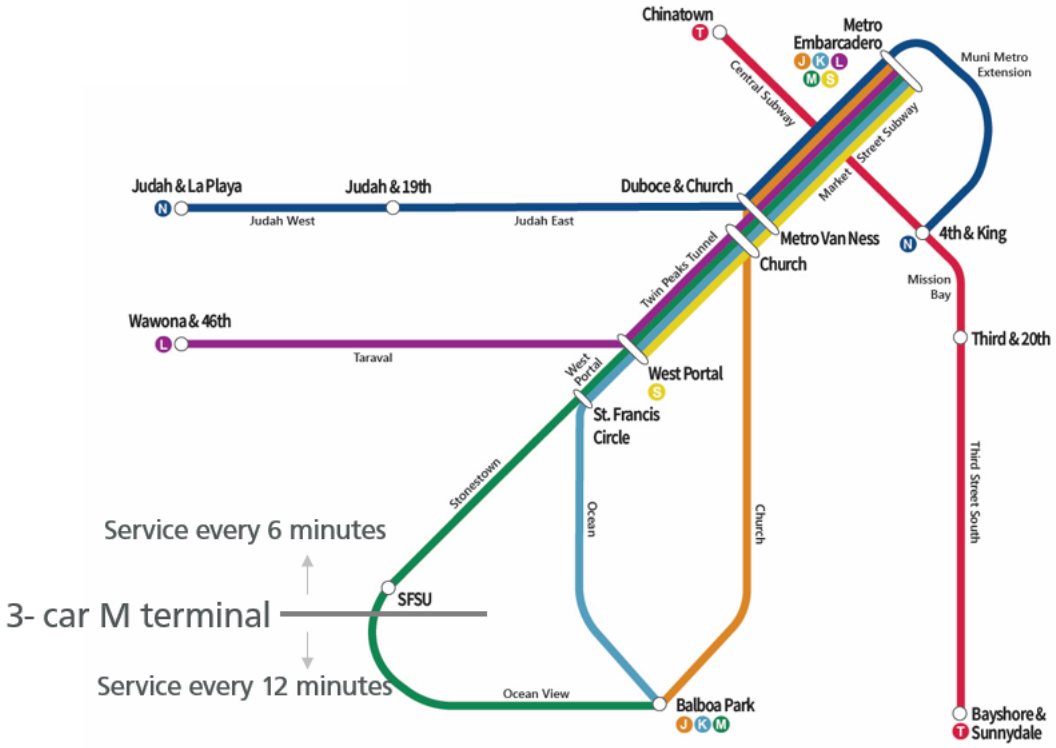


*Figure 5 – Example of upgrading M line to 3-car service while retaining existing route restructure. During peak hours, every other train scheduled would be a 3-car M train that terminates at SF State followed by a 2-car M train that continues along the entire line to Balboa Park BART. Service would be twice as frequent between SF State and Downtown as it would be between SF State and Balboa Park. This figure uses a hypothetical future frequency of 6 minute frequency for both variations of the M line.*

**What We Heard #5: Do not pit riders of different lines against one other. Do not pit different modes against one another.** We understand CWG members have expressed concerns about framing potential study recommendations in terms of tradeoffs that create "winners" and "losers." We are hoping to use the CWG meetings to have a conversation about how to reach consensus on a path forward while also being transparent about future changes that may be necessary and difficult. As a long-range system-wide vision, we will not be able to answer all the questions in this Study, but we are hoping to develop recommendations that set up future corridor-specific planning processes for success. Even when solutions may create significant tradeoffs, it is possible to frame community conversations in a way that may allow for more "win-win" solutions. For example, in CWG meeting #4, we talked a lot about the tradeoffs related to prioritizing limited street width. We are envisioning an outcome this Study could have that could help position corridor-specific planning processes for success would be to:

- Lay out a "ceiling" (ideal goal) and a "floor" (bare minimum) for different street rights-of-way (ranging from 40-60 feet) that must be accommodated in future corridor projects
    - e.g. ceiling: level boarding at every door of every stop
    - e.g. floor: accessible boarding at every stop without requiring double stopping
- Identify principles for future community engagement such as:
    - Working towards creative solutions instead of one mode "winning" over another
    - Working at neighborhood level instead of corridor level

**Next steps: preliminary evaluation results**

As we prepare for our next CWG meeting in January, we wanted to share a preview of the evaluation metrics we will be sharing for each of the capacity-enhancing packages that we presented at CWG Meeting #4. The metrics are shown in Table 2.

*Table 3 - Planned Evaluation Metrics*

| Goal | Metrics |
|---|---|
| Capacity | • Change in segment volume over capacity by 2050<br>• Change in SFMTA capacity threshold by line |
| State of Good Repair | • Percent of total State of Good Repair need included in package |
| Cost Effectiveness | • Total capacity benefit per capital cost<br>• Total state of good repair benefit per capital cost<br>• Total accessibility benefit per capital cost<br>• Capacity benefit per incremental operating costs (i.e. how much more money does it take to operate new service per capacity benefit)<br>• Percent of capacity improvements deliverable by 2035<br>• Estimated Capital Investment Grant score (score for the federal grant program for which the Study is seeking to identify a competitive funding package) |
| Speed and Reliability | • Passenger peak period minutes saved<br>• Percent improvement in headway adherence (reliability)<br>• Percent of trips requiring transfers |
| Accessibility | • New riders with access to ADA compliant transit stops<br>• New riders with access to all-door boarding |
| Equity | • Percent of ADA/all-door in equity neighborhoods<br>• Number of forced transfers in equity neighborhoods<br>• Journey time savings for Origin-Destination pairs in equity neighborhoods |
| Trade-offs | • Construction impacts<br>• Neighborhood-level risks (parking, safety, access)<br>• Operational complexity<br>• Delivery risk |

November 5, 2024

**Open Letter to Members and Staff of the**
**Muni Metro Capacity Study Community Working Group (CWG)**

c/o Liz Brisson, Project Manager
San Francisco Municipal Transportation Agency
1 South Van Ness Avenue, 7th floor
San Francisco, CA 94103

To All CWG Members and Staff:

SFMTA is engaged in the important process of studying the future capacity of its Muni Metro rail system as part of the Muni Metro Capacity Study. On behalf of the Restore the J Workgroup, we offer our community input to this process. We respectfully request that this letter be shared with all CWG Members before the next meeting on November 20, 2024.

Our input is particularly timely now, because an SFMTA Memo dated September 12, 2024 (Memo) identifies eight "packages" of strategies to address hypothetical future congestion, seven of which include removing the J-Church from the subway, and four of which would remove the K/L lines from the subway.

Our Workgroup is aligned with other Metro riders who believe that removal of ANY line from the subway must be a last resort, not a first response, and should be considered only if and when (1) congestion actually occurs, and (2) all other methods of reducing congestion have been exhausted.

In that spirit, we ask that CWG expand its discussion beyond the eight limited "packages" in the Memo. As we demonstrate below, removing any line from the subway is not necessary to address congestion, and worse, would be divisive and would risk depressing ridership at a time when SFMTA should be focused on increasing ridership. We ask CWG to consider the following points:

- It is unwise to alienate customers by endorsing removing any lines from the subway given the intense public opposition that has occurred every time SFMTA has attempted this in the past.

- There is no evidence supporting the assumption SFMTA is asking CWG Members to accept as a given: that removing one or more lines from the subway in the future is "necessary."

- It is inappropriate for SFMTA to ask CWG, which was admittedly selected to favor M and N riders while under-representing J-Church riders and other riders opposed to forced transfers, to endorse "strategies" that negatively impact those under-represented groups.

- There are readily available alternatives that are NOT included in the Memo that produce more capacity and avoid congestion at less cost without removing any lines from the subway.

- The Memo fails to include additional strategies for reducing congestion, all of which should be attempted before any lines are considered for removal from the subway. Such additional strategies include but are not limited to running longer J, K and/or L trains; decreasing the number of S Shuttles or eliminating them entirely; extending one or more lines past the Embarcadero terminal for turn-around; and/or performing opportunistic train coupling.

- The Memo fails to comply with the SFMTA Board directive that the J-Church remain in the subway unless and until SFMTA demonstrates to the Board that "redline delays" have been reached.

**Who We Are:**

The Restore the J Workgroup represents hundreds of J-Church riders across the city, including retired SFMTA transit professionals with detailed working knowledge of Muni Metro operations. We came together in 2021 after SFMTA tried, using the pandemic as cover, to remove the J-Church from the subway and impose a burdensome and unsafe "forced transfer" on riders traveling downtown. In December 2021, with strong support from the SFMTA Citizens' Advisory Council, we persuaded the SFMTA Board to reject SFMTA Staff's recommendation of a "surface-only" J with a forced transfer at Market Street. The Board directed SFMTA to restore the J-Church to the subway, and further directed SFMTA to return to the Board in the future "if redline delays are reached." That directive remains in place and is binding on SFMTA and the CWG. The "J Church Story," which describes our effort with a link to the Board directive, was published in the Noe Valley Voice and can be found in Appendix 1.

Since then, we've worked with SFMTA to monitor subway performance and J-Church operations, by focusing on data analysis and practical solutions. Since the J-Church was restored to the subway in February 2022, subway delays have not occurred, a fact SFMTA has consistently acknowledged.

**Why This Letter**:

We would have preferred to engage with CWG directly. Four people who participated in the campaign to restore the J applied to the CWG, but SFMTA rejected all of their applications. We then asked to participate in CWG meetings pursuant to the Sunshine Act. SFMTA declined to allow our participation under the Sunshine Act, but did agree that some of our members could observe certain CWG meetings as long as we did not offer questions or comments. We have appreciated the opportunity to observe those meetings. Those observations, and our review of CWG's project documents, has given rise to several concerns about the CWG process, which prompted this letter.

**Unbalanced Representation on the CWG**:

SFMTA stated that it assembled the CWG to help it "understand community priorities" and to provide "input and community knowledge" regarding the "benefits, trade-offs and challenges" of various strategies to increase future Muni Metro capacity. However, the application materials for CWG acknowledged that the CWG selection process was biased in favor of residents who regularly ride, or live near, the N-Judah and M-Ocean View lines. The reason for this, according to the application materials, was because those two lines are where "future infrastructure changes are likely needed the most to support growth in ridership." See SFMTA's published criteria for CWG membership in Appendix 2.

We don't know if that statement deterred J, K and L riders from applying to CWG, believing their lines were unlikely to be affected. But we do know, based on the Memo, that the J-Church, L-Taraval and K-Ingleside routes are the ones most impacted by, and have the most to lose from, the "packages" being considered. As noted above, seven of the eight "packages" propose removing the J-Church from the subway, and four of the eight "packages" propose removing the K and L from the subway (via interlining).

Yet SFMTA rejected the CWG applications of all J-restoration campaign participants who applied, as well as an L-Taraval rider who opposed K-L interlining. The J-restoration participants represent the overwhelming majority of J riders, as demonstrated by the hundreds of petitions, letters and comments provided to the SFMTA Board, all of which supported the J's return to the subway. It is therefore clear that the CWG selection process under-represented the very communities who will be most negatively impacted by the packages now being considered.

**Lack of Evidence for "Doomsday" Assumptions**:

From the inception of the CWG process, SFMTA has asserted, and has asked CWG Members to accept as axiomatic, the assertion that even after the updated Train Control System is in operation, there will be "overcapacity" in the subway by 2050 (11/16 CWG Slide 10). SFMTA claims that running longer M and N trains alone will not resolve this supposed "overcapacity." (11/16 CWG Slide 18) Thus, SFMTA asserts that removing one or more lines from the subway will be "necessary." (11/16 CWG Slide 19)

Obviously, if any of the assumptions underpinning SFMTA's forecast are wrong, the assertion itself is wrong. But SFMTA has only given a superficial explanation of how it compiled its "doomsday" forecast. So we conducted an independent analysis, including reviewing the SF-CHAMP model, to better understand the assertion that SFMTA is asking CWG Members to accept. Our analysis revealed that SFMTA can only demonstrate enough "overcapacity" to justify removing any lines from the subway if one were to accept that *all* of the following are reasonable and are highly likely to happen:

- SFMTA chose to use January 2020 "AM Peak" ridership numbers (that is, pre-pandemic "worst case" numbers) as the baseline for its forecast.
- Starting from this high-water mark, SFMTA then extrapolated those "worst case" ridership numbers to an assumed future SF population of over 1.2 million people. (SF's population in 2023 was about 800,000, a decrease of 7% since 2020.)
- SFMTA then made the unlikely assumption that the full "Housing Element" of 82,000 units will actually be built by 2031. (SF issued permits for only 581 new units in 2023.)
- Although future housing development seems most likely to adjoin the T-Third corridor, which does not use the Market Street subway at all and where residential density is relatively low, SFMTA's forecast does not incorporate the future demand/capacity that will be handled by the T-Third line. (11/16 CWG Slide 17) Nor does the forecast consider the impact of the proposed Geary Blvd. rail line on future capacity.
- Finally, SFMTA made the additional assumption that in future years, SF workers will return to downtown work at **100%** of pre-pandemic levels, apparently discounting any possibility that in the future some work may continue to be performed remotely.

SFMTA has asked CWG Members to accept this "doomsday" forecast, and did not present any alternative forecasts in which some but not all of these assumptions might occur (or might occur to some lesser degree). At the 11/16 meeting, at least one CWG Member questioned SFMTA's reliance on a single forecast, and asked SFMTA to perform a "sensitivity analysis" that would include other possible scenarios in addition to this "worst case" assumption. SFMTA did not perform the requested "sensitivity analysis." CWG Members should ask whether alternative projections were not provided because they would not have supported the assumption of "overcapacity" that SFMTA insists makes it "necessary" to remove one or more lines from the subway.

**The Memo Omits Better Strategies That Yield More Capacity and Retain All Lines In the Subway:**

We analyzed the "packages" set forth in the Memo. We then considered whether there are other ways, using the existing fleet of 219 LRVs, to yield better subway capacity with the same, or fewer, trains. The answer is yes. We respectfully request that the CWG add these more efficient, more rider-friendly, and less divisive alternatives to the limited set of "packages" presented in the Memo.

First, we looked at the number of cars per hour (CPH) and trains per hour (TPH) that Muni Metro currently operates. Next, we calculated the CPH and TPH that would operate if SFMTA were to implement the packages described in the Memo, and calculated the percentage increase in capacity that would result. Finally, we developed alternative strategies, each of which removes NO lines from the subway, but yields GREATER percentage increases in capacity. These alternatives expose the error of SFMTA's claim, based solely on an unsupported "doomsday" forecast, that removing one or more lines from the subway is "necessary." Appendix 3 presents, in table form, the alternatives described below.

**How It Is Now**: The current Muni Metro fleet has 219 cars (or LRVs). The maximum number of LRVs that should be assigned for transit service is 182, because it is best industry practice to reserve a number of extra cars for service and maintenance (the "float"). The "float" is calculated as 20% above the number of cars needed for maximum service demand (not 20% of the total number of cars in the fleet).

Based on the published Muni Metro schedule for the J, K, L, M and N as of 9/28/24, SFMTA currently uses a total of 99 LRVs to run 28 TPH in the Market St. subway (which is 52 CPH, because some lines run 1-car trains and others run 2-car trains). The T-Third, which does not use the Market St. subway, currently uses a total of 26 LRVs, for a "system total" of 125 LRVs, well within the maximum system capacity of 182. See Appendix 3, Table 1.

**Packages In the SFMTA Memo:** We analyzed the packages in the Memo and focused on the strategies that remove three lines (J, K and L) from the subway (Packages B, E and F). We wanted to look at the "best case" for capacity set forth in the Memo, and removing three lines from the tunnel creates more space in the subway than removing one or two lines.

The Memo does not disclose what headways would apply to each line, so we assumed 5-minute headways for the M and N in the subway (which is possible when only two lines are in the subway), kept the current 10-minute headways for the surface-only K and L and the new surface portion of the M, and assumed 10-minute headways for the J (possible because of the removal of the subway segment). This package from the Memo would operate a total of 132 LRVs to run 72 CPH in the subway. This would yield a **38% increase in capacity from the current schedule** (from 52 CPH to 72 CPH), and would require a total of 179 LRVs (132 in the Market St. subway plus 26 LRVs on the T). See Appendix 3, Table 2.

But the Memo fails to consider some alternatives that leave all lines in the subway and yield better capacity, using the existing fleet. By way of example, we describe two such alternatives below.

**Alternative 1 - All Lines/No Coupling**: For example, running 2-car J trains at 12-minute headways, 2-car K and L trains at 9-minute headways, 3-car M trains at 9-minute headways and 3-car N trains at 8-minute headways would use a total of 153 LRVs to run 77 CPH. See Appendix 3, Table 3. This is within the capacity of the current fleet size, and represents a **48% increase in capacity from the current schedule**, which exceeds the 38% increase in capacity yielded by the packages in the Memo.

**Alternative 2 - All Lines/K-M Coupling**: An even more efficient alternative involves coupling some or all K and M trains before they enter the subway (possibly at St. Francis Circle). Coupling trains before they enter the subway (and uncoupling after they leave it) avoids forced transfers while increasing subway capacity by allowing longer trains in the subway while keeping shorter trains on the surface.

SFMTA originally included train coupling as a strategy CWG should consider (11/16 CWG Slide 13), but the Memo inexplicably omits it. This is likely due to a misperception that coupling has "low potential" to increase capacity, either because the older Breda LRVs experienced problems when coupling, or because of a concern that trying to couple all trains could lead to excessive wait times at the coupling site. But the older Breda LRVs are being phased out, and the mechanics of coupling the new Siemens cars is much improved. And if coupling all K and M trains is unworkable, "opportunistic coupling" removes the concern that surface delays might cause the lead train to wait too long to couple if the second train is delayed. "Opportunistic coupling" occurs when the second train arrives at the coupling site within a set time (say one minute) after the arrival of the lead train. If the second train does not arrive within that time, the lead train proceeds uncoupled.

We considered a full coupling scenario in which 1-car K trains would couple with 2-car M trains. This scenario would use 150 LRVs and yield 79 CPH in the subway. See Appendix 3, Table 4. The total number of LRVs (when the T is added) is 182, which is within the system capacity. Alternatively, if the K and M trains were to couple "opportunistically" 75% of the time, that would yield 30 TPH with no change in CPH. Either coupling strategy yields a **52% increase in capacity from the current schedule**, which greatly exceeds the 38% increase yielded by the packages in the Memo.

We ask the CWG to amend the Memo to add strategies like the ones described above, which increase capacity more than those set forth in the Memo without removing ANY lines from the subway.

**Future Removal of ANY Lines Should be a Last Resort, With Conditions**

Our Workgroup believes that removal of ANY line from the subway must be a last resort, not a first response, which should be considered only if and when (1) congestion actually occurs, and (2) all other methods of reducing congestion have been exhausted.

With respect to the J-Church, the SFMTA Board directive requires SFMTA to show that "redline delays" have occurred before the J can be removed from the subway. The Memo fails to meet, or even acknowledge, this requirement. Of the seven packages that would remove the J from the subway, only one (Package G) states that the J would be removed only "if necessary for capacity." At a minimum, all packages that would remove the J-Church must contain the Board-required condition.

But our message to CWG today goes beyond protecting our own line. We learned from our struggle to restore the J-Church to the subway that SFMTA is willing to pit riders of one Metro line against another. Accordingly, we have joined forces with riders from other affected lines to jointly promote the message that NO lines should be removed from the subway, unless and until SFMTA establishes (with actual data rather than "worst case" forecasts) that subway congestion has occurred. If that happens, SFMTA must further demonstrate that it has attempted all other means of reducing congestion before considering removing any lines from the subway.

A partial list of strategies SFMTA should attempt, which are not addressed in the Memo, include: the alternative scheduling strategies described above; running longer J, K and/or L trains; decreasing the number of S Shuttles or eliminating them entirely; extending one or more lines past the Embarcadero terminal for turn-around; and/or full or opportunistic train coupling. This list is far from complete, but it demonstrates the many cost-effective options SFMTA has at its disposal to address congestion without removing any lines from the subway.

**Our Request to CWG:**

We have seen, but are not persuaded by, SFMTA's assurances that any "strategies that advance would be developed with extensive additional outreach and analysis before any project moves forward." We expect CWG Staff to argue that the issues we raise here are "premature." But we have lost trust in SFMTA's outreach process for the reasons detailed in the "J Church Story." Moreover, CWG's stated purpose, as the Memo says, is to "recommend" a package or packages in the Capacity Study's final report. Any such "recommendations" will certainly be portrayed by SFMTA as a reflection of the "community input" the CWG purportedly represents. San Francisco Muni riders will likely assume that the CWG represented all affected groups equally, and that "the community" has already vetted and approved the recommended strategies.

Now is the time for CWG Members to ensure that the final Capacity Study "recommendations" reflect the "community input" that SFMTA claimed it sought when it assembled the CWG. This is our community input. We respectfully ask that the full CWG review it and that it be considered and reflected in the CWG's final recommendations.

We welcome any questions and thank you for your consideration.

Sincerely,

Kathy Setian

Kathy Setian, Coordinator
ksetian@sbcglobal.net

Karen Kennard

Karen Kennard
kkennardsf@outlook.com

On behalf of the Restore the J Workgroup

OPINION • OPINION

# The J-Church Story

## An Uphill Battle to Save the 'One-Seat Ride'

*By Karen Kennard*


Riders and transit workers celebrate the return of the J-Church to the subway after a year-long campaign to restore the "one-seat ride" to and from downtown. *Photo by Peter Straus*

The J-Church, which began operation in 1917, is the oldest of the five Muni Metro lines, and the most scenic. When it emerges from an ivy-covered passageway above Dolores Park, it treats riders to a panoramic view of the downtown skyline and the sparkling bay beyond.

Until the pandemic, J riders had enjoyed a "one-seat ride" to and from downtown with no need to transfer.[1] This is why many people chose to buy or rent near the J-Church route. In fact, the ability to ride downtown without having to transfer was so important that voters in the 1960s conditioned their original approval for the construction of the downtown subway on maintaining a "one-seat ride" downtown for all five Muni Metro lines.[2]

But in 2020, the San Francisco Municipal Transportation Agency (MTA) used the cover of the global pandemic to convert the J-Church to a "surface-only" line, forcing J riders to navigate a hazardous transfer at Church and Market to travel downtown.

The MTA's exploitation of the pandemic crisis to impose an unpopular service cut, without public participation, caused such an outcry that in December 2021, the MTA Board voted unanimously to override an MTA recommendation for a "surface-only" J-Church and ordered the MTA to restore the J to the subway. Here is that story.

### Using the Pandemic as Cover

In early 2020 when the pandemic began, the MTA responded to Mayor London Breed's emergency shelter-in-place order by suspending all Muni Metro service. But the MTA then used the pandemic as cover to do something its director, Jeffrey Tumlin, had wanted to do long before the pandemic—remove the J from the subway and force J riders to transfer at Church and Market streets.

We know this because in 2019, before the pandemic, Tumlin spoke about removing the J from the subway.[3] In a revealing interview on the site SF.Curbed.com, Tumlin, a Noe Valley resident, admitted that he avoided riding the J-Church (described in the piece as "horrid," "execrable," and "dismal"). In the interview, given as he prepared to begin his term as MTA director, Tumlin suggested a proposal to "take the J out of the subway" and have it "terminate at Market and Church in lieu of going underground."

The pandemic provided an opportunity to stealthily implement Tumlin's vision. At a time when most Metro riders were quarantined or working from home, the MTA decided NOT to return the J-Church to the subway when the subway reopened. To silence any concerned riders who somehow got wind of this plan, the MTA assured them this change would be "temporary." For example, in a poorly publicized and lightly attended remote hearing in July 2020, the MTA stated that the J was being kept out of the subway "on a temporary basis as part of the COVID-19 emergency response," and explained that the "temporary" change to a surface-only J-Church "would be removed within 120 days after the mayor's emergency order was lifted."

And so, on Dec. 19, 2020, the MTA resumed J-Church service as a "surface-only route," with a forced transfer to buses at Church and Market for downtown passengers. At the time, this forced transfer, while burdensome and inconvenient, did not cause alarm, because the subway was still closed.

The MTA began restoring subway service in 2021. In May 2021, the K/T and N lines were the first lines to be returned to the subway. In August 2021, M riders, assisted by Supervisors Myrna Melgar and Ahsha Safai, successfully pressured the MTA to restore M subway service.

Due to ongoing construction, the L line was not expected to resume subway service until 2024. That left only the J-Church out of the subway. J riders logically assumed that their subway service would be next to be restored. They would soon learn otherwise.

As time passed, riders became concerned about the MTA's failure to restore the J to the subway. Many riders had problems navigating the "forced transfer" at Church and Market, an intersection on Muni's High Injury Network (HIN) map.

This transfer was especially difficult for seniors, the disabled, families with small children, and vulnerable individuals concerned about street safety while waiting to transfer there.



The MTA knew the forced transfer was unpopular, because a Summer 2021 MTA survey about the "transfer experience" at this intersection showed that a majority of riders found the forced transfer difficult to navigate and opposed making it permanent.[4]

When an observant group of riders managed to uncover the fact that the MTA did NOT plan to restore the J-Church to the subway,[5] the Restore the J Workgroup was formed in the summer of 2021. The Workgroup made riders aware of the MTA's plan to keep the J out of the subway, and the public responded with a flood of letters, petitions, and comments at public meetings voicing their opposition to the forced transfer.

The MTA tried to head off this growing opposition by claiming that removing the J-Church from the subway had reduced subway delays. But the MTA knew better. The real reason the subway in 2021 experienced fewer delays was because ridership was way down relative to pre-pandemic levels, and the MTA was running only 20 trains per hour (TPH) in the subway, as compared to 41–42 TPH before the pandemic.

In fact, the MTA admitted that the subway had capacity to run at least 30 TPH before congestion might even be a concern, so there was ample capacity to run four, five, or even six J-Church trains per hour while remaining well under 30 TPH. Still, the MTA persisted with its plan.

### Three Options Proposed

Unable to stem the tide of public opposition, the MTA switched tactics. On Oct. 22, 2021, the MTA proposed three options for the J. Option 1, designated as the MTA's preferred option, would continue the forced transfer at Market Street. Option 3 would restore the J to the subway only in the evenings, with a surface-only J running every 10 minutes during the day. Not surprisingly, there was no public support for either of these options.

The MTA's Option 2 would return the J to the subway, but at 15-minute intervals—by far the longest headway of any Muni Metro line. The MTA clearly hoped that extending the headway to 15 minutes would chill support for restoring the J to the subway. But to the MTA's surprise, Option 2 quickly gained massive public support.

A petition supporting Option 2 gained 725 signatures, and over 300 individual letters of support for Option 2 were submitted. The signatures and letters came from across the city, from the Tenderloin, Outer Mission, and Excelsior to Bernal Heights, Noe Valley, the Duboce Triangle, and beyond.

Option 2 was also endorsed by citywide organizations like SF Transit Riders, SaveMuni, the Coalition to Restore Muni, and Senior and Disability Action, as well as neighborhood groups like Upper Noe Neighbors, which conducted a written survey regarding J-Church service options and found that 92 percent of its members supported Option 2.

### MTA Throws a Curve

The MTA Board was scheduled to hold a public hearing and a vote regarding these options on Dec. 7, 2021. Obviously concerned that Option 2 had gained overwhelming popular support and would require the MTA to restore the J to the subway, the MTA tried a last-ditch maneuver to derail this momentum. On Nov. 17, just weeks before the MTA Board meeting and without any prior public outreach, the

CONTINUED ON NEXT PAGE

MTA proposed a fourth option. This confusing option would continue the forced transfer during the day, supplemented by a bus from 30th Street to downtown twice per hour, but would allow the J into the subway after 8 p.m. Not surprisingly, this fourth option, like all others that did not fully restore J-Church subway service, garnered NO public support.

As the MTA Board hearing approached, residents, troubled by the MTA's stubborn refusal to listen to its own riders, contacted their representatives on the MTA's Citizen's Advisory Council (CAC). On Dec. 2, the CAC unanimously approved a resolution for presentation to the MTA Board on Dec. 7, requesting that the Board approve Option 2 and restore the J-Church to the subway.

### Riders Speak, Board Responds

The MTA Board hearing on Dec. 7, 2021, lasted nearly four hours and was informed by multiple written comments, as well as public comments from 25 riders who spoke unanimously in support of restoring the J to the subway (Option 2). Nonetheless, the MTA staff dug in their heels and recommended that the Board adopt the MTA's plan to keep the J out of the subway except after 8 p.m.

Ultimately, the MTA Board voted unanimously to override the recommendation of the MTA staff and directed the MTA to "return the J-Church to the subway at headways of 15 minutes."[6]

The MTA Board also directed the MTA to "monitor subway capacity as usage increases and return to the Board if redline delays are reached."

### The J Returns to the Subway

The MTA scheduled the J-Church's return to the subway for Feb.19, 2022. Despite having previously claimed that restoring the J to the subway would cause congestion, on Jan. 22, 2022, just weeks before J-Church subway service was to resume, the MTA decided to start running five S "shuttles" per hour in the subway. That showed that the MTA knew that restoring the J to the subway would not cause congestion and indeed that the MTA could easily have restored the J to the subway at the more frequent headways enjoyed by all other Muni Metro lines.

The J-Church returned to the subway on Feb. 19, 2022, to the cheers of riders and of operators affiliated with Transit Workers Union Local 250-A.

### J-Church Restoration a Success

Since February 2022, the Restore the J Workgroup has monitored the restoration of J-Church service. Workgroup members have had multiple meetings with the MTA staff to assess ridership and subway performance. Although the MTA representatives have struggled to provide detailed and reliable ridership, performance, and congestion data, they have consistently acknowledged that the subway has not experienced congestion since the J was returned to the subway.[7]

However, while the unreasonably long 15-minute headways of the restored J service should be easier for the MTA to manage than the more frequent departures enjoyed by all other Metro lines, data collected by the Restore the J Workgroup shows that on-time departures from the Balboa Park terminal are wildly inconsistent. The Workgroup therefore plans to ask the MTA to take prompt steps to ensure that an inbound train leaves Balboa Park Station every 15 minutes, as directed by the MTA Board resolution.

### What Happens Next

The MTA Board directed the MTA to leave the J-Church in the subway unless and until the MTA returns to the Board and demonstrates that congestion in the subway is causing "redline delays," a condition that was not defined.

Those delays have not yet occurred. But the MTA recently formed a Muni Metro Community Working Group (CWG), which is considering, among other things, a long-term proposal to remove one or more lines from the subway (referred to as "service restructuring" or "route restructuring").

The CWG's stated mission is to "provide input and community knowledge" to the MTA staff regarding this and other options. But at least four riders who spoke out publicly against forced transfers applied to the CWG, and the MTA did not select any of them. So it is unclear how, if at all, CWG will obtain "input and community knowledge" from those who believe maintaining a one-seat ride for all five Muni Metro lines should be preserved.

The CWG is bound by the Dec. 7, 2021, directive from the MTA Board. Accordingly, before the CWG issues any proposal or recommendation for a future service change that would eremove the J-Church (or any other lines) from the subway, such a recommendation or proposal should include a threshold requirement that the MTA staff must first appear at a public MTA Board hearing and establish, to the satisfaction of the MTA Board and the public, that subway capacity has reached "redline delays." Whether the CWG and the MTA will do so is an open question. ■

1. From 1917 to 1980, the J went downtown on surface-level tracks. In 1980, when the Market Street subway opened, inbound passengers boarded at street level before entering the subway at the Duboce Avenue portal.

2. In 1962, the plan for a subway under Market Street finally gained approval when voters passed a bond measure to build the Bay Area Rapid Transit (BART) system, which would have two tunnel levels: BART on the lower level and Muni on the upper level. The San Francisco Mayor's Transportation Council agreed that this new subway "would allow all five existing streetcar lines to use it" (from *Market Street Subway Dreams*, Dec. 9, 2021, published by Market Street Railway). When San Francisco voters approved the new subway, they did so with the understanding that all five existing streetcar lines—the J, K, L, M, and N—would have access to it, in the belief that "single-seat streetcar rides downtown would continue, with faster service in the new subway."

3. "We in Transportation Have to Clean Up the Mess of Bad Housing Policy, Says New SFMTA Director," Curbed San Francisco, Nov. 18, 2019 (https://sf.curbed.com/2019/11/18/20964854/interview-jeffrey-tumlin-muni-mta-housing-transit-plan).

4. J-Church Transfer Improvements Community Survey Results, Sept. 15, 2021.

5. It was difficult for the average rider to figure this out, because it was not publicized, which meant riders had to "read between the lines." For example, the MTA published its "2022 Service Plan" in September 2021. The plan discussed bus service at length but did not mention the J-Church at all. From this omission, the MTA apparently expected riders to intuit that the J-Church would remain "surface-only" on a permanent basis, despite the MTA's prior assurances the transfer was "temporary."

6. The SFMTA Board Minutes, Dec. 7, 2021, as approved by the SFMTA Board on Dec. 21, 2021 (Resolution 211207-147).

7. The MTA has sought to revise history by recasting its failed effort to remove J-Church subway service as a success, despite the fact that it was opposed by riders and rejected by the MTA Board. The MTA's website continued to display misleading reports falsely claiming that the surface-only J reduced congestion in the subway, without admitting that the reason congestion was reduced was not due to removal of the J but because the MTA was running about half the number of trains per hour in the subway as it had run before the pandemic.

**Karen Kennard** *is a resident of Church Street and a member of the Restore the J Workgroup formed three years ago by Noe Valley activist Kathy Setian. She is also an attorney and arbitrator, a member of Upper Noe Neighbors, and a self-described "enthusiastic J-Church rider."*

**APPENDIX 2: CWG APPLICATION CRITERIA**

# Muni Metro Community Working Group Application

Share this: Facebook Twitter LinkedIn

**Service Affected**

Accessibility, Transit

**Neighborhoods Affected**

Outer Sunset, Inner Sunset, Parkside, Outer Mission, Excelsior, West of Twin Peaks, Noe Valley, Castro / Upper Market, Bernal Heights, South of Market (SoMa), Chinatown, Downtown / Civic Center, Bayview / Hunters Point, Potrero Hill

**Route(s) Affected**

F Market & Wharves (APEC Reroute), J Church, L Taraval (Suspended), M Ocean View, N Judah, S Shuttle

**The application period for the Community Working Group closed on October 18, 2023. Thank you for your interest!**

Are you a regular Muni Metro rider? Are you involved in your community and live or work along Muni Metro corridors? The SFMTA is seeking people like you to **serve as representatives on the Muni Metro Community Working Group** to help modernize Muni Metro to meet the future needs of San Francisco. Your participation will help shape the Muni Metro Capacity Study to achieve a faster, more reliable and higher capacity Muni Metro.

## What will the Community Working Group do?

Read the Community Working Group charter.

The purpose of the Community Working Group is to provide input and community knowledge to SFMTA staff and help staff understand trade-offs and community priorities during the Muni Metro Capacity Study to shape Muni Metro Modernization strategies. Staff will work with Community Working Group members to discuss and consider the strategies and tradeoffs presented in the Study, and how best to balance these to meet the city's future Muni Metro needs.

This Muni Metro Capacity Study - a key planning step in the Muni Metro Modernization program - will help SFMTA staff develop ways to increase the capacity of the Muni Metro system to prepare for San Francisco's growth in the coming decades.

*(continued)*

## Who should apply for the Community Working Group and how will members be selected?

The Muni Metro Capacity Study staff team will select Community Working Group members who best meet these criteria:

- Involved in their community and able to speak to broader community priorities in Working Group discussions
- Brings a civic-minded perspective to this long-range effort that will consider strategies that may not make sense to pursue now but may be needed in the future
- Represents the diverse demographics of communities served by Muni Metro
- Interested in engaging in dialogue with a diverse group of people with different perspectives
- Represents one or more of the following perspectives:
    - Frequent Muni Metro riders
    - Seniors
    - People with disabilities
    - Residents, institutions, merchants, and students in close proximity to surface rail on the M Ocean View and N Judah where future infrastructure changes are likely needed the most to support growth in ridership
    - People who frequently travel in close proximity to surface rail on the M Ocean View and N Judah where future infrastructure changes are likely needed the most to support growth in ridership

## Working Group logistics

The Community Working Group will meet approximately five times throughout 2023 and 2024.

An in-person kick-off event will be held on November 2, 2023, at SFMTA offices 1 South Van Ness for Working Group members to get to know each other and the perspectives and experiences they bring to the group. The next meeting, on November 16, will be the first regular meeting of the group.

The format, dates and times of future meetings will be determined by Working Group members, with facilitation by SFMTA staff.

## Key dates

- September 11, 2023 – Start of application period
- October 18, 2023 – End of application period
- October 25, 2023 – Selected participants notified
- November 2, 2023 – First Community Working Group meeting, 6 p.m. – 7:30 p.m. (in-person location to be determined)
- November 16, 2023 – Second Community Working Group meeting, 6 p.m. – 7:30 p.m. (format to be determined)

## How to apply

To apply, please **complete the application online** no later than 12 a.m. midnight on October 18, 2023. ***All applications must be received by the close of the application period.**

For additional information email Kansai Uchida, **Kansai.Uchida@SFMTA.com.**

## APPENDIX 3: STRATEGY COMPARISON TABLES 1-4

*Please refer to the Key on the next page for abbreviations.*

**Table 1: CURRENT OPERATIONS as of 9-28-24**

LRV FLEET=219 (182 allowing for 20% float)

| LN | DEST | CYC | HDW | TRN | 1C | 2C | 3C | TPH | CPH | LRV4 |
|---|---|---|---|---|---|---|---|---|---|---|
| J | BP-M | 105 | 15 | 4 | 7 | | | 4 | 4 | |
| K | BP-M | 100 | 10 | 10 | | 20 | | 6 | 12 | |
| L | 46-M | 100 | 10 | 10 | | 20 | | 6 | 12 | |
| M | BP-M | 110 | 10 | 11 | | 22 | | 6 | 12 | |
| N | OC-K | 150 | 10 | 15 | | 30 | | 6 | 12 | |
| | Subtotal (MM subway) | | | 50 | 7 | 92 | | 28 | 52 | 99 |
| T | SU-R | 130 | 10 | 13 | | 26 | | | | |
| | System Total | | | 63 | 7 | 118 | | **28** | **52** | **125** |

**Table 2: SFMTA MEMO PACKAGES**

LRV FLEET= (182 allowing for 20% float)

**Increase in Capacity: Subway CPH +38%**

| LN | DEST | CYC | HDW | TRN | 1C | 2C | 3C | TPH | CPH | LRV4 |
|---|---|---|---|---|---|---|---|---|---|---|
| J-M | CHM-SFSU | 100 | 10* | 10 | 10 | | | | | |
| K-L | BP-46 | 110 | 10* | 11 | 11 | | | | | |
| M | SFSC-M | 70 | 5 | 14 | | | 42 | 12 | 36 | |
| N | OC-K | 150 | 5 | 30 | | | 90 | 12 | 36 | |
| | Subtotal (MM subway) | | | 65 | 21 | | 132 | 24 | 72 | 132 |
| T | SU-R | 130 | 10 | 13 | | 26 | | | | |
| | System Total | | | 78 | 21 | 26 | 132 | **24** | **72** | **179** |

*Assumed

**Table 3: ALL SUBWAY LINES – NO COUPLING**

FLEET = 219 (182 allowing for 20% float)

**Increase in Capacity: Subway CPH + 48%**

| LN | DEST | CYC | HDW | TRN | 1C | 2C | 3C | TPH | CPH | LRV |
|---|---|---|---|---|---|---|---|---|---|---|
| J | BP-M | 96 | 12 | 8 | | 16 | | 5 | 10 | |
| K | BP-M | 99 | 9 | 11 | | 22 | | 6.5 | 13 | |
| L | BP-M | 99 | 9 | 11 | | 22 | | 6.5 | 13 | |
| M | BP-M | 108 | 9 | 12 | | | 36 | 6.5 | 18 | |
| N | OC-K | 152 | 8 | 19 | | | 57 | 7.5 | 23 | |
| | Subtotal (MM subway) | | | | | 60 | 93 | 32 | 77 | 153 |
| T | | 126 | 9 | 14 | | 28 | | | | |
| | System Total | | | 75 | | 88 | 93 | **32** | **77** | **181** |

**Table 4: ALL SUBWAY LINES – COUPLE K&M**

LRV FLEET=219 (182 allowing for 20% float)

**Increase in Capacity: Subway CPH + 52%**

| LN | DEST | CYC | HDW | TRN | 1C | 2C | 3C | TPH | CPH | LRV4 |
|---|---|---|---|---|---|---|---|---|---|---|
| J | BP-M | 96 | 12 | 8 | | 16 | | 5 | 10 | |
| K | BP-M | 104 | 8 | 13 | 13C | | | 7.5 | 23 | |
| M | BP-M | 112 | 8 | 14 | | 28C | | | | |
| L | 46-M | 96 | 8 | 12 | | | 36 | 7.5 | 23 | |
| N | OC-K | 152 | 8 | 19 | | | 57 | 7.5 | 23 | |
| | Subtotal (MM subway) | | | 66 | 13 | 44 | 93 | 28 | 79 | 150 |
| T | | 128 | 8 | 16 | | 32 | | | | |
| | System Total | | | 82 | 13 | 76 | 93 | **28** | **79** | **182** |

Note C: 1-car K and 2-car M coupled at St Francis Circle;
80% LRV= 175

**Column Headings:**

LN = Line

DEST = Destination (see Terminal Abbreviations, below)

CYC= Cycle time in minutes

HDW = Headway

TRN = number of trains needed by that line (CYC/HDW)

1C/2C/3C is how the trains (TRN) would be configured (1 car, 2 car, 3 car)

TPH = Trains per hour (60/HDW)

CPH = Cars per hour = TPH * number of cars per train
LRV4 = number of LRV4 cars needed (1C+2C+3C)

**Terminal Abbreviations:**
BP=BALBOA PARK
M= MMT
E=EMB
46=WAWONA-46th Ave
SFSU=19th Ave-HOLLOWAY
K= 4TH-KING
R= CHINATOWN ROSE PAK
C= CASTRO
S = SUNNYDALE
CHM = CHURCH-MARKET

Outlook

**Fwd: FW: Metro Capacity Study Updates**

**From** Paula Katz <paulagiants@gmail.com>
**Date** Wed 10/16/2024 2:55 PM
**To** Maguire, Mariana <Mariana.Maguire@sfmta.com>

1 attachment (389 KB)
2024.09.19 Meeting Notes.pdf;

EXT

Hello Mariana,

Paula Katz here, formerly with Save Our L Taraval Stops! I am a community member of the Executive Board of People of Parkside Sunset (POPS), our local Taraval merchant group. A friend forwarded me the email below that you sent to some non-members who could attend to observe. When I applied for the Community Working Group (CWG) and was not chosen, Kansai Uchida agreed that I and others who were not chosen would be able to attend the meetings as observers, and he promised to let us know when the meetings would be held. I attended one virtual meeting in November and then heard nothing, until a friend notified me that there had been a couple meetings, the last one on September 19. Contrary to Kansai's promise, I had not been informed of any of these meetings. I understand that he left the group, but he had attended the May 9, 2024, meeting and did not notify me of that meeting. And he apparently had not notified Liz Brisson that we should be notified of all CWG meetings. I would greatly appreciate your putting me on the mailing list for all upcoming meetings.

As you know, for a couple years during the Taraval Street construction and once Muni Metro reopened, L riders had to ride the L bus and transfer at West Portal to go to and from downtown. Except for the one bus an hour that then-supervisor Gordon Mar negotiated with SFMTA to preserve a single-seat ride between the SF Zoo and the Embarcadero. In September 2024, the construction on Taraval Street finally finished, and our L Taraval light rail vehicle finally returned. SFMTA's Press Release dated September 19, 2024, the same date of the CWG Meeting, states: "Riders will once again be able to enjoy a one-seat ride from downtown to the beach." I just want to point out the irony that on the very same date that SFMTA raved about the return of the L Taraval train with single-seat rides between the beach and downtown, SFMTA was presenting to the Muni Metro Modernization Capacity Study Community Working Group 8 long-term proposals, 4 of which removed the L and K from the subway by interlining them. It's almost like on one hand SFMTA giveth, while on the other hand SFMTA proposes taking the same away. L riders and Taraval merchants, who

rely on customers riding the L Taraval, will feel betrayed when they learn this. I realize that these are just long-term proposals. But proposals have a way down the road of being presented to the Board for approval.

Also, could you please tell me if any of the Capacity Strategies or the 8 proposals would involve changing the boarding islands that were just built on Taraval. I don't really understand Capacity Strategy 3: Station platform height, and whether using either low-floor or high-floor light rail vehicles would require our new boarding islands to be rebuilt. So I would appreciate your letting me know.

As we are not allowed to participate in the meetings, I would appreciate your notifying the Community Working Group at the next meeting that you have heard that L Taraval riders, who have had to suffer through years of construction on Taraval Street, delays, and forced transfers at West Portal, will not support interlining the L & K and forcing L riders to once again have to transfer at West Portal, and K riders to start having to transfer, even as long-term proposals. The Community Working Group members should understand the long-term implications for riders of these lines. Especially as there is only one District 4 resident on the CWG.

Thank you very much. I look forward to hearing back from you and receiving future meeting notices and anything else that the Community Working Group receives.

Paula

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**From:** Maguire, Mariana <Mariana.Maguire@sfmta.com>
**Sent:** Thursday, October 10, 2024 5:23 PM
**Cc:** Brisson, Liz <Liz.Brisson@sfmta.com>; McMillan, Erin <Erin.McMillan@sfmta.com>
**Subject:** Metro Capacity Study Updates

Good evening,

I'm writing to let you know that we will host the next Metro Capacity Study Community Working Group meeting on November 20 at 6:30 p.m. fully remote. We plan to continue to conversation from our September meeting. Below is the Teams meeting information.

In addition, here are the notes from the September 19 meeting, attached and linked: Notes: Meeting 4 Community Working Group (Capacity Study, Muni Metro Modernization) | SFMTA

These and all met materials are also available through our project webpage, SFMTA.com/MetroStudy.

Outlook

**FW: People of Parkside Sunset (POPS) 11/7/24 Motion for the Muni Metro Capacity Study Community Working Group**

**From** Brisson, Liz <Liz.Brisson@sfmta.com>
**Date** Fri 11/15/2024 2:44 PM
**To** Maguire, Mariana <Mariana.Maguire@sfmta.com>

**Liz Brisson**
Long Range Transit Corridor Planning Manager
Transit Division
Pronouns: she/her(s)

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**From:** Brisson, Liz
**Sent:** Friday, November 8, 2024 2:25 PM
**To:** Paula Katz <paulagiants@gmail.com>
**Cc:** Albert Chow <president@sf-pops.com>; Maguire, Mariana <Mariana.Maguire@sfmta.com>
**Subject:** RE: People of Parkside Sunset (POPS) 11/7/24 Motion for the Muni Metro Capacity Study Community Working Group

Dear Paula and POPS,

Thank you for your feedback. I'm confirming receipt. Yes, we can share your correspondence with the CWG and post on our website.
I'd like to suggest the following next step. Let's meet sometime soon to discuss your feedback and share more information about what the Muni Metro Capacity Study is and is not doing. The materials we are preparing for our November 20 meeting will be published next week. I think you'll see that the concerns you have are not dissimilar from those of CWG members who have provided feedback at prior meetings. The November 20 meeting is intended to continue a dialogue about these topics and further show our work about why restructuring Muni Metro lines is under study.

The good news is we have significant opportunity to increase capacity before route restructuring may become necessary. The purpose of the Study is to explore and analyze multiple strategies. Since this

work is ongoing, we haven't had a chance yet to share all the information we are learning. That's why I'd like you to see those materials before we meet and discuss further.

Please let know a good time to meet after November 20. I am flexible to work around whatever is best for your group.

I also want to underscore that the CWG is not a decision-making body and it is not the case that each CWG member gets one vote. We received over 80 applications for the CWG. We based selections on a range of criteria to ensure diversity and equal representation of all Muni Metro stakeholders, including making sure there is someone who rides on the portion of any line that would be affected by any of the route restructuring ideas under consideration.

While route restructuring is one concept under exploration through the Study, there are many other strategies we're studying as well. We wanted to make sure a variety of CWG perspectives relevant to all those potential strategies were represented in the group.

In addition, the CWG is not the only form of outreach that will occur as a part of our Study. We are always happy to make presentations to interested groups, such as POPS, and receive ideas, thoughts, and feedback. This Study will not end in any final decisions about route restructuring or any of the other strategies under study. We would conduct additional community outreach and policy-maker deliberation after the completion of the Study and before any implementation decisions are made.

I look forward to meeting to discuss more soon.

Sincerely, Liz

**Liz Brisson**
Long Range Transit Corridor Planning Manager
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**From:** Engardio, Joel (BOS) <joel.engardio@sfgov.org>
**Sent:** Friday, November 8, 2024 7:37 AM
**To:** Thompson, Marianne (ECN) <marianne.thompson@sfgov.org>; Paula Katz <paulagiants@gmail.com>; Brisson, Liz <Liz.Brisson@sfmta.com>
**Cc:** Albert Chow <president@sf-pops.com>; Goldberg, Jonathan (BOS) <jonathan.goldberg@sfgov.org>; Tumlin, Jeffrey <Jeffrey.Tumlin@sfmta.com>; MTABoard <MTABoard@sfmta.com>; Tang, Katy (ECN) <katy.tang@sfgov.org>; Sweet, Alexandra C. (MYR) <alexandra.c.sweet@sfgov.org>
**Subject:** Re: People of Parkside Sunset (POPS) 11/7/24 Motion for the Muni Metro Capacity Study Community Working Group

I agree with POPS that a single seat ride is essential. I hope a voice from POPS can be at the table.
Joel

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**From:** Thompson, Marianne (ECN) <marianne.thompson@sfgov.org>
**Sent:** Friday, November 8, 2024 7:11:52 AM
**To:** Paula Katz <paulagiants@gmail.com>; Brisson, Liz (MTA) <Liz.Brisson@sfmta.com>
**Cc:** Albert Chow <president@sf-pops.com>; Engardio, Joel (BOS) <joel.engardio@sfgov.org>; Goldberg, Jonathan (BOS) <jonathan.goldberg@sfgov.org>; Tumlin, Jeffrey (MTA) <Jeffrey.Tumlin@sfmta.com>; MTABoard <MTABoard@sfmta.com>; Tang, Katy (ECN) <katy.tang@sfgov.org>; Sweet, Alexandra C. (MYR) <alexandra.c.sweet@sfgov.org>
**Subject:** RE: People of Parkside Sunset (POPS) 11/7/24 Motion for the Muni Metro Capacity Study Community Working Group

Thank you, Paula.
M.

**Marianne Mazzucco Thompson**
Small Business Engagement Specialist
Main: 415- 554-6134
Direct: 628-652-4988
sf.gov/OSB

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**From:** Paula Katz <paulagiants@gmail.com>
**Sent:** Thursday, November 7, 2024 11:05 PM
**To:** Brisson, Liz (MTA) <Liz.Brisson@sfmta.com>
**Cc:** Thompson, Marianne (ECN) <marianne.thompson@sfgov.org>; Albert Chow <president@sf-pops.com>; Engardio, Joel (BOS) <joel.engardio@sfgov.org>; Goldberg, Jonathan (BOS) <jonathan.goldberg@sfgov.org>; Tumlin, Jeffrey (MTA) <Jeffrey.Tumlin@sfmta.com>; MTABoard <MTABoard@sfmta.com>
**Subject:** People of Parkside Sunset (POPS) 11/7/24 Motion for the Muni Metro Capacity Study Community Working Group



Hi Liz,

Tonight People of Parkside Sunset (POPS), which is the leading merchant/community group on Taraval Street, unanimously passed the following motion regarding the Muni Metro Capacity Study Community Working Group:

1. POPS members demand to be represented on the Community Working Group, starting with the November 20, 2024, meeting.
2. POPS wants to keep a single seat ride on the L Taraval and K Ingleside to and from downtown, with no interlining.
3. POPS opposes any short or long-term plans of forced transfers on the L, K and J lines and not allowing those lines to enter the subway.

The following explains the history and reasoning for our motion:

The L Taraval train finally returned to service on September 28, 2024. After years of construction forced L riders to take the bus and transfer at West Portal to go to and from downtown, riders once again have single-seat rides between the SF Zoo and the Embarcadero. SFMTA has repeatedly publicized this very fact as the L returned to service.

Previously, SFMTA planned to combine the L and K lines, in what they call interlining, so that the new L/K line would run from the SF Zoo to West Portal to City College and back, and all riders would have to transfer at West Portal to go downtown or back home. But huge community opposition to any such plan forced SFMTA to drop this plan. Although SFMTA told us that they **currently** don't have any plans to interline, we have learnt that interlining the L & K and forcing L & K riders to transfer at West Portal is part of four of the eight long-term 20-year capacity strategies that SFMTA has presented to the Community Working Group for discussion, including at the November 20th meeting.

In addition, when MUNI reopened after the pandemic, they changed the J Church into a surface-only line and forced J riders to navigate a hazardous transfer at Church & Market to travel downtown. But Restore the J Workgroup organized massive community opposition to the forced transfers, and over the objections of the SFMTA staff, convinced the SFMTA Board of Directors to restore the J line into the subway. Yet seven out of the eight long-term capacity strategies that the Community Working Group is considering would once again remove the J Church from the subway.

In the event that subway congestion were to recur, and in light of the Muni Metro Capacity Study, we fear that SFMTA staff may again propose forced transfers instead of evaluating more reasonable options that would preserve the single-seat ride in and out of the subway for the tens of thousands of L, K, and J riders. Members of POPS and Restore the J Workgroup were intentionally not chosen to participate in the Muni Metro Capacity Study Community Working Group, and L, K, & J regular riders are substantially underrepresented in the group. So once again initial plans affecting tens of thousands of riders will be developed without initial involvement from critical affected community groups. We are tired of having plans developed and presented to us without our input from the beginning, as happened with the original construction plans on Taraval. We have found that once SFMTA staff develops its initial plan for the community, it's substantially harder to convince staff to change it than if we were involved in the initial planning from the very beginning.

We request that this email containing our POPS motion with the history and reasoning, be posted on the Muni Metro Capacity Study website as part of the papers presented to the Community Working Group in advance of its next meeting on November 20th. Our motion should be available to Community Working Group members and to the public.

Please contact Albert Chow, President of POPS, at president@sf-pops.com, about adding a POPS member to the Community Working Group in time for the November 20th meeting.

Thank you.

Paula Katz
People of Parkside Sunset (POPS) Executive Board Member