

THIS PRINT COVERS CALENDAR ITEM NO.: 13

**SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY**

DIVISION: Transit

BRIEF DESCRIPTION:

Approving proposed service and route changes for realignment of the T Third light rail vehicle (LRV) line and an increase in LRV service for the N Judah contingent upon approval of the SFMTA's FY19 and FY20 operating budget for LRV service expansion, and the SFMTA's Title VI Service Equity Analysis for these two service and route changes.



SUMMARY:

- Within the next two year operating budget cycle, the SFMTA will continue to deliver on commitments made to the riding public including: expanding rail service to address the single biggest customer complaint - overcrowding; realigning service based on ridership and expected demand; and integrating the Equity Strategy into all Muni service programs.
- Implementing these service and route changes will increase annual revenue service hours by approximately 4% systemwide. As a result, most of the proposed changes do not meet the SFMTA's definition of a major service change and do not require SFMTA Board approval.
- While cumulatively the changes do not trigger a major service change, there are two proposed service and route changes that do meet the major service change definition, and require further Title VI analysis and SFMTA Board approval. These two service changes include a change in the alignment of the T Third line resulting from the opening of Central Subway and increased frequency on the N Judah line.
- Analyzing these two service changes found that the changes will not result in a disparate impact to minority communities or a disproportionate burden to low-income communities.
- Implementing LRV service changes is contingent upon approval of the SFMTA's FY19 and FY20 operating budget.
- The proposed action increasing service on the N Judah is the Approval Action as defined by the San Francisco Administrative Code Chapter 31.

ENCLOSURES:

1. SFMTA Board Resolution
2. Title VI Analysis
3. <https://www.sfmta.com/reports/central-subway-final-seisseir>
4. <https://archives.sfmta.com/cms/cmta/documents/2008%20Resolutions/08-19-08-08-150.pdf>
5. 2018-002870ENV Service Change Categorical Exemption CEQA Determination

APPROVALS:

	DATE
DIRECTOR  _____	<u>3/13/2018</u>
SECRETARY  _____	<u>3/13/2018</u>

ASSIGNED SFMTAB CALENDAR DATE: March 20, 2018

PURPOSE

Approving proposed service and route changes for realignment of the T Third LRV line and an increase in LRV service for the N Judah contingent upon approval of the SFMTA's FY19 and FY20 operating budget for LRV service expansion, and the SFMTA's Title VI Service Equity Analysis for these two service and route changes.

STRATEGIC PLAN GOALS AND TRANSIT FIRST POLICY PRINCIPLES

This action supports the following SFMTA Strategic Plan Goal and Objectives:

Goal 2: Make transit, walking, bicycling, taxi, ridesharing and carsharing the preferred means of travel

Objective 2.2: Improve transit performance.

Objective 2.3: Increase use of all non-private auto modes

This item addresses the following Transit First Policy Principles:

1. To ensure quality of life and economic health in San Francisco, the primary objective of the transportation system must be the safe and efficient movement of people and goods.
2. Public transit, including taxis and vanpools, is an economically and environmentally sound alternative to transportation by individual automobiles. Within San Francisco, travel by public transit, by bicycle and on foot must be an attractive alternative to travel by private automobile.
8. New transportation investment should be allocated to meet the demand for public transit generated by new public and private commercial and residential developments.
9. The ability of the City and County to reduce traffic congestion depends on the adequacy of regional public transportation. The City and County shall promote the use of regional mass transit and the continued development of an integrated, reliable, regional public transportation system.

DESCRIPTION

Over the past several years, SFMTA has delivered a number of important transit initiatives to improve safety, reliability and the overall customer experience. There are more than 400 new buses on the street as well as introduction of the first new light rail vehicles (LRVs) in over a decade, a new transportation management center, improved street supervision, 330,000 hours of transit service increases, a mid-life maintenance program, and the first Muni Service Equity Strategy. Riders are noticing. Since 2010, overall satisfaction among Muni riders has been trending upwards and the last two Public Perception Surveys found that 70% of respondents rate Muni service as excellent or good, the highest scores in the history of the survey.

Muni will continue to deliver on commitments in the next two-year budget cycle through several transit service improvements including expanding rail service to address the single biggest customer complaint - overcrowding; opening the Central Subway; realigning service based on the greatest ridership needs and expected demand; and integrating the Equity Strategy principles and recommendations.

By the end of 2019, Muni is expected to have 68 new LRVs available for service. Every rail line in the system will get additional LRV trains and an increase in frequency to address overcrowding and reliability issues. Additionally, the T Third will become two car consists and the Agency is anticipating three car consists in the subway and potentially on the N Judah. The N Judah and T Third lines are anticipated to see the largest increase in service and the Central Subway is expected to be open for revenue service by the end of 2019. The additional LRV capacity will reduce crowding and the new vehicles will improve reliability as they are expected to have significantly better performance.

In addition to an increase in transit service on LRV rail corridors, the SFMTA is anticipating increasing service along a number of bus lines to address issues that were identified by the Muni Service Equity Strategy outreach. Working with eight neighborhoods, the SFMTA has identified a number of improvements that respond to service issues noted by residents in these areas. (These improvements are discussed in the companion calendar item related to adoption of the Muni Service Equity Strategy for FY19 and FY20.)

The SFMTA Board of Directors must approve any significant change in the operating schedule or route of a Muni transit line, including major service changes.** Any service changes that are not considered major service change may be approved by the Director of Transportation. Most of the changes reflected in the two charts below identifying service increases and reductions are not considered major service changes. The service frequency increase on the N Judah and alignment change on the T Third with the opening of the Central Subway are the two exceptions, which are discussed in further detail below. Regardless, staff wanted to provide a complete picture of the proposed service changes that are anticipated to move forward in FY19 and FY20 timeframe. Funding for the LRV service expansion is dependent on approval of the SFMTA’s two-year operating budget. A summary of the proposed service and route additions are as follows:

Service additions*		
Line	Source	Realignment Type
T Third	Central Subway	New alignment** and longer trains
J Church	New LRV	Peak frequency from 9 to 8 min
K Ingleside	New LRV	Peak frequency from 8.5 to 8 min
L Taraval	New LRV	Peak frequency from 9 to 8 min
M Oceanview	New LRV	Peak frequency from 9 to 8 min
N Judah	New LRV	Peak frequency from 7 to 4 min** and potentially longer trains
9R San Bruno Rapid	Equity Strategy	60’ bus
12 Folsom	Equity Strategy	Add service (two buses)
29 Sunset	Equity Strategy	Add service (two buses)
30 Stockton	Equity Strategy	60’ bus
44 O’Shaughnessy	Equity Strategy	Add service (one bus)
48 Quintara	Equity Strategy	Add service all day to Beach
56 Rutland	Equity Strategy	Add service during school peaks

*Note that this chart does not include proposals for new service for the Dogpatch neighborhood. With the 22 Fillmore line being rerouted to serve the Mission Bay, there is a need to re-examine transit service for the Dogpatch neighborhood. Potential service options are still being discussed with impacted stakeholders and the surrounding community. Once a proposed final service change

has been determined through the community process, staff will ask the SFMTA Board to approve those changes.

**Major service changes requiring additional Title VI analysis are defined and discussed in the Title VI report (Enclosure 2) and in the Title VI Analysis section of this report.

The majority of the proposed bus service increases noted above are expected to be funded through Low Carbon Transit Operations Program (LCTOP). The LCTOP is administered by Caltrans and funded by Cap and Trade auction proceeds. There may also be minor adjustments to service frequencies on several lines and other operational efficiencies to maintain an overall cost neutral outcome for bus related service additions. These potential reductions are noted below:

Service efficiencies/reductions	
Line	Realignment Type
1 California	Reduce frequency by approximately ½ minute
30 Stockton (Chestnut)	Reduce frequency by several minutes
41 Union	Reduce frequency by approximately 1 minute
44 O’Shaughnessy	Operational efficiency
N Judah - weekend	One car trains on weekend

Because the proposed service changes are not significant on a systemwide level, they do not require SFMTA Board approval. However, staff analyzed each of the proposed changes on an individual route basis and found that two specific route-level changes do meet SFMTA’s definition of a major service change. More details about the SFMTA’s definition of a major service change are provided in the Title VI Analysis section below, as well as in the attached Title VI report (Enclosure 2). The two route-level changes requiring Title VI analysis include the following:

T Third - Central Subway

The T Third line is currently interlined with the K Ingleside and travels from West Portal to the Embarcadero, Mission Bay, Dogpatch, Third Street, and the Bayview District before terminating at Bayshore/Sunnydale in Visitacion Valley. When the Central Subway opens at the end of 2019, the route will no longer be interlined with the K Ingleside. Instead the LRV line will commence in Chinatown at Stockton/Jackson, travel to 4th/Bryant underground before emerging at street level and then traverse through 4th/King before joining the existing T Third line to reach the southern terminal at Bayshore/Sunnydale. The new Central Subway alignment alters the existing T Third route miles by more than 25% and, therefore, falls under the SFMTA’s definition of a major service change. (See the Title VI Analysis section below.)

N Judah

Currently, the frequency of the N Judah averages 7-8 mins during peak periods. This frequency is not sufficient to meet the ridership demand of the line and riders frequently experience overcrowding and pass-ups. The increase in vehicle availability associated with new LRVs being put into service will increase frequency to 4 minutes during peak periods. This increase in frequency results in an annual revenue hour change of more than 25% and, therefore, falls under the SFMTA’s definition of a major service change. (See the Title VI Analysis section below.)

These two service and route changes qualify as a major service change under the SFMTA’s Title VI policy and, as a result the SFMTA Board is being asked to approve these specific service and route changes, as well as the Title VI Analysis.

TITLE VI ANALYSIS

Under the SFMTA’s Major Service Change Policy, a schedule change, or a series of service changes, resulting in a system-wide change in annual revenue hours of five percent or more proposed at one time or over a rolling 24 month period triggers further Title VI analysis. Cumulatively, the proposed service changes only result in a four percent increase in annual revenue hours and mostly comprise minor frequency modifications. Consequently, most of the proposed service changes do not require further Title VI analysis because they do not result in a system-wide change in annual revenue hours of five percent or more.

Title VI of the Civil Rights Act of 1964 prohibits discrimination on the basis of race, color or national origin in programs and activities receiving Federal financial assistance. Any major service change requires a Title VI Service Equity Analysis.

The two specific route level changes meet the SFMTA’s definition of a major service change as a result of the following criteria:

- A change in route-miles of 25 percent or more, where the route moves more than a quarter mile (T Third line as a result of the Central Subway opening)
- A change in annual revenue hours on the route of 25 percent or more (N Judah)

The SFMTA Board’s adopted disparate impact and disproportionate burden threshold is when a service change is either eight percent over or under the citywide proportion. Based on Census Block Group data, the cumulative analysis of service changes show that the minority and low income proportions of the service area impacted or benefitting from the changes are within eight percent of the citywide proportions. Since the cumulative percentages for the decreases and increases are within the threshold of the citywide proportions, no disparate impact or disproportionate burden was found.

A summary table of the findings is below:

Service Change	Total Population	Minority Population	% Minority	Low Income Population	% Low Income
Decreases <i>Route Segment Elimination</i>	103,080	48,029	47%	33,485	32%
Increases <i>Route Segment Addition and Major Frequency Increase</i>	203,727	107,659	53%	66,203	33%
Citywide			52%		26%
Disparate Impact?			No		
Disproportionate Burden?					No

PUBLIC OUTREACH

The proposed service and route changes were discussed with specific stakeholders in mid to late February, with the Citizen's Advisory Council on March 1st, at a co-hosted meeting with Senior Disability Action March 2nd, at the SFMTA budget hearing before the SFMTA's Board of Directors on March 6th, and an online meeting on March 7th. These meetings were noticed in multiple languages and included information on how to request free language assistance with 48 hours' notice prior to the meeting.

SFMTA promoted the events via email to our community and major project mailing lists. Multilingual ads were also placed in prominent Chinese and Spanish newspapers in San Francisco. Multilingual information was also available to the public through the SFMTA website during the entire budget process. In addition, information was distributed through SFMTA's Twitter and Facebook accounts.

ALTERNATIVES CONSIDERED

We considered various options for where to prioritize the assignment of the additional LRVs upon their arrival in 2019. All light rail lines would have increased service under this proposal, but the final alternative prioritizes putting more service on the N Judah than other lines because it has the greatest ridership demand.

FUNDING IMPACT

The expanded service hours associated with realigning the T Third LRV line resulting from the opening of the Central Subway, increasing LRV service along the N Judah, and implementing increased LRV service as a result of putting 68 new LRV vehicles into revenue service is expected to cost approximately \$44 million a year. These service changes are contingent upon approval of the SFMTA's two-year operating budget for FY19 and FY20. The remaining service changes are anticipated to be funded through LCTOP grant funds and service efficiencies/reductions for an overall cost neutral outcome.

PUBLISHED NOTICE

Charter Section 16.112 requires a public hearing and published notice at least 72 hours prior to that hearing before implementing any significant change in the operating schedule or route of a street railway, bus line, trolley bus line or cable car line. Pursuant to Charter Section 16.112, an advertisement was placed in the City's official newspaper, the San Francisco Examiner, on March 15, 2018, prior to the public hearing on March 20, 2018. In addition to the required legal notice, information about the hearing was posted on the SFMTA website in ten languages to reach customers with Limited English Proficiency.

ENVIRONMENTAL REVIEW

T Third – Central Subway

The Central Subway Final Supplemental Environmental Impact Statement / Supplemental Environmental Impact Report (Central Subway SEIS/SEIR) evaluated the environmental impacts of the Central Subway project, which included as part of the project evaluated an alignment of the T Third from Stockton/Jackson to Bayshore/Sunnydale. On August 7, 2008, the San Francisco Planning Commission certified the Final SEIR (Case No. 1996.281E). On August 19, 2008, the SFMTA Board of Directors approved Resolution 08-150 adopting Central Subway Project

Alternative 3B as the Locally Preferred Alternative, the CEQA Findings, Statement of Overriding Considerations, and the Mitigation Monitoring and Reporting Plan. Since the Central Subway SEIS/SEIR was finalized, there have been no substantial project changes and no substantial changes in project circumstances that would require major revisions to the SEIS/SEIR due to the involvement of new significant environmental effects or an increase in the severity of previously identified significant impacts, and there is no new information of substantial importance that would change the conclusions set forth in the SEIS/SEIR.

N Judah Increase in Service

The N Judah Muni light rail increase in service is subject to the California Environmental Quality Act (CEQA). CEQA provides a statutory exemption from environmental review for the institution or increase of passenger or commuter service on rail or highway rights-of-way already in use, including the modernization of existing stations and parking facilities, as defined in Title 14 of the California Code of Regulations Section 15275 and 21080(b)(10). For the purpose of this paragraph, “highway” shall have the same meaning as defined in section 360 of the Vehicle Code.

On March 1, 2018, the SFMTA, under authority delegated by the Planning Department, determined (Case Number 2018-002870ENV) that this increase in Muni light rail service is statutorily exempt from environmental review under Title 14 of the California Code of Regulations Sections 15275 and 21080(b)(10).

The proposed action is the Approval Action as defined by the S. F. Administrative Code Chapter 31 for the N Judah increase in service.

OTHER APPROVALS

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

RECOMMENDATION

The San Francisco Municipal Transportation Agency (SFMTA) Board of Directors approves the proposed service and route changes for realignment of the T Third LRV line and an increase in LRV service for the N Judah contingent upon approval of the SFMTA’s FY2018-19 and FY2019-20 operating budget for LRV service expansion, and the SFMTA’s Title VI Service Equity Analysis for these two service and route changes.

SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY
BOARD OF DIRECTORS

RESOLUTION No. _____

WHEREAS, SFMTA wants to expand rail service to address the single biggest customer complaint - overcrowding; realign service based on ridership needs and expected demand; and integrating Equity Strategy principles and recommendations into all Muni service programs; and,

WHEREAS, Implementing the proposed service and route changes would increase daily service hours approximately 4% system wide, and, as a result, most of the proposed service and route changes do not meet the SFMTA's definition of a major service change and no SFMTA Board approval is required; and,

WHEREAS, Realigning the T Third Light Rail Vehicle (LRV) line as a result of the opening of the Central Subway, and increasing LRV service along the N Judah meets the definition of a major service change and requires further Title VI analysis; and,

WHEREAS, Pursuant to the requirements contained in the Federal Transit Administration's (FTA) Circular 4702.1B, "Title VI Requirements and Guidelines for Federal Transit Administration Recipients," the SFMTA has analyzed the impacts of the proposed service and route changes to the T Third resulting from the Central Subway opening and adding additional service on the N Judah line on minority and low-income communities in San Francisco and has determined that these changes do not result a disparate impact on minority communities or a disproportionate burden on low income communities under Title VI; and,

WHEREAS, The expanded service hours associated with realigning the T Third LRV line as a result of the opening of the Central Subway, and increasing LRV service along the N Judah are subject to the California Environmental Quality Act (CEQA); and,

WHEREAS, The realignment of the T Third LRV line and associated expanded service hours were reviewed in the Central Subway Final Supplemental Environmental Impact Statement / Supplemental Environmental Impact Report (Central Subway SEIS/SEIR), certified by the San Francisco Planning Commission on August 7, 2008, and on August 19, 2008, the SFMTA Board of Directors approved Resolution 08-150 adopting Central Subway Project Alternative 3B as the Locally Preferred Alternative, the CEQA Findings, Statement of Overriding Considerations, and the Mitigation Monitoring and Reporting Plan; and,

WHEREAS, Since the Central Subway SEIS/SEIR was finalized, there have been no substantial project changes and no substantial changes in project circumstances that would require major revisions to the SEIS/SEIR due to the involvement of new significant environmental effects or an increase in the severity of previously identified significant impacts, and there is no new information of substantial importance that would change the conclusions set forth in the SEIS/SEIR; and,

WHEREAS, The N Judah Muni light rail increase in service is subject to CEQA; CEQA provides a statutory exemption from environmental review for the institution or increase of passenger or commuter service on rail or highway rights-of-way already in use, including the modernization of existing stations and parking facilities, as defined in Title 14 of the California Code of Regulations Section 15275 and 21080(b)(10); For the purpose of this paragraph, “highway” shall have the same meaning as defined in section 360 of the Vehicle Code; and,

WHEREAS On March 1, 2018, the SFMTA, under authority delegated by the Planning Department, determined (Case Number 2018-002870ENV) that this increase in Muni light rail service on the N Judah is statutorily exempt from environmental review under Title 14 of the California Code of Regulations Sections 15275 and 21080(b)(10); and,

WHEREAS, The proposed action for the increase in service on the N-Judah is the Approval Action as defined by the S.F. Administrative Code Chapter 31; and,

WHEREAS, A copy of the CEQA determination is on file with the Secretary to the SFMTA Board of Directors, and may be found in the records of the Planning Department at 1650 Mission Street in San Francisco, and is incorporated herein by reference; and,

WHEREAS, Pursuant to Charter Section 16.112, an advertisement was placed on March 15, 2018, in the City’s official newspaper to provide notice that the SFMTA Board of Directors would hold a public hearing on March 20, 2018; and therefore be it

RESOLVED, That the SFMTA Board approves the Title VI service equity analysis for the T Third realignment resulting from the opening of the Central Subway in 2019 and additional service on the N Judah line that meet the SFMTA’s definition of a major service change, which found that these service and route changes do not result a disparate impact on minority communities or a disproportionate burden on low income communities under Title VI; and be it further

RESOLVED, That the SFMTA Board of Directors has reviewed and considered the Central Subway SEIS/SEIR and record as a whole and finds that the SEIS/SEIR is adequate for its use for the approval of the T Third realignment, and incorporates the CEQA findings contained in Resolution 08-150, including the statement of overriding considerations by this reference as though set forth in this Resolution, and finds that no subsequent or supplemental environmental review is required; and, be it further

RESOLVED, That the SFMTA approves the proposed service and route changes for realignment of the T Third LRV line and an increase in LRV service for the N Judah contingent upon approval of the SFMTA’s FY19 and FY20 operating budget for LRV service expansion.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of March 20, 2018.

Secretary to the Board of Directors
San Francisco Municipal Transportation Agency

Enclosure 2

**TITLE VI
SERVICE EQUITY
ANALYSIS
FY 2019 & FY 2020
Proposed Service Changes**

March 20, 2018

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I. Background

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

This analysis, to be forwarded to the Board of Directors of the San Francisco Municipal Transportation Agency (SFMTA) for review and public comment on March 20, 2018, responds to the reporting requirements contained in the Federal Transit Administration's (FTA) Circular 4702.1B, "Title VI and Title VI-Dependent Guidelines," which provides guidance to transit agencies serving large urbanized areas and requires that these agencies "shall evaluate significant system-wide service and fare changes and proposed improvements at the planning and programming stages to determine whether these changes have a discriminatory impact." (Circular 4702.1B, Chapter IV-10) The FTA requires that transit providers evaluate the effects of service and fare changes on low-income populations in addition to Title VI-protected populations. Once finalized, SFMTA is required to submit the analysis to the SFMTA Board of Directors for its final consideration, awareness and approval and will provide a copy of the Board resolution to the FTA as documentation. SFMTA will conduct a multilingual outreach campaign in order to gather public comment on the proposed service changes, which may impact the final analysis presented to the Board.

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

This Title VI document includes:

- SFMTA's Board-approved disparate impact and disproportionate burden policies;
- A description of the proposed service changes and background on why the changes are being proposed;
- An analysis based on U.S. Census data to determine the number and percent of minority and low-income residents impacted by each proposal;
- A summary analysis based on U.S. Census data to determine the number and percent of minority and low-income residents impacted by all service increases and decreases;
- A summary of public outreach and engagement efforts to seek public comment.

II. SFMTA's Title VI-related Policies and Definitions

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

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

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

Major Service Change Policy

SFMTA has developed a policy that defines a Major Service Change as a change in transit service that would be in effect for more than a 12-month period, and that would result in any of the following:

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

Disparate Impact Policy

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

Disproportionate Burden Policy

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

Title VI also requires that positive changes, such as fare reductions and major service improvements, be evaluated for their effect on minority and low-income communities. SFMTA will evaluate positive impact proposals together and negative impact proposals together.

Adverse Effect

In addition to defining policies relating to Major Service Changes, Disparate Impact, and Disproportionate Burden, SFMTA also must define when an adverse effect may be found. According to the Title VI Circular, “an adverse effect is measured by the change between the existing and proposed service levels that would be deemed significant.” For this Title VI analysis, an adverse effect may be deemed significant in accordance with SFMTA’s Major Service Change definition and must negatively impact minority and low-income populations.

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

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

And

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

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

Definition of Minority

For the purpose of the Title VI analysis, “minority” is defined as a person who self-identifies as any race/ethnicity other than white. Minority includes those self-identifying as multi-racial including white.

Definition of Low Income

SFMTA defines low income as a person self-reporting their household income at below 200% of the 2016 Federal poverty level. The table below shows the 2016 household income levels meeting

the 200% Federal poverty level threshold. This definition of low income matches SFMTA's criteria for Lifeline Muni passes for low-income households in San Francisco.

Household Size	Household Income 200% of the 2015 Federal Poverty Level
1	\$24,120
2	\$32,480
3	\$40,840
4	\$49,200
5	\$57,560
6	\$65,920
For each additional person, add:	\$8,360

III. Proposed Service and Route Changes

The proposed service and route changes include a series of changes to be implemented within the timeframe of the SFMTA's FY2018-19 & FY2019-20 budget.

Service additions			Service efficiencies	
Line	Source	Realignment Type	Line	Realignment Type
T Third	Central Subway	New alignment	1 California	Reduce frequency by approximately ½ minute
J Church	New LRV	Peak frequency from 9 to 8 min	30 Stockton (Chestnut)	Reduce frequency by several minutes
K Ingleside	New LRV	Peak frequency from 8.5 to 8 min	41 Union	Reduce frequency by approximately 1 minute
L Taraval	New LRV	Peak frequency from 9 to 8 min	44 O'Shaughnessy	Move terminal
M Oceanview	New LRV	Peak frequency from 9 to 8 min	N Judah - Weekend	1 car trains on weekend
N Judah	New LRV	Peak frequency from 7 to 4 min		
9R San Bruno Rapid	Equity Strategy	60' bus		
12 Folsom	Equity Strategy	Add service		
29 Sunset	Equity Strategy	Add service		
30 Stockton	Equity Strategy	60' bus		
44 O'Shaughnessy	Equity Strategy	Add service 1 bus		
48 Quintara	Equity	Add service all		

	Strategy	day to Beach		
56 Rutland	Equity Strategy	Add service during school peaks		

The proposed service changes do not require SFMTA Board approval of a Title VI analysis because they do not meet the definition of a major service change because implementing these improvements will increase annual revenue service hours by approximately 4% systemwide and do not meet the required threshold of a 5% change in annual revenue hours system-wide. However, there are two proposed service changes at the route level that meet SFMTA’s major service change definition and require a Title VI analysis. These route level service changes include:

- A change in route-miles of 25 percent of more, where the route moves more than a quarter mile
- A change in annual revenue hours on the route of 25 percent of more

Description of Major Service Changes

T Third- Central Subway

The T Third line is currently interlined with the K Ingleside and travels from West Portal to the Embarcadero, Mission Bay, Third Street and the Bayview District before terminating at Bayshore/Sunnydale. When the Central Subway corridor opens at the end of 2019, the T Third will no longer be interlined with the K Ingleside. Instead the LRV line will commence at Stockton/Jackson, travel to 4th/Bryant underground before emerging at street level, and then traverse through 4th/King before joining the existing T Third alignment to reach the southern terminal at Bayshore/Sunnydale. The new Central Subway alignment alters the existing T Third route miles by more than 25% and, therefore, falls under the SFMTA’s definition of a major service change.

N Judah

Currently, the frequency of the N Judah averages 7-8 mins during the peak periods. This frequency is not sufficient to meet the ridership demand of the line and riders frequently experience crowding and pass-ups. The increase in vehicle availability associated with the new LRVs being placed into service will increase the frequency to 4 minutes during peak periods. This increase in frequency results in an annual revenue hours change of more than 25% and therefore, falls under the SFMTA’s definition of a major service change.

Note: Frequency increases are proposed for all metro rail lines with the roll-out of the new LRV4 vehicles. However, only the N Judah is included in this analysis due to the change in annual revenue hours exceeding 25 percent, the total increase in annual service hours for the N Judah will be 62 percent.

IV. Major Service Change Title VI Analysis

For this Title VI review, the major service changes triggered at the route level are summarized into the following categories:

- Proposed Route Segment Elimination (Service Decrease)
- Proposed Route Segment Addition (Service Increase)

- Proposed Major Frequency Increase (Service Increase)

These changes will be analyzed at the category level. In addition, all service increases will be analyzed cumulatively and all decreases will be analyzed cumulatively to determine if the package of changes have a disparate impact on minority populations or disproportionate burden on low income populations.

Methodology

The SFMTA relies on customer on-board survey data for service change analyses by using the route's ridership demographics. However, since some of the changes are new service alignments with no existing ridership data for comparison, U.S. Census data, specifically, the 2016 American Community Survey 5-Year Estimates (2016 ACS) data, was used to analyze the impact of the changes on the population of the service area.

Impacted Population Analysis

The impacted population for this analysis was determined by the service area of these routes or segments of routes and boundaries of the service areas were defined using census block groups. Race and household income data from the 2016 ACS was gathered to assess impacts to minority and low income populations at the block group level.

To determine demographics of the service areas, the proposed routes or segments of routes were mapped and a quarter mile buffer from each stop was geo-processed to determine the geographic service area. The quarter mile buffer was then overlaid on census block groups and for each block group that intersected with the quarter mile buffer, demographic data was collected. The block group data was then grouped together to make up the service area for each route or segment of route and demographic data within these block groups were analyzed. The total number of minority and low income households within the block groups of the service area were totaled and then compared to the citywide total numbers. This comparison was used to determine if the service changes had a disparate impact on the minority population or disproportionate burden on the low income population living within the service area compared to the city's proportion.

For the citywide demographic data, 52% of San Francisco residents self-identified as minority and 26% of residents reported that they live in a low income household (making less than 200% of the Federal poverty level).

2016 U.S. Census American Community Survey 5-Year Data

- Percent Minority Residents: 52%
- Percent Low Income Residents: 26%

A disparate impact or disproportionate burden is found if the difference in the proportion of minority or low income households affected is not within 8 percent of the proportion citywide. For increases, a difference of more than 8 percent would mean a higher benefit to minority and low income household populations. For decreases a difference of more than 8 percent would mean a higher disadvantage to minority and low income household populations.

Proposed Route Segment Elimination (Service Decrease)

When the T Third line is re-routed to serve the Central Subway, it will be decoupled from the K line and no longer serve the segment from West Portal to 4th/King. Based on Census Block Group data, over 100,000 people will be impacted by this route segment elimination and about 48,000 of the total self-identified as a minority on the 2016 ACS or 47 percent.

Impacted Minority Population

Service Change	Total Population	Minority Population	Non-Minority Population	% Minority	% Non-Minority
Eliminated T Third Segment <i>From West Portal to 4th and King, via the Embarcadero</i>	103,080	48,029	55,051	47%	53%
Total	103,080	48,029	55,051	47%	53%
Citywide				52%	48%
Disparate Impact?	No				

Source: U.S. Census Bureau 2016 American Community Survey 5-year estimates

Additionally, based on Census Block Group data, about 33,500 of the population reported living in low income households on the 2016 ACS or 32 percent.

Impacted Low Income Population

Service Change	Total Population	Low Income Population	Non-Low Income Population	% Low Income	% Non-Low Income
Eliminated T Third Segment <i>From West Portal to 4th and King, via the Embarcadero</i>	103,080	33,485	69,595	32%	68%
Total	103,080	33,485	69,595	32%	68%
Citywide				26%	74%
Disproportionate Burden?	No				

Source: U.S. Census Bureau 2016 American Community Survey 5-year estimates

The proposed route segment elimination has a similar impact on minority populations in comparison to citywide proportions since the percentage of minorities impacted by the change is within 8% of the citywide percentage of minorities, therefore no disparate impact is found.

Additionally, the proposed route segment elimination has less of a burden on the low income population in comparison to citywide proportions and since the percentage of low income residents burdened by the change is within 8% of the citywide percentage of low income population, therefore no disproportionate burden is found.

The following maps shows the minority and low income population analysis at the Census Block Group level for the eliminated routes segments' service area. Those labeled Minority Census Block Groups and Low Income Block Groups are block groups in the route's service area that exceed the citywide proportions.





Low Income Population

Eliminated T Third Segment
West Portal to 4th and King via the Embarcadero

Census block groups with a Low Income population higher than the citywide population of 26%.

Source:
U.S. Census Bureau American Community Survey 5-year estimates (2012-2016)

LEGEND

Low Income Block Groups

Eliminated Segment

Scale 1:50,000



Proposed Route Segment Addition

When the T Third line is re-routed to serve the Central Subway, it will travel from 4th/King to Stockton/Jackson. Based on Census Block Group data, over 56,000 people will benefit from the route segment addition and about 36,000 of the total self-identified as a minority on the 2016 ACS or 64 percent.

Impacted Minority Population

Service Change	Total Population	Minority Population	Non-Minority Population	% Minority	% Non-Minority
Additional T Third Segment <i>From 4th and King to Chinatown, via 4th Street and Stockton</i>	56,134	36,150	19,984	64%	36%
Total	56,134	36,150	19,984	64%	36%
Citywide				52%	48%
Disparate Impact?	No				

Source: U.S. Census Bureau 2016 American Community Survey 5-year estimates

Additionally, based on Census Block Group data, about 25,600 of the population reported living in low income households on the 2016 ACS or 46 percent.

Impacted Low Income Population

Service Change	Total Population	Low Income Population	Non-Low Income Population	% Low Income	% Non-Low Income
Additional T Third Segment <i>From 4th and King to Chinatown, via 4th Street and Stockton</i>	56,134	25,684	30,450	46%	54%
Total	56,134	25,684	30,450	46%	54%
Citywide				26%	74%
Disproportionate Burden?	No				

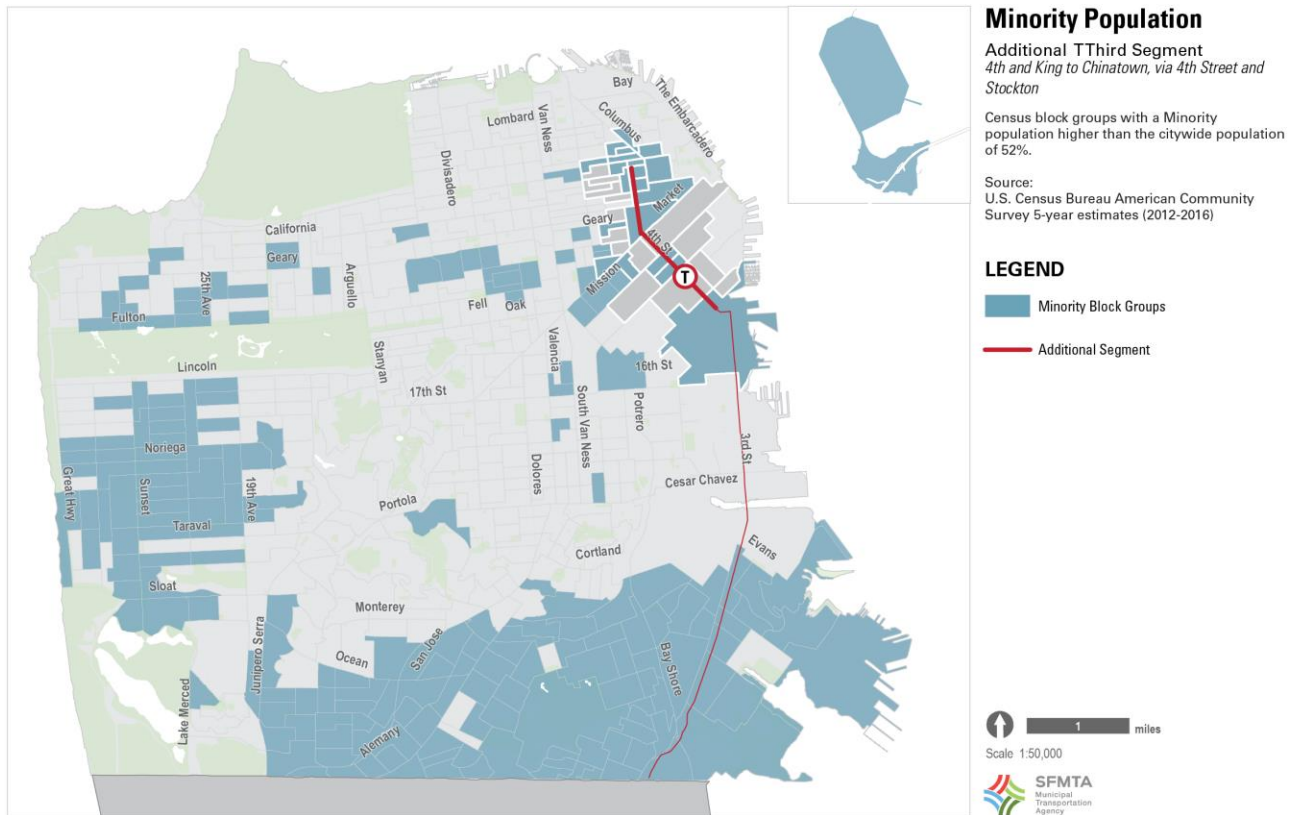
Source: U.S. Census Bureau 2016 American Community Survey 5-year estimates

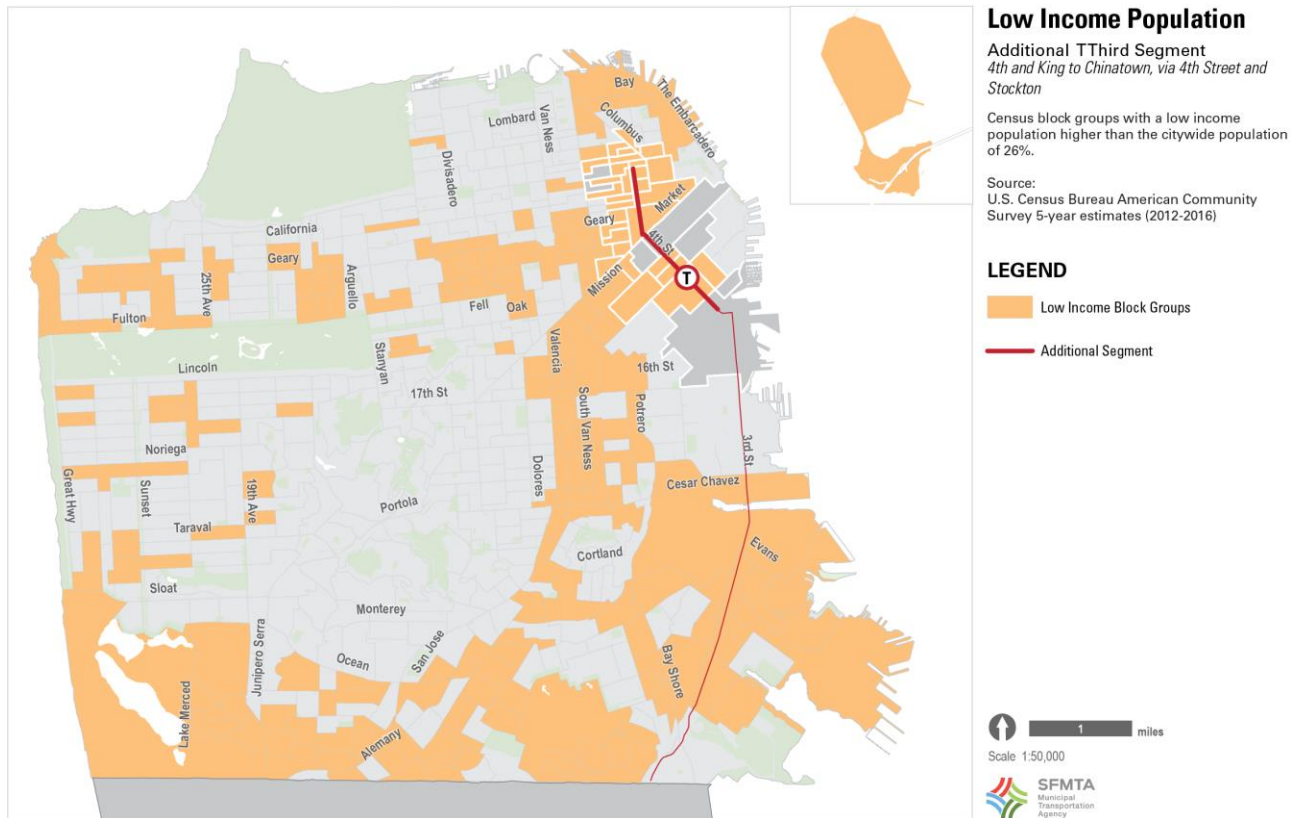
The proposed route segment addition and new route provide a similar benefit to minority populations in comparison to citywide proportions since the percentage of minorities impacted by the change is within 8% of the citywide percentage of minorities, therefore no disparate impact is found.

Additionally, the proposed route segment addition and new route benefit the low income population more in comparison to citywide proportions since the percentage of low income residents

benefitting from the change is more than 8% of the citywide percentage of low income population, therefore no disproportionate burden is found.

The following maps show the minority and low income population analysis at the Census Block Group level for the additional route segments and the new route's service area. Those labeled Minority Census Block Groups and Low Income Block Groups are block groups in the route's service area that exceed the citywide proportions.





Proposed Major Frequency Increase (Service Increase)

As 68 new LRVs are put into service, the N Judah is expected to get a large increase, going from 7 min headways in the peak to 4 min headways. Based on Census Block Group data, over 147,500 people will benefit from the frequency increase and about 71,500 of the total self-identified as a minority on the 2016 ACS or 48 percent.

Impacted Minority Population

Service Change	Total Population	Minority Population	Non-Minority Population	% Minority	% Non-Minority
N Judah <i>Frequency increase to 4 minute headways</i>	147,593	71,509	76,084	48%	52%
Total	147,593	71,509	76,084	48%	52%
Citywide				52%	48%
Disparate Impact?	No				

Source: U.S. Census Bureau 2016 American Community Survey 5-year estimates

Additionally, based on Census Block Group data, about 40,500 of the population reported living in low income households on the 2016 ACS or 27 percent.

Impacted Low Income Population

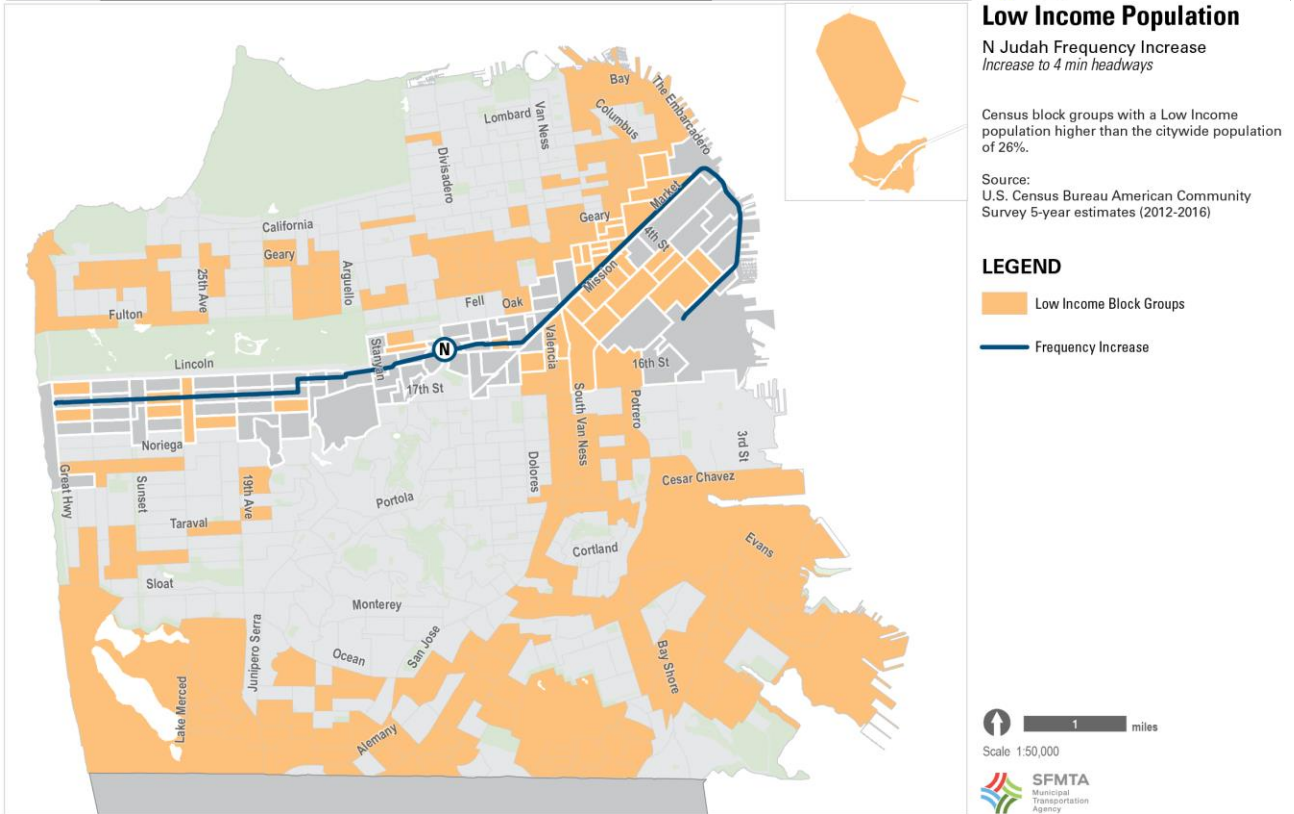
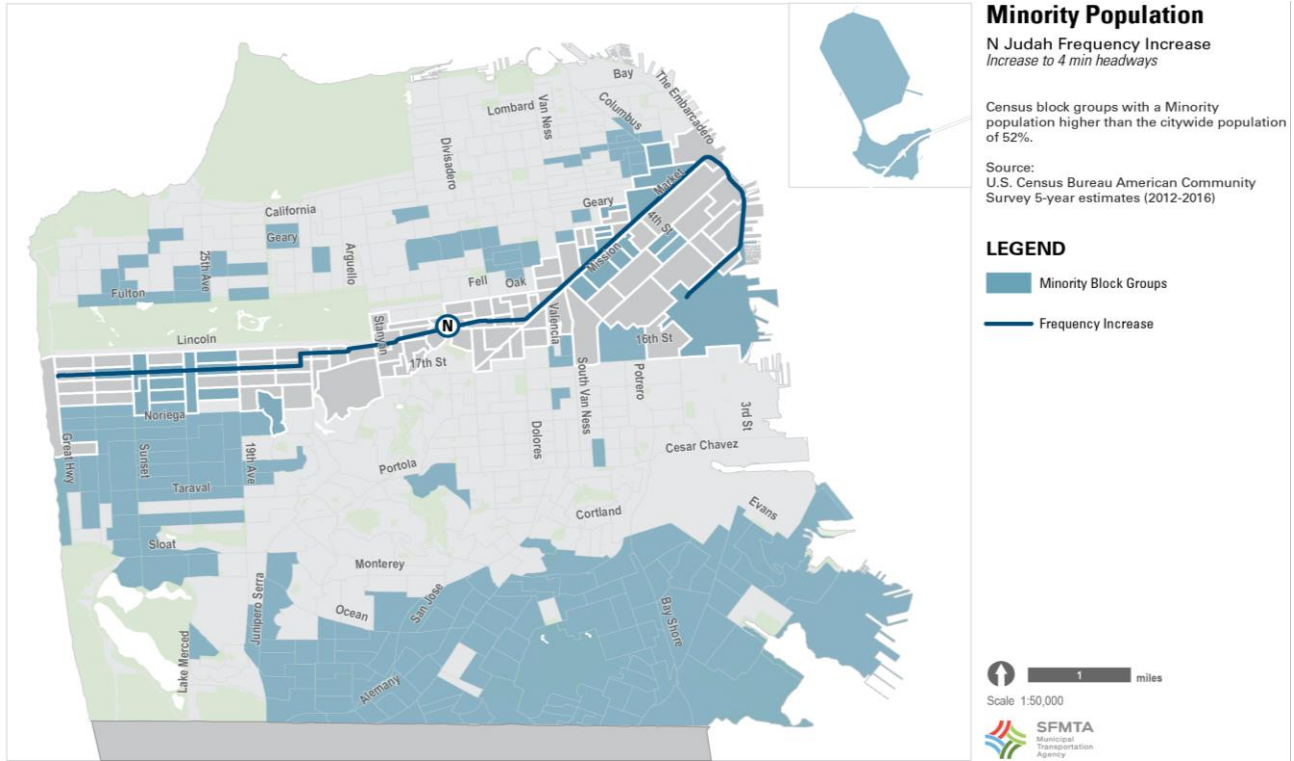
Service Change	Total Population	Low Income Population	Non-Low Income Population	% Low Income	% Non-Low Income
N Judah <i>Frequency increase to 4 minute headways</i>	147,593	40,519	107,074	27%	73%
Total	147,593	40,519	107,074	27%	73%
Citywide				27%	73%
Disproportionate Burden?	No				

Source: U.S. Census Bureau 2016 American Community Survey 5-year estimates

The proposed major frequency increase will similarly benefit minority populations in comparison to the non-minority population and since the percentage of minorities benefitting from the change is within 8% of the citywide percentage of minorities, no disparate impact is found.

Additionally, the proposed major frequency increase will equally benefit the low income population in comparison to citywide proportions since the percentage of low income residents benefitting from the change by the change is the same as the citywide percentage of low income population, therefore no disproportionate burden is found.

The following maps show the minority and low income population analysis at the Census Block Group level for the N Judah’s service area. Those labeled Minority Census Block Groups and Low Income Block Groups are block groups in the route’s service area that exceed the citywide proportions.



Summary Analysis and Findings

Based on Census Block Group data, the cumulative analysis of service decrease and the cumulative analysis of service increases shows that the minority and low income proportions of the service area impacted or benefitting from the changes are within 8 percent of the citywide proportions.

Service Change	Total Population	Minority Population	% Minority	Low Income Population	% Low Income
Decreases <i>Route Segment Elimination</i>	103,080	48,029	47%	33,485	32%
Increases <i>Route Segment Addition and Major Frequency Increase</i>	203,727	107,659	53%	66,203	33%
Citywide			52%		26%
Disparate Impact?			No		
Disproportionate Burden?					No

Since the cumulative percentages for the decreases and increases are within the threshold of the citywide proportions, no disparate impact or disproportionate burden is found.

V. Outreach Summary

In order to seek out and consider community input, the proposed service changes were discussed with specific stakeholders in mid to late February, with the Citizen’s Advisory Council on March 1st, at a co-hosted meeting with Senior Disability Action March 2nd, at the SFMTA budget hearing before the SFMTA’s Board of Directors on March 6th, and an online meeting on March 7th. These meetings were noticed in multiple languages and included information on how to request free language assistance with 48 hours’ notice prior to the meeting.

VI. Summary

Based on the Title VI Service Equity Analysis conducted, the proposed service changes discussed in this report do not disparately impact minority populations or disproportionately burden low income populations.