

THIS PRINT COVERS CALENDAR ITEM NO.: 14

**SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY**

DIVISION: Transit

BRIEF DESCRIPTION:

Authorizing the City Traffic Engineer to approve the installation of tow-away zones and modifications to bus zones on eight Muni Forward corridors and at ten other locations on the list of Transit Delay Hot Spots to enhance safety and reliability following a public hearing as part of the transit priority quick-build program.


SUMMARY:

- The SFMTA established a transit priority quick-build program modeled on the Vision Zero quick-build program, which will include various reversible treatments designed to enhance transit performance and safety on Muni’s slowest segments and highest-priority corridors in support of the City’s Transit First policy.
- The Muni Reliability Working Group, sponsored by Mayor London Breed, Supervisor Aaron Peskin, and Supervisor Rafael Mandelman, specifically recommended creating a transit priority quick-build program to deliver delay reduction methods quicker.
- The proposed action will expedite the implementation of transit priority quick-build projects by delegating authority to the City Traffic Engineer to approve the installation of tow-away zones and bus zone modifications on defined corridors following a public hearing.
- Implementation of transit priority quick-build projects will allow construction and evaluation over a 24-month period.
- Transit priority quick-build projects will include thorough and transparent evaluations, including soliciting stakeholder feedback, collection and analysis of technical data regarding safety and transit performance, and publication of evaluation results.

ENCLOSURES:

1. SFMTA Resolution
2. Muni Hot Spots Map

APPROVALS:

	DATE
DIRECTOR <u></u>	<u>February 10, 2020</u>
SECRETARY <u></u>	<u>February 10, 2020</u>

ASSIGNED SFMTAB CALENDAR DATE: February 18, 2020

PURPOSE

Authorizing the City Traffic Engineer to approve the installation of tow-away zones and modifications to bus zones on eight Muni Forward corridors and at ten other locations on the list of Transit Delay Hot Spots to enhance safety and reliability following a public hearing as part of the transit priority quick-build program.

STRATEGIC PLAN GOALS AND TRANSIT FIRST POLICY PRINCIPLES

This action supports the following SFMTA Strategic Plan Goals and Transit First Policy Principles:

Goal 1: Create a safer transportation experience for everyone.

Objective 1.1: Achieve Vision Zero by eliminating all traffic deaths.

Objective 1.2: Improve the safety of the transit system.

Goal 2: Make transit and other sustainable modes of transportation the most attractive and preferred means of travel.

Objective 2.1: Improve transit service.

Objective 2.2: Enhance and expand use of the city's sustainable modes of Transportation.

Transit First 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. 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.
3. 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.

DESCRIPTION

San Francisco adopted the Transit First policy in 1973, committing the City to prioritize public transit, bicycling, and walking. As part of implementing that policy, SFMTA developed the Muni Forward program, which is making investments in the design and engineering of transit priority street upgrades to improve transit reliability.

Muni Forward transit priority projects are generally focused on Muni's most heavily used transit lines. Over 60 miles of transit priority improvements have been approved since 2014, with more corridors starting outreach soon. Where SFMTA has made Muni Forward upgrades, average transit travel times have typically improved by 10-20%, and riders are experiencing fewer major delays. Even as transit ridership is declining nationally, ridership is increasing on corridors where Muni Forward capital and service investments are focused, including a 14% ridership increase on Muni Rapid bus lines from 2016 to 2018. Muni Forward projects have also improved

pedestrian safety and reduced the number of injury collisions on major transit corridors such as Taraval and Mission streets.

To complement this corridor-based approach to transit reliability improvement, SFMTA staff developed a “hot spot” approach focused on the slowest short segments in the system. The top ten Transit Delay Hot Spots (Hot Spots) were identified by analyzing stop-to-stop Automated Passenger Counter (APC) data for every line in the Muni system, and determining the slowest ten segments during the AM and PM peak periods, using spring 2019 data. These short segments range from 250 feet to 680 feet in length. Each of these segments have median travel speeds of 3 miles per hour or less. A map of these locations is included as Appendix 2 to this report.

To help expedite the delivery of transit priority improvements, the SFMTA plans to implement transit priority quick-build projects on certain Muni Forward corridors and on the top ten Hot Spots in the Muni system by installing reversible and/or adjustable treatments, and other parking and traffic modifications. The transit priority quick-build program is modeled on the Vision Zero quick-build program and leverages the Vision Zero quick-build program’s amendments to the Transportation Code, which enable staff to accelerate installation of transportation improvements. More than ten projects were either constructed or approved by the Vision Zero Quick-Build program in 2019.

Transit priority quick-build projects will draw from treatments that the City Traffic Engineer is currently authorized to implement, including transit queue jumps, stop location changes, Muni exceptions from turn requirements, painted safety zones at stops, adjustments to parking regulations, and changes to the configuration of traffic lanes. These improvements will be implemented using materials such as roadway and curb paint, traffic signs, traffic delineators, traffic signal changes and transit boarding islands.

In addition to measures that can be implemented under the City Traffic Engineer’s existing authority, staff recommends that the SFMTA Board delegate authority to the City Traffic Engineer to approve the installation of tow-away zones and modifications to bus zones on a defined set of corridors to accelerate quick-build improvements. The proposed action would authorize the City Traffic Engineer to install tow-away zones and modify bus zones along these designated locations (discussed below) to establish safe boarding facilities for riders and improve the efficiency of transit stop placement. For instance, SFMTA Board approval would allow for the extension of existing transit boarding islands to improve safety, the addition of right turn pockets to alleviate traffic delay, and optimizing of stops from near side to far side of traffic signals to allow buses to take advantage of transit signal priority.

Policy Background

On January 21, 2020, the Muni Reliability Working Group, sponsored by Mayor London Breed, Supervisor Aaron Peskin, and Supervisor Rafael Mandelman, presented its recommendations to improve Muni performance to the SFMTA Board. The recommendations include several priority actions focused on delivering delay reduction methods quicker and with a more iterative approach, including the following:

- “Create a quick-build program for transit priority investments that mirrors the Vision Zero quick-build program.”
- “Provide active and consistent leadership support at all levels for proven delay reduction methods serving transit – examples include red lanes, transit preferential signals, and quick build designs.”
- “Proactively communicate to the public the SFMTA’s process of testing, analysis, iteration, and showing effectiveness of transit improvements”

Staff established a transit priority quick-build program in response to these recommendations. The proposed action responds to the Muni Reliability Working Group’s recommendations by expanding the City Traffic Engineer’s authority to implement transit priority quick-build improvements, including approving the installation of tow-away zones and bus zone modifications on defined corridors. SFMTA Board approval of this delegation will significantly shorten the time to benefits by allowing for a more iterative field-testing and iteration of potential design modifications, resulting in expedited installation of transit reliability enhancements.

The transit priority quick-build program will include clear accountability through required evaluation and reporting, which supports the Muni Reliability Working Group’s recommendation to “proactively communicate to the public the SFMTA’s process of testing, analysis, iteration, and showing effectiveness of transit improvements.”

Future Muni Forward Corridors, Delay Hot Spots and Initial Project Locations

To implement transit priority quick-build projects on a timely basis, staff requests that the SFMTA Board authorize the City Traffic Engineer to install tow-away zones (to improve safety at stops and implement transit reliability improvements) and remove, relocate or lengthen bus zones on the following eight corridors and ten Hot Spots, based upon a determination of public convenience and necessity including, but not limited to, the alleviation of transit delay and public safety:

Muni Forward corridors:

- J Church line on between Duboce Avenue and Geneva Avenue
- K Ingleside line on Ocean Avenue between Junipero Serra Boulevard and Geneva Avenue
- M Oceanview line between Junipero Serra Boulevard and Geneva Avenue
- N Judah line between Church Street and La Playa
- 22 Fillmore line on Fillmore Street between Duboce Avenue and Marina Boulevard
- 29 Sunset (entire route)
- 1 California (entire route)
- 5 Fulton line on Fulton Street between Arguello Boulevard and Park Presidio

Top Ten Hot Spots:

- 37 Corbett: Church Street and Market Street to 14th Street and Church Street

- 44 O'Shaughnessy: Woodside Avenue and Portola Drive to O'Shaughnessy Boulevard and Portola Drive
- 54 Felton: Van Dyke Avenue and Lane Street to Williams Avenue and 3rd Street
- 30X Marina Express: Pine Street and Front Street to Pine Street and Battery Street
- 27 Bryant: Cyril Magnin Street and Market Street to 5th Street and Mission Street
- 44 O'Shaughnessy: Silver Avenue and San Bruno Avenue to Silver Ave and Bayshore Blvd
- 8AX Bayshore "A" Express and 8BX Bayshore "B" Express: Kearny Street and Sutter Street to Kearny Street and Bush Street
- 19 Polk: Larkin Street and O'Farrell Street to Geary Street and Larkin Street
- 24 Divisadero: Cortland Avenue and Mission Street to 30th Street and Mission Street
- 1BX California "B" Express (and other express routes): Bush Street and Sansome Street to Sansome Street and Pine Street

Note that this delegation is only for the corridors and Hot Spots listed above and cannot be used for other projects unless subsequent SFMTA Board approval is obtained. Based on the outcome of this effort, staff will likely bring new Delay Hot Spot and Muni Forward project locations for SFMTA Board review in the future.

Staff anticipates that this list of quick-build projects will be delivered over a multi-year period. In some instances, it is possible that no quick-build project will be built if a larger capital project is required to address the sources of delay. In some cases, the quick-build project will be the main program for improvement on a given corridor, while in other cases it may be the first step in a larger effort that includes a full Muni Forward capital project, depending on the corridor and its design needs. Staff will return to the SFMTA Board for their review before any permanent Muni Forward capital projects are constructed on these corridors.

Public Hearing

If the City Traffic Engineer is authorized to implement tow-away zones and bus zone modifications on the corridors and locations listed above, a public hearing will be held first on the proposed changes. The public will be notified of the public hearing at which the proposed transit priority quick-build parking and traffic modifications are presented by (1) a posting on at least two utility poles in the affected area for no less than ten calendar days prior to the hearing, (2) via the SFMTA's website consistent with Transportation Code requirements, and (3) at any impacted bus or train stops.

Construction and Evaluation

For quick-build projects, construction and evaluation will occur over a 24-month period. During this time, SFMTA staff will conduct thorough and transparent evaluations, including soliciting stakeholder feedback and collecting and analyzing technical data on the safety and performance of safety improvements. Staff will establish specific evaluation standards for each project. Results from transit priority quick-build project evaluations will be publicized on the SFMTA website.

Transit priority quick-build projects will allow the SFMTA to implement transit reliability and

safety improvements more quickly, provide an opportunity for SFMTA staff to evaluate the effectiveness of improvements, and allow the public to see the actual specific improvements on the ground, observing how they change operations for all users. After a 24-month evaluation phase for each project, SFMTA staff will report to the SFMTA Board of Directors on the results of the project evaluation and provide any recommendations for additional adjustments or longer-term improvements that may be pursued as part of a future Muni Forward capital project.

If a future Muni Forward corridor project is planned in the project area, the results of the evaluation may be used to help inform the design of the project. Staff will return to the SFMTA Board for approval before any permanent, non-reversible capital improvements are made on the corridor.

STAKEHOLDER ENGAGEMENT

Based on input from stakeholders at previous SFMTA Board of Directors meetings as well as input from Mayor Breed and the Muni Reliability Working Group, the public wants transit reliability improvements on San Francisco's most heavily used Muni lines and its slowest segments to occur quickly. With the implementation of transit priority quick-build projects, transit riders will see and use transit reliability improvements and provide feedback to the SFMTA that will in-turn be shared publicly on the SFMTA website and with the SFMTA Board of Directors 24 months after implementation.

Before implementation, each individual transit priority quick-build project will undergo its own public outreach process. Outreach approaches will be developed based on the SFMTA's Public Outreach & Engagement Team Strategy (POETS), tailored to the specific project and stakeholders affected. For instance, techniques may include open houses, mailers, door-to-door merchant outreach, flyers, websites, email updates, and other methods designed to reach a broad range of interested stakeholders and provide an opportunity for feedback to help shape the project. A public hearing will be held prior to City Traffic Engineer approval of specific tow-away zones and bus zone modifications. Once implemented, SFMTA will keep stakeholders informed about the project evaluation process and will continue to welcome feedback from transit riders and community members in the project area.

ALTERNATIVES CONSIDERED

Alternatives to transit priority quick-build projects are building and implementing projects under the current legislative system that can be lengthy for locations where there are immediate transit reliability and safety needs.

FUNDING IMPACT

The proposed action will not result in a funding impact, as the expected transit priority quick-build projects will be implemented through funding and projects already identified in the SFMTA Capital Improvement Program or that will be included in the proposed budget update that will be reviewed by the SFMTA Board in spring 2020. In general, quick-build treatments

cost much less than larger capital projects to improve transit travel time, such as subways or bus rapid transit projects. Individual project costs will be determined on case-by-case basis, but will likely range from as low as \$10,000 for certain Delay Hot Spot locations that only require minor paint and signage changes, to as much as \$10 million or more for larger corridor projects that include significant temporary capital elements, such as temporary concrete boarding islands.

ENVIRONMENTAL REVIEW

On January 23, 2020, the SFMTA, under authority delegated by the Planning Department, determined that the above-mentioned approvals are not defined as a “project” under the California Environmental Quality Act (CEQA) pursuant to Title 14 of the California Code of Regulations Sections 15060(c) and 15378(b).

These approvals do not commit the SFMTA to a definite course of action in carrying out any individual proposal, tow-away zone or bus zone change; any projects proposed as “quick-build” projects that would result in a direct or indirect physical change to the environment will undergo environmental review before project approval.

A copy of the CEQA determination is on file with the Secretary to the SFMTA Board of Directors and is incorporated herein by reference.

OTHER APPROVALS RECEIVED OR STILL REQUIRED

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

RECOMMENDATION

SFMTA staff recommend that the SFMTA Board of Directors authorize the City Traffic Engineer to approve the installation of tow-away zones and modifications to bus zones on eight Muni Forward corridors and at ten other locations on the list of Transit Delay Hot Spots to enhance safety and reliability following a public hearing as part of the transit priority quick-build program.

SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY
BOARD OF DIRECTORS

RESOLUTION No. _____

WHEREAS, The San Francisco Municipal Transportation Agency is committed to making San Francisco a Transit First city that prioritizes sustainable transportation; and,

WHEREAS, The Muni Reliability Working Group presented its recommendations to improve Muni performance to the SFMTA Board, including a priority action to “create a quick-build program for transit priority investments that mirrors the Vision Zero quick-build program”; and,

WHEREAS, A transit priority quick-build project is defined to only include reversible or adjustable traffic controls to facilitate transit reliability, reduced travel time and improve safety, such as roadway and curb paint, traffic signs, traffic delineators, traffic signal changes, transit boarding islands, and parking and loading changes; and,

WHEREAS, Implementing transit priority quick-build projects on corridors where Muni Forward projects are planned and on the top ten Transit Delay Hot Spots will accelerate the delivery of travel time improvements on these corridors; and,

WHEREAS, A transit priority quick-build project shall include a thorough and transparent evaluation, including soliciting stakeholder feedback, collecting and analyzing safety and performance data, and posting evaluation results on the SFMTA website; and,

WHEREAS, The evaluation duration of a transit priority quick-build project is for 24 months, and an informational report will be provided to the SFMTA Board of Directors at the conclusion of that period with findings and any future recommendations; and,

WHEREAS, The SFMTA proposes to develop transit priority quick-build projects on the following eight Muni Forward corridors and ten locations on the list of Transit Delay Hot Spots:

Muni Forward corridors:

- J Church line on between Duboce Avenue and Geneva Avenue
- K Ingleside line on Ocean Avenue between Junipero Serra Boulevard and Geneva Avenue
- M Oceanview line between Junipero Serra Boulevard and Geneva Avenue
- N Judah line between Church Street and La Playa
- 22 Fillmore line on Fillmore Street between Duboce Avenue and Marina Boulevard
- 29 Sunset (entire route)
- 1 California (entire route)
- 5 Fulton line on Fulton Street between Arguello Boulevard and Park Presidio

Transit Delay Hot Spots:

- 37 Corbett: Church Street and Market Street to 14th Street and Church Street
- 44 O'Shaughnessy: Woodside Avenue and Portola Drive to O'Shaughnessy Boulevard and Portola Drive
- 54 Felton: Van Dyke Avenue and Lane Street to Williams Avenue and 3rd Street
- 30X Marina Express: Pine Street and Front Street to Pine Street and Battery Street
- 27 Bryant: Cyril Magnin Street and Market Street to 5th Street and Mission Street
- 44 O'Shaughnessy: Silver Avenue and San Bruno Avenue to Silver Ave and Bayshore Blvd
- 8AX Bayshore "A" Express and 8BX Bayshore "B" Express: Kearny Street and Sutter Street to Kearny Street and Bush Street
- 19 Polk: Larkin Street and O'Farrell Street to Geary Street and Larkin Street
- 24 Divisadero: Cortland Avenue and Mission Street to 30th Street and Mission Street
- 1BX California "B" Express (and other express routes): Bush Street and Sansome Street to Sansome Street and Pine Street; and,

WHEREAS, To implement these transit priority quick-build projects on a timely basis, staff recommends that the SFMTA Board authorize the City Traffic Engineer to determine locations to install tow-away zones and add, remove, modify, or lengthen bus zones on the eight corridors and ten Transit Delay Hot Spot Segments listed above, based upon a determination of public convenience and necessity including, but not limited to, the alleviation of traffic congestion and public safety; and,

WHEREAS, On January 23, 2020, the SFMTA, under authority delegated by the Planning Department, determined that the above-mentioned approvals are not defined as a "project" under the California Environmental Quality Act (CEQA) pursuant to Title 14 of the California Code of Regulations Sections 15060(c) and 15378(b); and,

WHEREAS, Authorizing the City Traffic Engineer does not commit the SFMTA to a definite course of action in carrying out any individual proposal, tow-away zone or bus zone modification; any projects proposed as "quick-build" projects that would result in a direct or indirect physical change to the environment will undergo environmental review before project approval; and,

WHEREAS, A copy of the CEQA determination is on file with the Secretary to the SFMTA Board of Directors, and is incorporated herein by reference; now, therefore, be it

RESOLVED, That the SFMTA Board of Directors authorizes the City Traffic Engineer to install tow-away zones and add, remove, modify, or lengthen bus zones on eight Muni Forward corridors and ten Transit Delay Hot Spot segments, based upon a determination of public convenience and necessity including, but not limited to, the alleviation of traffic congestion and public safety as follows:

Muni Forward corridors:

- J Church line on between Duboce Avenue and Geneva Avenue
- K Ingleside line on Ocean Avenue between Junipero Serra Boulevard and Geneva Avenue
- M Oceanview line between Junipero Serra Boulevard and Geneva Avenue
- N Judah line between Church Street and La Playa
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Transit Delay Hot Spots:

- 37 Corbett line: Church Street and Market Street to 14th Street and Church Street
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- 19 Polk line: Larkin Street and O'Farrell Street to Geary Street and Larkin Street
- 24 Divisadero line: Cortland Avenue and Mission Street to 30th Street and Mission Street
- 1BX California "B" Express line (and other express lines): Bush Street and Sansome Street to Sansome Street and Pine Street; and, be it further

RESOLVED, That SFMTA staff shall report to the SFMTA Board of Directors at the conclusion of any transit priority quick-build project, including evaluation findings and recommendations.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of February 18, 2020.

Secretary to the Board of Directors
San Francisco Municipal Transportation Agency

Enclosure 2: Top Ten Transit Delay Hot Spots



Data source: Automated Passenger Counter (APC) data, March 2019.