

APPENDIX A: NOTICE TO THE PUBLIC

# TITLE VI

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أولاً اتصال على الرقم 311 للحصول على مساعدة مجانية في اللغة.

APPENDIX B: TITLE VI COMPLAINT FORM

# San Francisco Municipal Transportation Agency Title VI Complaint Form

**SFMTA**

Municipal Transportation Agency

NAME OF COMPLAINANT: \_\_\_\_\_ HOME TELEPHONE: \_\_\_\_\_

HOME STREET: \_\_\_\_\_ CITY: \_\_\_\_\_ STATE: \_\_\_\_\_ ZIP: \_\_\_\_\_

WORK TELEPHONE: \_\_\_\_\_ RACE/ETHNIC GROUP: \_\_\_\_\_ SEX: \_\_\_\_\_

E-MAIL ADDRESS: \_\_\_\_\_

PERSON DISCRIMINATED AGAINST (IF OTHER THAN COMPLAINANT): \_\_\_\_\_

HOME STREET: \_\_\_\_\_ CITY: \_\_\_\_\_ STATE: \_\_\_\_\_ ZIP: \_\_\_\_\_

HOME TELEPHONE: \_\_\_\_\_ WORK TELEPHONE: \_\_\_\_\_

1. SPECIFIC BASIS OF DISCRIMINATION (Check appropriate box(es):  Race  Color  National origin

2. Date of alleged discriminatory act(s) \_\_\_\_\_

3. RESPONDENT (individual complaint is filed against):

NAME: \_\_\_\_\_ POSITION: \_\_\_\_\_

WORK LOCATION: \_\_\_\_\_

4. Describe how you were discriminated against. What happened and who was responsible? For additional space, attach additional sheets of paper.

5. Did you file this complaint with another federal, state or local agency or with a federal or state court?  YES  NO

If answer is yes, check each agency complaint was filed:

Federal agency  Federal court  State agency  State court  Local agency

Date filed: \_\_\_\_\_

6. Provide contact person information for the additional agency or court:

NAME: \_\_\_\_\_ HOME TELEPHONE: \_\_\_\_\_

HOME STREET: \_\_\_\_\_ CITY: \_\_\_\_\_ STATE: \_\_\_\_\_ ZIP: \_\_\_\_\_

*Sign complaint in the space above. Attach any supporting documents.*

**SIGNATURE:** \_\_\_\_\_ **DATE:** \_\_\_\_\_

Please submit the **signed** complaint form by mail, fax or in person:

San Francisco Municipal Transportation Agency (SFMTA)

ATTN: Title VI Complaints

One South Van Ness Avenue, 7th Floor

San Francisco, CA 94103

FAX: 415.701.4502



APPENDIX C: SUMMARY OF TITLE VI COMPLAINTS

**Title VI Complaint Summary: January 1, 2014 - September 30, 2016**

<b>PSR#</b>	<b>Date of Incident</b>	<b>Date Complaint Form Received</b>	<b>Complaint Summary</b>	<b>Status</b>	<b>Actions Taken</b>
506599	9/7/2016	9/27/2016	Customer alleging operator discourtesy on the basis of race.	Open	Investigation pending.
502775	6/1/2016	07/26/16	Customer alleging Transit Fare Inspector discourtesy on the basis of race.	Closed	After investigation and review, complaint determined to be without merit.
499450	5/20/2016	5/26/2016	Customer alleging operator discourtesy on the basis of race.	Closed	After investigation and review, merit found; employee conferenced.
495387	3/25/2016	4/26/2016	Customer alleging operator discourtesy on the basis of race.	Closed	After investigation and review, merit found; employee conferenced.
497325	2/20/2016	4/4/2016	Customer alleging operator discourtesy on the basis of race.	Closed	After investigation and review, employee received caution and reinstruction for discourtesy, but no basis for discrimination allegation.

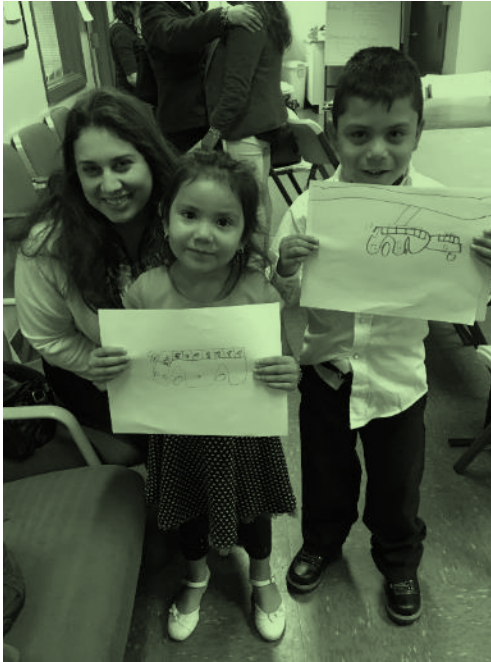
<b>PSR#</b>	<b>Date of Incident</b>	<b>Date Complaint Form Received</b>	<b>Complaint Summary</b>	<b>Status</b>	<b>Actions Taken</b>
484661	10/6/2015	11/19/2015	Customer alleging operator discourtesy on the basis of race.	Closed	After investigation and review of video, complaint determined to be without merit.
483926	9/28/2015	10/11/2015	Third party complaint alleging operator discourtesy towards customer on the basis of customer's race.	Closed	After investigation and review of video, complaint determined to be without merit. Operator consistently reminded all patrons re: tagging Clipper cards when boarding.
479786	7/21/2015	9/2/2015	Third party complaint alleging operator discourtesy towards customers on the basis of customers' race.	Closed	After investigation and review, merit found; employee conferenced.
478795	7/6/2015	7/20/2015	Customer alleging operator discourtesy on the basis of race.	Closed	After review and investigation, no Title VI basis determined for action; no merit.
479021	7/2/2015	7/20/2015	Third party complaint alleging Operator discourtesy based on race of customers.	Closed	After investigation, complaint was determined to be without merit. After reviewing video, Operator treated all patrons the same.
477579	6/16/2015	7/20/2015	Third party complaint alleging operator discourtesy towards customers on the basis of national origin/LEP status.	Closed	After investigation and review, complaint determined to be without merit. After reviewing video, Operator was helpful towards patron and directed him appropriately.

<b>PSR#</b>	<b>Date of Incident</b>	<b>Date Complaint Form Received</b>	<b>Complaint Summary</b>	<b>Status</b>	<b>Actions Taken</b>
476783	5/28/2015	6/30/2015	Customer alleging operator discourtesy on the basis of race.	Closed	After investigation and review, complaint determined to be without merit.
484308	4/1/2015	9/29/2015	Customer alleging Transit Fare Inspector (TFI) discourtesy and being singled out based on his race.	Closed	Security OPS unable to identify Transit Fare Inspector, unable to proceed with investigation.
472533	3/18/2015	7/12/2015	Customer alleging operator discourtesy on the basis of customer's race.	Closed	After investigation and review, no action taken; Operator will be monitored for future actions of this type.
468761	12/30/2014	2/11/2015	Customer alleging Transit Fare Inspector (TFI) discourtesy based on customer's race.	Closed	After investigation and review, complaint determined to be without merit.
471000	12/3/2014	2/8/2015	Customer alleging TFI discourtesy based on customer's race, color, national origin.	Closed	After investigation, complaint determined to be without merit.
464788	11/17/2014	1/9/2015	Customer alleging Operator discourtesy based on customer's race.	Closed	After investigation and review, no action taken; Operator will be monitored for future actions of this type.

<b>PSR#</b>	<b>Date of Incident</b>	<b>Date Complaint Form Received</b>	<b>Complaint Summary</b>	<b>Status</b>	<b>Actions Taken</b>
492394	10/31/2014	11/5/2014	Customer alleging operator discourtesy based on customer's race.	Closed	After investigation and review, no Title VI basis for complaint.
492392	10/12/2014	2/24/2015	Customer alleging Transit Fare Inspector discourtesy based on customer's race.	Closed	After investigation and review, complaint determined to be without merit and citation determined to be valid.
461037	8/9/2014	9/7/2014	Customer alleged she was targeted by Transit Fare Inspector based on her race and companion's race.	Closed	After investigation and review, it was determined there was no Title VI basis for complaint.
451386	3/28/2014	4/10/2014	Customer alleging Operator discourtesy based on customer's race.	Closed	Unable to positively ID operator; unable to proceed with investigation.
449664	3/1/2014	3/13/2014	Customer alleging Operator checking fares based on race of patrons.	Closed	After investigation and review, no Title VI basis determined for complaint; no merit.
448254	1/20/2014	3/7/2014	Customer alleging Operator pass-up & discourtesy based on customer's race.	Closed	After investigation and review, determined no Title VI basis for complaint.

<b>PSR#</b>	<b>Date of Incident</b>	<b>Date Complaint Form Received</b>	<b>Complaint Summary</b>	<b>Status</b>	<b>Actions Taken</b>
445094	12/11/2013	1/5/2014	3rd party complaint; Customer alleging Operator discourtesy towards non-English speaking customer based on customer's national origin/inability to speak English	Closed	After investigation and review, merit found; employee conferenced.
441090	10/15/2013	11/4/2013	Customer alleging Operator discourtesy based on customer's race.	Closed	After investigation and review, merit found; employee conferenced.
440897	10/10/2013	10/10/2013	Customer alleging Operator pass-up based on customer's race.	Closed	After review and investigation, no Title VI basis determined for action; however, Operator counseled re: pass-ups.
440506	10/1/2013	10/4/2013	Non-involved customer alleging discrimination towards other patrons based on their race/national origin.	Closed	Unable to positively ID operator; unable to proceed with investigation.

APPENDIX D: PUBLIC PARTICIPATION PLAN



# Public Participation Plan

October 2016



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# Executive Summary

## Background

“[SFMTA needs] more grassroots outreach and an attitude that says, ‘Here are the goals – how can we work together to meet them? What are the concerns of the neighborhood and how can we use these tools to face them together?’ Projects should satisfy both Muni and the neighborhood.”

--Community Leader Interview

The purpose of the San Francisco Municipal Transportation Agency’s (SFMTA) Public Participation Plan (“PPP” or “Plan”) is to provide a framework of options and strategies from which to guide a customized, systematic and strategic public involvement approach that seeks out and considers the viewpoints of the general public and other stakeholders in the course of conducting public outreach and involvement activities. Of particular importance are those methodologies that specifically address linguistic, institutional, cultural, economic, historical or other barriers that may be preventing minority, low-income and Limited-English Proficient (LEP) populations from participating effectively in the SFMTA’s decision-making process.

This document serves as an update to the SFMTA’s current PPP and details communication strategies and tactics that will serve to further reinforce and implement a primary goal of the SFMTA’s public involvement activities: to offer early and continuous opportunities for the public to learn about a particular project or initiative while meeting the particular needs of the groups being presented to, such as language, schedule or location accommodations, to the extent possible in order to maximize their involvement in the identification of social, economic and environmental impacts of proposed transportation decisions. The concerns, issues, creative ideas and needs of community members that are gathered through the public involvement processes will inform the outreach efforts throughout the course of the project or Agency activity and allow Agency staff and decision-makers to make better informed decisions.

As stated in Federal Transit Administration (FTA) Circular 4702.1B, the SFMTA has “wide latitude to determine how, when and how often specific public involvement measures should take place and what specific measures are most appropriate.” (FTA C 4702.1B, Section IV-5) The SFMTA makes these determinations based on a variety of factors, including feedback from stakeholders, the composition of the population affected by its actions, the type of public involvement process planned for the particular project or initiative and the resources available to the agency. Most of these determinations occur at the project level, and the agency has standards in place to guide project managers and staff as they assess the characteristics and needs of affected communities and select specific public involvement methods. In addition, SFMTA’s Public Outreach and Engagement Team Strategy (POETS) – an agency-wide initiative to institutionalize public participation best practices – encourages and supports ongoing engagement of the community apart from efforts on particular projects.

In further response to the FTA guidance and the recommendations regarding implementing the Department of Transportation’s (DOT) guidance regarding Limited-English Proficient (LEP) persons

as an effective practice to help overcome barriers to public participation, this Plan also integrates findings from the 2016 update of the SFMTA's Language Assistance Plan (LAP), which focused on receiving feedback from LEP populations through a series of focus groups, user surveys and interviews with leaders of community-based organizations (CBO).

## Developing the Plan

The SFMTA initiated a comprehensive update of the PPP in February 2016, undertaking an extensive outreach and data collection effort, including both quantitative and qualitative data sources that extended through August 2016. Quantitative data was collected via a Public Participation Survey available in 10 languages online and in paper format. The survey was completed by 4,753 respondents, who were solicited via email and in-person outreach to CBOs, social media posts via Facebook and Twitter, social media ads targeting minority and low-income zip codes and through partnerships with other city partners including the San Francisco Housing Authority, the Office of Civic Engagement and Immigrant Affairs and the San Francisco Police Department. The robust, quantitative data collected through the survey was complemented by qualitative data collected from two different sources: nine input sessions with SFMTA stakeholders across San Francisco and 13 executive interviews with representatives of CBOs. The qualitative research focused on participation from low income and minority populations, as well as other stakeholders, and the community leaders who serve them.

## Key Findings

The research conducted to update this plan shows that SFMTA's stakeholders representing various demographics do vary in their preferences for obtaining information about SFMTA services and meetings, as well as their preferences for sharing feedback and- participating in SFMTA's planning processes. However, there were specific findings that cut across demographic groups and provide significant insight into how the SFMTA can continue to broaden public engagement and outreach in its decision-making processes.

The input SFMTA received during the development of the Public Participation Plan will inform the agency's approach to community outreach and engagement going forward. The findings validated many of the outreach and engagement practices currently in use by the SFMTA. At the same time, some current practices can be expanded and refined based on research results. The agency's Public Outreach and Engagement Team Strategy (POETS) program offers specific ways to incorporate the valuable stakeholder feedback that was received.

Consistent with the findings detailed in the Plan, POETS has a particular focus on inclusive engagement to ensure that communities affected by the agency's projects are informed early and consistently, and that opportunities to participate in the public process are meaningful, accessible and equitable.

The SFMTA website is a critical resource for stakeholders:

- The SFMTA website is an important source of information about SFMTA services, programs and projects for all age groups, languages, and incomes.
- The SFMTA website is also the most common source of information about SFMTA meetings. However, nearly a third of Public Participation Survey respondents have limited awareness of meetings. Awareness of meetings is correlated with age: survey respondents under the

age of 30 are the least likely to have heard of SFMTA meetings (39% noted that they have received no information about SFMTA meetings). Respondents between the ages of 65-74 are the most likely to have heard about meetings via email and those under age 64 are more likely to have heard about them via the agency's website.

- Stakeholders who have lower levels of English proficiency and low income respondents most frequently learn about SFMTA meetings via signage or on the SFMTA website. High-income respondents are less likely to be aware of SFMTA meetings
- CBO leaders confirmed the importance of the SFMTA website, online information and smartphone apps in how their clients often get information about SFMTA.
- Majorities of survey respondents stated that they would prefer to provide feedback through the SFMTA website. This preference cuts across demographics.

Service changes and fare changes continue to be important to stakeholders:

- When asked which topics would most interest them at meetings, a majority of Public Participation Survey respondents chose service changes, and nearly half pointed to fare changes. Fare changes were more important to low-income respondents than to high-income, while construction projects were an important topic for high-income SFMTA respondents.
- Community input session participants identified service changes and service improvements as the most important or interesting topics.

Time of day and proximity to transit are key for meeting attendance:

- Public Participation Survey respondents chose these elements as the most important in ensuring they could attend meetings. Respondents over the age of 75 and Cantonese, Mandarin, and Russian-speakers all prioritized proximity to transit. Those who are less proficient in English also saw language assistance as a vital factor in determining whether or not they would attend.
- Similarly, community input session participants felt that the meeting's location and timing were the most important elements for their attendance. They also felt that it was important that SFMTA meetings be held in their communities. They indicated that they do not like going to City Hall or other locations downtown and liked the idea of the meetings being held in locations closer to them. They gave successful examples of meetings that had been held in local libraries or at community-based organizations.

Respondents offered input on how to communicate with stakeholders of the SFMTA and the tone of those communications.

- Community input session participants suggested that the best way for SFMTA to communicate with them, in general, was by reaching out via email, community outreach at CBOs and schools, and using neighborhood websites like Hoodline or NextDoor. It was especially important to them that the SFMTA make them feel heard and show the community how they have implemented their recommendations. All groups unanimously stated that having their input taken to heart was important to them. They suggested several ways in

which SFMTA could communicate these updates to them: via flyers and handouts, emails and text messages, and advertisements.

- Similarly, CBO leaders felt it was important for the SFMTA to be transparent and show respect in its communications with the community by committing to greater outreach and distribution of information. It should be noted that organizations that represented different segments of the community all emphasized the importance of this need. There was a sense that the SFMTA needs to prioritize the public's interests and have greater outreach and distribution of information. They recommend email, community outreach, outreach at schools, and neighborhood meetings as a way of communicating with CBO clients on these issues.
- When asked about providing feedback to the SFMTA, most respondents prefer to provide feedback after a meeting via email or phone. The only exceptions were low income Latino survey respondents who prefer submitting a written comment during the meeting and low income African American survey respondents who prefer speaking publicly or submitting a written comment during the meeting.

Community input session participants also said they'd like to be able to use technology – like smartphone apps, social media and email - to provide feedback to SFMTA.

## Conclusions

Feedback collected as part of the 2016 Public Participation Plan update reinforced the value of SFMTA's increasingly robust toolkit of public outreach and engagement strategies. While a few techniques for sharing information and collecting feedback stand out – namely the agency's website – smaller demographic groups, including low-income and minority populations, were likely to avail themselves of some of the less-frequently-cited SFMTA communication tools, such as San Francisco's multilingual 311 Telephone Customer Service Center, which operates 24 hours a day/7 days per week/365 days per year. By employing a wide variety of communication tools, the SFMTA effectively reaches a broad audience with the aim of reducing barriers to information and participation, particularly for low income and minority populations.

Another key conclusion revealed by the 2016 PPP update is the value that stakeholders place on participation that is catered specifically to them and their community. This message was clear: when encouraging community participation in the planning process, simply making members of the public aware of upcoming meetings is not enough to motivate engagement. San Francisco residents across demographic groups asserted that they want to attend meetings that have personal relevance, are held in locations that are within their own community and scheduled at times that are convenient for them.

Stakeholders also revealed that they would like to see both SFMTA board members and staff attend meetings in their neighborhoods. The effort was seen as more than just a logistical convenience that would minimize the travel needed to attend a SFMTA meeting in Civic Center – it was symbolic of a tone and demeanor on the part of SFMTA that showed an authentic respect for, and the value of, community-based feedback. Community meetings held locally are perceived as a direct reflection of the value SFMTA places on that community, its members, and their perspectives. Holding local meetings in familiar places helps to put community members on more equal footing with SFMTA representatives and, in doing so, empowers them to participate in the public process.

Finally, SFMTA stakeholders place a high priority on acknowledgment that their feedback has been received and – ideally – incorporated into any resulting plans. All nine community input session groups, which were convened as part of the PPP update, indicated unanimously that this was the most important aspect of successful engagement.

Stakeholders who participated in the Public Participation Survey, community input sessions, and CBO leadership interviews weighed in on the public engagement and outreach methods most commonly used by the SFMTA to share information with, and collect feedback from, members of the community. These methods include: community meetings, the SFMTA website, media ads, the city’s multilingual 311 Telephone Customer Service Center, street level outreach by SFMTA staffers and contractors, social media, emails and text messaging, and SFMTA board meetings.

Stakeholders commented on the effectiveness of each method, noting how frequently they received information or provided feedback through each channel, as well as their perception of each channel’s effectiveness and convenience. Discussed in more detail throughout this report, these stakeholder opinions are summarized in the Table 1 column labeled, “Stakeholder Feedback on Public Engagement and Outreach Methods Used by SFMTA.”

The Table 1 column labelled, “Stakeholder Suggestions for Improving Public Engagement and Outreach Methods Used by SFMTA” summarizes ways in which participants felt that the current public engagement and outreach methods could be made more useful and effective, and are also discussed in further detail in later sections of this report.

**Table 1: Feedback and Suggestions on Public Outreach and Engagement Methods**  
**Source: SFMTA, 2016.**

<b>Public Engagement and Outreach Method</b>	<b>Stakeholder Feedback on Public Engagement and Outreach Methods Used by SFMTA</b>	<b>Stakeholder Suggestions for Improving Public Engagement and Outreach Methods Used by SFMTA</b>
<b>Community Meetings</b>	<ul style="list-style-type: none"> <li>• Community meetings are not an effective source of information about SFMTA for stakeholders.</li> <li>• Many stakeholders have no awareness of SFMTA meetings.</li> <li>• Stakeholders who are aware of meetings are not necessarily interested in attending.</li> <li>• Stakeholders under age 30 are least likely to have heard of community meetings.</li> <li>• Low-income Latinos stakeholders showed a preference for submitting written comments during meetings as the best way to provide feedback.</li> <li>• Low income, African American stakeholders showed a preference for speaking publicly or submitting written comments during meetings as the best way to give feedback.</li> <li>• As noted in the suggestions for improvement, stakeholders are open</li> </ul>	<ul style="list-style-type: none"> <li>• Meeting topics that are personally relevant to stakeholders are more likely to encourage participation.</li> <li>• Service changes and fare changes were widely identified as meeting topics that would most motivate attendance.</li> <li>• Meetings should be easily accessible via transit.</li> <li>• Time of day and receiving advanced notice of meetings are important factors in motivating attendance.</li> <li>• Meetings should be held at familiar, approachable, local facilities, such as schools and local CBOs.</li> <li>• Stakeholders overwhelmingly emphasized that meetings should not be held at City Hall.</li> <li>• When asked to identify the top three ways they would like to receive information at SFMTA meetings, stakeholders said: graphics,</li> </ul>

<b>Public Engagement and Outreach Method</b>	<b>Stakeholder Feedback on Public Engagement and Outreach Methods Used by SFMTA</b>	<b>Stakeholder Suggestions for Improving Public Engagement and Outreach Methods Used by SFMTA</b>
	<p>to attending meetings that are on topics of personal interest, at times that are convenient, and are held in welcoming locations, easily accessible by transit.</p>	<p>handouts, and PowerPoint presentations.</p> <ul style="list-style-type: none"> <li>Stakeholders suggested having access to smaller group conversations at community meetings and being able to contact staff members.</li> </ul>
<b>Website Support</b>	<ul style="list-style-type: none"> <li>The website is an important source of information on SFMTA services, programs and activities for stakeholders of all age groups, languages, and incomes.</li> <li>The website is the most common source of information on SFMTA meetings for stakeholders.</li> <li>Stakeholders of all levels of language proficiency, language group, and age say the SFMTA website is the easiest way of providing feedback.</li> <li>High-income Asian and Pacific Islander stakeholders tend to use the website at higher rates than low-income counterparts.</li> <li>SFMTA stakeholders between ages 18 and 29 are most likely to say they would provide feedback on the website.</li> <li>Stakeholders who are not English proficient use the SFMTA website at far lower rates than those who are.</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholders would like to provide more feedback to SFMTA using technology like the website and Smartphone Apps.</li> </ul>
<b>Media Outlets</b>	<ul style="list-style-type: none"> <li>Low-income SFMTA stakeholders are more likely to rely on radio and TV ads than are higher-income stakeholders.</li> <li>Stakeholders over 65 pay more attention to ethnic media than younger stakeholders.</li> </ul>	<ul style="list-style-type: none"> <li>LEP stakeholders would like to receive information in their native language through newspaper ads.</li> <li>Stakeholders felt strongly that it was important to have proof that SFMTA has taken their input to heart. In terms of ways to reach them, stakeholders suggested the use of ad space to convey this information.</li> </ul>
<b>Community Events</b>	N/A	<ul style="list-style-type: none"> <li>CBO leaders suggested SFMTA presence at community meetings and events as the best way to communicate with their clients.</li> </ul>
<b>Community Based Organizations</b>	N/A	<ul style="list-style-type: none"> <li>CBO leaders suggested SFMTA could improve how it communicates with LEP residents by better coordinating with local organizations and schools.</li> <li>CBO leaders also expressed interest in receiving SFMTA flyers to share with their clients.</li> </ul>



<b>Public Engagement and Outreach Method</b>	<b>Stakeholder Feedback on Public Engagement and Outreach Methods Used by SFMTA</b>	<b>Stakeholder Suggestions for Improving Public Engagement and Outreach Methods Used by SFMTA</b>
<b>Free Language Assistance</b>	<ul style="list-style-type: none"> <li>LEP stakeholders identified schedule, service changes, and route information as the most important for them to receive in their native language.</li> <li>LEP stakeholders were familiar with SFMTA's website, signage and flyers, and 311.</li> </ul>	<ul style="list-style-type: none"> <li>LEP stakeholders mentioned information on transit security and instructions for filing complaints as information they'd like to have in native languages.</li> <li>CBO leaders requested more drivers who are bilingual and with whom their members can communicate.</li> <li>CBO leaders suggested SFMTA could improve how it communicates with LEP residents by increasing translations for service changes.</li> </ul>
<b>Distribution of Posting and Multilingual Materials</b>	N/A	<ul style="list-style-type: none"> <li>Stakeholders suggested that flyers would be the most effective way of reaching a broad population.</li> <li>LEP stakeholders suggested it was most important that they receive information in their native language through signage in vehicles, stations or bus shelters, and maps in vehicles, stations or bus shelters.</li> </ul>
<b>Street Level Outreach</b>	<ul style="list-style-type: none"> <li>Very few stakeholders reported having received information from Outreach Ambassadors. However, a few stakeholders speculated that they could potentially be an effective source of information about SFMTA.</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholders suggested the SFMTA provide information on the outcome of community input, solicit feedback using flyers and handouts, and have in-person conversations at bus stops and on transit.</li> <li>Stakeholders felt strongly that it was important to have proof that SFMTA had taken their input to heart. In terms of ways to reach them, they suggested the use of flyers and handouts to convey this information.</li> </ul>
<b>Social Media</b>	<ul style="list-style-type: none"> <li>Outreach via neighborhood websites like Hoodline or NextDoor<sup>1</sup> is an effective way for stakeholders to communicate with SFMTA.</li> <li>Asian, Latino, and white stakeholders use social media more frequently than other major ethnic groups.</li> <li>Stakeholders under age 39 are far more likely to rely on social media than those over 40.</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholders would like to be able to use technology – like social media – to provide feedback.</li> </ul>
<b>Email Communication</b>	<ul style="list-style-type: none"> <li>Email is an effective way for stakeholders to communicate with SFMTA.</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholders would like to be able to use technology – like email or text messages – to provide feedback.</li> </ul>

<sup>1</sup> NextDoor has explicitly restricted SFMTA (and the Bay Area Rapid Transit District) from participating on their closed social channel.

<b>Public Engagement and Outreach Method</b>	<b>Stakeholder Feedback on Public Engagement and Outreach Methods Used by SFMTA</b>	<b>Stakeholder Suggestions for Improving Public Engagement and Outreach Methods Used by SFMTA</b>
	<ul style="list-style-type: none"> <li>Most stakeholders prefer to give SFMTA feedback via email than any other method of communication. The only exceptions are low-income Latinos who prefer submitting a written comment during a meeting and low-income African-American stakeholders who prefer speaking publicly or submitting a written comment during the meeting.</li> </ul>	<ul style="list-style-type: none"> <li>CBO leaders suggested email communications as an effective way to reach their clients, offering advice on the tone of communication: it should be respectful of the community, transparent, prioritize citizens' interest, explain changes, and improve the perception of Muni's safety.</li> </ul>
<b>Community Advisory Groups (CAGs)</b>	N/A	<ul style="list-style-type: none"> <li>One stakeholder suggested SFMTA should create a Language Assistance Advisory Committee.</li> </ul>
<b>Public Noticing for Hearings</b>	N/A	N/A
<b>CBO and Contractor Outreach</b>	<ul style="list-style-type: none"> <li>Outreach to CBOs and to schools is an effective way for stakeholders to communicate with SFMTA.</li> </ul>	N/A
<b>SFMTA Board of Directors' (SFMTAB) Meetings</b>	<ul style="list-style-type: none"> <li>SFMTAB meetings are not an effective source of information about SFMTA.</li> </ul>	<ul style="list-style-type: none"> <li>The Board of Directors should consider traveling to the community and host board meetings outside of City Hall.</li> <li>The Board of Directors should consider traveling via transit.</li> </ul>
<b>Citizens' Advisory Council Meetings</b>	N/A	N/A

## Report Organization

This report has been divided into five sections. Section I serves as an introduction to the purpose and parameters of a Public Participation Plan (PPP). It includes an overview of the San Francisco Municipal Transportation Agency (SFMTA), the Federal Transit Administration's (FTA) guidelines for recipients of federal funds to comply with Title VI of the Civil Rights Act of 1964 and its implementing regulations, and an overview of San Francisco demographics.

Section II presents the SFMTA's current public outreach and involvement strategies. These include SFMTA's Public Outreach and Engagement Team Strategy (POETS), which was created to promote sustained and consistent application of public outreach and engagement participation best practices. Section II also evaluates the SFMTA's public outreach and engagement methods based on findings from primary data collected as part of the 2016 update to the PPP.

As required by federal guidelines, Section III includes a discussion of seeking public comment on proposed fare and major services changes and how feedback is processed and considered prior to implementation of changes.

Section IV considers ways in which the SFMTA can broaden public participation and involvement in its decision-making processes. It explores findings from primary quantitative and qualitative data collected as part of this update to identify preferred ways for customers to provide feedback to SFMTA and their suggestions for encouraging participation and involvement in public meetings and decision-making processes.

Section V discusses monitoring and review of the Plan.

# Section I: Introduction

The purpose of the San Francisco Municipal Transportation Agency's (SFMTA) Public Participation Plan is to provide a framework of options and strategies from which to guide a customized, systematic and strategic public involvement approach that seeks out and considers the viewpoints of the general public, particularly low-income and minority community members, and other stakeholders in the course of conducting public outreach and involvement activities.

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## About SFMTA

The SFMTA plans, designs, builds, operates, regulates and maintains one of the most comprehensive transportation networks in the world.

A department of the City and County of San Francisco, the SFMTA manages all ground transportation in the city. For more than 100 years, we have kept people moving with the San Francisco Municipal Railway, known as Muni, the nation's eighth largest public transit system. We also regulate taxis, manage parking and traffic, and facilitate bicycling and walking. We plan and implement strategic, community-based projects to improve the transportation network and prepare for the future. Our diverse team of 5,600 employees is one of the city's largest. Eighteen labor organizations represent our diverse staff.

San Francisco voters established Muni in 1912, creating the nation's first publicly owned transit system. Across five modes of transit, Muni has approximately 725,000 weekday passenger boardings. It is the largest transit system in the Bay Area and serves more than 220 million customers each year. The Muni fleet is unique and includes historic streetcars, renewable diesel and electric hybrid buses and electric trolley coaches, light rail vehicles, paratransit cabs and vans, and the world-famous cable cars. Muni has 75 routes

throughout the City and County San Francisco with all residents within a quarter mile of a transit stop. Muni provides service 24 hours a day, seven days a week.

In 1999 voters created the SFMTA by passing Proposition E, which merged Muni with the Department of Parking and Traffic to form an integrated agency to manage city streets more effectively and advance the city's transit-first policy. In 2009 the SFMTA merged with the Taxi Commission to further streamline transportation management in San Francisco.

A board of directors governs the agency, providing policy oversight and ensuring the public interest is represented. The board's duties include approving the agency's budget and contracts and authorizing proposed changes to fares, fees and fines. Its seven members are appointed by the mayor and confirmed by the Board of Supervisors.

## Purpose and Federal Requirements

### Public Participation Plan Purpose

The SFMTA's Public Participation Plan (PPP) reflects and reinforces the primary goal of the SFMTA's public involvement activities: to incorporate the best measures possible to support a two-way dialogue between the SFMTA and its stakeholders during its important decision-making processes. As a federally funded agency that must comply with certain federal guidelines, the PPP also serves to fulfill the obligations under Title VI of the Civil Rights Act of 1964, which states 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."

In drafting this report, the SFMTA paid particular attention to those methodologies and strategies that specifically address linguistic, institutional, cultural, economic, historical or other barriers that may be preventing minority, low-income and Limited-English Proficient populations from participating effectively in the SFMTA's decision-making process.

The concerns, issues, creative ideas and needs of community members that were gathered throughout the PPP update process will serve to inform and supplement the agency's outreach efforts, allowing SFMTA staff and decision-makers to better involve the public and therefore make better-informed decisions around agency programs, services and projects.

“Really and truly, when the MTA wants to communicate well, they do a good job about that. It’s making sure the culture is built around openness. Really a culture of openness is the main thing, that and distribution of information, accessible information that we can play with ourselves and understand is really the big deal.”

--Community Leader  
Interview

## Federal Requirements

In accordance with federal guidelines, the SFMTA is required to submit to the Federal Transit Administration (FTA) a PPP that details the Agency’s plans and strategies to engage minority, low-income and Limited English Proficient (LEP) populations in its planning and programming activities. As a recipient of federal funds and per Title VI of the Civil Rights Act of 1964 and its implementing regulations, FTA directs SFMTA to:

- Ensure that the level and quality of public transportation service is provided in a nondiscriminatory manner;
- Promote full and fair participation in public transportation decision-making without regard to race, color, or national origin; and
- Ensure meaningful access to transit-related programs and activities by persons with limited- English proficiency.

The FTA requires that public transit providers create a PPP that describes both the proactive strategies the Agency will use to engage minority and LEP populations and the desired outcomes of this outreach. The PPP can be part of a broader public participation strategy that also targets other traditionally underserved communities, including low-income populations and people with disabilities.

As stated in Federal Transit Administration (FTA) Circular 4702.1B the SFMTA has “wide latitude to determine how, when and how often specific public involvement measures should take place and what specific measures are most appropriate.” (FTA C 4702.1B, Section III-5) The SFMTA has made these determinations based on a variety of factors, including the composition of the populations affected by its actions; the type of public involvement process planned for the particular project or initiative; feedback received during the update process; and, the resources available to the agency.

In further response to the FTA guidance and the recommendations regarding implementing the Department of Transportation’s (DOT) policy guidance for Limited-English Proficient (LEP) individuals as an effective practice to help overcome barriers to public participation, this Plan also integrates findings from the 2016 update of the SFMTA’s Language Assistance Plan (LAP), which focused on receiving feedback from LEP individuals through a series of focus groups, surveys and CBO leadership interviews.

## Demographics Overview, Including LEP Populations

The San Francisco Municipal Transportation Agency (SFMTA) serves the area defined as the City and County of San Francisco, which has a total population of 791,638 individuals according to the 2010-2014 Five -Year U.S. Census American Community Survey (ACS).

## Racial and Economic Diversity

San Francisco is diverse both with regards to ethnicity and income levels, as can be seen in the following tables:

**Table 2: Race and Ethnic Diversity in San Francisco**

**Source: 2010-2014 Five-Year Estimates U.S. Census American Community Survey (ACS).**

Race/Ethnicity	Percentage
African American/Black	5.7%
Asian/Asian American	33.6%
Hispanic	15.3%
Multiracial	4.4%
American Indian/Alaskan Native	0.4%
Native Hawaiian/Other Pacific Islander	0.4%
White (not Hispanic)	49.5%

**Table 3: Income Diversity in San Francisco**

**Source: 2010-2014 Five-Year Estimates U.S. Census American Community Survey (ACS).**

Income Per Household	
Median Household Income (2010-2014)	\$78,378
Per Capita Income (2010-2014)	\$49,986
Persons Below Federal Poverty Level (2010-2014)	13.3%

## Linguistic Diversity

The SFMTA also serves a significant number of residents with Limited-English Proficiency: 176,629 persons of five years of age or older, or 22% of San Francisco’s population who speak English “less than very well,” based on ACS 2010-2014 data. As detailed in the SFMTA’s 2016 Language Assistance Plan, to assess the number and proportion of LEP stakeholders served or likely to be encountered, the SFMTA examined data from the U.S. Census, the American Community Survey, and English Learner Reports from both the California Department of Education (CDE) and the San Francisco Unified School District (SFUSD). Those individuals who reported speaking English “less than very well” and students classified as “English Learner” are considered Limited-English Proficient.



“I think that there is a real issue with two-way communication. Muni does a relatively good job of communicating decision making, but community members don’t feel like they have the opportunity to give feedback that is taken seriously.”

--Community Leader Interview

The most widely spoken languages among San Francisco’s LEP residents are Chinese (53.6% or 94,744 persons) and Spanish (21.8% or 38,494 persons), together comprising 76% of the total LEP population. (It should be noted that “Chinese” is a general language category reported in ACS data and no further breakdown is available, although Cantonese speakers are more predominant in San Francisco than Mandarin speakers.) The next tier of languages spoken by LEP persons comprises: Filipino (Tagalog) (5.2% or 9,213 persons), Vietnamese (3.8% or 6,663 persons) and Russian (3.7% or 6,540 persons).

The SFMTA identifies 10 “Safe Harbor” languages that fall within the “Safe Harbor Provision,” as established by the Department of Justice and as adopted by U.S. DOT, which requires that agencies provide written translation of vital documents for each eligible LEP group that constitutes five percent or 1,000 persons, whichever is less, of the total population of persons eligible to be served or likely to be affected or encountered. For the SFMTA, those languages include: Chinese, Spanish, Filipino, Russian, Vietnamese, Korean, Japanese, French, Thai, and Arabic.

## Project Overview

### Research Methods Overview

To update the most recent version of its Public Participation Plan (PPP), the agency conducted extensive outreach to residents, community stakeholders and other members of the public representing diverse populations throughout the City and County of San Francisco. Both quantitative and qualitative data sources were used. Quantitative data was collected via a Public Participation Survey which was completed in 10 different languages by 4,753 SFMTA stakeholders representing a broad demographic. The robust quantitative data was complemented by qualitative from two different sources: nine input sessions with San Francisco residents and 13 interviews with leaders of community-based organizations located throughout San Francisco. The qualitative data research included significant participation from low-income and minority populations, as well as the community leaders who serve them. It also allowed for participants to contribute non-written feedback.

The PPP was also informed, by design, by the data collection effort for the Language Assistance Plan and PPP-related questions were asked as part of the research conducted, as detailed below. This overlap was intended to broaden the reach of research methods and provide even richer feedback for both plans.

All organizations contacted as part of the 2016 PPP update are listed in Appendix A, Tables 1 and 2.

## Public Participation Plan (PPP) Report Data Sources



## PPP Community Stakeholder Executive Interviews

The SFMTA interviewed individuals in leadership roles at 13 community-based organizations (CBOs) across the city. The CBOs represented by these individuals assist and advocate for residents from a variety of different demographic groups, geographies, and literacy levels. The CBOs also represented different cross-sections of San Francisco's diverse communities, including neighborhood associations, senior centers, and community service providers. From these interviews, input was solicited on user needs and communication preferences based on constituent experience.

Leaders from the following organizations were interviewed:

- Clement Street Merchants Association
- Bayview Hunters Point Center for Arts & Technology (BAYCAT)
- Senior and Disability Action

"I want to know that my voice matters. They should show proof that they're listening. It should be like this: "we did this session, we changed this because of it, we didn't change this because..."

- People of Parkside/Sunset (POPS)
- Castro Merchants
- Samoan Community Development Center
- Haight Ashbury Neighborhood Council (HANC)
- Coleman Advocates
- Marina/Cow Hollow Neighbors & Merchants
- Bayview Hunters Point YMCA
- Potrero Boosters Neighborhood Association
- Japantown Merchants Association
- Sunset Heights Association of Responsible People (SHARP)

The diverse demographics of the communities served by the CBO leaders interviewed are detailed in Appendix B, Table 1, including organization name, demographics served, geography served, and the literacy level of the group served.

## Public Participation Plan Community Input Sessions

--Coleman Advocates  
Community Input  
Session Participant

SFMTA held nine community input sessions with 88 stakeholders to solicit direct feedback. The participants represented a demographically diverse cross section of the city in terms of age, income level, gender, race, and geographic location. Each of the input sessions began with an overview of the goals of the PPP update and a presentation about existing efforts. Participants were then given an opportunity to ask questions and provide feedback, with guidance from an experienced facilitator, ensuring an inclusive and respectful

environment for sharing.

The following organizations hosted community input sessions:

- Sunset Neighborhood Beacon Center (SNBC)
- Coleman Advocates
- Bayview Hunters Point YMCA
- Castro Merchants
- Sunset Heights Association of Responsible People

- Haight Ashbury Merchants Association
- Marina Cow Hollow Neighbors & Merchants
- San Francisco Senior and Disability Action Network
- Alliance for a Better District 6

### Public Participation Survey

SFMTA fielded a Public Participation Survey to collect quantitative input from its stakeholders and received 4,753 completed surveys. The survey was hosted online in all 10 SFMTA “Safe Harbor” languages in order to reach individuals with a wide array of language proficiencies. SFMTA also conducted a grassroots outreach effort to engage a broad range of stakeholders in the Public Participation Survey. That process included reaching out via email or by phone to 199 community-based organizations across the service area, with follow-up emails to every organization with the links to the online survey.

As requested, CBOs were provided with printed copies of the online survey to ensure that participation was not dependent upon online access. SFMTA received completed print surveys from 21 organizations. Print surveys were also handed out at the end of community input sessions and completed on site by session attendees.

SFMTA also received confirmation that between 30-40 CBOs were willing to share the electronic version of the survey via their list serves or on their social media pages in order to help assist in reaching their membership.

Survey respondents were also solicited via social media posts via Facebook and Twitter and through social media ads targeting minority and low-income zip codes. In addition to English, the four social media ads included direct links to the survey information in the three languages representing the highest concentrations of LEP persons in San Francisco: Spanish, Chinese, and Filipino. The ads ran for 15 days and reached 70,245 San Francisco residents.

Outreach to potential survey respondents was also conducted through partnerships with other city partners including the San Francisco Housing Authority, the Office of Civic Engagement and Immigrant Affairs and the San Francisco Police Department.

### LEP Populations-Focused Community Based Organization Leadership Interviews

In addition to efforts to ensure low-income and minority residents were included in the PPP outreach, SFMTA conducted robust outreach to ensure the voices of persons with Limited-English Proficiency were included in the Public Participation Plan update.

SFMTA designed and conducted nineteen interviews for stakeholder leaders serving LEP populations to, in part, solicit feedback on public participation needs of LEP stakeholders based on constituent experience. Stakeholder leader interviews were conducted with CBOs that serve LEP populations in all languages that meet the federal “Safe Harbor” threshold.

### LEP Focus Groups

For its Language Assistance Plan update, SFMTA designed and facilitated focus groups for LEP customers, which included solicitation of feedback on public participation methods and preferences, among other topics. Based on the preference of the CBO group, focus group

facilitation was either conducted in English with a trained interpreter present to do real-time translation of questions and responses or conducted in native languages by a trained facilitator with an interpreter present to do real-time translation of responses back to English for SFMTA staff.

In total, seven focus groups with LEP Muni customers were conducted at seven community centers in the top five languages spoken by the LEP population in the City and County of San Francisco. Two focus groups were conducted in Spanish and two were conducted in Cantonese and one focus group was conducted in each of the following languages: Russian, Vietnamese, and Filipino. Selected organizations recruited LEP members for the focus groups and were supplied with an in-language flyer to assist in recruitment. In total, 85 LEP customers participated in the focus groups.

### LEP User Survey

SFMTA developed and administered a survey for LEP persons to solicit public participation feedback, among other topics. The LEP User Survey was completed in 10 languages by a total of 325 SFMTA customers drawn from the LEP population.

## Data Collection Outcomes

### Public Participation Survey Respondents

The SFMTA received an extremely robust response to the Public Participation Survey, with 4,753 surveys completed. A wide variety of participants weighed in, representing a diversity of San Francisco residents in terms of ages, income levels, geographic locations, and languages spoken:

- The most commonly spoken languages among respondents were English, Spanish, and Cantonese.
- Two-thirds of respondents speak English, eight percent say their native language is Spanish and seven percent say the same about Cantonese.
- Nearly half of Public Participation Survey respondents reported using Muni at least 5 days a week. Respondents said they ride Muni 5 times a week (45%), 3-4 times a week (18%), and 1-2 times a week (14%) – meaning seventy-seven percent of stakeholders surveyed ride Muni at least once a week.
- Survey respondents represented a wide variety of ages.
- Among the respondents that provided income information, 71% were high-income and twenty-nine percent were low-income.<sup>2</sup>

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<sup>2</sup> As defined by SFMTA:

- Low-income: Under \$25K for a 1-person household, high income: all other 1-person households

- Survey respondents were also ethnically diverse.

**Table 4: Public Participation Survey Participation by Ethnicity**  
**Source: SFMTA Public Participation Survey, 2016.**

<b>Ethnicity</b>	<b>Percent</b>
African-American	4%
Asian	24%
Hispanic/Latino	11%
White	42%
Native Hawaiian or Pacific Islander	1%
American Indian or Alaska Native	0%
Mixed	2%
Other	4%
N/A	12%

- 
- Low-income: Under \$35K for a 2-person household, high income: all other 2-person households
  - Low-income: Under 50K for a 3 or 4-person household, high income: all other 3-4-person households
  - Low-income: Under \$100K for a 5 or 6 person household, high income: all other 5-6-person households

# Section II: Public Outreach and Engagement Methods

This section outlines the proactive strategies, procedures and desired outcomes that underpin the SFMTA's current outreach and engagement methods and incorporates critical feedback received from stakeholders during the update process.

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Figure 1: Community Input Session attendees taking survey

## Introduction

The importance that the SFMTA places on promoting full and fair participation in public transportation decision-making without regard to race, color, or national origin and ensuring meaningful access to transit-related programs and activities by persons with Limited-English Proficiency is reflected in the broad range of communication and public engagement practices employed.

The following section outlines the Agency's Public Outreach and Engagement Team Strategy (POETS) and details outreach and engagement best practices currently employed by the agency. It also discusses federally and locally required outreach and engagement efforts for soliciting public comment for proposed fare and major service changes. The section also delves into the data collected as a part of the Public Participation Plan (PPP) update, highlighting and documenting the feedback of over 4,000 survey participants.

## SFMTA's Strategy for Public Outreach and Engagement

To ensure that public participation best practices are implemented consistently across the agency's hundreds of projects, SFMTA began in 2014 to develop a comprehensive program to guide and support project-level efforts. This program – the Public Outreach and Engagement Team Strategy or POETS – was developed through an extensive process of internal assessment, interviewing key internal and external community stakeholders and researching the best practices of other transit

agencies and organizations. Despite significant attention to public outreach and engagement in the past, SFMTA leadership recognized that the complexity and impacts of the agency’s hundreds of projects required a more systematic approach. The goal in creating POETS was to apply resources for public participation adequately and strategically, providing staff with the knowledge and tools they need to meet the evolving expectations of the public and deliver projects successfully.

The agency embarked on a five-step process to develop POETS: (1) assessment of current outreach practices and “pain points,” (2) identification of best practices and alternative approaches to public participation, (3) presentation of recommendations to agency leadership, (4) implementation of those recommendations, and (5) continuous monitoring and evaluation of the program.

During the assessment phase of its existing practices, SFMTA analyzed project management processes and timelines, forecasted the number and scope of projects eighteen months forward, determined the amount of staff time that would be required for public outreach and engagement

“When I talked with students and staff about this survey, there was excitement that MUNI is trying to engage with us. We would love to help MUNI work better.”

--Community Leader Interview

during that period, and compiled feedback from the community through multiple channels. The assessment methodology included interviews with forty project managers both within SFMTA and with City and transit agency peers, as well as focus groups with more than sixty staff responsible for public participation. It also involved a review of stakeholder surveys, correspondence from the public, and analysis of 1200 phone calls on the City’s 311 Telephone Customer Service Center.

As part of the feedback received, members of the community expressed difficulty understanding how to participate in the public process and perceived a fragmentation of efforts across projects. As a result of feedback received, staff identified a number of areas for improvement, including creating a standardized approach to public participation throughout the agency, providing guidance to project leads on how to incorporate community feedback, establishing clear performance indicators, improving inter-agency collaboration, allowing easier access to resources such as outreach tools and contact lists, identifying the necessary budget to support public participation, and expanding coordination across projects to reduce duplication of efforts.

Beyond the internal assessment, SFMTA researched peer practices through one-on-one interviews and observation of community meetings by different agencies and organizations. Those contacted included San Francisco Public Works, AC Transit, San Francisco Public Utilities Commission, San Francisco Planning Department, San Francisco Office of Civic Engagement & Immigrant Affairs, Los Angeles Metro, Golden Gate Transit, TransForm, and San Francisco Bicycle Coalition.

To augment the research on other agency practices, SFMTA investigated best practices in the field of public participation. This work suggested a framework to categorize projects by their size, scope, duration, and potential impacts, yielding an estimate of the level of public outreach and engagement needed for each project.

The assessment led to multiple recommendations:

- Create a strategy that is consistent and flexible enough to apply to all projects and includes staffing at a program level;
- Establish a group of staff with leadership skills from multiple divisions to help steer the program and provide peer-to-peer support;
- Develop and provide specific public outreach and engagement training for staff members responsible for outreach and engagement;
- Integrate agency goals and milestones for public outreach and engagement into project-level planning and tracking;
- Set new public outreach notification standards for agency-wide practices;
- Develop supportive resources, including a best practices guide and toolkit;
- Leverage new and existing technologies to supplement traditional approaches to public participation.

## Components of the Public Outreach and Engagement Team Strategy

By institutionalizing new standards, POETS promotes sustained and consistent application of public outreach and engagement participation best practices, which are detailed in the section below, across all SFMTA projects. The program has three core components: (1) clear public outreach and notification standards for public participation across all projects, (2) education and training for staff members responsible for public outreach and engagement, and (3) specific forms of recognition to encourage compliance and skill building.

SFMTA's Public Outreach Notification Standards (PONS) were developed as part of POETS and finalized in 2015. With the goal of making community outreach and engagement an integral element of project planning and implementation, the PONS includes five key requirements:

- A project needs assessment to determine potential community impacts and the appropriate level of public outreach and engagement;
- A communications plan describing the outreach strategy through all stages of the project;
- Stakeholder briefings to engage affected communities as early as possible;
- Multi-channel updates to keep stakeholders informed about the project and opportunities to participate in the planning and implementation process;
- Public meetings designed to be appropriate to the scope and purpose of public participation as determined by the needs assessment.

In addition to expressing the requirements themselves, the PONS includes templates for the project needs assessment and communications plan, a framework for understanding levels of public participation, a menu of possible public outreach methods (detailed in section below), and an overview of the other components of the POETS program. The initial work to launch the standards involved communicating the expectations throughout the agency and building a process and



architecture within the agency's intranet that allows project-level staff to record their actions online and program-level staff to track and report compliance.

Beyond establishing new standards, POETS recognizes that staff must be empowered to achieve them. The second phase of program implementation involved developing a training program and resources that provide SFMTA employees with the skills and tools they need to meet expectations. POETS encourages and supports multiple opportunities for educational and professional development related to public participation, including an onboarding overview of POETS standards and support, classes to build specific skills (public speaking, meeting facilitation, etc.), on-demand webinars on a range of topics, an online library of public participation guides and case studies, and peer-to-peer opportunities to learn and share work.

The education and training opportunities support SFMTA staff as they apply the POETS standards in practice. For example, to complete a project needs assessment it is necessary to understand the community affected by a project and to consider factors that will create an accessible and equitable public process. POETS requires project managers and staff to spend significant time doing neighborhood-level analysis, including evaluating demographics and language assistance needs. This assessment is expected in turn to inform the project communications plan, and the application of other required practices (e.g., standards for language accessibility in the LAP).

The third component of POETS is its recognition program. The agency acknowledges and values staff members who make a commitment to public outreach and engagement – by building their skills, applying those skills to specific projects, and demonstrating positive results that improve project delivery and strengthen relationships with the community. There are three levels of recognition achieved, respectively, by taking advantage of training opportunities, complying with public outreach and notification standards, and demonstrating positive outcomes for the agency and community.

## Goals, Outcomes and Assessment

Next steps for POETS includes incorporating the POETS Assessment Framework, which was designed to consider both program implementation (Are we doing what we set out to do?) and program outcomes (Are we making a positive impact on the agency and the community?).

POETS has three metrics for evaluating program implementation: investment in public outreach and engagement, development of staff skills and confidence, and compliance with agency standards. The assessment framework identifies a variety of data to measure success, all of which are collected internally on an ongoing basis.

POETS also has three metrics for evaluating program outcomes: responsiveness to public input, strength of community relationships, and successful project delivery. It is challenging for any agency to measure the effects of public participation across a large number of projects, but the assessment framework includes a mix of both quantitative and qualitative data sources to gauge progress. To the extent possible, benchmarks are identified based on available past data (e.g., from annual surveys of staff and community). To measure all three desired results, the framework requires feedback both internally and externally. Some of the information needed is collected regularly at the project level (e.g., post-meeting questionnaires and case studies), and some is collected annually to assess efforts agency-wide (e.g., interviews and surveys of community stakeholders and staff).

Having developed agency-wide standards and established an education and recognition program, POETS is now concentrating on developing tools and procedures to document community feedback and explain how it is taken into account. This will help address of the public's interest in transparency



about the nature of the planning process; the opportunities for public participation; how community input is communicated to decision makers, and how public participation ultimately influences projects.

The focus on a reliable feedback loop for community input also addresses a common theme expressed during outreach and engagement for the PPP. Participants in the Community Input Sessions repeatedly stated their desire that SFMTA acknowledge receipt of their feedback. Comments included requests that SFMTA demonstrate to those who participated in community meetings and through other channels of communication that their feedback was not “lost in a void” and to come up with methods that inform participants as to how their feedback was considered in the decision-making process. This sentiment was also echoed by leaders of community-based organizations who cited acknowledgement of participants’ feedback by the SFMTA as key to encouraging engagement.

## Public Outreach and Engagement Methods

As described in the previous section, the POETS program is intended to guide and support public participation best practices consistently across all projects. While much of the stakeholder feedback received served to validate many of the outreach and engagement practices already in place, these methods will be further informed and modified as appropriate based on feedback received during the PPP update process. Further, the agency will look into areas where a current outreach method is employed, but stakeholders are not necessarily aware of its use, such as SFMTA’s current practice of conducting outreach through schools and community-based organizations, both of which were highlighted by participants and CBO leaders. In addition, new recommendations will be considered such as using neighborhood websites and news publications, and other platforms for digital engagement.

The intent of POETS is to encourage outreach and engagement strategies that are customized to particular plans, projects or initiatives, taking into account the stakeholders who are either directly or indirectly affected. Those stakeholders who may be adversely affected or who may be denied the benefits of a plan, project or initiative are of particular interest in the initial identification process. Stakeholders can comprise many different individuals, populations, groups or entities, including general citizens, SFMTA customers, minority and low-income persons or communities, public agencies and private organizations and businesses. As a result of this customization effort, not every method listed or recommended by stakeholders will or can be used on every project or initiative; the project manager, along with the community outreach team, establishes a customized approach for each public involvement/ outreach process, choosing from the options discussed below, that will best meet the needs of the target audience and best accomplish the goals of the particular project or activity.

Listed below are the primary public engagement and outreach methods in use by the agency to offer early and continuous opportunities for the public to be involved in the identification of social, economic and environmental impacts of proposed transportation decisions.

### Community Meetings:

Publicly noticed community meetings allow interested stakeholders, customers and the general public to receive current information and provide feedback at key decision points in an interactive setting with SFMTA project managers and staff present. These events can range from presentations with full proposal review to small informational sessions. To enhance communication with all members of the public, including those attendees who may have limited-English proficiency, staff

use various illustrative visual aids, such as design renderings and drawings, charts, graphs, photos, maps and the Internet, as appropriate and as circumstances allow. PowerPoint presentations are often used and can be translated as necessary.

Comment cards, letters of support and written statements are compiled to document the reception and the reaction of the public. Attendees are further directed to other sources of information (e.g., SFMTA website, project website, project emails and phone numbers, social media, etc.) to continue interaction and dialogue.

Where practical and appropriate, it is the current practice of the SFMTA to work with community partners to leverage already-scheduled meetings and neighborhood events and activities, to the extent possible, rather than asking the public to attend additional meetings to gather information, in order to encourage public involvement. Staff also strives to use locations, facilities and meeting times that are convenient and accessible to the particular population being engaged, including minority, low-income and LEP communities. For public meetings that are scheduled by SFMTA, staff ensures that the meeting locations are accessible by Muni and scheduled at various times of the day and on weekends to accommodate working families, individuals, and seniors. For example, 2016 Public Participation Survey respondents over the age of 75 as well as Cantonese, Mandarin, and Russian-speakers all prioritized proximity to transit. Those who are less proficient in English also saw language assistance as important. PPP Community Input Session participants felt that the meeting's location and timing were the most important elements for their attendance. Another strong preference of PPP Community Input Session participants was that SFMTA meetings be held in their neighborhoods at familiar locations such as libraries, schools or community centers, as opposed to City Hall or other locations perceived as being more formal and intimidating.

- Feedback gathered during the outreach process for both the 2016 LAP and PPP updates further emphasized the importance of the current practices detailed above. Based on feedback received, SFMTA will continue these practices and look for new and innovative ways to hold meetings in the neighborhoods. Advanced notice of meetings and for important initiatives was emphasized and will be taken into account when planning meetings.

### **Website Support:**

Posting information at SFMTA.com and on specific project websites is a critical public information tool and one that was mentioned frequently as a preference during the data collection effort, particularly when it came to proposed fare and service changes. By visiting the agency's or a specific project website, the public can learn about the purpose of the project, the communities it will serve, construction schedules, community engagement, project history and more. Multilingual content is posted in keeping with agency guidelines and a notice on how to access free language assistance in 10 languages is posted at the bottom of each web page.

- Based on feedback received, SFMTA will explore additional methods designed specifically to target the demographics cited who are currently not utilizing the website. In addition, a strong preference was expressed for stakeholders to be able to provide feedback through the website; SFMTA will look at ways to better receive feedback through the website, in particular for proposed and final fare and service-related information.

### **Media Outlets:**

Press releases and media events are used to disseminate project and Agency activity information and accomplishments to local, national and trade media outlets. A variety of available resources, including media contact lists and website and social media, are used to communicate with the general public. The media strategy incorporates written press releases, press conferences, interviews, roundtables, site tours, events, and, as appropriate, television and radio talk and call-in shows, online chats, editorial boards and op-ed pieces. Multilingual print media, such as El Mensajero, Sing Tao and Kstati and local neighborhood newspapers can be included in the media strategy for a particular project or initiative.

- Based on feedback from the 2016 Language Assistance Plan update, multilingual broadcast media (radio, TV) and ethnic newspapers were highly favored methods for outreach and providing notice and will continue to be used to the extent possible, as circumstances and resources allow.

### **Community Events:**

SFMTA staff participate in community events throughout the city to establish a presence and publicize achievements and milestones. Outreach includes information booths and tables at festivals, job fairs, street parades and other community events. At these events, updated collateral material (fact sheets, meeting notices, project design renderings, etc.) and other pertinent project information is disseminated to the general public in multiple languages. Interested members of the public are further directed to online resources and the City's multilingual 311 call center.

- Participants expressed the importance of having SFMTA attend community events as a way to better engage with key stakeholders. SFMTA will look for more opportunities to better engage through community events.

### **Community-Based Organizations:**

As a current practice that is part of the SFMTA's District Liaison program, SFMTA staff identifies and engages at the District level with individuals, institutions, community and merchant groups and faith-based organizations serving broad demographics, including low-income, minority and/or LEP constituents who may be impacted to ensure they are briefed on important initiatives and decision-making processes and that concerns are addressed

- These relationships were stressed as very important and effective in communicating information by both CBO leaders and participants of the LAP and PPP data collection efforts. Based on specific feedback received, SFMTA will look into expanding relationships with additional CBOs to ensure demographic, linguistic and geographic diversity.

### **Free Language Assistance:**

In general, free in-person language assistance is provided through bilingual or multilingual SFMTA employees; via telephone through the Agency's telephonic interpreter service or through the City's multilingual 311 Customer Call Center. Assistance at community meetings and workshops can be provided via bilingual SFMTA staff, CBO representatives and through vendors. Free language assistance is provided at MTA Board meetings and at other meetings in specific languages with 48 hours' notice.

- While some participants were aware of the free language assistance tools and methods SFMTA currently employs it was clear that these tools should be further promoted in order to expand use.

### **Distribution and Posting of Multilingual Materials:**

Multilingual public information material is used to give the public useful information about current and upcoming programs, services and projects. Materials can include fact sheets, FAQs, newsletters,

media/press packets and flyers. Fact sheets are revised and updated as needed. FAQs are updated as feedback and questions from the general public are received either through email, written or social media correspondence. As appropriate, collateral material is translated and posted on the project website and at [sfmta.com](http://sfmta.com) and is disseminated at public events and distributed via signage inside transit vehicles, transit stations and shelters and on transit platforms and station kiosks. Information is also distributed via direct mail to affected customers, residents and business owners and via email blast to community outreach partners and interested individuals. Depending on the document, the scope of the project or initiative and the concentrations of LEP populations in a targeted area, materials may be translated into up to ten languages: Chinese, Spanish, Filipino, Russian, Vietnamese, Korean, Japanese, Thai, French and Arabic, pursuant to the agency's Language Assistance Plan and vital document translation policy.

- Distribution of multilingual flyers and other materials was mentioned frequently as an important public participation and involvement tool and expanded translations was mentioned by both respondents and CBO leaders, who also stated their organizations should be used (or continue to be used) as an outlet for distribution. SFMTA currently does an extensive amount of translation and posting of multilingual materials specifically for Muni projects and services, but will consider how better to focus these efforts based on feedback received.

### Street Level Outreach:

SFMTA customers and San Francisco residents may have no interest or ability to participate in a meeting or review a website. Street level outreach attempts to capture the opinions and needs of these and other stakeholders and is designed to inform customers, residents and businesses of ongoing outreach activities, and to engage the public at a personal level. Knowledgeable staff and community ambassadors engage in conversations, recording comments via written notes or via mobile applications that allows transit users to comment while talking with an ambassador out in the field. The language needs of a particular community are accommodated to the extent possible and maps showing specific concentrations of LEP communities are utilized during the planning stages of an outreach campaign. For corridor-level outreach, project staff engages residents, businesses and customers that live and conduct business along the route to articulate the potential impact of a proposed project or initiative, build support and address in-person concerns or ideas. Staff engage local neighborhood and merchant group meetings and, where appropriate, staff will also walk a corridor door-to-door. This outreach corresponds with ongoing public meetings and offers an additional opportunity to extend invitations for attendance.

- Based on feedback from many of the participants, SFMTA will consider further expanding this type of outreach, as it was stated as an effective and genuine method for better engaging with them within their communities.

### Social Media:

By creating and maintaining an online and social media presence through project blogs, Facebook, Twitter, Instagram and YouTube to engage stakeholders and encourage maximum participation in the outreach process, the SFMTA reaches out to and hears from those who are unable to attend, or do not regularly participate in, traditional public meetings and board hearings. For those who can participate in person, an online and social media presence allows two-way communication between meetings, strengthening the dialogue and reinforcing process transparency. In addition, project teams and communications leads provide frequent content for the agency's blog, *Moving SF*. These messages are syndicated across the agency's social channels, primarily Facebook and Twitter. Real-time customer service is provided on the SFMTA Twitter account 5a-9p, M-F and on the weekends. Comments on blog posts are moderated by the author, usually the communications lead for the project, and Facebook comments are regularly forwarded for response or notation to project staff.

- Social media preferences were captured as part of the PPP update. Recommendations made will be considered as SFMTA looks at opportunities for how to further expand this area, including the possibility of using it as a feedback loop, as expressed by some of the participants.

### **Email Communication:**

Project-specific email addresses are created in order to facilitate communication and feedback from the public. Email blasts to Community-Based Organizations (CBOs), stakeholders, advocacy groups, faith-based organizations, merchants' organizations, neighborhood groups and other interested individuals are also used.

- Email was listed as an important communication tool for both providing information to stakeholders and as a feedback loop. Participants expressed a preference for SFMTA to communicate back via email how public feedback was incorporated or considered in final decisions; SFMTA will look into expanding the use of email as a feedback mechanism and will particularly take into consideration comments made by CBO leaders regarding the preferred tone of SFMTA communications.

### **Other Public Outreach and Engagement Methods**

In addition to the methods mentioned above, community outreach and engagement also occurs through the following channels:

#### **Community Advisory Groups (CAGs):**

The mission of a CAG is to accomplish the following: (1) to discuss and study the planning, design and implementation of the project; (2) to examine the primary issues surrounding the project, such as construction approaches and operations; and (3) to develop a community consensus and benefits strategy for all levels of activity associated with the project. To the extent possible, CAG meetings are scheduled during times and in locations that maximize participation by CAG members as well as low-income, minority and LEP populations. Current projects that utilize a CAG are the Central Subway Project and the Van Ness Bus Rapid Transit, both of which use varied recruiting methods to achieve the goal of a diverse, community-based membership.

“Ongoing communication with us and surrounding neighborhood associations is key. In spite of intense efforts in making this point over the last couple of years, more often than not we have to accidentally find out about a project affecting our neighborhood.”

--Community Leader  
Interview

### **Public Noticing for Hearings:**

In addition to the public information materials listed above, project staff may also distribute multilingual leaflets door-to-door and use other forms of public advertisement to notify the public of crucial project information (e.g., billboards, bus shelters, bus ads, etc.), as needed.

### **SFMTA Board of Directors' (SFMTAB) Meetings:**

Meetings of the SFMTA's Board of Directors are open to the public and are held on the first and third Tuesday of every month. Agendas are available 48 hours prior to the Board meetings and are posted at City Hall, the Main Library and on [sfmta.com](http://sfmta.com). Additional Board information is available at SFMTA headquarters in San Francisco and at the San Francisco 311 Customer Service Center, which provides language assistance through trained bilingual staff and a multilingual Language Line. Board meetings that involve fare and service changes are advertised on a broader scale: meeting times are communicated via multilingual notices posted in revenue vehicles, transit stations and faxed to distribution lists. Media placements in English, Spanish, Chinese newspapers and other ethnic media outlets are utilized as circumstances dictate and resources allow. All Board meetings have a public comment period and translators are available upon 48-hour request. The meetings are held in City Hall, which is easily accessible by transit. Regular SFMTA Board meetings and select other meetings are broadcast on cable via SFGTV and streamed on the Internet. Board Agendas and Meetings Minutes are available to the public at [sfmta.com](http://sfmta.com). Some respondents did not find SFMTAB meetings an important source of information and expressed a preference for Board members to come to their communities or meet in locations other than City Hall.

### **Citizens' Advisory Council Meetings:**

The CAC meets monthly in a public setting and provides recommendations to the SFMTA Board of Directors on key policy issues facing the Agency. CAC meetings are posted at the library and on SFMTA website. Meetings are recorded and minutes are created and posted at [sfmta.com](http://sfmta.com).

### **Public Engineering Hearings**

Engineering hearings is another opportunity for residents to express their concerns regarding important SFMTA projects and initiatives.

### **Small Business Enterprise and Contractor Outreach:**

Outreach to community-based organizations regarding the SFMTA's Small Business Enterprise (SBE) and employment training programs provides businesses with information about opportunities to bid and compete for upcoming contracts. These outreach events inform the contracting community of upcoming bid packages, assist small contractors in developing relationships with prime contractors and examine ways to increase diversity in workforce participation.

### **Metropolitan Transportation Commission (MTC) Public Participation Plan:**



For additional outreach and public participation opportunities with regard to long-term regional planning efforts, the SFMTA relies on its metropolitan planning organization, the Metropolitan Transportation Commission (MTC), and their efforts via their Public Participation Plan. MTC's plan details a comprehensive outreach program that includes outreach to minority and low-income communities throughout the region. Components of the plan include telephone surveys and focus groups comprising the demographic composition of the individual Bay Area communities, including San Francisco. MTC conducts limited outreach to San Francisco-based CBOs in minority/low-income areas and provides grants to CBOs throughout the region to help fund individual outreach efforts, recruitment efforts for meeting participation and help meet language assistance needs via translators and production of multilingual collateral.

## Key Findings from Public Participation Plan Report Research

### How Stakeholders Currently Obtain Information About SFMTA Services

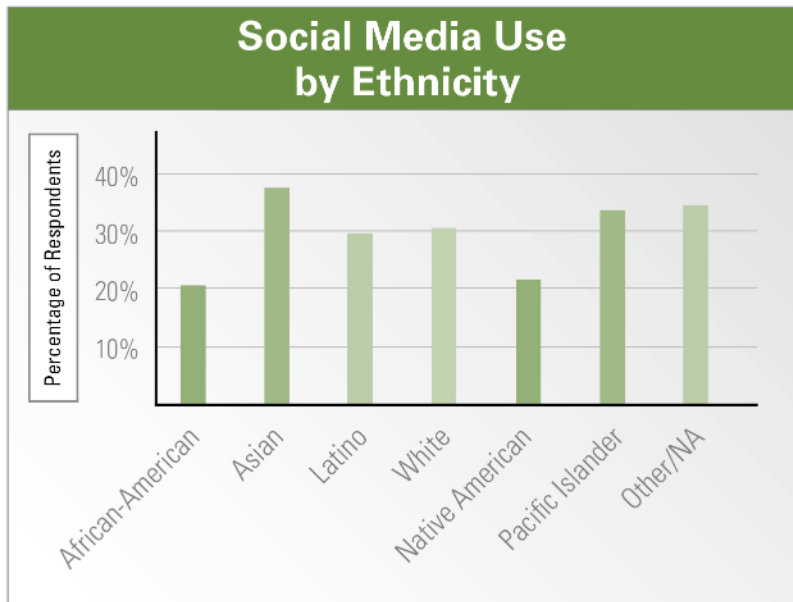
The Public Participation Survey resulted in the following key findings as to how SFMTA stakeholders most often get information about SFMTA services, programs, or projects. This input will inform the agency's public outreach and engagement strategy going forward within the framework of POETS.

- As seen in Table 5, Public Participation Survey respondents most commonly use the SFMTA website, signage and maps, and social media to obtain information about SFMTA services, programs and projects.

**Table 5: Source of Information about SFMTA Services**  
**Source: SFMTA Public Participation Survey, 2016.**

Source of Information	Total
SFMTA website	62%
Signs in vehicles, stations, and bus shelters	59%
Maps in vehicles, stations, and bus shelters	38%
Social media posts	33%
Friends and family members	24%
Email communications	21%
Other	16%
SF's 311 Customer Service Ctr	11%
Text message updates	11%
Radio or television ads	6%
Newspaper ads	5%
Brochures	5%
SFMTA meetings in my community	5%
Community or faith-based orgs	4%
Mailers	4%
Meeting notices	4%
SFMTA's Customer Service Center	3%
Ambassadors doing outreach	3%
SFMTA Board of Directors Meet.	2%
N/A	0%

- Public Participation Survey respondents over age 75, however, are least likely to use the SFMTA website (52% use the website). The highest rate of use of the website occurs among 30 to 64-year-old respondents. Respondents who are under the age of 39 are far more likely to rely on social media than those over 40.
- Respondents who identified as proficient in English tended to use nearly all of the sources of information at higher rates than those who were less proficient in English (Appendix B, Table 2).
- As seen in Appendix B, Table 2, there is significant variation by language; however, the non-English languages with the largest numbers of respondents, Spanish, Cantonese, Mandarin, and Filipino all tend to rank the sources of information used in a similar order. One notable difference is that Spanish-speaking respondents tend to use many sources of information at lower rates than some of the other most common language groups, with the exception of the SFMTA website, which is used at a higher rate.
- As seen in Appendix B, Table 3, high-income SFMTA stakeholders rely on the SFMTA website, signage, maps, and email as sources of information more frequently than do their low-income counterparts. Lower-income respondents also use the website, signs, and maps at high rates; but tend to rely on family and friends and radio and TV ads more than high-income respondents (friends and family: 29% to 23%; radio and TV ads: 10% to 5%).



SOURCE: SFMTA PUBLIC PARTICIPATION SURVEY, 2016.

- While the sources of information used by ethnicity mirror overall customer trends, there are some distinctions. African-American stakeholders tend to rely on friends and family more commonly than other groups (35%). Unlike other groups, Latino and Pacific Islander stakeholders make use of social media more frequently than they do maps in stations.
- High-income Asian and Pacific Islander stakeholders tend to use the SFMTA website at higher rates than low-income counterparts (Asian: 67% to 53% and Pacific Islander: 67% to 60%). Low-income Asians are far less likely to use email than high-income Asians. Low-income Pacific Islanders are much more likely to find information through radio, TV and newspaper ads than are high income Pacific Islanders.



- As seen in Appendix B, Tables 4 and 5, the majority of respondents surveyed prefer submitting a written comment after a meeting. This is particularly true of English proficient and high-income respondents.
- Limited-English Proficient respondents of a survey conducted as a part of the 2016 SFMTA Language Assistance Plan (LAP) and Public Participation Survey respondents differed in many of the sources of information on which they rely. PPP respondents use the SFMTA website far more than LAP respondents (62% to 34%). PPP respondents relied less frequently on family and friends, newspaper ads, 311 Language line, radio and TV ads, community organizations, brochures, mailers, meeting notices, and street ambassadors than stakeholders who participated in research for the 2016 Language Assistance Plan update. In turn, Public Participation Plan research respondents used social media, email and text message updates far more frequently than stakeholders who participated in research for the 2016 Language Assistance Plan update.
- The sources used least frequently for information about SFMTA's services, programs, and projects are SFMTA's Customer Service Center (3%), ambassadors doing outreach (3%), and SFMTA Board of Director's meetings (2%).

### How Stakeholders Currently Obtain Information About SFMTA's Public Meetings

As seen in Appendix B, Tables 6 and 7, Public Participation Survey respondents learned about SFMTA meetings most often on the agency's website, through signage in vehicles, stations, and bus shelters, via emails and on social media. However, many respondents say that they have no source of information about SFMTA meetings.

- Survey respondents under the age of 30 are the least likely to have heard of SFMTA meetings (39% noted that they have received no information about SFMTA meetings). Respondents between the ages of 65-74 are the most likely to have heard about meetings via email and those under age 64 are more likely to have heard about them via the agency's website.
- Survey respondents who are less proficient in English are more likely to learn about SFMTA meetings through signage in vehicles, stations, and bus shelters. Spanish, Cantonese, Mandarin, Filipino, and Russian speakers learn about SFMTA meetings through the agency's website.
- Low-income respondents are most likely to say that they have heard about SFMTA meetings on the website (38%).
- The trends by ethnicity mirror the overall trends in how SFMTA stakeholder get information about SFMTA services, programs and projects, although African-American stakeholders are less likely to learn about meetings through social media than are other large ethnic groups.
- High-income Asian respondents are far less likely to be aware of SFMTA meetings than are low-income Asians (30% of high-income Asians say they have no information about the meetings, compared to 20% of low-income Asians).
- LEP stakeholders reported hearing about SFMTA meetings from friends and family (37%) and signage in vehicles, stations, and shelters (36%). Only 12 percent of stakeholders who

participated in the research for the Language Assistance Plan updated said they had not heard of an SFMTA meeting.

- Limited-English Proficiency survey respondents for the Language Assistance Plan update reported using signage, friends, and the SFMTA website as the most frequently used sources of information on SFMTA meetings. Distinctions include: Spanish-speakers report using the SFMTA website and signage at equal rates (34%); Cantonese-speakers rely on signage and friends and family equally (33%); and Vietnamese-speakers rely on community or faith-based organizations the most to learn about SFMTA meetings (47%).

Of the 88 community input session participants who responded to a question asking how aware they were of SFMTA community meetings, 40 reported being aware of meetings. However, they also stated that just because they were aware of a meeting did not mean they would necessarily attend. They emphasized the importance of a meeting's topic being personally relevant and the meeting's location being easily accessible via transit as being key factors in deciding to attend a SFMTA meeting. Participants further suggested that meetings be held at schools and local CBOs that are familiar and welcoming for them.

Community input session participants suggested email, signage, and CBOs as the best ways to communicate about SFMTA meetings to the community. Most commonly identified sources of information on SFMTA include signs, smartphone apps, and the SFMTA website.

## Community Leaders' Insight into Public Participation

A majority of CBO leaders that were interviewed said their constituents did not experience challenges stemming from language barriers when riding Muni. Organizations whose clients do face a language-related challenge serve many different types of demographics, including businesses, seniors, people with mobility challenges, low-income residents, the Samoan and Pacific Islander Community, and residents of Southeastern San Francisco.

CBO leaders reported that their organizations' clients most often received information about SFMTA from signage, smartphone apps, and the SFMTA website or online. When asked how successfully the SFMTA communicates with their constituents, five of the 13 CBO leaders interviewed said that SFMTA is doing a good job at communicating with the population they serve. When asked what they like and dislike about SFMTA's current communications, CBO leaders identified "good communication" as a preference. Insufficient outreach and the sense that SFMTA is not interested in meaningful feedback were related as "dislikes."

Specifically, those who felt more negatively about SFMTA's current communications were concerned about the way their community's feedback is received by the SFMTA and the lack of outreach among the constituents they serve. CBOs that worried about the way their feedback was received represented businesses, residents, and neighborhood families. Those who expressed concern about the level of outreach represented businesses and residents in their neighborhoods.

## Conclusions

The SFMTA employs a robust toolkit of public outreach and engagement methods to be inclusive as possible in sharing information about important programs and initiatives and encouraging public involvement in important decision-making processes. While many of the outreach and engagement

practices currently in use were seen as effective methods by stakeholders, as noted above, some of these practices can be expanded and refined based on data received.

It is also critical to note that expansive public outreach and engagement is currently enabled by a good economy and the ability to resource the level of outreach sought by communities. Funding resources may not always allow for the robust outreach being deployed.

“I really like the idea of having a meeting at a community center. That way, it’s accessible to us all and we don’t have to go downtown.”

--Coleman Advocates  
Community Input  
Session Participant

The SFMTA’s website is a critical resource for stakeholders, and is the preferred source of information about SFMTA services, programs, and projects for stakeholders regardless of age, income, and language. Visiting the website is nearly twice as likely to be a source of information about services as other online sources, such as social media posts and email communications (62% to 33% and 21% respectively). This underscores the preference by respondents to have an easily accessible, on-demand source of information.

The expectation for readily available information is reflected in the offline sources of information used by respondents to find information about SFMTA services, programs, and projects. The second most frequently cited source of information about SFMTA services, signage posted in vehicles, stations, and bus shelters (38%), which is referenced far more than other non-electronic communication tools used by SFMTA, including information obtained through brochures (5%), public meetings (5%), or outreach ambassadors (3%). Simply put, SFMTA stakeholders are most receptive and aware of information about services when they seek it out and find it in a convenient and expected source.

Other sources of information about SFMTA services were less frequently cited but significant, particularly to low-income and minority populations. Low-income respondents are more likely to rely on word-of-mouth and radio and TV ads than are higher-income respondents. Asian, Latino, and white respondents use social media more frequently than other major ethnic groups. On the whole, SFMTA’s Customer Service Center, Ambassadors, and SFMTA meetings represent the smallest percentage of the sources stakeholders rely on for information about services.

While respondents showed strong awareness when it comes to tracking SFMTA’s services, there was less consistency with regard to learning about SFMTA’s community meetings. As with information about SFMTA services, programs, and projects, the SFMTA website, and signage posted in vehicles, stations, and bus shelters were key sources of information about public meetings. Awareness of meetings is correlated with age, with the youngest riders, those under 30, having the least awareness. Those who have lower levels of English proficiency most frequently learn about SFMTA meetings via signage or on the SFMTA website. High-income respondents are less likely to be aware of SFMTA meetings, while low-income respondents rely most frequently on the website and on signage.

Interviews with community leaders indicated that SFMTA’s acknowledgement and incorporation of community feedback is a deciding factor in assessing the success of communication strategies.

# Section III: Fare and Major Service Changes

As a federally funded agency, the SFMTA is required to have a locally developed process for soliciting and considering public comments before raising a fare or implementing a major reduction of public transportation service. This section of the Public Participation Plan (PPP) details the San Francisco Charter and local law requirements for soliciting and considering public input before changing fares (increases or decreases) or implementing a major service change (not just service reductions).

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## Introduction

According to 49 U.S.C. 5307(c)(1)(I), the SFMTA is required to have a locally developed process for soliciting and considering public comments before raising a fare or implementing a major reduction of public transportation service. SFMTA takes this a step further and includes in its locally developed process the San Francisco Charter and local law requirements for soliciting and considering public input before changing fares, increases or decreases or implementing a major service change, not just service reductions. The SFMTA is strongly committed to the right and need for participation by its customers and other members of the public in the decision making process concerning fares and major service changes. This section also details how public comments are processed and considered by the SFMTA and, if proposals are modified based on public comment, the steps that follow for reconsideration of the proposal.

## Fare Changes

SFMTA has a locally-developed process for soliciting and considering public comment prior to implementing any fare change. SFMTA's procedures exceed the requirements of the Federal Transit Administration (FTA), which require that federally funded transit agencies only provide an opportunity for a public hearing to obtain the views of the public regarding a proposed fare change. SFMTA's practice is to publish its intention to change fares in the City's official newspaper for five days and to hold a public hearing not less than 15 days after publication in compliance with both San Francisco Charter section 16.112 and the SFMTA Board of Directors' Rules of Order.

With respect to the City Charter, Section 16.112 requires published notice in the city's official newspaper prior to any public hearing to consider instituting or changing any fee, schedule of rates, charges or fares which affects the public. This section states:

“The publication of and full public access to public documents, except for those subject to confidentiality, shall be as required by law. Notice shall be published in a timely manner before any public hearing, and shall include a general description of said hearing. Notice shall be given, and public hearings held before: ... (c) Any fee, schedule of rates, charges or fares which affects the public is instituted or changed; should any such notice be approved, the result shall also be noticed; ...”

In addition, the governing board of the SFMTA, the Municipal Transportation Agency Board (MTAB), has promulgated an additional requirement regarding how far in advance the SFMTA must publish notice for changes involving rates, charges, fares, fees and fines. SFMTA Board Rules of Order, Article 4, §10 provides:

“Before adopting or revising any schedule of rates, charges, fares, fees or fines, the Board shall publish in the official newspaper of the City and County for five days’ notice of its intention to do so and shall fix the time for a public hearing or hearings thereon, which shall be not less than fifteen days after the last publication of said notice, and at which any person may present his or her objection to or views on the proposed schedule of rates, fare or charges.”

In compliance with state and local law, the SFMTA posts its meeting agenda in a location accessible to the public, the San Francisco Public Library, and on the SFMTA’s website, [sfmta.com](http://sfmta.com), at least seventy-two hours prior to an SFMTA Board (SFMTAB) (meeting. Minutes from the meeting are kept and are available to the public via the SFMTA’s website. Letters from the public are placed in a public review file accessible to members of the public, and provided to the members of the SFMTAB. With respect to public comment, members of the public have the right to speak at all meetings of the SFMTAB. Typically, the public is permitted to speak for up to three minutes on each item considered by the SFMTAB although the body has the discretion to limit public comment to less than three minutes if circumstances warrant. Language assistance, such as oral interpreters, is provided if 48 hours’ advance notice is given, pursuant to S. F. Administrative Code Section 91.6. The MTAB may respond to comments made by the public and take other actions, such as amending the item or delaying a decision, as it deems appropriate.

Once the SFMTAB approves the proposed fare change, it is sent to the San Francisco Board of Supervisors pursuant to Section 8A.108 of the Charter. Section 8A.108(a) provides that: “Except as otherwise provided in this Section, any proposed change in fares or route abandonments shall be submitted to the Board of Supervisors as part of the Agency’s budget or as a budget amendment under 8A.106, and may be rejected at that time by a seven-elevenths vote of the Board on the budget or budget amendment. Any changes in fares or route abandonments proposed by the Agency specifically to implement a program of service changes identified in a system-wide strategic route and service evaluation, such as the Transit Effectiveness Project, may only be rejected by a single seven-elevenths’ vote of the Board of Supervisors on the budget or budget amendment.”

In compliance with state and local law, the public is provided an opportunity to comment on the proposed fare change at any scheduled committee meeting of the Board of Supervisors considering the fare change, and during general public comment before the full Board of Supervisors. Minutes of Board of Supervisors meetings are kept and available to members of the public via the Board of Supervisors’ website. Letters from the public sent to the Board of Supervisors concerning the

proposed fare change are placed in a public review file, and made available to the Members of the Board of Supervisors.

Depending on whether circumstances warrant, the SFMTA may supplement the procedures described above with one or more of the public outreach and involvement strategies discussed in Section C of this document, some of which are listed below in the discussion of Major Service Changes. As is the SFMTA's standard practice, the needs of our Limited English-Proficient (LEP) stakeholders are taken into account in any public outreach efforts concerning proposed fare changes.

## Major Service Changes

SFMTA also has a locally-developed process for soliciting and considering public comment prior to implementing a major service change. SFMTA defines "a major service change" as a change in transit service that would be in effect for more than a 12-month period, and that would consist of any of the following criteria:

- 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.

Charter section 16.112 requires published notice in the City's official newspaper prior to any public hearing in which the MTAB considers a significant change in the operating schedule or route of a street railway, bus line, trolley bus line or cable car line, which is defined in practice as service changes that meet the definition of a major service change, as defined immediately above. Although Charter section 16.112 does not specify how far in advance the City must publish notice of the public hearing, the SFMTA's practice is to publish its intention to consider any significant transit service change in the City's official newspaper at least 72 hours in advance of the public hearing.

In situations where the SFMTA is proposing a "route abandonment" for a particular line or service corridor, the SFMTA must seek approval from both the SFMTAB, and the Board of Supervisors pursuant to Charter section 8A.108. Under the Charter, a "route abandonment" means the permanent termination of service along a particular line or service corridor where no reasonably comparable substitute service is offered.

If the SFMTA proposes a route abandonment at any time other than as part of its budget process, the agency must first submit the proposal to the Board of Supervisors. The Board of Supervisors may, after a noticed public hearing, reject the proposed route abandonment by a seven-elevenths vote taken within 30 days after the proposal is submitted by the SFMTA.

If the proposed route abandonment is submitted as part of the SFMTA's budget, it must be rejected by a seven-elevenths vote of the Board on the budget or budget amendment.

As with the public process for fare changes, SFMTA's procedures exceed the requirements of the FTA. Language assistance, such as oral interpreters, is provided if 48 hours advance notice is given. Once published notice has been provided and a meeting agenda posted as described above, the major service change can be considered by the MTAB at a regular or special meeting. Minutes from the meeting are kept, and are available to the public via SFMTA's website. Letters from the public are placed in a public review file accessible to members of the public, and provided to members of the SFMTAB. With respect to public comment, members of the public have the right to speak at all meetings of the SFMTAB. Typically, the public is permitted to speak for up to three minutes on each item considered although the body has the discretion to limit public comment to less than three minutes if circumstances warrant. The SFMTAB may respond to comments made by the public and take other actions, such as amending the item or delaying a decision, as it deems appropriate.

In circumstances involving a route abandonment, the public is provided an opportunity to comment at any scheduled committee meeting of the Board of Supervisors considering the route abandonment, and during general public comment before the full Board of Supervisors. Minutes of Board of Supervisors meetings are kept and available to members of the public via the Board of Supervisors' website. Letters from the public sent to the Board of Supervisors concerning the proposed route abandonment are placed in a public review file, and made available to the Members of the Board of Supervisors.

Once SFMTA has proposed a major service change or fare change, the SFMTA may provide additional notification to any affected neighborhood(s) and riders regarding the proposed changes and the time and location of any public meeting where public comment will be solicited. SFMTA will also provide information about proposed fare or major service changes on its website. The SFMTA provides such notification in one or more of the following ways, depending on the circumstances:

- Posting meeting notices at transit stops and/or on utility poles;
- Posting meeting notices on transit vehicles used by affected riders;
- Mailing or e-mailing a form letter and/or meeting announcements to neighborhood organizations and to residents and businesses on affected streets and/or mass-distributed to addresses in affected areas;
- Publishing meeting notices in neighborhood papers or multilingual or alternative language newspapers;
- Sending meeting notices to identifiable affected groups (for example, Caltrain riders if Caltrain feeder routes are affected; Clipper card holders who have registered their card);
- Circulating an attendance sheet at the meeting to create a contact list;



- Sending letters to names on contact lists including revised versions of the original proposal, and information regarding upcoming MTA Board meeting;
- Using public service announcements for radio and TV (for issues of citywide impact, when circumstances dictate and resources allow);
- Issuing a blog post with online links to details and available language translations;
- Posting items on the homepage rotator of sfmta.com
- Issuing a press release (for issues with citywide impact).

## Processing and Considering Public Comments Prior to Fare or Major Service Changes

Public comments gathered on proposed fare and major service changes, including major service reductions, can be solicited from multiple sources including the SFMTA Board of Director (MTAB) meetings, advisory committees such as the Citizen's Advisory Committee (CAC) and the Multimodal Accessibility Advisory Committee (MAAC), Town Halls, Open Houses and other community meetings and via email, letters to SFMTA or to MTAB, digital media, at sfmta.com and through 311, the San Francisco's multilingual 24/7 Customer Service Telephone Center.

Documentation of public comments may consist of MTAB or other public advisory committee meeting minutes, copies of letters, emails and comment cards received, comment summaries and/or comment logs, and through customer service reports (CSRs) for comments registered through the 311 Customer Service Telephone Center. Methods of documentation will vary at the MTA's discretion based on the nature of the comments and the scope of the project or proposal and will be kept on file. Minutes from public advisory committee meetings and MTAB meetings are posted at sfmta.com and hard copies are available. Letters addressed to MTAB are kept in a public view folder.

Once compiled and documented as appropriate, public comments are reviewed and assessed by the subject matter staff to identify comment trends and areas for potential modification, if any. As specific examples, public comments received on major service changes are reviewed by the Transit Planning Division of the SFMTA and public comments received on proposed fare-related items are reviewed and considered by the Finance Division.

Proposals that are modified as a result of public comment or other factors are considered and reviewed internally and, where necessary, appropriate changes are made to Staff Reports and accompanying documentation in preparation for re-submission to the SFMTA Board of Directors for their consideration and approval. This documentation is submitted to MTAB as part of the Staff Report for consideration and is made available to the public 72 hours prior to the Board meeting where it will be discussed via posting at sfmta.com and hard copy at SFMTA headquarters.

If necessary, further modifications can be made to the proposals based on public comment given at the MTAB meeting and appropriate steps are taken for any further review and required approvals.



# Section IV: Broadening Public Outreach and Engagement

This section explores the receptiveness and response of stakeholders to the SFMTA’s current efforts to engage the public in important decision-making processes, as well as their ideas for how to broaden public participation.

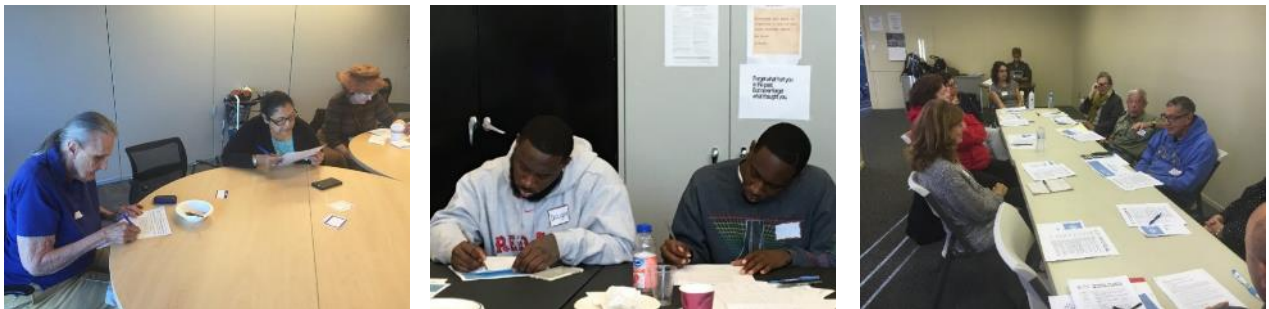


Figure 2: Attendees at Public Input Sessions

## Introduction

As noted in Section II, the SFMTA currently employs a number of strategies to engage the public in its decision-making processes. As part of the Public Participation Plan (PPP) update, SFMTA asked members of the community to weigh in on the effectiveness of these strategies and make suggestions for additional approaches. Particular attention was paid to feedback regarding increased engagement of minority, low-income and LEP populations.

## Key Findings from Public Participation Plan Report Research

### Stakeholders’ Preferred Methods for Providing Feedback

How SFMTA stakeholders prefer to provide feedback – including SFMTA’s acknowledgement of that feedback – is a key element of successful outreach and communications. Just as SFMTA stakeholders have diverse sources for obtaining information about SFMTA services and meetings, they have a diverse set of preferences about how they would like to provide feedback to the agency.

As detailed in Appendix B, Tables 9 and 10, Public Participation Survey respondents showed a strong preference for providing feedback online rather than by attending, or public speaking, at a public meeting.

Nearly two thirds of respondents say the easiest way for them to provide feedback to SFMTA is through the SFMTA website.

SFMTA stakeholders surveyed between the ages of 18 and 29 are most likely to say they would provide feedback on the website (72%). Those over 75 are more likely to call the 311 Customer Service Center than are other age groups (24%).

Respondents of all levels of proficiency and language groups say the SFMTA website is the easiest way to provide feedback.

By ethnicity, Asian respondents express the greatest degree of preference for the website (72%), while African-American respondents express a less intense preference for the SFMTA website (44%).

Limited-English Proficient survey respondents who participated in the Language Assistance Plan research effort offered a more diverse set of responses:

- They felt that 311 (39%), the SFMTA website (34%), and meetings in their community (25%) were all easy ways to provide feedback.
- Spanish and Thai-speakers find the SFMTA website easiest to use; and
- Filipino-speakers felt strongly that SFMTA meetings in their community would be the best way to provide feedback.

A majority of Limited-English Proficient stakeholders said they would feel comfortable speaking at an in-person meeting; however:

- Mandarin and Thai-speakers would prefer to submit written comments after the meeting (Mandarin 43%, Thai 50%);
- Vietnamese-speakers would prefer to submit written comments during the meeting or through another person (54%);
- Korean-speakers would prefer to submit a comment through another person (48%); and
- Japanese-speakers would rather submit a written comment during the meeting (57%).

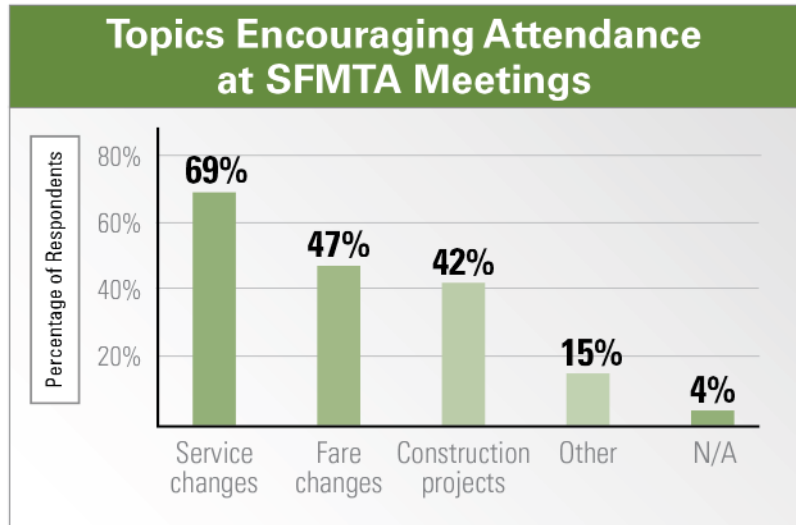
## Issues and Topics of Interest

When asked what topics would encourage them to attend a public meeting and/or provide feedback to the SFMTA, a majority of Public Participation Survey respondents identified service changes as the issue most likely to motivate them to participate (71%). Nearly half pointed to fare changes as a topic that would encourage them to attend an SFMTA meeting. As detailed in Appendix B, Table 11, other distinctions include:

- All age groups identified service changes and fare changes as their top issues or topics of interest. Those ages 65 to 74 are most motivated by service changes while those ages 18-29 are nearly equally interested in service changes and fare changes (service changes: 69% and fare changes 65%).

- PPP respondents who are proficient in English show a strong interest in meetings that discuss service changes (73%), while those who identified as less proficient in English felt more motivated by fare changes (75%).

- As detailed in Appendix B, Table 8, while all major language groups were most interested in service and fare changes, there was some variation in what they prioritized (69% and 47% expressed interest in these topics, respectively). Spanish (71%) and Cantonese-speakers (77%) felt that fare changes would be the most interesting meeting subject. Mandarin-speakers thought fare changes and service changes were equally motivating (70%). Filipino (96%) and Russian-speakers (76%) were more interested in service changes.



SOURCE: SFMTA PUBLIC PARTICIPATION SURVEY, 2016.

- High-income respondents are much more interested in service changes than in fare changes, while low-income respondents found the topics nearly equally as compelling. High-income respondents are much more likely to find construction projects to be an interesting topic than did low-income respondents (47% to 36%).
- In terms of ethnicity, all ethnic groups prioritize service changes and fare changes, with the exception of Caucasian participants who are most interested in service changes and construction projects.
- Low-income stakeholders of all ethnicities are more motivated by fare changes than their higher-income counterparts (69% to 47%). In turn, high-income respondents of all ethnicities find construction projects more compelling than do low-income respondents (47% to 36%).

## Encouraging Participation

The most important factors in motivating respondents to attend SFMTA meetings are the time of day of the meeting, the meeting’s proximity to transit and receiving advanced notice.

- The time of day is the most important factor for all age groups, except those over the age of 75, 72% of whom say the meeting’s proximity to transit is the most important reason.
- Respondents who identified as less proficient in English prioritized language assistance (67%), the meeting’s proximity to transit (48%), and the time of day of the meeting (39%).

- Spanish-speakers equally prioritized the meeting’s proximity to transit (54%) and the time of day of the meeting (54%). Cantonese, Mandarin, and Russian-speakers prioritized the meeting location and Filipino-speakers felt that the time of day was the most important factor.

Participants in the focus groups conducted as part of the 2016 Language Assistance Plan update also provided insights into a variety of factors that might encourage them to attend SFMTA meetings.

“From the MTA, we need someone we can build a relationship with, as a community, over time. And if they move on from their position, they can transition the position to another person seamlessly.”

--HANC Community Input Session Participant

Scheduling, whether time of day or day of week, emerged as most important among Chinese, Spanish, and Filipino-speakers. In-language information, meeting topics, childcare, refreshment, and information on the meeting posted in familiar and accessible media were all important as well.

The most important element identified by Limited-English Proficient customers to encourage attendance at SFMTA meetings was that the meeting location be close to transit. As detailed in Appendix B, Table 12, other distinctions include:

- Mandarin-speakers identified advanced notice as being very important (69%);
- Filipino-speakers felt that the time of day was an important factor (66%);
- Vietnamese-speakers identified both the time of day and a financial incentive as the top motivators (67%);
- Arabic-speakers felt that the time of day was as important as the meeting’s proximity to transit (60%);
- Korean-speakers saw language-assistance as the top motivator (62%); and
- Thai-speakers identified the day of the week as being key (67%).
- As detailed in Appendix B, Table 13, time of day was much more important to high-income respondents of all ethnicities than it was to many of the respondents who identified as low-income. Low-income respondents, especially those who also identified as minority, were more motivated by the meeting’s proximity to public transportation.
- Limited-English Proficient respondents to the survey conducted as part of the 2016 Language Assistance Plan update placed an emphasis on the meeting’s location (53%), language assistance (45%), and the time of day (42%).

When asked to identify the top three ways they would like to receive information at SFMTA meetings, Public Participation Survey respondents said that graphics, handouts, and PowerPoint presentations were the best way to communicate with them. As detailed in Appendix B, Table 14, other distinctions include:

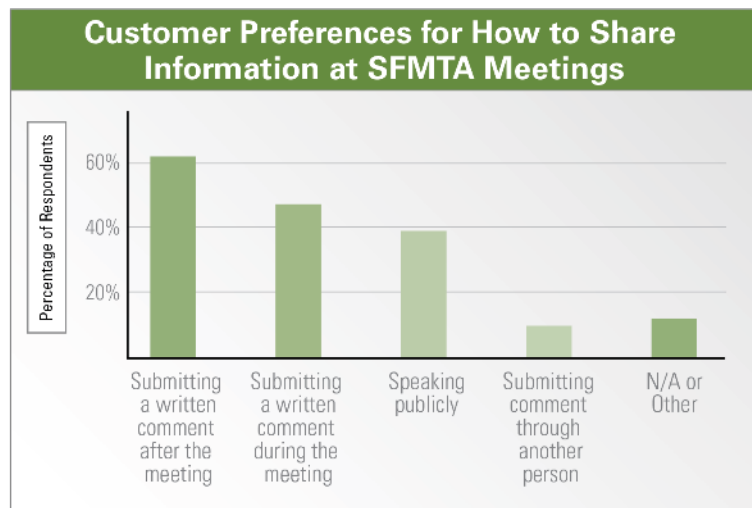
- Participants under 50 preferred graphics as a way of receiving information, with the youngest respondents showing the strongest preference for visual data. Those between the ages of 50 and 64 preferred graphics and handouts equally (72%), while those over 65 preferred handouts the most. The top three preferred methods for those under 64 were graphics, handouts, and PowerPoint presentations. The top three preferences of those over 65 were handouts, graphics and project briefings.
- Those who are proficient in English prefer graphics (78%), handouts (68%), and PowerPoints (53%). Those who are less proficient prefer graphics (58%), handouts (50%), and information stations at the meetings (48%).

**Table 6: Preferred Ways to Receive Information at SFMTA Meetings by English Proficiency**  
**Source: SFMTA Public Participation Survey, 2016.**

Preferred Ways Receive Meeting Info	Total	English Proficiency	
		Proficient	Not Proficient
Graphics	71%	78%	58%
Handouts	62%	68%	50%
PowerPoint Presentation	48%	53%	31%
Project briefings	39%	43%	32%
Information stations	36%	38%	48%
Other	9%	11%	1%
N/A	7%	0%	1%

- High-income and low-income customers' top two preferred methods are graphics and handouts. However, while high-income respondents' third choice is PowerPoint presentations (55%), low-income respondents prefer information stations (48%). Trends in income by ethnicity reflect overall income trends.

When asked how they prefer to share comments about the information they receive in a meeting, most say they would prefer to submit a comment after the meeting via email, SFMTA's website, and telephone or during a meeting.



SOURCE: SFMTA PUBLIC PARTICIPATION SURVEY, 2016.

- Majorities of respondents of all ages prefer to submit a comment after the meeting. Those who feel the greatest comfort with submitting a comment after the meeting are between the ages of 30 and 64. The younger an SFMTA stakeholder, the greater their preference for submitting a written comment during the meeting. In turn, the preference for speaking publicly is correlated with age, with the older the respondent the stronger their preference for speaking publicly.
- Those who identified as less proficient in English expressed less of a preference for all the options offered for providing comments than those who are more proficient in English.
- Spanish (51%), Cantonese (66%), Mandarin (67%), Filipino (69%), and Russian-speakers (66%) all prefer to share their thoughts through a written comment after a meeting.
- Both high-income and low-income respondents ranked their preferences in the same order. Of all the options provided, African-American respondents felt most comfortable with speaking publicly (57%) while Asian (72%), Latino (56%), and Caucasian (70%) respondents preferred to send in their comments after the meeting.
- Low-income African-American respondents prefer to submit a comment during the meeting (58%) or to speak publicly (59%), while high-income African-Americans prefer to submit

“What I keep hearing and what I’ve experienced is that we all want to get involved and be advocates. We feel empowered and want to empower others. I hope the MTA will coordinate to make that happen.”

--SDA Community Input Session Participant

comments after the meeting (60%). Low-income and high-income Latino respondents rank their preference for sharing comments similarly, but high-income respondents are more likely to submit a written comment after the meeting.

- Limited-English Proficient Language Assistance Plan survey respondents’ preferred way of sharing comments is to speak publicly (50%).

Community input session participants overwhelmingly indicated that the most important factor in attending a meeting was the meeting’s location, accessibility, and timing. Additional important factors were the presence of incentives, food, advance notice, and increased frequency of meetings. All groups chose the meeting location, schedule, and accessibility as their top motivator. Participants at the Marina Cow Hollow Merchants and Neighbors group were the only ones who prioritized advanced notification over the meeting’s scheduling.

Majorities of participants said they would like to provide feedback using technology. Many suggested they’d like to provide their feedback using Smartphone Apps, social media, and email. In general, they felt that SFMTA should provide information on the outcome of their input, solicit feedback using flyers and handouts, and have in-person conversations at bus stops and on transit.



The meeting topics most likely to appeal to community input session participants were service improvements and changes. Of the groups that answered this question, this topic was unanimously chosen as the item that would most encourage SFMTA stakeholders to attend an SFMTA meeting. Community input session participants felt that it was very important that SFMTA meetings be located in their communities. They suggested a variety of ways that this could be achieved, including having meetings at their local libraries, in their neighborhoods, outdoors, and recommending that Board Members ride Muni buses. They expressed comfort with public speaking and comment cards at meetings, but had some concern about meetings being dominated by a few vocal participants. They recommended having access to smaller group conversations, being able to contact staff members, and to have access to meeting materials after they have been posted. Consistent ADA compliance was raised by two participants, who had had inconsistent experiences with accommodations.

Community members felt strongly that it was important to have proof that SFMTA had taken their input to heart. All groups indicated unanimously that this was the most important aspect to them. In terms of ways to reach them, participants suggested flyers, handouts, emails and text messages, and the use of ad space to convey this information.

CBOs reported that the best ways to communicate with their clients is via email, community outreach, through schools, neighborhood websites, and through community organizations similar to the ones to which they already belong.

Community leaders suggested that tone is as important as the method of communication when encouraging community participation. When asked the best way SFMTA could communicate with their clients, many CBO leaders offered both methods of communication and advice on the tone of communication. They suggested that the communications be respectful of the community, transparent, prioritized citizens' interest, explained changes, and improved the perception of SFMTA's safety.

In terms of contacting their clients, CBO leaders suggested emails, collaborating with community organizations and schools, and an SFMTA presence at community meetings and events.

## Conclusions

Just as residents rely on a wide variety of information sources to learn about SFMTA services and meetings, there are a wide range of customer preferences when it comes to engagement. While the SFMTA website again takes the top spot as the most preferred way for stakeholders to provide feedback, it is not the only means by which SFMTA stakeholders would like to share their opinions. Calling the multilingual 311 Telephone Customer Service Center was also a popular means by which stakeholders chose to share their opinions with the SFMTA. Community meetings trailed far behind the other options as a way of sharing feedback.

Stakeholders provided significant insight into how they could be encouraged to participate in community meetings more often. Their message was clear: when encouraging community participation in the planning process, simply making members of the public aware of upcoming meetings is not enough to motivate engagement. San Francisco residents across demographic groups asserted that they want to attend meetings that have personal relevance, are held in locations that are within their own community, and held at times that are convenient for them.

As seen in the data research conducted in support of the 2016 Language Assistance Plan, fare and service changes continue to be the topics most likely to motivate stakeholders to provide feedback,

but even they are not enough to convince many riders to engage in a public forum without it also being at a time and location that are convenient and welcoming.

Personal connection as a motivating factor for public engagement is critical. Community input sessions revealed that SFMTA stakeholders would like to see both SFMTA Board members and

“They should set up a more relaxed, less professional environment where people feel comfortable participating.”

--Coleman Advocates  
Community Input  
Session Participant

SFMTA staff make an effort to come to them. The effort was seen as more than just a logistical convenience that would minimize the travel needed to attend a SFMTA meeting in Civic Center – it was symbolic of a tone and demeanor on the part of SFMTA that showed a respect for and value of community feedback. Community meetings held locally indicate the value SFMTA places on that community, its members, and their perspectives. Holding local meetings in familiar places helps to put community members on more equal footing with SFMTA representatives and in doing so empowers them to participate in the public process.

Participants at community input sessions also revealed the importance that they place on receiving acknowledgement of their feedback. It wasn't enough for SFMTA to provide a means of collecting feedback – participants also wanted to see their contributions acknowledged and ideally incorporated into policy decisions. All nine community input session groups indicated unanimously that this was the most important aspect of successful engagement to them.



# Section V: Review and Monitoring of the Plan

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*Figure 3: Participants in the Community Input Sessions for the Public Participation Plan Update*

The SFMTA is committed to monitoring the effectiveness of its outreach and public involvement efforts, particularly among minority, low-income and Limited-English Proficient communities. The Public Participation Plan will be reviewed periodically for its effectiveness and relevance based on changing demographics, new technologies, updated guidance and the requirements and needs of particular projects, among other factors. The SFMTA's Public Outreach and Engagement Team Strategy (POETS) incorporates quantitative and qualitative performance metrics embedded within the assessment framework for POETS. These metrics will also help to measure the effectiveness of these efforts.

# APPENDICES

## Appendix A: PPP Report Outreach to Organizations

Table 1: PPP Report Outreach to Organizations\*

Source: SFMTA Public Participation Survey, Community Leader Interviews, and Community Input Sessions, 2016.

Community Based Organization	Language	Geographic Zone	Leader Interview	Community Input Session	Public Participation on Survey
100% College Prep		8			X
Aboriginal Blackman United		8			X
African American Art and Cultural Complex		2			X
African American Chamber of Commerce		2			X
Alamo Square Neighborhood Association		2			X
Alliance for a Better District 6		3		X	X
Alliance for Jobs and Sustainable Growth		Citywide			X
Alsabeel Masjid Noor Al-Islam	Arabic	Citywide			X
APRI A Phillip Randall Institute		8			X
Arab American Grocers Association	Arabic	Citywide			X
Arab Cultural and Community Center	Arabic	Citywide			X
Arab Resource & Organizing Center	Arabic	Citywide			X
Asian Law Caucus		3			X
Asian Pacific American Community Center	Thai, Chinese	Citywide			X
Asociación Mayab	Spanish	Citywide			X
B Magic		8			X
Balboa Terrace Homes Association		7			X
Bayanihan Community Center	Tagalog	6			X
Bayview Community Advisory Committee		8			X
Bayview HEAL Zone Coordinator		8			X
Bayview Hill Neighborhood Association		8			X
Bayview Hunters Point Center for Arts & Technology (BAYCAT)		8	X		X
Bayview Hunters Point Foundation for Community Improvement		8			X
Bayview Hunters Point Multipurpose Senior Services Inc		8			X
Bayview Hunters Point Opera House		8			X
Bayview Hunters Point Rotary Club		8			X
Bayview Hunters Point YMCA		8	X	X	X

Community Based Organization	Language	Geographic Zone	Leader Interview	Community Input Session	Public Participation on Survey
Bayview Merchants Association		8			X
Bayview Multipurpose Senior Center	Multiple languages	Citywide			X
Beacon: Bayview Beacon Center at Phillip and Sala Burton Academic High School		8			X
Beacon: OMI/Excelsior Beacon Center at James Denman Middle School	Spanish	7			X
Beacon: Sunset Neighborhood Beacon Center at A.P. Giannini Middle School	Chinese	4			X
Beacon: Western Addition Beacon Center at John Muir Elementary School		2			X
Bernal Heights Neighborhood Center	Spanish	5			X
Bethel AME Church		2			X
Black Coalition on AIDS		8			X
Brightline Defense Project		Citywide			X
Building Owners & Managers Association (BOMA)		3			X
Cameron House	Chinese	3			X
Canon Kip Senior Center		6			X
Castro Merchants		5	X	X	X
Castro/Eureka Valley Neighborhood Association		5			X
Castro/Upper Market CBD		5			X
Cayuga Improvement Association		7			X
CCDC	Chinese	3			X
Central City SRO Collaborative		6			X
Central Market CBD		6			X
Chinatown Community Housing Corporation	Chinese	Citywide			X
Chinese American Citizens Alliance	Chinese	Citywide			X
Chinese American Voters Education Committee	Chinese	Citywide			X
Chinese Cultural Center	Chinese	Citywide			X
Clement Street Merchants Association		1	X		X
Coalition of Agencies Serving the Elderly (CASE)		Citywide			X
Cole Valley Improvement Association		2			X
Coleman Advocates	Multiple languages	Citywide	X	X	X
College Hill Neighborhood Association		5			X
Community Youth Center (CYC) - Bayview		8			X
Corbett Heights Neighbors		5			X
Cow Hollow Association		3			X
Curry Senior Center		6			X
Dogpatch Neighborhood Association		8			X

Community Based Organization	Language	Geographic Zone	Leader Interview	Community Input Session	Public Participation Survey
Dr. George W. Davis Senior Center		8			X
Elder Care Network		Citywide			X
Ella Hill Hutch Community Center		8			X
Excelsior Action Group		7			X
Excelsior District Improvement Association		7			X
Filipino Advocates for Justice	Tagalog				X
Filipino American Chamber of Commerce	Tagalog	Citywide			X
Filipino American Development Foundation	Tagalog	Citywide			X
Filipino Community Center	Tagalog				X
Fillmore Magic (Mo' MAGIC)		2			X
Fillmore Street Merchants Association		2			X
Fisherman's Wharf CBD		3			X
Folks for Polk		3			X
French American Chamber of Commerce	French	Citywide			X
Friends and Advocates of Crocker Amazon and the Excelsior		7			X
Friends of Balboa Playground		7			X
Gene Friend Recreation Center		6			X
Gilman School PTA		8			X
Glen Park Association		5			X
Glen Park Merchants Association		5			X
Glide Foundation/United Methodist Church		6			X
Glide Memorial Church		6			X
Golden Gate Business Association		5			X
Golden Gate Senior Services Castro Senior Center		5			X
Great West Portal Neighborhood Association		4			X
Greater Geary Merchants and Property Owners		1			X
Green Action		8			X
Haight Ashbury Neighborhood Council (HANC)		2	X	X	X
Hayes Valley Merchants Association		2			X
Healthy Corner Store Coalition		6			X
Hunters Point Family	Multiple languages	8			X
India Basin Neighborhood Association		8			X
Ingleside Terrace Homes Association		4			X
Inner Sunset Merchants Association		2			X
Inner Sunset Park Neighbors		2			X
IT Bookman Community Center		8			X

Community Based Organization	Language	Geographic Zone	Leader Interview	Community Input Session	Public Participation on Survey
Japanese Chamber of Commerce	Japanese	2			X
Japantown Merchants Association	Japanese	2	X		X
Japantown Steering Committee	Japanese	2			X
Jewish Family and Children's Services	Russian	Citywide			X
Korean American Community Center	Korean				X
Laborers Local 261 Community Service & Training Foundation		6			X
Laurel Heights Improvement Association		1			X
Livable City		Citywide			X
Lower Polk CBD		6			X
Marina Community Association		3			X
Marina/Cow Hollow Neighbors & Merchants		3	X	X	X
Merchants of Upper Market & Castro		5			X
Middle Polk Neighborhood Association		3			X
Mission Cultural Center	Spanish	Citywide			X
Mission Hiring Hall		5			X
Mission Neighborhood Centers	Spanish	6			X
New Mission Terrace Improvement Association		7			X
Nob Hill Association		3			X
Noe Valley Association (Noe Valley CBD)		5			X
Noe Valley Merchants and Professionals Association		5			X
NOPNA		Citywide			X
North of Market/Tenderloin CBD		6			X
Ocean Avenue Association		7			X
OMI Neighbors in Action (Oceanview, Merced Heights, Ingleside)		7			X
OMI Senior Center (Catholic Charities)		7			X
OMI-CAO (Community Action Organization)		7			X
OMI-Neighbors in Action		7			X
Outer Mission Merchants and Residents Association		7			X
People of Parkside/Sunset (POPS)		4	X		X
Philip Randolph Institute San Francisco (APRI)		8			X
Planning Association for the Richmond (PAR)		1			X
Portola Family Connections	Spanish	8			X
Potrero Boosters Neighborhood Association		6	X		X
Potrero-Dogpatch Merchants Association		6			X
Presidio Heights Neighborhood Association		1			X
Providence Baptist Church		8			X
Providence Foundation of San Francisco		8			X

Community Based Organization	Language	Geographic Zone	Leader Interview	Community Input Session	Public Participation on Survey
R.O.C.K. Beacon Center at Visitacion Valley Middle School 125. (Real Options for City Kids)		8			X
Renaissance Entrepreneurship Center		Citywide			X
Richmond Community Center		Citywide			X
Richmond District Neighborhood Center		1			X
Richmond District YMCA		Citywide			X
Rincon Hill Residents Association		3			X
Rosa Parks Senior Center		2			X
Russian Center of San Francisco	Russian	Citywide			X
Russian Federation Chamber of Commerce	Russian	Citywide			X
Russian Hill Neighbors		3			X
Sacramento Street Merchants		1			X
Samoan Community Development Center		8	X		X
San Francisco African American Chamber of Commerce		Citywide			X
San Francisco Food Bank		Citywide			X
San Francisco Links Incorporated		Citywide			X
San Francisco NAACP		Citywide			X
San Francisco Senior Center (Aquatic Park)		3			X
San Francisco Senior Center (Downtown)		3			X
San Francisco Transit Riders Union (SFTRU)		Citywide			X
Senior and Disability Action		Citywide	X	X	X
SF Beautiful		Citywide			X
SF Bike Coalition		Citywide			X
SF Chamber of Commerce		Citywide			X
SF Council of District Merchants		Citywide			X
SF Day Laborer Program		Citywide			X
Sierra Club		Citywide			X
South Beach   Rincon   Mission Bay Neighborhood Association		3			X
South of Market Health Center		6			X
Southeast Asian Community Center	Vietnamese , Thai	6			X
Southeast Community Facility Commission	Tagalog	Citywide			X
Southern Waterfront Advisory Committee		8			X
Southwest Community Corporation T. Bookman Community Center		7			X
SPUR		Citywide			X
Sunset District Neighborhood Coalition		4			X
Sunset Heights Association of Responsible People (SHARP)		4	X	X	X

Community Based Organization	Language	Geographic Zone	Leader Interview	Community Input Session	Public Participation Survey
Sunset Neighborhood Beacon Center		4		X	X
Telegraph Hill Neighborhood Center		3			X
Tenderloin Economic Development Project		6			X
Tenderloin Futures Collaborative		6			X
Tenderloin Housing Clinic / Central City SRO Clinic		6			X
Thai Cultural Council	Thai	Region			X
Third Baptist Church		2			X
Union Square BID		3			X
Urban Solutions		Citywide			X
Valencia Merchants Association		5			X
Veterans Equity Center	Tagalog	Citywide			X
Vietnamese Family Services Center	Vietnamese	6			X
Visitacion Valley Beacon Center	Multiple languages	8			X
Visitacion Valley Community Center	Chinese	8			X
Visitacion Valley Community Development Corporation		8			X
Walk SF		Citywide			X
Western Addition Senior Center		2			X
Wigg Party		Citywide			X
YCD Young Community Developers		8			X
Yerba Buena CBD		3			X
Young Community Developers		8			X
<b>Total:</b>			<b>13</b>	<b>9</b>	<b>199</b>

\* Geographic zones are related to the geographical zone map below. SFMTA devised geographical zones to ensure outreach to customers spanned across the entire city. To facilitate this, the Public Participation Plan Project team developed a map composed of Outreach Zones that reflected the different neighborhoods and existing demographic breakdowns, including those employed by existing entities. The goal was to ensure a diverse array of input that reflected the political, economic, and transportation characteristics of the communities we engaged with.

To inform the outreach zones, the project team relied on a number of sources and its experience in related projects. The primary source for defining their boundaries were the existing districts utilized by the Board of Supervisors, Planning Department, and the Police Department. The project team also employed the service areas of major Muni routes and details from the Muni Service Equity strategy to lend a real-world perspective to how people engage with their city.



☰ LAP/PPP Areas 🔍 ⋮

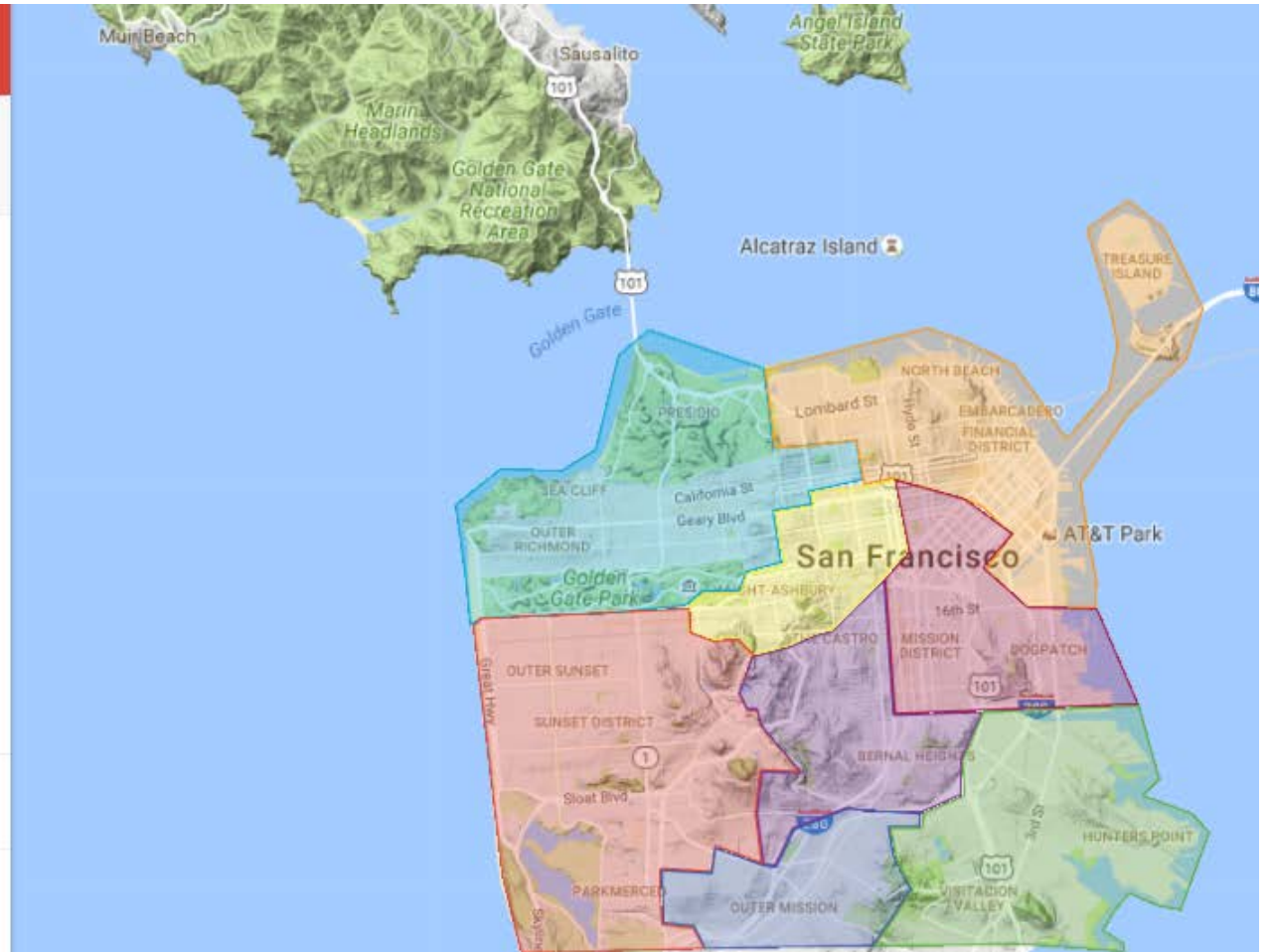
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SFMTA LAP/PPP Outreach Matrix





**Table 2: List of LEP-Focused Organizations Who Participated in the LAP and PPP Report and Research Outcomes**  
**Source: SFMTA, 2016.**

Organization	Primary Language	Geographic Zone	LEP Community Based Organization Leadership Interviews	LEP Focus Group (number of participants)	LEP User Survey (number completed)
Alliance Française de San Francisco	French	Citywide	Yes		5 FR
AlSabeel Masjid Noor Al-Islam	Arabic	Citywide			11 AR
Arab Cultural and Community Center	Arabic	Citywide	Yes		
Arab Resource and Organizing Center	Arabic	Citywide			6 AR
Asian Family Support Center	Chinese	Citywide			11 CH
Asian Pacific American Community Center	Multiple languages	Citywide	Yes		
Bayanihan Community Center	Tagalog	6	Yes	8 participants	28 TG
Beacon: Mission Beacon Center at Everett Middle School	Spanish	6	Yes		
Beacon: OMI/Excelsior Beacon Center at James Denman Middle School	Spanish	7	Yes		
Bernal Heights Neighborhood Center: Excelsior Senior Center	Spanish	7	Yes		
Causa Justa :: Just Cause/POWER	Spanish	8	Yes		
Chinatown Library	Chinese				6 CH, 2 EN
Chinese for Affirmative Action	Chinese	3	Yes		
Community Youth Center (CYC) - Richmond	Chinese	1	Yes		
Dhammaram Temple	Thai	Citywide			15 TH
Kimochi	Japanese	2	Yes		22 JP, 30 CH, 8 KO, 9
Korean Community Center	Korean	Citywide	Yes		25 KO
La Raza Community Resource Center	Spanish	6		15 participants	15 SP

Organization	Primary Language	Geographic Zone	LEP Community Based Organization Leadership Interviews	LEP Focus Group (number of participants)	LEP User Survey (number completed)
Lycee Francais	French	Citywide			5 FR
Mission Neighborhood Centers	Spanish	6	Yes		
Mission Beacon Center	Spanish	6		13 participants	22 SP
Richmond District Neighborhood Center	Chinese	1	Yes		
Richmond Senior Center	Chinese	1			3 RU, 10 CH
Russian American Community Services	Russian	1	Yes	12 participants	14 RU
Self-Help for the Elderly	Chinese	Citywide		11 participants	24 CH, 2 EN
Southeast Asian Community Center	Vietnamese	6	Yes	14 participants	17 VI
Sunset Neighborhood Beacon Center	Chinese	4	Yes	12 participants	12 CH
Veterans Equity Center	Tagalog	5	Yes		
Vietnamese Youth Development Center	Vietnamese	6	Yes		
<b><u>Totals:</u></b>			<b><u>19</u></b>	<b><u>85</u></b>	<b><u>312</u></b>

## Appendix B: Supplemental Tables

**Table 1: Community Leader Interviews – Demographics of Communities Served**

Source: SFMTA PPP Community Leader Interviews, 2016.

Organization	Demographic Groups Served	Geography Served	Literacy Level of Group
<b>Bayview Hunters Point Center for Arts and Technology</b>	Ages 11-25	Bayview Hunters Point	Average for their age groups
<b>Bayview Hunters Point YMCA</b>	African-American young adults and adults	Bayview Hunters Point	Varies – ranging from no high school degrees to college/Master’s degrees
<b>Castro Merchants</b>	Businesses	Greater Castro Upper Market	Highly educated, with some variation
<b>Coleman Advocates</b>	African American and Latino Families	Districts 10 and 11	Varies, many non-English speaking families
<b>Clement Street Merchant</b>	Businesses	Inner Richmond	College-educated
<b>Haight-Ashbury Neighborhood Council</b>	Residents in the 94117 ZIP Code	Upper Haight	Highly educated
<b>Japantown Merchants Association</b>	Businesses	Western Addition	Multiple levels of education
<b>Marina/Cow Hollow Neighbors and Merchants</b>	Residents (high and middle income) Veterans Businesses	Vallejo to the Bay Lyon to Van Ness Marina/Cow Hollow Golden Gate Valley	A mix
<b>People of Parkside/Sunset</b>	Businesses Residents	Parkside Sunset	College-educated
<b>Potrero Boosters</b>	Businesses Residents	Potrero Hill	Mostly college-educated
<b>Samoan Community Development Center</b>	Samoan and Pacific Islander Community SE San Francisco	Visitation Valley Hunters Point Potrero Hill Alice Griffith	High school level
<b>Senior and Disability Action</b>	Seniors Disabled Low-Income	Whole city	A mix
<b>Sunset Heights Association of Responsible People</b>	Homeowners	Sunset Heights Inner Sunset	Highly educated, college-educated

**Table 2: Source of Information about SFMTA Services by English Proficiency and by Native Language**  
**Source: SFMTA Public Participation Survey, 2016.**

Source of Information	Total	English Proficiency		Language												
		Prof.	Not Prof.	Spanish	Cantonese	Mandarin	Filipino	Russian	Vietnamese	Arabic	French	Korean	Thai	Japanese	English	Other
SFMTA website	62%	63%	49%	62%	54%	45%	61%	65%	50%	0%	71%	50%	100%	61%	64%	63%
Signs in vehicles, stations, and bus shelters	59%	61%	46%	43%	52%	50%	61%	73%	33%	33%	47%	0%	50%	67%	64%	44%
Maps in vehicles, stations, and bus shelters	38%	40%	28%	26%	31%	30%	42%	62%	17%	67%	41%	25%	25%	44%	42%	25%
Social media posts	33%	33%	24%	25%	33%	36%	49%	23%	17%	67%	18%	25%	25%	50%	33%	30%
Friends and family members	24%	24%	28%	24%	32%	22%	34%	12%	28%	67%	12%	25%	25%	17%	24%	15%
Email communications	21%	24%	3%	8%	10%	4%	14%	19%	17%	33%	24%	50%	0%	11%	27%	20%
Other	16%	18%	2%	3%	4%	5%	3%	19%	11%	33%	24%	0%	0%	17%	21%	13%
SF's 311 Customer Service Ctr	11%	11%	13%	15%	9%	4%	14%	19%	11%	0%	6%	0%	0%	6%	11%	9%
Text message updates	11%	12%	3%	6%	7%	6%	9%	15%	0%	0%	12%	25%	0%	17%	12%	13%
Radio or television ads	6%	6%	14%	12%	15%	4%	16%	4%	0%	0%	0%	0%	0%	6%	4%	4%
Newspaper ads	5%	5%	6%	6%	13%	4%	12%	4%	6%	33%	12%	0%	0%	6%	4%	7%
Brochures	5%	5%	8%	12%	6%	1%	18%	0%	17%	0%	0%	0%	25%	6%	4%	8%
SFMTA meetings in my community	5%	5%	2%	3%	3%	2%	5%	8%	17%	0%	0%	0%	0%	0%	5%	3%
Community or faith-based orgs	4%	4%	6%	5%	4%	3%	9%	4%	17%	0%	0%	0%	0%	0%	3%	1%
Mailers	4%	4%	5%	4%	6%	2%	11%	8%	11%	0%	6%	0%	0%	0%	3%	4%
Meeting notices	4%	5%	2%	4%	3%	0%	4%	8%	0%	0%	0%	0%	0%	0%	5%	4%
Muni's Customer Service Center	3%	2%	10%	9%	4%	4%	9%	0%	0%	0%	0%	0%	0%	0%	2%	2%
Ambassadors doing outreach	3%	3%	3%	4%	3%	0%	6%	4%	0%	0%	0%	0%	0%	0%	3%	1%
SFMTA Board of Directors Meet.	2%	2%	2%	2%	1%	0%	6%	4%	6%	0%	0%	0%	25%	0%	1%	2%
N/A	0%	0%	1%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%

**Table 3: Source of Information about SFMTA Services by Income and Ethnicity**  
**Source: SFMTA Public Participation Survey, 2016.**

Source of Information	Total	Income		Ethnicity						
		Low-Income	High-Income	African-American	Asian	Latino	White	Native American	Pacific Islander	Other/NA
<b>SFMTA website</b>	62%	56%	65%	44%	61%	60%	65%	61%	64%	59%
<b>Signs in vehicles, stations, and bus shelters</b>	59%	53%	64%	49%	57%	47%	68%	57%	43%	53%
<b>Maps in vehicles, stations, and bus shelters</b>	38%	34%	41%	22%	34%	28%	46%	26%	32%	36%
<b>Social media posts</b>	33%	32%	34%	21%	38%	30%	31%	22%	34%	35%
<b>Friends and family members</b>	24%	29%	23%	35%	29%	22%	22%	13%	16%	22%
<b>Email communications</b>	21%	13%	25%	21%	16%	11%	29%	13%	18%	17%
<b>Other</b>	16%	8%	20%	14%	10%	6%	23%	30%	23%	17%
<b>SF's 311 Customer Service Ctr</b>	11%	16%	8%	20%	9%	13%	11%	22%	11%	10%
<b>Text message updates</b>	11%	8%	13%	11%	10%	7%	12%	17%	14%	9%
<b>Radio or television ads</b>	6%	10%	5%	12%	10%	10%	3%	9%	11%	5%
<b>Newspaper ads</b>	5%	7%	4%	8%	8%	5%	4%	0%	5%	4%
<b>Brochures</b>	5%	9%	4%	6%	6%	9%	3%	0%	5%	5%
<b>SFMTA meetings in my community</b>	5%	4%	4%	7%	4%	3%	5%	4%	5%	4%
<b>Community or faith-based orgs</b>	4%	5%	3%	8%	5%	4%	3%	0%	5%	2%
<b>Mailers</b>	4%	5%	4%	8%	5%	4%	3%	0%	2%	3%
<b>Meeting notices</b>	4%	3%	5%	6%	3%	4%	5%	13%	2%	4%
<b>Muni's Customer Service Center</b>	3%	6%	1%	5%	3%	7%	1%	4%	2%	2%
<b>Ambassadors doing outreach</b>	3%	4%	2%	3%	2%	4%	2%	4%	5%	3%
<b>SFMTA Board of Directors Meet.</b>	2%	2%	2%	1%	2%	2%	2%	0%	0%	1%
<b>N/A</b>	0%	0%	0%	1%	0%	0%	0%	0%	0%	0%

**Table 4: Comment Sharing Preference by English Proficiency and by Native Language**

Source: SFMTA Public Participation Survey, 2016.

Comment Sharing Preference	Total	English Proficiency		Language												
		Prof.	Not Prof.	Spanish	Cantonese	Mandarin	Filipino	Russian	Vietnamese	Arabic	French	Korean	Thai	Japanese	English	Other
Submitting a written comment after the meeting	62%	69%	54%	51%	66%	67%	69%	66%	44%	33%	71%	75%	50%	89%	70%	68%
Submitting a written comment during the meeting	47%	53%	38%	50%	43%	35%	46%	60%	33%	33%	35%	0%	75%	44%	53%	48%
Speaking publicly	39%	43%	33%	32%	35%	35%	38%	28%	50%	100%	47%	0%	50%	28%	45%	46%
Submitting comment through another person	10%	10%	16%	12%	19%	14%	8%	13%	17%	0%	18%	25%	0%	11%	9%	14%
N/A	8%	0%	1%	1%	0%	1%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Other	4%	4%	2%	2%	2%	2%	4%	1%	0%	0%	6%	0%	0%	0%	5%	8%

**Table 5: Comment Sharing Preference by Income and Ethnicity**

Source: SFMTA Public Participation Survey, 2016.

Comment Sharing Preference	Total	Income		Ethnicity							
		Low-Income	High-Income	African-American	Asian	Latino	White	Native American	Pacific Islander	Other/NA	Customers of Color
Submitting a written comment after the meeting	62%	61%	71%	50%	72%	56%	70%	70%	61%	35%	56%
Submitting a written comment during the meeting	47%	49%	53%	53%	52%	52%	51%	39%	48%	29%	45%
Speaking publicly	39%	39%	43%	57%	35%	34%	46%	65%	39%	24%	33%
Submitting comment through another person	10%	13%	10%	18%	15%	11%	8%	9%	23%	5%	11%
N/A	8%	1%	0%	3%	0%	1%	0%	0%	0%	46%	14%
Other	4%	2%	5%	5%	3%	3%	5%	4%	9%	3%	3%

**Table 6: Source of Information about SFMTA/MUNI Meetings by English Proficiency and by Native Language**  
**Source: SFMTA Public Participation Survey, 2016.**

Source of Information	Total	English Proficiency		Language												
		Prof.	Not Prof.	Spanish	Cantonese	Mandarin	Filipino	Russian	Vietnamese	Arabic	French	Korean	Thai	Japanese	English	Other
None/No info about SFMTA	31%	32%	18%	23%	17%	33%	35%	15%	17%	33%	18%	25%	25%	39%	34%	32%
SFMTA website	31%	32%	34%	40%	42%	33%	46%	54%	39%	33%	59%	25%	50%	28%	29%	41%
Signs in vehicles, stations	27%	27%	40%	36%	37%	30%	35%	47%	22%	67%	18%	0%	25%	28%	26%	18%
Email communications	19%	21%	4%	7%	9%	6%	27%	15%	17%	0%	12%	50%	25%	11%	23%	16%
Social media posts	19%	20%	16%	16%	20%	19%	12%	34%	6%	33%	24%	25%	25%	33%	20%	16%
Friends and family members	9%	9%	20%	18%	19%	9%	0%	18%	11%	0%	6%	50%	0%	0%	7%	9%
Meeting notices	7%	8%	4%	5%	4%	2%	8%	4%	11%	0%	18%	0%	0%	11%	8%	10%
Mailers	6%	6%	6%	6%	8%	3%	8%	12%	0%	0%	6%	0%	25%	6%	6%	8%
Community or faith-based orgs	5%	6%	7%	7%	4%	3%	0%	8%	22%	0%	6%	25%	0%	0%	6%	2%
Newspaper ads	5%	5%	9%	7%	14%	4%	0%	16%	6%	0%	24%	0%	25%	6%	4%	5%
Other	5%	5%	1%	1%	3%	0%	15%	1%	0%	0%	6%	0%	0%	6%	6%	3%
Radio or television ads	4%	4%	15%	11%	14%	6%	0%	15%	11%	0%	0%	0%	25%	0%	2%	3%
SF's 311 Customer Service Ctr	3%	3%	7%	6%	5%	2%	0%	12%	6%	0%	0%	25%	0%	0%	2%	7%
Text-based updates	3%	3%	3%	3%	3%	1%	15%	7%	6%	0%	0%	50%	0%	0%	3%	2%
Brochures	3%	3%	9%	10%	5%	2%	0%	11%	11%	0%	6%	0%	25%	0%	2%	5%
N/A	3%	0%	1%	1%	1%	2%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Muni's Customer Service Ctr	2%	2%	8%	8%	4%	2%	0%	6%	6%	0%	6%	0%	0%	0%	1%	0%
Ambassadors doing outreach	2%	2%	3%	3%	4%	1%	4%	4%	11%	0%	0%	0%	0%	0%	2%	2%
SFMTA/Muni Board of Dir meets.	1%	1%	1%	3%	1%	0%	4%	4%	0%	0%	0%	0%	0%	0%	1%	1%



**Table 7: Source of Information about SFMTA/MUNI Meetings by Income and Ethnicity**  
**Source: SFMTA Public Participation Survey, 2016.**

Source of Information	Total	Income		Ethnicity							
		Low-Income	High-Income	African-American	Asian	Latino	White	Native American	Pacific Islander	Other/N A	Customers of Color
<b>None/No info about SFMTA</b>	31%	26%	33%	26%	27%	24%	35%	48%	20%	32%	28%
<b>SFMTA website</b>	31%	38%	30%	31%	39%	39%	27%	17%	43%	22%	33%
<b>Signs in vehicles, stations</b>	27%	33%	27%	24%	32%	31%	27%	22%	18%	17%	27%
<b>Email communications</b>	19%	12%	23%	18%	13%	9%	27%	17%	16%	11%	12%
<b>Social media posts</b>	19%	20%	21%	15%	23%	20%	19%	17%	39%	15%	19%
<b>Friends and family members</b>	9%	15%	8%	18%	13%	14%	6%	9%	5%	7%	11%
<b>Meeting notices</b>	7%	6%	8%	10%	5%	6%	9%	9%	7%	5%	6%
<b>Mailers</b>	6%	6%	6%	9%	7%	6%	6%	13%	9%	4%	6%
<b>Community or faith-based orgs</b>	5%	5%	6%	11%	5%	6%	6%	4%	5%	3%	5%
<b>Newspaper ads</b>	5%	8%	5%	7%	9%	6%	3%	0%	9%	3%	6%
<b>Other</b>	5%	3%	5%	4%	3%	2%	5%	17%	18%	6%	4%
<b>Radio or television ads</b>	4%	9%	3%	8%	8%	8%	1%	13%	7%	2%	6%
<b>SF's 311 Customer Service Ctr</b>	3%	6%	2%	11%	4%	5%	1%	0%	5%	3%	5%
<b>Text-based updates</b>	3%	4%	3%	1%	4%	3%	3%	9%	9%	2%	3%
<b>Brochures</b>	3%	7%	2%	5%	4%	8%	1%	0%	9%	2%	4%
<b>N/A</b>	3%	0%	0%	1%	0%	0%	0%	0%	0%	19%	6%
<b>Muni's Customer Service Ctr</b>	2%	5%	1%	5%	3%	7%	0%	0%	0%	1%	3%
<b>Ambassadors doing outreach</b>	2%	3%	2%	3%	3%	2%	1%	0%	7%	2%	2%
<b>SFMTA/Muni Board of Dir meets.</b>	1%	2%	1%	3%	1%	2%	1%	0%	0%	0%	1%

**Table 8: Topics Encouraging Attendance at SFMTA/MUNI Meetings by English Proficiency and by Native Language**  
**Source: SFMTA Public Participation Survey, 2016.**

Topics	Total	English Proficiency		Language												
		Prof.	Not Prof.	Spanish	Cantonese	Mandarin	Filipino	Russian	Vietnamese	Arabic	French	Korean	Thai	Japanese	English	Other
Service changes	69%	73%	63%	63%	73%	70%	96%	76%	72%	33%	71%	100%	75%	78%	74%	73%
Fare changes	47%	47%	75%	71%	77%	70%	58%	75%	78%	67%	35%	50%	50%	50%	42%	52%
Construction projects	42%	45%	29%	33%	42%	43%	38%	39%	28%	33%	88%	0%	50%	50%	46%	44%
Other	15%	17%	3%	7%	5%	5%	12%	7%	0%	67%	12%	25%	0%	0%	19%	19%
N/A	4%	0%	2%	1%	0%	1%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%

**Table 9: Easiest Way to Provide Feedback to SFMTA/MUNI by English Proficiency and by Native Language**  
**Source: SFMTA Public Participation Survey, 2016.**

Feedback Method	Total	English Proficiency		Language												
		Prof.	Not Prof.	Spanish	Cantonese	Mandarin	Filipino	Russian	Vietnamese	Arabic	French	Korean	Thai	Japanese	English	Other
On the SFMTA website	64%	65%	63%	64%	72%	73%	65%	70%	39%	33%	76%	75%	75%	78%	63%	69%
Calling SFs 311 Customer Ctr	13%	13%	16%	17%	12%	13%	15%	16%	11%	0%	6%	0%	0%	11%	13%	15%
Other	13%	14%	1%	3%	3%	1%	15%	5%	11%	67%	12%	0%	25%	6%	17%	10%
SFMTA meeting in my community	3%	3%	4%	3%	5%	3%	4%	1%	11%	0%	0%	25%	0%	0%	4%	3%
Contacting your District Supvr	2%	2%	1%	2%	1%	1%	0%	0%	0%	0%	0%	0%	0%	0%	2%	1%
N/A	2%	1%	1%	2%	1%	4%	0%	2%	0%	0%	6%	0%	0%	0%	0%	0%
Visiting Muni's Customer Ctr	1%	1%	9%	6%	4%	4%	0%	2%	6%	0%	0%	0%	0%	6%	0%	1%
Through your community/faith	1%	1%	5%	3%	1%	1%	0%	3%	22%	0%	0%	0%	0%	0%	1%	0%

**Table 10: Easiest Way to Provide Feedback to SFMTA/MUNI by Income and Ethnicity**

Source: SFMTA Public Participation Survey, 2016.

Feedback Method	Total	Income		Ethnicity							
		Low-Income	High-Income	African-American	Asian	Latino	White	Native American	Pacific Islander	Other/NA	Customers of Color
<b>On the SFMTA website</b>	64%	65%	65%	44%	72%	66%	63%	39%	57%	61%	65%
<b>Calling SFs 311 Customer Ctr</b>	13%	16%	12%	25%	11%	15%	12%	30%	11%	11%	13%
<b>Other</b>	13%	8%	16%	11%	8%	7%	18%	17%	25%	12%	10%
<b>SFMTA meeting in my community</b>	3%	3%	3%	7%	3%	2%	4%	4%	0%	4%	3%
<b>Contacting your District Supvr</b>	2%	1%	2%	3%	1%	2%	3%	4%	0%	2%	2%
<b>N/A</b>	2%	1%	0%	2%	1%	1%	0%	4%	0%	9%	3%
<b>Visiting Muni's Customer Ctr</b>	1%	4%	1%	3%	2%	5%	0%	0%	2%	1%	2%
<b>Through your community/faith</b>	1%	2%	1%	5%	1%	2%	0%	0%	5%	1%	2%

**Table 11: Topics Encouraging Attendance at SFMTA/MUNI Meetings by Income and Ethnicity**

Source: SFMTA Public Participation Survey, 2016.

Topics	Total	Income		Ethnicity							
		Low-Income	High-Income	African-American	Asian	Latino	White	Native American	Pacific Islander	Other/NA	Customers of Color
<b>Service changes</b>	69%	68%	75%	64%	75%	64%	75%	57%	77%	50%	65%
<b>Fare changes</b>	47%	69%	42%	62%	65%	67%	34%	48%	61%	36%	56%
<b>Construction projects</b>	42%	36%	47%	41%	43%	38%	47%	35%	39%	31%	38%
<b>Other</b>	15%	9%	18%	14%	10%	9%	20%	17%	18%	16%	12%
<b>N/A</b>	4%	1%	0%	2%	0%	1%	0%	0%	0%	24%	7%

**Table 12: Motivators to Attend SFMTA Meetings by Native Language**

Source: SFMTA Public Participation Survey, 2016.

Motivators	Total	Language												
		Spani sh	Cant ones e	Mand arin	Filipi no	Russi an	Vietn ames e	Arabi c	Frenc h	Kore an	Thai	Japa nese	Engli sh	Other
<b>Convenient time of day</b>	71%	54%	46%	35%	85%	52%	72%	67%	94%	25%	50%	83%	84%	65%
<b>Meeting location close to transit</b>	59%	54%	56%	59%	46%	76%	44%	100%	71%	75%	75%	44%	64%	74%
<b>Advance notice</b>	53%	38%	41%	56%	62%	51%	22%	0%	35%	50%	25%	56%	61%	46%
<b>Convenient day of week</b>	43%	37%	43%	43%	42%	52%	39%	33%	59%	50%	75%	50%	46%	43%
<b>Adequate parking</b>	18%	20%	37%	35%	15%	25%	39%	33%	18%	0%	25%	28%	16%	20%
<b>Food</b>	14%	15%	24%	36%	23%	22%	33%	33%	6%	25%	0%	28%	13%	15%
<b>Language assistance</b>	8%	50%	33%	20%	12%	11%	22%	0%	0%	0%	0%	0%	1%	8%
<b>Other</b>	8%	1%	4%	1%	12%	1%	0%	33%	6%	25%	25%	6%	10%	10%
<b>N/A</b>	6%	1%	0%	1%	0%	1%	0%	0%	0%	0%	0%	0%	0%	0%
<b>Childcare</b>	5%	23%	10%	4%	12%	8%	0%	0%	12%	0%	0%	6%	3%	12%
<b>Accommodations for disabled</b>	3%	7%	4%	4%	4%	12%	6%	0%	0%	0%	0%	0%	3%	7%

**Table 13: Motivators to Attend SFMTA Meetings by Income and Ethnicity**

Source: SFMTA Public Participation Survey, 2016.

Motivators	Total	Income		Ethnicity							
		Low-Income	High-Income	African-American	Asian	Latino	White	Native American	Pacific Islander	Other/NA	Customers of Color
Convenient time of day	71%	56%	83%	71%	62%	61%	87%	65%	68%	52%	60%
Meeting loc close to transit	59%	61%	64%	65%	61%	56%	65%	74%	73%	39%	54%
Advance notice	53%	49%	60%	58%	48%	41%	65%	57%	55%	38%	45%
Convenient day of week	43%	39%	48%	37%	49%	40%	46%	39%	41%	30%	41%
Adequate parking	18%	22%	17%	26%	29%	18%	13%	13%	9%	12%	21%
Food	14%	26%	12%	24%	23%	17%	9%	22%	23%	10%	18%
Language assistance	8%	25%	2%	2%	14%	36%	0%	0%	7%	3%	14%
Other	8%	3%	9%	6%	5%	3%	11%	4%	11%	9%	6%
N/A	6%	0%	0%	1%	0%	0%	0%	0%	0%	33%	10%
Childcare	5%	12%	3%	6%	5%	18%	3%	13%	5%	3%	7%
Accommodations for disabled	3%	8%	2%	7%	4%	6%	2%	13%	7%	2%	4%

**Table 14: Preferred Ways to Receive Information at SFMTA Meetings by Income and Ethnicity**

Source: SFMTA Public Participation Survey, 2016

Preferred Ways Receive Mtg Info	Total	Income		Ethnicity							
		Low-Income	High-Income	African-American	Asian	Latino	White	Native American	Pacific Islander	Other/NA	Customers of Color
Graphics	71%	67%	80%	51%	76%	61%	82%	65%	64%	46%	62%
Handouts	62%	65%	67%	75%	61%	66%	68%	70%	73%	42%	57%
PowerPoint Presentation	48%	45%	55%	50%	55%	43%	54%	65%	52%	27%	44%
Project briefings	39%	34%	46%	32%	39%	32%	49%	43%	36%	24%	33%
Information stations	36%	48%	36%	49%	41%	48%	33%	43%	48%	24%	38%
Other	9%	5%	11%	10%	5%	5%	13%	13%	11%	10%	7%
N/A	7%	0%	0%	1%	0%	1%	0%	0%	0%	40%	12%

APPENDIX E: SUMMARY OF MAJOR PUBLIC PARTICIPATION ACTIVITIES

## **APPENDIX E: Public Participation Summary for Reporting Period**

Below are summaries of major public outreach campaigns and public involvement activities that occurred during the timeframe of the SFMTA's 2016 Title VI Program Update (2014-2016). Detailed files, sample multilingual brochures and meeting notices, public comment logs and follow-up actions, etc., have either been submitted to FTA's regional office as required or are on file at SFMTA and available for review.

### **Central Subway Project:**

The Central Subway project is Phase 2 of the Third Street Light Rail Transit Project and will extend the T Third Line, connecting the southeastern portion of San Francisco to SOMA, downtown, Union Square and Chinatown. The project consists of a 1.7-mile rail extension featuring three subway stations and one surface station. The project is roughly 60% completed, with the tunnel-boring completed in 2014. Current construction includes excavation for and building of stations and infrastructure for the line. Work is expected to continue through 2018. When open for revenue service in 2019, the Central Subway will provide connectivity to BART and Muni Metro at Powell Station via the Central Subway Union Square/Market Street Station, a direct line to Caltrain at 4th and King streets and easy transfers to the iconic Powell Cable Car Line as well as Muni bus routes. The entire T Third Line represents eight miles of connectivity, and is a significant part of San Francisco's vision of a reliable, modern public transportation system.

Ongoing communication, engagement and collaboration are key elements in our public relations efforts. The project hosted and staged special events such as launching the Tunnel Boring Machines (TBM) with a public naming contest of the TBMs as well as a kick-off community event; organizing a celebration to commemorate the TBMs breaking through and completion of digging in 2014; leading media tours of the completed tunnel; conducting a Couplet Contest in 2016 as part of the roof plaza community art for the Chinatown Station

Outreach and information for transportation service changes to allow for construction such as reroutes in early 2014 as well as the high-impact closing of the 4th & King intersection in 2015 included a broad range of approaches. In addition to media advisories, on-air and print advertising, outreach included posting of multilingual signage, distribution of fliers, face-to-face visits, community meetings conducted in-language, and the deployment of language-proficient ambassadors to guide and assist monolingual customers.



Traditional as well as electronic avenues for disseminating information are used such as conducting meetings, distributing informational materials such as fact sheets, sending weekly construction email blasts, posting project tweets and blogs, and producing monthly updates which are distributed to stakeholders along the alignment and in the impacted neighborhoods. The website, [www.centralsubwaysf.com](http://www.centralsubwaysf.com), contains information about many aspects of the project, with a document library to download collateral materials in English and Chinese.

Quarterly Community Advisory Group (CAG) meetings provide the public the opportunity to hear updates and ask questions about the project. The CAG comprises members who represent the diverse communities and business interests along the project alignment. These meetings are open to the public and are held at a variety of locations within the communities along the alignment.

The project team works in collaboration with the Chinatown Community Development Center, a neighborhood community-based organization that serves as a direct link to the low-income and minority members of the Chinatown community. Public information materials, such as fliers, postcards, brochures and newsletters, are translated into Chinese to ensure information is provided to the Chinese-speaking population.

Through these varied and consistent outreach methods, the project informs communities of the Central Subway's long-term benefits and short-term impacts due to construction. Communication is frequent with members of the public, with the ultimate goal of providing relevant information about upcoming work, and responding to questions and concerns while work is underway to build this important transportation connection for the city.

### **Muni Forward:**

The Muni Forward program brings together various projects and planning efforts underway with the goal of improving pedestrian safety and transit reliability along Muni's most heavily used lines. This goal will be achieved through the implementation of two key programs: transit priority projects and service changes.

Transit Priority Projects are focused on improving safety and reliability, and include engineering improvements and street design changes to help Muni run more efficiently. Service changes aim to reduce crowding, improve reliability and enhance connectivity across neighborhoods, and include transit stop changes, route re-alignments, and frequency changes.

To ensure these projects are the most beneficial for all San Franciscan's, including neighborhood residents, merchants and Muni riders, Muni Forward staff conducted extensive multilingual and multi-platform outreach to gather input on proposals and share information about impending changes to the street.

Transit Priority Project outreach: Between 2014 and 2016, the Muni Forward team hosted over 35 public meetings to solicit community input for projects along the following corridors: 5 Fulton; 7 Haight/Noriega; 8 Bayshore; 9 San Bruno; 14 Mission; 22 Fillmore; 28 19th Ave Rapid; 30 Stockton; and L Taraval.

Noticing for each public meeting always included the following:

- Thousands of multilingual informational postcards mailed to the immediate project area for each open house
- Thousands of multilingual informational flyers handed out to riders and merchants along the project area
- Multilingual posters hung along the project area at transit stops and on utility poles
- Newspaper ads placed in neighborhood papers
- Project website with open house information
- Emails blasts sent to thousands of subscribers
- Social media alerts on Twitter and/or Facebook

At each public meeting, Chinese and Spanish on-site translators were made available, and all materials shared with the public were translated.

In addition to hosting public meetings, Muni Forward staff deeply engaged with dozens of neighborhood associations, merchant groups and other organizations in project areas to ensure neighborhood leaders were involved in shaping the final project. This also included ongoing presentations to SFMTA's CAC, PAG, PSAC, and general updates at the MTA Board of Directors.

Other innovative outreach efforts included pop-up open houses at transit stops to share project information, small group meetings bringing together key stakeholders in the neighborhood, walking tours in the project area, door-to-door canvassing of merchants, and multilingual intercept surveys.

Through each of these efforts, hundreds of public comments were received per project and documented in-person via notepads, comment cards and surveys, or electronically via online surveys, a dedicated website (TellMuni.com), and a dedicated email address (muniforward@sfmta.com).

Feedback gathered through all of these efforts shaped the final design for every project, including modifications to stop removals, transit-only lane proposals, and parking removal. Changes from the original project proposal were communicated via email, website, in-person meetings and at the MTA Board of Directors meeting.

Based on all of the feedback Muni Forward received over the past few years, the team has successfully legislated over 36 miles of transit priority projects.

Service change outreach: Between 2014 and 2016, Muni Forward implemented four major service changes, considered the most significant Muni improvements in decades. This included increasing frequency on 34 different lines, expanding service hours on 10 lines, launching four brand new routes, and changing alignment to 10 different routes. These changes were originally developed through a multi-year planning process known as the Transit Effectiveness Project, which involved hundreds of community meetings to gather input and inform the most beneficial service changes for customers. These change were legislated by the SFMTA Board of Directors in March 2014, and implemented in April and September 2015, as well as April and August 2016.

Informing customers of these changes included the following efforts:

- Multilingual ambassador support at transit stops and on buses where routes were being realigned or stops were being discontinued
- Multilingual informational flyers and signage at transit stops
- New route launches included mailed letters translated to ten different languages, also posted to the website
- Project pages on SFMTA.com
- Email blasts to thousands of subscribers
- Social media campaign on Facebook and Twitter
- Next bus messaging
- Press events and press releases
- Newspaper ads

### **Van Ness Bus Rapid Transit:**

The Van Ness Improvement Project is a major civic improvement project on two miles of Van Ness Avenue, U.S. Route 101, from North Point to Mission Street that is scheduled to begin construction in late 2016. The project includes transportation upgrades, including San Francisco's first Bus Rapid Transit system, a globally proven solution to improve

transit service and address traffic congestion; utility maintenance, including street repaving, and sewer, water and emergency firefighting water system replacement; and civic improvements, including streetlight replacement, new sidewalk lighting, landscaping and rain gardens. During the timeframe of the SFMTA's 2016 Title VI Program Update (2014-2016) the project was in its Detail Design phase.

At the start of this phase, a hotline and email were established for the public to make inquiries. A project update email list was established to provide subscribers regular project updates. Subscribers received a minimum of one email per month. Alternatively, subscribers could opt to receive text messages with a link to the full message. Since the beginning of the Detail Design phase, project staff also met with dozens of community, merchant and stakeholder groups to present and discuss project information.

In June 2014, the SFMTA established a 15-person, project-specific Van Ness Bus Rapid Transit Community Advisory Committee that meets monthly. The diverse membership was recruited through multilingual bus shelter ads and through emails sent to subscribers of the project update email list.

In advance of a legislative hearing with the SFMTA Board in August 2014, a mailer was sent to more than 21,000 neighbors to notify them about the project and legislation.

To notify neighbors that utility cabinets would be replaced in specific locations, public notices were posted every 100 feet on Van Ness Avenue from Bay to Mission Street that were indicated on the poster. The posters also included information for providing public comment. Site visits with community members were held with concerned community members and replacement locations were modified based on community feedback.

Because of public interest in the trees that would be impacted by the project, a Tree Selection Open House was held in January 2015 to provide the public with information about the selection process and outcome. For a permit hearing in August 2015 for tree removal and replacement, notices were posted on 194 trees along the two mile corridor.

In 2015, to ensure that San Francisco's first Bus Rapid Transit system was as accessible as possible, in particular to community members who are blind or low-vision, a Low Vision and Blind Wayfinding Report was completed after consultation with several stakeholder groups including Independent Living Resource Center San Francisco, Lighthouse for the Blind and Visually Impaired, SF Mayor's Office of Disability, California Council for the Blind, San Francisco Unified School District, SFMTA Transportation Engineers and Operations, SF Public Works Building Design and Construction, Valley Transit, AC

Transit, Golden Gate Transit and SFMTA's Multimodal Accessibility Advisory Committee. The report includes discussion and specifications of physical and operational wayfinding practices for the blind and visually impaired and includes design recommendations for the implementation of the Van Ness Improvement Project.

For a Historic Preservation Commission hearing November 18, 2015, considering a Certificate of Appropriateness for construction of the project in the Civic Center Historic District, a mailer was sent to more than 1,400 neighbors and notices were posted on every pole in the Civic Center Historic District.

In March through May of 2015 a pre-construction survey of Van Ness-facing properties from North Point to Mission Street was administered to gather information from community members to minimize construction impacts on project neighbors. To inform stakeholders about the project, its construction and the survey, the team sent 2,224 mailers to project neighbors. Email notifications, including a link to an online survey, were sent to 840 project subscribers. An update about the survey was posted to the SFMTA website's project page and ambassadors canvassed the two-mile corridor 16 times conducting surveys. At addresses where respondents were unavailable, ambassadors left mail-in surveys with pre-addressed envelopes, a link to the online survey and instructions to contact the project team for assistance. The mailer, surveys and instructions were provided in English, Chinese and Spanish.

The pre-construction survey allowed the project team to consult with an unprecedented 85% of properties about construction priorities. In addition to notifying the public about the project and its construction, 53% of pre-construction survey respondents signed up for the project's email list, which was subsequently used to provide project updates to subscribers. Through public consultation, survey data was used to develop a comprehensive construction sequence that addressed neighbors' expectations for construction including construction efficiency, traffic circulation and transit efficiency, while minimizing parking loss. An outcome of the consultation done through the pre-construction survey was the need to develop a business engagement program to address business-specific construction-phase needs.

To develop a business engagement program, project staff launched the SFMTA's first project-specific Business Advisory Committee made up of a diverse group of businesses along the corridor. The 11-person BAC meets monthly on the third Thursdays of a month and meetings are open to the public. The committee serves as a forum to raise issues, work with project staff to develop responses, and provide the project team with recommendations and advice on ways the City can support businesses during

construction. To recruit Business Advisory Committee members, emails were sent to the project update email list and a multilingual mailer was sent to more than 1,100 project corridor businesses.

A newsletter with project updates and other information was launched in 2016 and is sent on a quarterly basis to project update subscribers and is mailed to more than 30,000 project neighbors twice annually.

In spring of 2016, three unique walking tours were designed to inform the public about the project along the southern, central and northern segments of the project corridor. The walking tours were promoted on the project website and through emails and text messages to the project list. At each stop, members of the public were able to ask project staff questions. Each tour was held at a different time in order to capture a wider audience with a variety of needs and concerns. Each walking tour reached capacity with about 30 attendees.

Also launched in March 2016 was an interactive text messaging campaign. The goal of the campaign was to notify people about the project who were not yet familiar with it, and to acquire contact information so that SFMTA could provide new contacts with updates for the project's duration.

The project's interactive text messaging campaign consists of signage posted at bus stops and inside buses on the two-mile project corridor. Poster sets include six taglines in English, Chinese, Spanish and Filipino, which highlight a feature of the Van Ness Improvement Project once construction is complete. The poster asks, "Curious about what's happening on Van Ness Avenue?" and says to send a text to a phone number to find out more. A text message initiates an interactive, in-language text message survey that asks if the respondent would like to receive project updates via text message or email, and includes a demographic data collection component.

The interactive text messaging campaign has been incredibly effective in reaching new audiences for the project. As of August 2016, 75% of respondents indicated they were unfamiliar with the project and 74% have signed up for text message or email updates. The project staff has subsequently invited contacts who opted into text message and email updates to walking tours and the Meet the Expert speaker series, drawing new audiences to those engagement activities as well.

Starting in May of 2016, project staff launched a "Meet the Expert" Speaker Series. At the monthly "Meet the Expert" speaker series, presenters provide their expertise on a variety

of Van Ness-related topics, from construction to Muni service to history. Attendees are encouraged to patronize the Van Ness-corridor businesses, which rotate hosting the events. This alternative engagement technique is a more informal event than the typical hearings and public meetings common for government projects and allows a chance for the public to join the conversation, ask questions, or just listen.

Unlike the walks, which are scheduled at different times to accommodate different schedules, the Meet the Expert series is held on first Wednesdays every month at 6:00 p.m. to provide a consistent opportunity for community members to learn more about the project, while also providing a chance for the project team to cultivate relationships with community members.

At two Sunday Streets events in April and July 2016, attended by thousands of San Franciscans, project staff showcased new 60-foot diesel hybrid motor coaches procured for the project, provided project information and distributed Transportation Activity Books to Sunday Streets attendees.

To prepare for construction, bus stops were consolidated on June 4, 2016. To prepare for consolidation, an email series was sent to the project update list and Golden Gate Transit alert subscribers and presentations were made to the SFMTA Board, SFMTA Multimodal Accessibility Advisory Committee (MAAC), SFMTA Citizens' Advisory Committee, Van Ness Business Advisory Committee and the Van Ness BRT Community Advisory Committee. Multilingual signage, NextMuni messages and push-to-talk messages were deployed at discontinued bus stops. A press release was distributed in advance of the consolidation and Moving SF blog article provided additional notification.

Trained multilingual ambassadors distributed Take Ones to customers at discontinued stops a week before the consolidation and assisted customers with locating their new bus stops a week after the consolidation happened. Ambassadors also canvassed corridor businesses and provided them with additional Take Ones.

### **Sunset Tunnel Trackway Improvement Project**

As part of the Transit Fixed Guideway Program, the SFMTA implemented the Sunset Tunnel Track Improvement Project construction in November 2014. The project included the replacement of tracks and overhead catenary system along with seismic upgrades to the tunnel portal walls. Maximizing construction opportunities, the project integrated Transit Signal Priority (TSP) system upgrades and construction of accessible platforms at Judah and 28th Avenue in order to minimize the inconveniences for both N Judah riders



and the community around the construction area. The construction, accompanied with bus substitution for the N Judah rail service, took place on 21 weekends and was substantially completed in April 2016.

On-going communication, engagement and collaboration during construction phase are key elements in our public relations efforts. In response to recommendations by the CPUC, the Sunset Tunnel project fast-tracked for emergency repairs, which left no time to adequately engage the community during design phase.

Leading up to construction, two community meetings and five presentations were conducted to discuss impacts of construction and the benefits of the project, with an emphasis on integration of multiple construction components. Distribution of multilingual meeting and information notices, Customer Alerts, take ones, brochures, etc. via postings in transit vehicles, transit stations, bus shelters, and on the SFMTA website; via direct mail to affected customers, residents and business owners; and via email blast to community based organizations (CBOs), stakeholders, advocacy groups, neighborhood groups and other interested individuals. Based on public feedback and input, the project team worked collaboratively with the communities on making mitigation/concessions to address public concerns:

- Implemented a nighttime noise mitigation plan to address neighborhood concerns. This plan has become standard practice for the agency's track replacement projects. Noise mitigation measures included setting up a noise monitoring device reviewed by the agency as well as the public, installing mufflers on the construction equipment, using acoustically attenuating shields or shrouds on impact tools, using new backup alarms with lower noise level, using electric powered rather than diesel-powered equipment whenever possible.
- Rescheduled the construction and adjusted No-Parking restrictions to accommodate big public events, such as AIDS Walk, Dog Fest and Annual Tag Sale hosted by Friends of Duboce Park.
- In collaboration with the neighborhood group and local residents, the project extended work scope to include the lighting upgrades at Richard Gamble Memorial Park, attached to the west end of Sunset Tunnel. Understanding the need to balance the needs of people who use the park with the neighbors whose homes are close by, we chose the new lights equipped with dim pots and house-side shields which enabled us to adjust the brightness and direction of the lights, if necessary, to address any concerns raised by the neighbors.

- Conducted rodent abatements at the west end of the tunnel during weekend construction after receiving reports of sighting of rats in the neighborhood.

Through these varied and consistent outreach and public engagement methods, the project informs communities of the project's long-term benefits and short-term impacts due to construction. Communication is frequent with members of the public, with the ultimate goal of providing relevant information about upcoming work, and responding to questions and concerns while work is underway for the safety improvements of the N Judah track system.

### **Fare and Major Service Changes:**

During the timeframe 2014-2016, SFMTA implemented both fare and major service changes (both increasing and decreasing service) and followed its locally developed public comment process, as delineated in its Public Participation Plan. Given the diversity of San Francisco and of Muni's ridership, the SFMTA is strongly committed to disseminating information on both proposed fare and major service changes that is accessible to Limited English Proficient (LEP) individuals and undertakes multilingual public information campaigns in order to obtain public input on the proposed changes from all communities. Outreach and engagement methods will include at least one public meeting before the SFMTA Board of Directors (SFMTAB), advertisements in local newspapers, including ethnic media and posting of multilingual signage and notices in vehicles, stations and posted at sfmta.com. Outreach also includes email blasts to stakeholders, organizations and customers. Depending on the scope of the change, community and public meetings, in addition to the SFMTAB meetings, can be held to gather additional feedback. Fare and major service change equity analyses, which are submitted to SFMTA's Board of Directors for consideration and approval, include a summary of outreach activities conducted and any modifications to original proposals based on public comment.

As a specific example, for fare changes proposed as part of the agency's FY 17-18 budget, the SFMTA held two budget hearings before the SFMTA's Board of Directors; a Budget webinar and two Budget Open Houses in order to seek out and consider community input. 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. The budget was also discussed by the Citizen's Advisory Council. SFMTA also produced a Fact Sheet and blast e-mailed to its community and major project mailing lists. As required by the City Charter, advertisements publicizing each of these hearings were placed in advance in the City newspapers. 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 press releases and through SFMTA/Muni's Twitter and Facebook accounts.

APPENDIX F: LANGUAGE ASSISTANCE PLAN



# Language Assistance Plan

October 2016

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# Executive Summary

The San Francisco Municipal Transportation Agency (SFMTA) 2016 Language Assistance Plan (LAP) was created with the aim of ensuring meaningful access to the benefits, services, information and other important components of its programs and activities for its Limited-English Proficient (LEP) customers. LEP individuals are those that have a limited ability to read, speak, write or understand English. The 2016 Language Assistance Plan serves as an update to the Agency's 2012 LAP.

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## Overview of the 2016 Language Assistance Plan

As a recipient of federal funds, the San Francisco Municipal Transportation Agency (SFMTA), which operates the Municipal Railway (Muni), is required to take reasonable steps to ensure meaningful access to its services and benefits for persons with limited-English proficiency (LEP). Federal regulations require that programs and activities normally provided in English must be accessible to individuals with limited-English proficiency, defined as a limited ability to speak, read, write, or understand English, in order to avoid discrimination on the basis of national origin, in violation of Title VI of the Civil Rights Act of 1964, as amended, and its implementing regulations.

To update the SFMTA's current Language Assistance Plan (LAP), as required, the SFMTA followed the four factor analysis set forth in FTA Circular 4702.1B. In addition, the SFMTA also followed the U.S. Department of Transportation's (DOT) LEP Guidance, published on December 14, 2005, which states that FTA recipients of grant funds document the steps undertaken to implement the U.S DOT LEP Guidance.

In accordance with the Title VI guidance provided by the U.S. Department of Transportation (DOT), the 2016 Language Assistance Plan included an assessment of the following four factors:

1. The number or proportion of limited-English proficient persons eligible to be served or likely to be encountered by the SFMTA's program;
2. The frequency with which limited-English proficient persons come into contact with SFMTA's program;
3. The nature and importance of the program, activity or service provided by the program to people's lives
4. The resources available for limited-English proficient outreach, as well as the costs associated with that outreach.

The major findings of the Four Factor analysis are outlined below. Pursuant to FTA Circular 4702.1B, after completing the Four Factor analysis, recipients shall use the results of the analysis to help identify the limited-English proficient individuals who require language assistance and determine



which language assistance services are appropriate. The degree to which language assistance is provided, and in what languages, is an outcome of the analysis of the Four Factors and is captured in Section VIII, Language Assistance Implementation Plan.

While recipients have “considerable flexibility” in developing a Language Assistance Plan, at a minimum it must include: (1) the results of the Four Factor analysis, including a description of the LEP populations served; (2) a description of how language assistance services are provided by language; (3) a description of how notice is provided to LEP individuals about the availability of language assistance; (4) the methods by which the plan is monitored, evaluated and updated; and, (5) how employees are trained to provide timely and reasonable language assistance to LEP populations.

As part of its Language Assistance Plan update, the SFMTA engaged in many practices recommended by the FTA in its April 13, 2007 Handbook for Public Transportation Providers entitled “Implementing the Department of Transportation’s Policy Guidance Concerning Recipients’ Responsibilities to Limited-English Proficient (LEP) Persons.” As part of these recommended practices, SFMTA assessed data from multiple sources, including U.S Census and state and local data; performed extensive outreach to limited-English proficient individuals, soliciting customer input through in-language focus groups and LEP customer surveys; collected information through interviews with leaders of Community-Based Organizations (CBOs) that serve limited-English Proficient populations; and, surveyed SFMTA staff who work with limited-English proficient customers on a regular basis.

## **Factor 1: The number or proportion of LEP persons eligible to be served or likely to be encountered by the SFMTA’s program**

To assess the number and proportion of limited-English proficient customers served or likely to be encountered by the SFMTA in its provision of transit service and related programs and services, the SFMTA examined data from the U.S. Census, the 2010-2014 Five-Year American Community Survey (ACS), and English Learner Reports from both the California Department of Education (CDE) and the San Francisco Unified School District (SFUSD). Those individuals who reported speaking English “less than very well” and students classified as “English Learner” are considered Limited English-Proficient individuals for the purposes of this analysis. In addition, LEP customer data was gathered from the 2014 Muni Systemwide On-Board Study and the 2016 SFMTA Staff Survey, as well as from CBO Stakeholder Leader Interviews.

Based on the American Community Survey (ACS) 2010-2014 5–year estimate of the “San Francisco County Residents by Language Spoken at Home by Ability to Speak English for Population 5 Years and Over,” there was a slight decrease in the current number and proportion of LEP individuals from the 2012 LAP, which was based on ACS 2010-2013 survey data. The LEP population decreased from 182,745 individuals to 176,629 individuals. Based on the 5-Year ACS data, the other change from the 2012 LAP was the addition of Arabic as a language spoken by 1,000 or more LEP individuals of five years of age or older.

<b>San Francisco's Population according to the 2010-2014 Five-Year U.S. Census American Community Survey (ACS)</b>	<b>Estimate of Residents</b>
<b>Total Population of San Francisco</b>	791,638
<b>Total LEP Population of San Francisco</b>	176,629
<b>Percent of Total Population LEPs Represent</b>	22.3%

Based on the above, one in five individuals, or 22%, of San Francisco's reported population speak English less than "very well," and are therefore considered "Limited-English Proficient." The most widely spoken languages among San Francisco's LEP residents are Chinese (53.6% or 94,744 persons) and Spanish (21.8% or 38,494 persons), together comprising 76% of the total LEP population. The table below depicts languages spoken by 1,000 or more LEP individuals in San Francisco based on the ACS 5-year data used as the basis for this report.

**Languages Spoken by 1,000 or more LEP Individuals in San Francisco**  
**Source: U.S. Census Bureau American Community Survey 2010-2014.**

<b>Language Spoken</b>	<b>Estimate of Residents</b>	<b>Percentage of the LEP Population</b>
<b>Chinese</b>	94,744	53.6%
<b>Spanish</b>	38,494	21.8%
<b>Filipino</b>	9,213	5.2%
<b>Vietnamese</b>	6,663	3.8%
<b>Russian</b>	6,540	3.7%
<b>Korean</b>	3,720	2.1%
<b>Japanese</b>	2,971	1.7%
<b>Thai</b>	1,340	0.8%
<b>French</b>	1,234	0.7%
<b>Arabic</b>	1,143	0.6%

Highlights from other data sources examined include:

- Based on the 2014 Muni Systemwide On-Board Study, Cantonese and Spanish were the top languages spoken by Muni customers that reported speaking English less than "very well" – with close to half of respondents speaking one of these languages (25% and 24% respectively).
- CBO leaders stated that their LEP communities depend heavily on Muni and that the LEP populations served by these community-based organizations use Muni frequently to complete daily activities.
- Based on SFMTA public contact employee survey responses, in a typical week, SFMTA staff interact with LEP customers multiple times. SFMTA staff engage with Chinese-speaking and Spanish-speaking customers most frequently.

- The most frequent requests for telephonic interpretation services were for assistance in Spanish and Cantonese.
- Requests for live customer service assistance in Spanish and Cantonese have increased significantly in the SFMTA's Customer Service Center.

Federal guidance provides that the greater the number or proportion of LEP individuals from a particular language group served or encountered by a recipient's program, the more likely language services are needed. Based on analysis of data sources, the language groups most frequently encountered by SFMTA's programs and services are Chinese (Cantonese) and Spanish-speaking individuals; this finding is also supported by an analysis of the Census and English Learner data. Beyond these two languages, the most frequent groups encountered include Russian, Vietnamese and Filipino (Tagalog)-speaking individuals, in different concentrations, based on data source.

In addition to these five languages, the five remaining languages spoken by 1,000 or more limited-English proficient individuals - Korean, Japanese, Thai, French and Arabic - will serve as SFMTA's "safe harbor" languages – the languages for vital document translation. Both written and oral language assistance is provided by the SFMTA in all 10 languages.

## **Factor 2: Determining the frequency with which Limited-English Proficient individuals come into contact with the SFMTA's program, activity or service**

San Francisco's approximately 177,000 Limited-English Proficient (LEP) individuals regularly commute to work on public transit, according to data from the U.S. Census data. More still depend on Muni for other daily activities. LEP customers who participated in the Language Assistance Plan update use Muni frequently – nearly three-in-five LEP survey respondents (58%) indicated they ride Muni five times a week or more. Nine out of ten LEP survey respondents (91%) ride Muni at least once per week.

Based on DOT LEP guidance and the SFMTA's desire to conduct a comprehensive review of all LEPs who may come into contact with the SFMTA, a multiplicity of data sources was examined, such as requests for language assistance through customer service agents, frequency of contact with SFMTA's public contact employees, telephonic interpretation services and foreign language web page views at SFMTA.com, all of which indicated a high frequency of contact between LEP individuals and SFMTA's program and services. For example, one-in-five SFMTA staff members surveyed reported interacting with LEP customers "many times a day" and more than a third of staff (35%) say they interact with LEP customers on a daily basis. Further, requests for customer service assistance in Spanish and Cantonese increased tremendously at the SFMTA's Customer Service Center from prior years: from May 2015 to April 2016 ("2016"), out of 158,903 requests made, there were 2,104 official requests for customer service assistance in Spanish – up almost three-fold from Spanish requests made between May 2011 and April 2012 ("2012"). Similarly, close to 3,000 requests were made in Cantonese in 2016, over five times more than Cantonese requests made in 2012. The languages with the highest frequency of contact among the sources listed varied to some degree, but the three most common languages were found to be Chinese (Cantonese), Spanish, and Filipino (Tagalog).

### **Factor 3: The nature and importance of SFMTA's Program, Activity or Service to People's lives**

The SFMTA used quantitative and qualitative research methods to identify how critical its primary program – providing transit service – and related activities and services is to people's lives, specifically to SFMTA's LEP customers, and to gather feedback on how current language assistance measures could be improved to provide better access given that the more important the program, the more frequent the contact and the likelihood that language services will be needed. Based on U.S. DOT guidance, SFMTA designed and facilitated in-language focus groups for LEP persons to solicit feedback on needs and communication preferences with SFMTA and also conducted interviews with leaders of community-based organizations (CBOs) who serve these populations. SFMTA also developed and administered a survey for LEP customers to solicit direct user needs, characteristics, and communication preferences with SFMTA.

Primary research data shows that SFMTA's primary program, providing transit, is of high importance to LEP Populations. Respondents who participated in the LEP User Survey and the LEP Focus Groups consistently stated that they depend heavily on Muni to conduct important daily activities. CBO leaders and focus group respondents identified access to public transportation as a primary need for LEP persons who rely on public transportation for mobility. LEP participants said that when they do not use public transportation provided by SFMTA, it is typically because they feel that SFMTA transit service does not go where they need it to for a specific activity or that walking is a practical alternative, but not because a language barrier is preventing them from accessing or using transit.

Primary data, both quantitative and qualitative, provided by LEP individuals, CBO leaders, and SFMTA staff shows that San Francisco's LEP population – regardless of their native language – frequently and successfully use SFMTA's services. Muni in particular was described by LEP individuals as an integral part of accomplishing their daily activities. On the whole, LEP customers who participated in the research are very satisfied with the SFMTA's transportation services.

SFMTA employs a wide variety of oral and written language assistance services to ensure that communications with LEP customers are accurate, timely, and appropriate and result in meaningful access to SFMTA's services and programs for LEP individuals. Many of these services were familiar and are being used by LEP customers and were consistent with practices recommended by CBO leaders.

Feedback received does indicate, however, that the SFMTA could be even more effective in communicating important information to its LEP customers. Feedback was also received regarding familiarity with existing language assistance services; while many of the outreach methods currently used by SFMTA were familiar to LEP customers, continued promotion of these services is an important initiative. The most important services provided by SFMTA that were identified by research participants included receiving in-language information regarding fare and service changes and route information.

Continuing to produce, and potentially increase the availability of, multilingual information, particularly about service and route changes, as well as further expanding the SFMTA's partnerships with CBOs serving LEP populations, also would increase accessibility to SFMTA's programs and services for LEP customers.

## Factor 4: The resources available to the SFMTA for LEP outreach, as well as the costs associated with that outreach.

Given the diversity of San Francisco's population and Muni's ridership, the SFMTA believes it is critical to provide both oral and written language assistance to LEP customers. In keeping with that belief, the SFMTA employs various methods, detailed throughout this Plan, to ensure meaningful access to its services for LEP customers and dedicates significant resources to providing language assistance and outreach to its LEP customers.

While exact totals can vary year to year depending on the various public outreach campaigns, capital programs and other agency activities that are being conducted, in general, on an annual basis, the SFMTA's spends approximately \$50,000-100,000 for document translation; production (design and printing) of multilingual materials is approximately \$125,000 on an annual basis. Translated documents include car cards, direct mailers, station kiosk signage, customer take-ones, meeting notices, brochures and other customer outreach materials like construction-related notices and information pieces. Approximately 200-500 documents are produced and distributed in languages other than English on an annual basis.

The SFMTA's estimated annual costs for providing interpretation assistance at public meetings are approximately \$20,000-25,000. Placing advertisements, customer information and required legal notices in multilingual newspapers costs approximately \$25,000 on an annual basis. Other language assistance costs include expenditures for telephonic and video interpretation services, which is approximately \$10,000-15,000 on an annual basis.

In addition to current resources, SFMTA is in the process of finalizing a five year, agency-wide contract for translation and interpretation services and equipment, which is scheduled to be awarded in 2016. The SFMTA is also in the process of developing an agency wide contract for hiring community ambassadors to provide additional assistance to staff in performing community outreach. Part of the requirements include ambassadors with language capabilities that will be deployed to assist LEP individuals. It is critical to note that expansive public outreach and engagement is currently enabled by a good economy and the ability to resource the level of outreach sought by communities. Funding resources may not always allow for the current level of robust outreach being deployed.

## Language Assistance Implementation Plan

The SFMTA is committed to full compliance with Title VI and its implementing regulations to provide meaningful access to services and benefits for persons with limited-English proficiency based on the Four-Factor analysis, which helps to determine the appropriate languages services to be provided to ensure access to its programs and services. Many of the current language assistance services offered by SFMTA are described in the U.S. DOT guidance as "Promising Practices." These include, but are not limited to:

- **Language Support Offices:** Many of the SFMTA's public points of contact are staffed by bilingual and/or multilingual employees and/or have access to San Francisco's multilingual 311 Telephone Customer Service Center or can access a telephonic interpretation service in order to provide in-language customer service in over 100 languages.

- **Telephone-based interpretation:** The SFMTA administers a contract with a telephonic interpretation service to offer real-time interpretation services in over 100 languages; staff whose primary job function is to interact with the public have been trained on how to access this important resource. This important service is advertised through “I speak” signage at public contact offices.
- **Multilingual Telephone Customer Service Center:** SFMTA promotes the availability of free language assistance in Chinese, Spanish, Filipino, Vietnamese, Russian, Korean, Japanese, Thai, French and Arabic by directing customers to call 311, San Francisco’s multilingual Telephone Customer Service Center, that is open 24 hours a day, seven days a week, 365 days per year. This notice is included on numerous translated materials, signage, revenue maps, and brochures and at the bottom of every page at SFMTA.com.
- **Use of Technology:** The SFMTA website, SFMTA.com, is a multi-language gateway that provides information in Chinese, Spanish, Filipino, Vietnamese, Russian, Korean, Japanese, Thai, French and Arabic.
- **Signage and Outreach Materials:** Signage at stations and on Muni vehicles is routinely posted in multiple languages and pictographs are used where feasible so that information is accessible to all customers, regardless of English proficiency and literacy levels. The SFMTA also places in-language notices and announcements in print and broadcast media serving San Francisco’s Limited-English Population in Chinese, Spanish, Russian and Vietnamese, as circumstances dictate and resources allow; and,
- **Liaisons with Local Community and Cultural Organizations:** As demonstrated in the primary research data conducted for this report, SFMTA works closely with community and cultural organizations to communicate with Limited-English Proficient individuals.

Additional details can be found in Section VIII of this Plan, along with information on how notice is provided to LEP individuals about the availability of language assistance; how this plan will be reviewed and monitored; and language assistance training for employees.



# Section I: Introduction

Title VI of the Civil Rights Act of 1964, 42 U.S.C. 2000d et seq., and its implementing regulations provide 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 otherwise be subjected to, discrimination under any program or activity that receives Federal financial assistance. The Supreme Court, in *Lau v. Nichols*, 414 U.S. 563 (1974), interpreted Title VI regulations to hold that Title VI prohibits conduct that has a disproportionate effect on Limited English Proficient (LEP) individuals because such conduct constitutes national origin discrimination.



Given the diversity of San Francisco’s population and Muni’s ridership, the San Francisco Municipal Transportation Agency (SFMTA) believes it is critical to provide language assistance to its customers.

## Overview

In compliance with Title VI regulations and related Executive Orders, the United States Department of Transportation (DOT) published guidelines that direct recipients of its federal funds, like the SFMTA, to take responsible steps to ensure meaningful access to the benefits, services, information, and other important components of their programs and activities for Limited-English Proficient (LEP) customers and to have in place a Language Assistance Plan to guide those efforts. LEP individuals are defined as those individuals who have a limited ability to read, speak, write or understand English.

This Language Assistance Plan (LAP) is an update to the agency’s current LAP and incorporates the U.S. Department of Transportation’s guidance concerning the responsibilities of federal recipients to LEP individuals, as required. It includes the recommended Four-Factor Framework, identifies the primary LEP individuals who require language assistance, discusses both current and future language assistance measures, training of staff and the

methods by which notice of language assistance is provided to LEP customers. It also includes how this plan will be monitored and updated, as required.

The goal of the SFMTA's Language Assistance Plan is to provide language assistance to LEP customers in an effective manner to help ensure that its services are safe, reliable, convenient and accessible. The research accomplished in the development of this plan reinforced a number of existing LEP outreach methods that customers have identified as important and effective means of communication. This input also indicated areas – including types of information deemed most important by our customers – that can be improved to increase access to the benefits of SFMTA's services.

## Agency Overview

Established by voter proposition in 1999, the SFMTA, a department of the City and County of San Francisco, operates the Municipal Railway (Muni), parking, traffic, bicycling, walking and taxis within the City and County of San Francisco. Across five modes of transit, Muni has approximately 725,000 weekday passenger boardings. Founded in 1912, Muni is one of the oldest transit systems in the world. It is the largest transit system in the Bay Area and serves more than 220 million customers each year. The Muni fleet is unique and includes historic streetcars, renewable diesel and electric hybrid buses and electric trolley coaches, light rail vehicles, paratransit cabs and vans, and the world-famous cable cars. Muni has 75 routes throughout the City and County San Francisco with all residents within a quarter mile of a transit stop. Muni provides service 24 hours a day, seven days a week.

## Research Methodology

Following U.S. DOT guidelines, the SFMTA explored multiple data sources and conducted targeted outreach to update its Language Assistance Plan. Following the Four-Factor Framework, the goal of the research was to identify LEP populations in the City and County of San Francisco and through various outreach methods, assess the effectiveness of SFMTA's communication and engagement strategies for limited-English proficient customers.

Research outcomes included:

- Out of 30 organizations contacted throughout San Francisco, 19 interviews were conducted with leaders of Community-Based Organizations (CBO) serving LEP populations;
- Seven focus groups were conducted in the five languages spoken by the highest concentrations of LEP customers, with a total of 85 LEP residents and customers participating;
- 325 customer outreach surveys received from LEP customers in 10 languages, designed specifically to assess the effectiveness of SFMTA's communications with limited-English proficient customers; and
- 416 surveys received from SFMTA public contact employees from 11 different groups across the agency in order to assess frequency of contact with LEP customers.



In addition, LEP customer data was gathered through an assessment of telephonic interpretation data from both SFMTA and the SFMTA's ADA Complementary Paratransit service (SF Paratransit); non-English page views on SFMTA's website, the 2014 Muni Systemwide On-Board Study, and requests for in-person language assistance in Spanish and Cantonese at the SFMTA's Customer Service Center.

Below is a detailed description of each of the methods used to gather feedback regarding LEP populations in order to inform the Four Factor analysis and the resulting language assistance measures.

## LEP Community Based Organization Leadership Interviews

SFMTA reached out to 30 community-based organizations and performed 19 stakeholder leader interviews with at least one CBO in each of the eight geographical zones of the City (see map in Appendix A for geographical zones). SFMTA designed and conducted the interviews for stakeholder leaders serving LEP populations in order to solicit a summary of LEP user needs, including literacy and education levels and communication preferences with SFMTA based on constituent experience.

Stakeholder leader interviews were conducted with CBOs that serve LEP populations in the 10 languages that meet the federal "Safe Harbor" threshold: Chinese, Spanish, Filipino (Tagalog), Vietnamese, Russian, Korean, Japanese, Thai, French and Arabic. The federal "Safe Harbor" provision, as established by the Department of Justice and as adopted by U.S. Department of Transportation, provides that federally funded agencies provide written translations of vital documents for each eligible LEP group that constitutes five percent or 1,000 persons, whichever is less, of the total population of persons eligible to be served or likely to be affected or encountered.

Two of the surveys were conducted in person and the remaining 17 were conducted over the phone. SFMTA targeted at least one CBO serving each of the ten targeted language groups. Lists of all organizations contacted, along with all research outcomes for the 2016 LAP report, as well as characteristics of LEP populations served, including country of origin, age range and literacy/education levels, are included in Appendices B and C.

## LEP Focus Groups

SFMTA also designed and facilitated focus groups for LEP persons to solicit feedback on user needs and communication preferences with SFMTA. Based on the preference of the CBO group, focus group facilitation was either conducted in English with a trained interpreter present to do real-time translation of questions and responses or conducted in native languages by a trained facilitator with an interpreter present to do real-time translation of responses back to English for SFMTA staff.

In total, seven focus groups with LEP customers were conducted at seven community centers in five languages. Two focus groups were conducted in Spanish and two were conducted in Cantonese and one focus group was conducted in each of the following languages: Russian, Vietnamese, and Filipino. Selected organizations recruited LEP members for the focus groups and were supplied with an in-language flyer to assist in recruitment. In total, 85 LEP customers participated in the focus groups.

## LEP User Survey

Based on U.S. DOT guidance, SFMTA developed and administered a survey for LEP persons to solicit direct user needs, characteristics, and communication preferences with SFMTA. The LEP User Survey was completed in 10 languages by 325 Muni customers drawn from the LEP population. Copies of the survey and accompanying LAP information were sent to 91 organizations, of which 21 returned completed surveys. Detailed participation outcomes can be found in Appendix B.

## SFMTA Staff Survey

SFMTA also developed and administered a survey for SFMTA staff whose primary job function is interacting with the public, in order to solicit feedback on interactions with LEP customers and gather suggestions for improving communication. Surveys were disseminated to transit operators across the seven Muni transit divisions during mid-day shift changes to maximize the number of operators who would be able to participate. Surveys were also disseminated to Muni Metro Station Agents and delivered by hand. The survey was completed by 416 SFMTA staff members, ranging from 11 different groups across the agency.

# Section II: The Number or Proportion of LEP Persons Eligible to be Served or Likely to be Encountered by the SFMTA's Program (Factor One)

“The greater the number or proportion of LEP individuals from a particular language group served or encountered...the more likely language services are needed...”  
(DOT LEP Guidance Section V (1)).

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## Introduction

Based on the Department of Transportation's Limited English-Proficient guidance, when assessing the number and proportion of limited-English proficient individuals eligible to be served or likely to be encountered by an agency's program, it is important to examine, among other factors, the ways in which these individuals interact with the SFMTA and the number and proportion of LEP persons served or likely to be encountered by examining Census and other data. Examining the agency's prior experiences with LEP individuals is also a critical factor and is discussed in detail in Factor Two and includes requests for telephonic interpretation assistance, access to the multilingual pages at SFMTA.com and interactions by limited-English proficient customers with SFMTA's ADA Paratransit Complementary service.

Limited-English proficient individuals interact with the SFMTA through a variety of programs, benefits and services, including contact with transit operators, station agents and transit fare inspectors when riding transit. LEP individuals can also interact with the SFMTA by speaking with customer service representatives over the phone or in person at the SFMTA’s Customer Service Center, Discount ID Office or at public meetings or information sessions hosted by the SFMTA. LEP individuals may also be approached by a Community Ambassador or staff administering surveys or by accessing the SFMTA’s multilingual website.

Another major point of interaction between LEP individuals and SFMTA’s programs is through the SFMTA’s ADA Complementary Paratransit service, for example, when customers are applying for program eligibility, making reservations, appealing a denial of eligibility or interacting with drivers.

In order to identify the number and proportion of LEP customers served or likely to be encountered by SFMTA’s program, and in keeping with the DOT guidelines, the SFMTA examined data from the U.S. Census, the American Community Survey, and English Learner Reports from both the California Department of Education (CDE) and the San Francisco Unified School District (SFUSD). Those individuals who reported speaking English “less than very well” and students classified as “English Learner” are considered Limited English Proficient individuals for the purposes of this analysis. To further supplement its Factor One analysis and assist in identifying LEP populations within its service area, SFMTA also examined data from the 2014 Muni Systemwide On-Board Study, the 2016 SFMTA Staff and CBO Stakeholder Leader Interviews.

The analysis below identifies the number and proportion of LEP persons in the SFMTA’s service area: 176,629 persons of five years of age or older or 22.3% of San Francisco’s population who speak English “less than very well”. For reference, for the 2012 LAP, the total LEP population was 182,745 persons or 23.91% of San Francisco’s population, based on 2008-2010 ACS data, the best available data at the time the report was drafted.

The analysis below also establishes the most widely spoken languages among San Francisco’s LEP residents: Chinese (53.6% or 94,744 persons) and Spanish (21.8% or 38,494 persons). The next tier of languages spoken by LEP persons comprises Filipino (Tagalog) (5.2% or 9,213 persons), Vietnamese (3.8% or 6,663 persons) and Russian (3.7% or 6,540 persons). While some of the percentages have changed slightly, overall, the data is similar to that contained in SFMTA’s 2012 LAP report.

The analysis also identifies 10 “Safe Harbor” languages that fall within the “Safe Harbor Provision,” as established by the Department of Justice and as adopted by U.S. DOT, which requires that the agencies provide written translation of vital documents for each eligible LEP group that constitutes five percent or 1,000 persons, whichever is less, of the total population of persons eligible to be served or likely to be affected or encountered. These languages are captured below:

**Languages Spoken by 1,000 or more LEP Individuals in San Francisco**  
**Source: U.S. Census Bureau American Community Survey 2010-2014.**

Language Spoken	Estimate of Residents	Percentage of the LEP Population
Chinese	94,744	53.6%
Spanish	38,494	21.8%

Language Spoken	Estimate of Residents	Percentage of the LEP Population
Filipino	9,213	5.2%
Vietnamese	6,663	3.8%
Russian	6,540	3.7%
Korean	3,720	2.1%
Japanese	2,971	1.7%
Thai	1,340	0.8%
French	1,234	0.7%
Arabic	1,143	0.6%

Supplemental data on the SFMTA’s prior experiences with LEP customers to further establish the number and proportion of LEP customers served or encountered is included in the analysis for Factor Two.

### 2010 SF-1 U.S. Census Data

For the purposes of this plan, the SFMTA is unable to use whole file decennial census data for language information as the U.S. Census Bureau no longer collects long form data on the decennial census, which included limited English proficiency information. Once this data is collected again by the U.S. Census Bureau, it will be included in future updates of this plan.

### American Community Survey (ACS) Data, 2010-2014

To better understand the continually changing demographics of the SFMTA’s service population – given the discontinuance of the long form census data on language spoken at home – the SFMTA examined 2010-2014 5-year ACS data. SFMTA also looked into the availability of three year ACS data for the time period 2012-2014, however, based on information posted on census.gov, the ACS 3-year estimates have been discontinued. Therefore, the previously mentioned data set was chosen to best understand county-level LEP composition. In addition, it is not possible to use 2010 decennial census data as the data needed to make decisions on language access is no longer collected by the U.S. Census bureau in the decennial census, as mentioned above.

Below, Table 1 shows the number of San Franciscans who reported “Speaking English Less Than Very Well” by language. Out of the total population of San Francisco (791,638 residents), 438,896 residents reported speaking only English; 352,742 residents speak a language other than English and 176,629 reported speaking English “less than very well.” Of note are the rows highlighted, which indicates all language populations that have estimates of greater than 1,000 LEP individuals within the service area; there was no change in these languages between the 2012 LAP and this current update, with the exception of Arabic-speaking populations moving above the 1,000 LEP individual threshold.

**Table 1: San Francisco County Residents by Language Spoken at Home by Ability to Speak English for Population 5 Years and Over**  
**Source: 2010-2014 American Community Survey 5-Year Estimates.**

<b>Languages</b>	<b>Number out of total estimated residents who speak English "less than very well"</b>	<b>Percentage out of total estimated residents who speak English "less than well"</b>
<b>Spanish or Spanish Creole:</b>	89,336	
<b>Speak English "very well"</b>	50,842	
<b>Speak English less than "very well"</b>	38,494	21.8%
<b>French (incl. Patois, Cajun):</b>	8,672	
<b>Speak English "very well"</b>	7,438	
<b>Speak English less than "very well"</b>	1,234	0.7%
<b>French Creole:</b>	137	
<b>Speak English "very well"</b>	137	
<b>Speak English less than "very well"</b>	0	0.0%
<b>Italian:</b>	4,069	
<b>Speak English "very well"</b>	3,272	
<b>Speak English less than "very well"</b>	797	0.5%
<b>Portuguese or Portuguese Creole:</b>	1,735	
<b>Speak English "very well"</b>	1,321	
<b>Speak English less than "very well"</b>	414	0.2%
<b>German:</b>	4,544	
<b>Speak English "very well"</b>	4,160	
<b>Speak English less than "very well"</b>	384	0.2%
<b>Yiddish:</b>	63	
<b>Speak English "very well"</b>	41	
<b>Speak English less than "very well"</b>	22	0.0%
<b>Other West Germanic languages:</b>	754	
<b>Speak English "very well"</b>	692	
<b>Speak English less than "very well"</b>	62	0.0%
<b>Scandinavian languages:</b>	1,034	
<b>Speak English "very well"</b>	969	
<b>Speak English less than "very well"</b>	65	0.0%
<b>Greek:</b>	1,522	
<b>Speak English "very well"</b>	1,237	
<b>Speak English less than "very well"</b>	285	0.2%
<b>Russian:</b>	11,970	
<b>Speak English "very well"</b>	5,430	
<b>Speak English less than "very well"</b>	6,540	3.7%

Languages	Number out of total estimated residents who speak English "less than very well"	Percentage out of total estimated residents who speak English "less than well"
<b>Polish:</b>	564	
<b>Speak English "very well"</b>	385	
<b>Speak English less than "very well"</b>	179	0.1%
<b>Serbo-Croatian:</b>	837	
<b>Speak English "very well"</b>	403	
<b>Speak English less than "very well"</b>	434	0.2%
<b>Other Slavic languages:</b>	1,165	
<b>Speak English "very well"</b>	756	
<b>Speak English less than "very well"</b>	409	0.2%
<b>Armenian:</b>	848	
<b>Speak English "very well"</b>	569	
<b>Speak English less than "very well"</b>	279	0.2%
<b>Persian:</b>	2,358	
<b>Speak English "very well"</b>	1,813	
<b>Speak English less than "very well"</b>	545	0.3%
<b>Gujarati:</b>	1,135	
<b>Speak English "very well"</b>	979	
<b>Speak English less than "very well"</b>	156	0.1%
<b>Hindi:</b>	3,854	
<b>Speak English "very well"</b>	3,300	
<b>Speak English less than "very well"</b>	554	0.3%
<b>Urdu:</b>	1,134	
<b>Speak English "very well"</b>	843	
<b>Speak English less than "very well"</b>	291	0.2%
<b>Other Indic languages:</b>	2,132	
<b>Speak English "very well"</b>	1,517	
<b>Speak English less than "very well"</b>	615	0.3%
<b>Other Indo-European languages:</b>	914	
<b>Speak English "very well"</b>	753	
<b>Speak English less than "very well"</b>	161	0.1%
<b>Chinese:</b>	146,087	
<b>Speak English "very well"</b>	51,343	
<b>Speak English less than "very well"</b>	94,744	53.6%



Languages	Number out of total estimated residents who speak English "less than very well"	Percentage out of total estimated residents who speak English "less than well"
<b>Japanese:</b>	6,687	
<b>Speak English "very well"</b>	3,716	
<b>Speak English less than "very well"</b>	2,971	1.7%
<b>Korean:</b>	6,408	
<b>Speak English "very well"</b>	2,688	
<b>Speak English less than "very well"</b>	3,720	2.1%
<b>Mon-Khmer, Cambodian:</b>	1,013	
<b>Speak English "very well"</b>	387	
<b>Speak English less than "very well"</b>	626	0.4%
<b>Hmong:</b>	249	
<b>Speak English "very well"</b>	186	
<b>Speak English less than "very well"</b>	63	0.0%
<b>Thai:</b>	1,975	
<b>Speak English "very well"</b>	635	
<b>Speak English less than "very well"</b>	1,340	0.8%
<b>Laotian:</b>	514	
<b>Speak English "very well"</b>	221	
<b>Speak English less than "very well"</b>	293	0.2%
<b>Vietnamese:</b>	10,876	
<b>Speak English "very well"</b>	4,213	
<b>Speak English less than "very well"</b>	6,663	3.8%
<b>Other Asian languages:</b>	4,016	
<b>Speak English "very well"</b>	2,332	
<b>Speak English less than "very well"</b>	1,684	1.0%
<b>Tagalog:</b>	24,197	
<b>Speak English "very well"</b>	14,984	
<b>Speak English less than "very well"</b>	9,213	5.2%
<b>Other Pacific Island languages:</b>	4,648	
<b>Speak English "very well"</b>	3,347	
<b>Speak English less than "very well"</b>	1,301	0.7%
<b>Navajo:</b>	108	
<b>Speak English "very well"</b>	108	
<b>Speak English less than "very well"</b>	0	0.0%



Languages	Number out of total estimated residents who speak English "less than very well"	Percentage out of total estimated residents who speak English "less than well"
<b>Other Native North American languages:</b>	237	
<b>Speak English "very well"</b>	237	
<b>Speak English less than "very well"</b>	0	0.0%
<b>Hungarian:</b>	302	
<b>Speak English "very well"</b>	209	
<b>Speak English less than "very well"</b>	93	0.1%
<b>Arabic:</b>	3,272	
<b>Speak English "very well"</b>	2,129	
<b>Speak English less than "very well"</b>	1,143	0.6%
<b>Hebrew:</b>	1,449	
<b>Speak English "very well"</b>	1,286	
<b>Speak English less than "very well"</b>	163	0.1%
<b>African languages:</b>	1,157	
<b>Speak English "very well"</b>	983	
<b>Speak English less than "very well"</b>	174	0.1%
<b>Other and unspecified languages:</b>	770	
<b>Speak English "very well"</b>	252	
<b>Speak English less than "very well"</b>	518	0.3%

The 2010-2014 American Community Survey 5-Year Estimate shows a total population of 791,638 for San Francisco City and County. Of this population, an estimated 176,629 people, or 22.3 percent of San Francisco’s population, speak English less than “very well.” This represents the sum of the persons in each of Table 1’s language categories that are estimated to speak English less than “very well.”

San Francisco’s Population according to the 2010-2014 Five-Year U.S. Census American Community Survey (ACS)	Estimate of Residents
<b>Total Population of San Francisco</b>	791,638
<b>Total LEP Population of San Francisco</b>	176,629
<b>Percent of Total Population LEPs Represent</b>	22.3%

A further breakdown of San Francisco’s LEP population can be seen in Table 2. It should be noted that the total number of LEP persons has decreased since the 2012 Language Assistance Plan, which reported 182,745 LEP individuals.

**Table 2: Language Spoken by San Francisco’s LEP Population**  
**Source: U.S. Census Bureau ACS 2010-2014.**

Language Spoken	Estimate of Residents	Percentage of the LEP Population
Chinese	94,744	53.6%
Spanish	38,494	21.8%
Filipino (Tagalog)	9,213	5.2%
Vietnamese	6,663	3.8%
Russian	6,540	3.7%
Korean	3,720	2.1%
Japanese	2,971	1.7%
Thai	1,340	0.8%
French	1,234	0.7%
Arabic	1,143	0.6%

The American Community 5-year dataset also provides a cross-sectional composition of public transportation ridership by English Proficiency, and this data supports the finding that a significant number of LEP community members use the Muni system. These results are summarized in Table 3 below, which shows the breakdown of those who reported using public transportation and speak English less than “very well.”

**Table 3: Public Transportation Mode Usage by Language Spoken at Home and Language Proficiency (data simplified to focus on LEP individuals, and no groups individually identified by ACS), SFMTA Survey Area, American Community Survey 2010-2014**  
**Source: U.S. Census Bureau ACS 2010-2014.**

User Groups by Language Spoken and Proficiency	Estimate
All Languages, All Proficiencies (universe of public transportation mode users)	150,222
Speak English less than "very well"	32,240
Speak English less than "very well"	21.46%

Based on Table 3, it can be concluded that the composition of LEP individuals who ride public transportation is about 21% of all riders. It should be noted that this is only an estimate based on American Community Survey response, and that there are a variety of other public transportation operators in San Francisco (BART, Caltrain, Golden Gate and AC Transit among others), which may be counted towards this data. There is currently no way to isolate Muni passengers from other transit users with this currently available dataset.

## GIS Analysis of the American Community Survey, 2010-2014

While the residents of SFMTA’s service area move throughout the city, ACS 2010-2014 data, which provides tract-level information, provides a geographic picture of where concentrations of LEP individuals reside within the service area. While 3-year ACS data would be preferable to use to

correspond with the citywide data in the previous section, it is not available in the higher resolution of the census tract-level. To this end, data was downloaded from the American Community Survey 2010-2014 and joined to Census Tract Shapefiles using ArcGIS. In terms of what information to display, it is important to note that there exists a margin of error in all ACS data, and, because of this, SFMTA has elected to focus upon the LEP community at large. Populations within specific language groups get too small to assess with statistical significance.

For those significant LEP language communities identified in Table 3, maps were generated that show geographic location by specific language. These maps are presented in Figures 2-10 in Appendix D and will help inform where language specific outreach and interaction with these communities should be considered.

### San Francisco Unified School District Data, 2014-2015

To confirm results from the ACS, and as advised by the U.S. DOT Factor One guidance, the SFMTA analyzed LEP data provided by the San Francisco Unified School District (SFUSD) and the California Department of Education (CDE) for the school year 2013-2014, the most current information available.

All of the schools within the City and County of San Francisco serve a multicultural student body and track English proficiency levels among students for their educational purposes. Students are evaluated and assigned two different classifications based on English speaking and reading ability: “English Learner” and “Fluent English Proficient.” LEP students are classified as “English Learners.” Students that meet the same State academic standard for English proficiency are classified “Fluent English Proficient.” This information gives insight on languages spoken within homes, which provides insight into the nature of LEP households throughout the SFMTA service area.

This data source confirms the significant LEP population of Chinese (86.75% Cantonese) and Spanish speakers in the area, with 36.5 percent and 45.8 percent, respectively, of the total English Learner population. From here, the composition percentages decrease rapidly—Vietnamese (3.1%), Filipino (3.0%) Arabic (2%) and Russian (1.2%). All other populations form less than 1 percent of the LEP community. These numbers support ACS 2010-2014 LEP data and offer insight into the languages spoken at home.

In the case of the percentage of English Learners in the SFUSD system, there has also been a decline consistent with the overall decline of San Francisco’s LEP population since the last Language Assistance Plan was drafted. As of the 2014-2015 school year, 27.8 percent of all enrolled students in the City and County of San Francisco are English Learners and 28.3 percent are Fluent English Proficient.<sup>1</sup> Therefore, more than one half of the students between Kindergarten and high school within the SFUSD have, or have had, some level of difficulty with speaking and/or reading English. As with the ACS dataset, the English Learner reports indicate that the primary languages spoken at home are Chinese (Cantonese and Mandarin), Spanish, Filipino, Vietnamese and Russian. This data

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<sup>1</sup>Composition of “English Learners” by Language, San Francisco County, 2014-2015 California Department of Education, <http://dq.cde.ca.gov/dataquest>

confirms the need for LEP services within the SFMTA service area, particularly for these language communities.

Finally, it is relevant to point out that San Francisco has an unusually small percentage of children and families relative to its entire population. This phenomenon has been well documented and studied by the San Francisco Department of Youth, Children, and their Families, which dubbed the shift “Family Flight.” This would help explain any differences between ACS and SFUSD datasets, and supports the importance of ACS as a useful sample given its better ability to sample across the entire universe of individuals who live in San Francisco.

*“Over the past three years the size of the LEP population we provide services too has increased and language needs have become more concentrated. Those who speak English are able to move out of the area, but those who don’t, have trouble navigating outside of their normal locale because of language.”*

*--Community Leader Interview*

## LEP Customer Research

To further supplement its Factor One analysis and assist in identifying LEP populations within its service area, SFMTA collected data from the 2014 Muni Systemwide On-Board Study and the 2016 SFMTA Staff Survey, as well as from information gathered through CBO Stakeholder Leader Interviews.

The results from all sources largely reflected the findings of the Census and other data sets detailed in the previous section above. The number of LEP individuals identified by the 2010-2014 American Community Survey, approximately 177,000 – or approximately one in five – San Francisco residents, resonates with the qualitative data provided by CBO leaders in interviews and in-language focus groups held throughout the city.

### 2014 Muni Systemwide On-Board Study

In 2013 and 2014, SFMTA conducted the Muni Systemwide On-Board Study – a multi-lingual, system-wide, on-board survey of Muni bus, light rail, and cable car riders – totaling over 24,000 completed surveys. The survey asked respondents about their level of English proficiency, and of those who reported speaking English less than “very well,” also inquired about languages spoken at home.

Twenty percent of Muni customers surveyed reported that they speak English less than “very well.” This result is in line with the overall percentage of people living in San Francisco that report speaking English less than “very well” (21%), according to the 2010-2014 American Community Survey.

The following survey results further illustrate SFMTA’s LEP ridership:

- Muni customers over 55 years old made up the highest percentage of respondents that speak English less than “very well” (26%).

- Cantonese and Spanish were the top languages spoken by Muni customers that reported speaking English less than “very well” – with close to half of respondents speaking one of these languages (25% and 24% respectively).
- Mandarin was reported as the third most commonly spoken language (11% of respondents).
- All other languages are reported on a much lower basis, with Tagalog/Filipino leading just above other languages with 3 percent of respondents. German and French were each reported by two percent of respondents as languages spoken at home. The following were each reported by 1% of respondents: Russian, Japanese, Korean, Vietnamese, Thai, Portuguese, and Italian. Twenty-eight percent of respondents did not provide languages spoken at home.
- Cantonese speakers under 18 and over 54 years old represent the largest percentage of Cantonese speakers.
- Spanish speakers in the 25-54 age bracket represent the highest number of Spanish speakers.
- Mandarin speakers under 35 represent the highest proportion of Mandarin speakers that speak English less than “very well.”

## LEP Community Based Organization Leadership Interviews

As part of the information gathered during the CBO Leadership Interviews, leaders were asked about the characteristics of the communities they served, including the literacy skills of their LEP populations. Based on CBO leadership interview results, and captured in Appendix C, literacy/education levels vary widely among the populations these organizations serve. A majority of the CBOs interviewed serve some LEPs with elementary and high school education levels. No CBO reported serving LEPs with less than a 5th grade education level. Survey results and focus group participants reported translated written materials as primary ways to receive information in their native language, for example, translated information available through the SFMTA’s website and through signage and flyers, ads and notices, indicating that translation of documents is an effective practice. Requests for more information to be translated was a frequent comment from participants. These data results are discussed in further detail below.

CBO leaders stated that their LEP communities depend heavily on Muni and that the LEP populations served by these community-based organizations use Muni frequently to complete daily activities.

Many CBO leaders indicated that they are seeing increasing numbers of LEP individuals at their community organizations, which may be due in part to the increasing need for, and improved knowledge of, the services provided by these organizations and not necessarily indicative of an increase in the number of LEP individuals in the city.

## SFMTA Staff Surveys

SFMTA staff who participated in the SFMTA Staff Survey reported interacting with LEP customers, especially Spanish, Chinese, and Vietnamese speakers, regularly. Staff interactions largely reflect the proportions of LEP individuals that are represented in the Census numbers and other data:

- One-in-five staff members reported interacting with transit customers “many times a day”;
- More than one third of staff (35%) say they interact with customers on a daily basis; and
- Staff who are most likely to interact with LEP customers on a daily basis are those who work in Revenue (100% interact daily), in the Hearings Division (77%), SF Paratransit – SFMTA’s ADA Complementary Paratransit Service (56%), and in Citations and Parking (55%).

**Table 4: Frequency of Interactions with LEP Customers\***  
**Source: SFMTA Staff Survey, 2016, 2012.**

Frequency	2012	2016	Difference
A few times a month	10%	38%	+29%
Less than once a month	6%	16%	+11%
Rarely/never	3%	5%	+2%
A few times a day	23%	6%	-10%
A few times a week	18%	14%	-13%
Many times a day	40%	21%	-19%

\*Sample sizes were different in 2012 and 2016, which could affect results. This table also contains supplemental paratransit employee data for 2016.

In both years, the languages most commonly used by LEP customers that staff interacted with were Chinese, Spanish, and Russian. While the same languages were the three most common spoken by most LEP transit customers, in 2016, the top languages also included Filipino, which was recognized as frequently as Russian.

**Table 5: LEP Languages Used in Staff Interactions, All Languages Encountered in LEP Interactions a Typical Week\***  
**Source: SFMTA, 2016.**

Language	2016
Chinese	91%
Spanish	76%
Filipino	20%
Vietnamese	20%
Russian	28%
Japanese	19%
Korean	12%
Other	1%
English	6%
Arabic	9%
French	17%
Thai	6%

\*This table contains supplemental paratransit employee data.

Based on employee survey responses, in a typical week, SFMTA staff interact with LEP customers multiple times. SFMTA staff engage with Chinese-speaking and Spanish-speaking customers most frequently. Other languages commonly encountered include Russian, Filipino and Vietnamese.

The frequency with which staff encounter LEP individuals will be discussed in more detail in Section III (Factor Two).

## Factor One Conclusions

Limited-English proficient individuals interact with the SFMTA through a variety of programs, benefits and services, including contact with transit operators, station agents and transit fare inspectors when riding transit. LEP individuals can also interact with the SFMTA by speaking with customer service representatives over the phone or in person at the SFMTA's Customer Service Center, Discount ID Office, or through SFMTA's ADA Complementary Paratransit service. Interactions also happen at public meetings or information sessions hosted by the SFMTA. LEP individuals may also be approached by a Community Ambassador or staff administering surveys or by accessing the SFMTA's multilingual website.

SFMTA knows from prior experience that they serve a significant and diverse LEP population. This finding is carried out by both a review of Census data and findings from other data sources including staff surveys, LEP surveys and CBO leadership interviews and the 2014 Muni Systemwide On-Board Study. Approximately one in five San Francisco residents identify as speaking English "less than very well" (22%) and, as discussed further in Factor 2, 21% of this LEP population report using public transit as their primary means of transportation to work.

While Census data indicates that the overall number of LEP individuals in San Francisco has decreased since the development of the 2012 LAP, from 23.9 percent of San Francisco's population to 22.3 percent (comparing the 2008-2010 ACS data used in the 2012 LAP with the 2010-2014 data used for this analysis) the number of languages spoken by 1,000 LEP persons or more within San Francisco LEP population has remained the same and expanded to include Arabic.

SFUSD and CDE student English learner reports reflect results similar to Census and ACS numbers: especially when considering what constitutes significant LEP language communities in the City, the Factor One analysis indicates that a vast majority of LEP individuals in San Francisco speak the primary LEP languages: Chinese (53.6% of the LEP population) or Spanish (21.8%). The analysis also indicates that there are smaller but still significant secondary LEP communities who speak Filipino (5.2%), Vietnamese (3.8%) and Russian (3.7%).

Data was also examined from the 2014 Muni Systemwide On-Board Study and the 2016 SFMTA Staff Survey, as well as from the CBO Stakeholder Leader Interviews, which reflected the findings of the Census and English learner data sets.

Federal guidance provides that the greater the number or proportion of LEP individuals from a particular language group served or encountered by a recipient's program, the more likely language services are needed. Based on Factor One data results, the language groups most frequently encountered are Chinese (Cantonese) and Spanish-speaking individuals. Beyond these two

languages, the most frequent groups encountered include Russian, Vietnamese and Filipino (Tagalog)-speaking individuals, in different concentrations, based on data source.

In addition to these five languages, the five remaining languages spoken by 1,000 or more limited-English proficient individuals - Korean, Japanese, Thai, French and Arabic - will serve as SFMTA's "safe harbor" languages – the languages into which vital documents will be translated. Both written and oral language assistance is provided by the SFMTA in all 10 languages and is discussed in further detail throughout this Plan.



# Section III: The Frequency with Which LEP Individuals Come into Contact with SFMTA's Program (Factor Two)

“Recipients should assess, as accurately as possible, the frequency with which they have or should have contact with LEP individuals from different language groups seeking assistance, as the more frequent the contact, the more likely enhanced language services will be needed...” (DOT LEP Guidance Section V (2)).

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Figure 1: Pictures of attendees at Language Assistance Focus Groups

## Introduction

To assess the frequency with which limited-English proficient individuals come into contact with the SFMTA's programs and services, Census data was examined as well as major points of contact with the public, including through the provision of language assistance services, such as through telephonic interpretation requests, web page views, requests for customer service in Spanish and Cantonese and frequency of LEP customer contact with the SFMTA's ADA Complementary Paratransit service (SF Paratransit).

## Census Data

Although the 2000 U.S. Census includes some data on the extent to which recent immigrants use public transportation, neither the 2000 nor the 2010 Census contains information on how frequently LEP individuals inquire about, use, or are affected by the specific services an agency provides.

According to the 2010-2014 ACS, 21 percent of this LEP population report using public transit as their primary means of transportation to work. ACS survey data provides the proportion of LEP ridership in relation to overall transit ridership, and these results are displayed in Table 6 below. (It is important to note that these numbers only reflect work trips taken by LEP customers; therefore, many other non-work related trips are occurring on public transit and by other transportation means.)

**Table 6: Public Transportation Mode Usage by Language Spoken at Home and Language Proficiency (simplified to focus on LEP individuals, no groups other than Spanish speakers individually identified by ACS), SFMTA Survey Area**  
Source: U.S. Census Bureau ACS 2010-2014.

User Groups by Language Spoken and Proficiency	Estimate
All Languages, All Proficiencies (universe of public transportation mode users)	150,222
Speak Spanish, Speak English less than "very well"	10,607 (7% of total)
Speak Other Languages, Speak English less than "very well"	21,633 (14% of total)

Table 6 reflects that there are approximately 150,000 people residing in the City and County of San Francisco using public transportation as a means to get to work. Of those 150,000 people, over 32,000 are LEP individuals, comprising approximately 21 percent of all commute-to-work trips on transit. Noting that these numbers are only an account of work trips taken by residents of San Francisco, it can be assumed that there are more public transportation trips than reported and potentially many more taken by LEP individuals, especially those who are completing their trip on transit in San Francisco but may have started their trip on transit outside San Francisco on another transit agency, such as BART, AC Transit or one of the SF Bay Ferry operators.

In addition to Census data, to further assess the frequency with which LEP individuals come into contact with the program, the SFMTA also examined its prior and ongoing contact with LEP customers through the following points of contact and through access to its language assistance services:

- Telephonic interpretation service data
- Non-English page views at SFMTA.com
- Visits to the SFMTA Customer Service Center
- SFMTA’s ADA Complementary Paratransit Service Customer Information
- SFMTA Public Contact Employee surveys
- Interviews with Community-Based Organization (CBO) Staff
- LEP Customer Focus Group feedback
- 2014 Muni Systemwide On-Board Study

### Telephonic Interpretation Service Data

The SFMTA can track requests for language assistance through its telephonic interpretation service, which provides telephonic interpretation services in over 150 languages. For the timeframe May 1, 2014 through April 30, 2016, telephonic interpretations were provided as captured in Table 6 below for the 10 languages falling within the Safe Harbor threshold. Results show that Spanish calls were most predominant (71% of total), followed by Chinese (25% of total; dialects not captured). All other “Safe Harbor” languages combined made up four percent of total calls.

**Table 7: SFMTA Telephonic Interpretation Service Data, May 1, 2014 through April 30, 2016**  
Source: SFMTA.

Language	Total Calls per Language	Percentage of Total Calls
Spanish	1,273	71.2%
Chinese	449	25.1%
Vietnamese	26	1.5%
Russian	15	0.8%
Korean	10	0.6%
Arabic	7	0.4%
Japanese	5	0.3%
Filipino	1	0.1%
Thai	1	0.1%
French	0	0
<b>TOTAL</b>	<b><u>1,787</u></b>	

**Table 8: SFMTA Telephonic Interpretation Service Data, Total Calls Per Language, May 2010**

through 2016  
Source: SFMTA.

Language	May 2010 - April 2012	May 2014 - April 2016
Spanish	542	2289
Chinese	372	795
Vietnamese	5	31
Russian	14	19
Korean	8	12
Japanese	3	9
Arabic	4	6
Thai	0	6
Filipino	0	3
French	1	2
<b><u>TOTAL</u></b>	<b><u>949</u></b>	<b><u>3172</u></b>

### Website Data on Non-English Page Views

As an additional indicator of the frequency with which LEP populations come into contact with the SFMTA, the following table comprises total non-English page views for the timeframe May 1, 2015 through April 30, 2016. The highest level of page views were by Chinese-speakers (71% of total), followed by Spanish speakers (25% of total).

**Table 9: SFMTA Website Data on Foreign-Language Page Views, May 2015 through April 2016**  
Source: SFMTA.

Language	Total Number of Page Views	Total Number of Unique Page Views	% Total Unique Page Views
Chinese	9,366	7,349	52%
Spanish	3,685	2,959	21%
Filipino	914	801	6%
Thai	806	730	5%
Russian	762	658	5%
French	540	454	3%
Japanese	516	444	3%

Language	Total Number of Page Views	Total Number of Unique Page Views	% Total Unique Page Views
<b>Korean</b>	434	382	3%
<b>Vietnamese</b>	356	317	2%
<b>Arabic</b>	125	99	1%
<b><u>TOTAL</u></b>	<u>17,504</u>	<u>14,193</u>	

## SFMTA Customer Service Center

The SFMTA provides multilingual customer service through the SFMTA Customer Service Center (CSC). The CSC is located near several transit lines and is open from 8 a.m. to 5 p.m., Monday through Friday. Walk-in services include paying transit and parking citations, buying Clipper cards, purchasing Lifeline Passes, attending tow and citation hearings, obtaining parking permits, and purchasing Muni maps.

The SFMTA can determine to some degree how often LEP customers are coming into contact with services offered through the CSC. Requests by walk-in customers for language assistance in Spanish or Chinese are tracked through an electronic queue system, although it should be noted that customers who speak these languages may also be served directly in these language by bilingual staff or via telephonic interpretation.

As an example, from May 2015 to April 2016 (“2016”), out of 158,903 requests made, there were 2,104 official requests for customer service assistance in Spanish – up almost three-fold from Spanish requests made between May 2011 and April 2012 (“2012”). Similarly, close to 3,000 requests were made in Cantonese in 2016, over five times more than Cantonese requests made in 2012. Cantonese requests have gone up at a faster pace than Spanish since 2012.

**Table 10: Customer Service Requests in Cantonese and Spanish Data, 2012 and 2016**  
Source: SFMTA.

Language	2012 Requests	2016 Requests
<b>Cantonese</b>	541	2,822
<b>Spanish</b>	818	2,104

## SFMTA’s ADA Complementary Paratransit Service (SF Paratransit) Data

Since 1990, the Americans with Disabilities Act (ADA) has required all public transit agencies to provide paratransit services to persons with disabilities who are unable to independently use or access public transit because of a disability or disabling health condition. In addition to its fixed route Muni services, SFMTA has provided paratransit services for more than 30 years. SFMTA contracts with a third party contractor for paratransit brokerage services, including management of the overall SF Paratransit program, and a portion of the demand-responsive transportation services. In its role as the paratransit broker, the third-party contractor also subcontracts with van and taxi companies for the remaining demand-responsive transportation services. SF Paratransit services are provided 24 hours a day, 7 days a week, 365 days a year.

Below is a summary of telephonic language assistance provided by the SF Paratransit office for the period May 2014 through April 2016.

**Table 11: Telephonic Interpretation Service Data for Paratransit Calls, May 2014 – April 2016**  
Source: SF Paratransit.

Language	May 2014 – April 2016	% of Total Calls
Chinese – Cantonese	351	35.6%
Russian	287	29.1%
Spanish	195	19.8%
Chinese – Mandarin	64	6.5%
Korean	23	2.3%
Filipino	21	2.1%
Vietnamese	17	1.7%
Toishanese	7	0.7%
Arabic	5	0.5%
Japanese	5	0.5%
Burmese	3	0.3%
Chin Hakha	1	0.1%
Czech	1	0.1%
Farsi	1	0.1%
French	1	0.1%
German	1	0.1%
Ilocano	1	0.1%
Indonesian	1	0.1%
Urdu	1	0.1%
<b><u>TOTAL</u></b>	<b><u>986</u></b>	

As an additional indicator of language preferences and English proficiency among SF Paratransit applications, close to one half of applicants self-identified on their paratransit eligibility application the language they speak best if they did not select English as their best spoken language. For this group, Cantonese and Russian comprised the largest percentage of languages identified.

**Table 12: Paratransit Applicants Language Self-Identification**  
Source: SF Paratransit Trapeze CERT system and MTC’s Paratransit Eligibility Application

where applicants are allowed to self-identify the language (if other than English) they speak best.

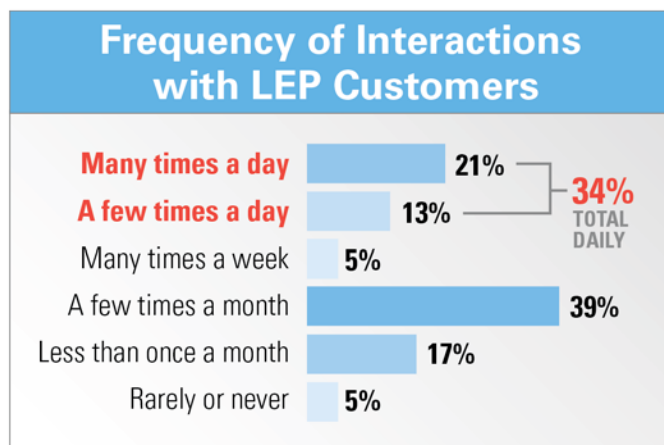
Language	# Applicants Reporting Language	Percent Total
English	5,986	55.8%
Chinese – Cantonese	1,311	12.2%
Russian	1,221	11.4%
Spanish	649	6.1%
Chinese – Not Specified	423	3.9%
No Preference	314	2.9%
Filipino (Tagalog)	262	2.4%
Chinese – Mandarin	220	2.1%
Japanese	102	1.0%
Korean	62	0.6%
Vietnamese	62	0.6%
French	8	0.1%
Italian	8	0.1%
Persian	8	0.1%
German	6	0.1%
Other	85	0.8%
<b><u>TOTAL</u></b>	<b><u>10,727</u></b>	

## LEP Customer Research

In addition to the data provided above, research data was collected from two quantitative sources (the LEP User Survey and the SFMTA Staff Survey) and two qualitative sources (LEP Focus Groups and CBO Stakeholder Leader Interviews with representatives of community-based organizations) to further determine and establish the frequency with which LEP individuals come into contact with SFMTA’s program.

## Frequency of SFMTA Interactions with LEP Customers

Data collected from the SFMTA Staff Survey showed that SFMTA staff reported interacting with LEP customers regularly—defined as many times a week or more. One in five staff members reported interacting with transit customers “many times a day” and a third of staff (34%) say they interact with customers on a daily basis. The staff that are most likely to interact with LEP customers on a daily basis are those who work in Revenue (100% interact daily), for SF Paratransit (60%), and in citations and parking (55%). Surveys were completed by staff from the following areas: Citations, Communications, Parking Enforcement Dispatchers, front desk staff, Hearing Division, MTAP, SF Paratransit Office, Revenue, Station Agents, Transit Fare Inspectors and Transit Operators.



SOURCE: SFMTA STAFF SURVEY, 2016.

## Staff Interactions with LEP Language Groups

In a typical week, SFMTA staff report interacting with Chinese-speaking and Spanish-speaking customers most frequently (Table 13).

**Table 13: Frequency of Interactions with LEP Customers**  
Source: SFMTA Staff Survey, 2016.

Language	All languages encountered in LEP interactions in a typical week
Chinese	91%
Spanish	75%
Russian	25%
Vietnamese	22%
Filipino	20%
Japanese	19%
French	17%
Korean	12%
Arabic	9%
Thai	6%

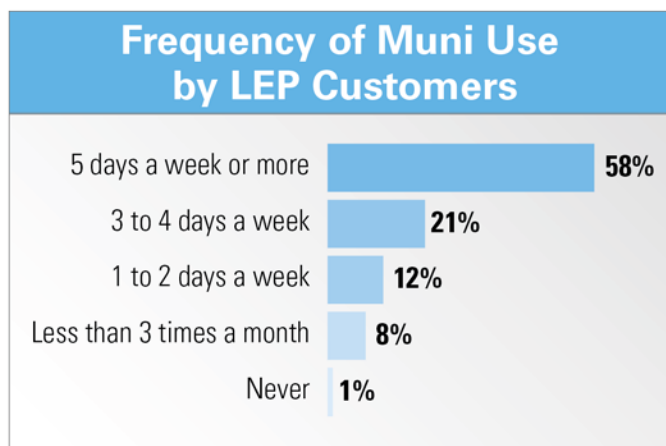
The most common languages staff encounter are Chinese and Spanish, though they also frequently provide assistance to Russian, Vietnamese, and Filipino-speakers. The languages that staff overhear used by customers, in general, occur at similar rates to the ones used by those asking for help. In turn, some of the smaller language populations, like Japanese and French, require



assistance at higher rates than they are overheard, possibly suggesting that signage and information in these languages is less available.

## Reported Frequency of Muni Use by LEP Customers

The LEP customers surveyed relied heavily on SFMTA’s transportation services, in particular, on Muni’s metro and bus services. Nearly three in five (58%) LEP survey respondents indicated they ride Muni five times a week or more. Nine out of ten (91%) LEP survey respondents ride Muni at least once per week. In fact, as seen in the figure, majorities and pluralities across all languages ride Muni five days a week or more.

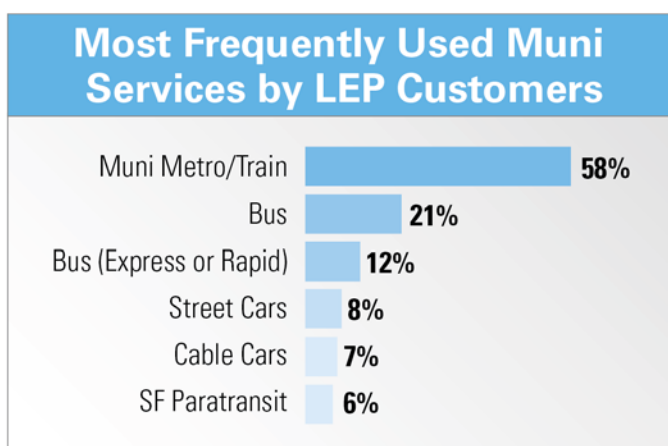


SOURCE: SFMTA LEP USER SURVEY, 2016.

As indicated in Table 14 below, the 2016 LEP User Survey respondents indicated they ride Muni with greater frequency than 2012 respondents.

**Table 14: Frequency of Muni Use by LEP Customers**  
**Source: SFMTA LEP User Survey, 2016 and 2012.**

Frequency	2012	2016	Difference
<b>3 days per week or more</b>	65%	79%	+14%
<b>1-2 days per week</b>	19%	12%	-7%
<b>Less than 3 times a month</b>	8%	14%	+6%
<b>Never</b>	10%	5%	-5%



SOURCE: SFMTA LEP USER SURVEY, 2016.

The most commonly used Muni services for LEP survey respondents are: bus (79%), Muni metro (53%) and rapid/express buses (40%). Seventy-one percent of SF Paratransit customers reported paratransit use of five times a week or more. Bus and express buses, followed by Muni trains, are the most commonly used modes across all languages suggesting that information around these two modes is the most critical to broad swaths of the LEP population. In both 2016 and 2012, bus ridership exceeded other modes of transit. In 2016, seventy-nine percent said they

ride the bus and in 2012, eighty-five percent reported using this mode most. The second most common mode in both years was the Muni Metro/Train.

Two-thirds of Muni train customers who responded to the LEP User Survey ride five days a week or more (68%). According to the LEP User Survey respondents, bus service has the greatest mix of customers by frequency; both regular commuters and occasional customers rely on these modes of transportation (Table 15).

**Table 15: Frequency of Muni Use by Muni Service Used by LEP Customers**

Source: SFMTA LEP User Survey, 2016.

	Muni Train	Bus/Express Bus	Street Cars	Cable Cars	Paratransit
<b>5 days a week or more</b>	68%	58%	65%	53%	71%
<b>3 to 4 days per week</b>	18%	22%	23%	21%	18%
<b>1 to 2 days per week</b>	7%	12%	13%	16%	12%
<b>Less than 3 times a month</b>	7%	9%	0	11%	0
<b>Never</b>	0	0	0	0	0

### Insights from LEP Community-Based Organization (CBO) Leadership Interviews

Comments from CBO leaders interviewed as to the reasons why LEP riders use Muni reflect the survey data described above: most use it for shopping, getting to community centers, appointments, and for visiting friends. Parents and kids use Muni to get to school and working adults use it to get to work. CBO leaders did not point to a significant difference in who rides Muni by demographic group, but the data indicates that the elderly tend to ride it for getting to CBOs, visiting family and appointments, whereas young parents and kids need it for traveling to school and work. Young people are also more likely to supplement Muni with a rideshare service to get somewhere Muni does not go.

While no single route was identified as most important, community leaders noted that the Chinese-speaking population relies heavily on routes connecting them to Chinatown. As “satellite communities” or geographically isolated pockets of LEP residents develop across the City, the Chinese community increasingly depends upon routes to Chinatown from these locations. Community leaders identified the 38-line and its variations as critical to connecting residents of the Richmond District with downtown, but that SFMTA bus service in general is crucial to the mobility of Chinese-speakers.

### Insights from LEP Focus Groups

2016 LEP Focus Group respondents reported that Muni plays a key role in their daily lives. Like survey respondents, focus group participants stated that they use Muni very frequently, often on a daily basis. Muni plays a central role in how they get around. Five out of the seven focus groups described Muni as critical to their daily lives (Chinese, Spanish, and Vietnamese-speaking participants described it as “critical”). Its uses among these respondents corresponds to those identified by survey respondents: Muni is frequently used for shopping, appointments, getting to work, and getting to school. Those who do not use Muni reported that they usually do not do so because they have access to a car or a ride from a friend or family member. While all groups relied on Muni to complete their daily tasks, the Chinese, Filipino and Vietnamese-speaking groups said

they used it to get to Chinatown and all participants except one Chinese-speaking group and the Russian-speaking group said they were likely to use Muni to get downtown and to the Mission District.

## Factor Two Conclusions

Both Census data and SFMTA research demonstrate that LEP individuals are frequent and consistent users of SFMTA's services and programs and that SFMTA serves a significant and diverse LEP customer population.

These conclusions are particularly well illustrated by the following:

- Twenty-one percent of San Francisco's approximately 177,000 LEP individuals regularly commute to work on public transit. More still depend on Muni for other daily activities.
- LEP customers use Muni frequently – nearly three-in-five LEP survey respondents (58%) indicated they ride Muni five times a week or more. Nine out of ten LEP survey respondents (91%) ride Muni at least once per week.
- Seventy-one percent of those who use paratransit ride it five times a week or more and sixty-eight percent of Muni train customers ride five days a week or more.

U.S. DOT guidance notes that “the more frequent the contact” with LEP individuals from different language groups seeking assistance, “the more likely enhanced language services will be needed.” SFMTA staff reported frequent interactions with LEP customers, especially Spanish, Chinese, and Vietnamese speakers.

- One-in-five staff members reported interacting with transit customers “many times a day” and a third of staff (34%) say they interact with customers on a daily basis.
- The staff that are most likely to interact with LEP customers on a daily basis are those who work in revenue (100% interact daily), at SF Paratransit (60%), and in citations and parking.

This data further indicates that the broad array of oral and written language services provided by the SFMTA are of great importance. Data collected from SFMTA staff is largely consistent with 2012 findings, showing that Spanish and Chinese-speaking limited-English proficient individuals remain the most commonly encountered by staff, followed by Russian, Vietnamese and Filipino-speaking limited-English proficient customers, which is consistent with the top five languages spoken by LEP individuals in San Francisco, as captured in ACS data.

# Section IV: The Nature and Importance of SFMTA's Programs, Activities and Services to People's Lives (Factor Three)

“The more important the activity, information, service, or program, or the greater the possible consequences of the contact to the LEP individuals, the more likely language services are needed (emphasis added). The obligations to communicate rights to an LEP person who needs public transportation differ, for example, from those to provide recreational programming. A recipient needs to determine whether denial or delay of access to services or information could have serious or even life-threatening implications for the LEP individual...” (DOT LEP Guidance Section V(4)).

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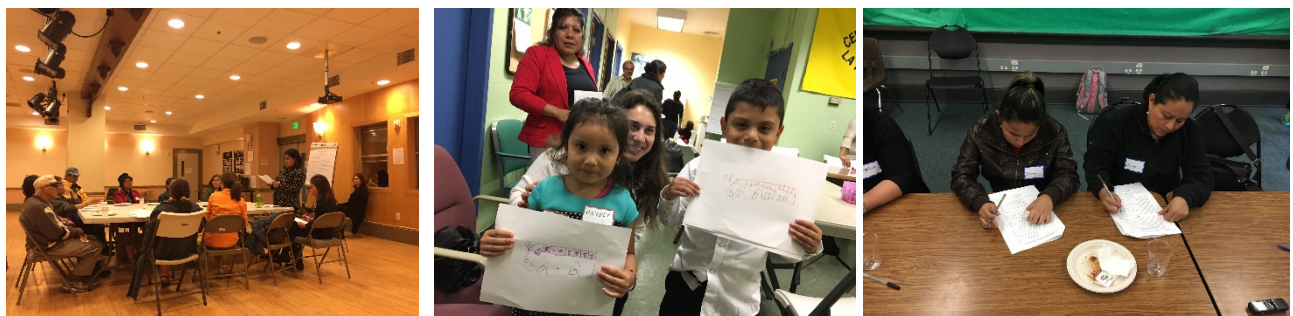


Figure 2: Photos of attendees at Language Assistance focus groups

## Introduction

The SFMTA is well aware of the importance of providing safe, reliable, frequent and comprehensive transit services to all of its customers, including LEP patrons. As stated in DOT LEP Guidance Section V (4): “...providing public transportation access to LEP persons is crucial. An LEP person’s

inability to utilize effectively public transportation may adversely affect his or her ability to obtain health care, education, or access to employment.”

The analysis included in Factor Two supports this statement for LEP individuals: both U.S. Census and ACS data reflect a high percentage of LEP individuals reliant on public transportation as a means to get to work as well as a variety of other day-to-day activities. In addition, input received during focus groups held at community organizations that serve LEP communities and input from LEP customers via surveys provided additional information on the importance of SFMTA’s programs, activities and services for LEP populations.

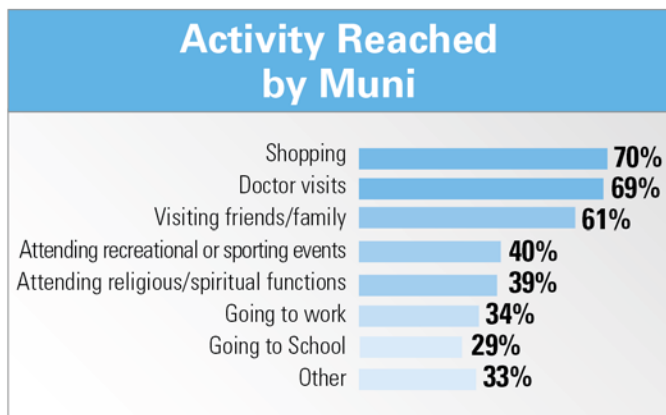
As noted above, participants rarely mentioned the non-transit services that the SFMTA provides. When asked “What is a critical service Muni/SFMTA provides,” respondents overwhelmingly stated “transit.” Furthermore, LEP participants said that when they do not use public transportation provided by SFMTA, it is typically because they feel that SFMTA bus service does not go where they need it to for a specific activity or that walking is a practical alternative—not because of language barriers.

## LEP Customer Ridership

LEP User Survey respondents ride Muni for a broad set of reasons. The most common reasons for riding Muni are shopping (70% ride Muni to do this), doctor visits (69%), and visiting friends and family (61%). In general, reasons for ridership is comparable by age for most activities.

One exception is that LEP User Survey respondents under 65 reported using Muni to get to work and school more frequently than those over 65 do. Respondents over 65 use Muni for doctor visits more than their younger counterparts.

Most LEP customers surveyed say they rely on Muni bus or Metro more frequently than other Muni services. Seventy-nine percent rely on the bus, 53 percent rely on the Muni Metro and 40 percent rely on an express or rapid bus. Relatedly, there was little variation in the ranking of which mode of transit (bus v. metro) is used for various activities, except in the case of SF Paratransit, which serves primarily the elderly, and was used most commonly for doctor appointments. The top three reasons for riding Muni provided by LEP User Survey respondents were the same in both 2016 and 2012: shopping, visiting family and friends, and medical appointments. However, in 2016, more people reported using Muni for medical appointments than for visiting their family and friends.



SOURCE: SFMTA LEP USER SURVEY, 2016.

Feedback provided by CBO leaders and focus group participants as to where LEP customers travel via Muni reflects data collected through the LEP User Survey. CBO leaders and focus group participants reported using Muni for shopping, getting to community centers, appointments, and for

“Generally, residents travel from their homes to shops, churches, and our agency. The Chinese-speaking populations we serve typically take the bus to Chinatown or the 2-Clement to shops that run along Clement Street.”

--CBO Leader Interview

visiting friends. Much like the general Muni ridership, parents and school-age children use Muni to get to school and working adults use it to commute to and from work.

CBO leaders underscored how important SFMTA’s transportation services are for geographically isolated LEP populations throughout the city. Though they may constitute a smaller proportion of the overall LEP ridership, these LEP customers use Muni to travel to LEP community centers.

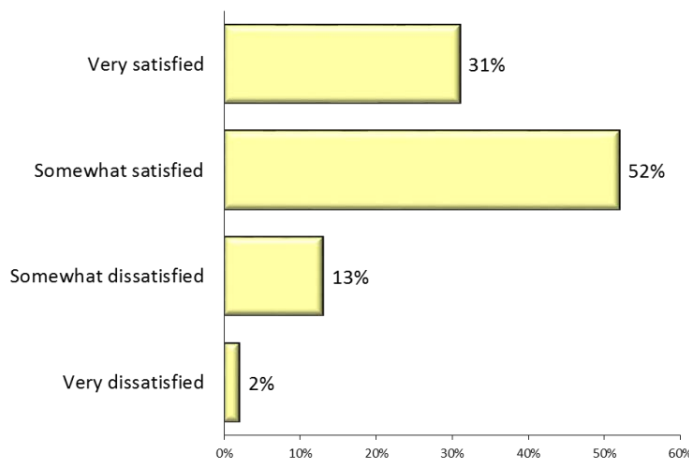
CBO leaders did not point to a significant difference in the use of Muni by demographic breakout groups such as age or gender. However, the qualitative data indicates that riders over 65 tend to ride Muni to travel to CBOs, visit family and to go to appointments, whereas younger adults - namely parents and school-age children - use Muni to get to school and work. Young people are also more likely to supplement Muni with a rideshare service to get somewhere outside of SFMTA’s service area.

### Overall Satisfaction with SFMTA Services

Based on LEP user survey results, LEP customers appear to be very satisfied with the overall service provided by Muni, pointing to transit’s importance in their daily lives. Eighty-three percent of LEP customers who participated in the LEP User Survey reported being either “very satisfied” or “somewhat satisfied” with Muni’s current service, with little variation between the LEP customers with higher levels of English proficiency (those who indicated they speak English

“Very Well” or “Well”—(85%)) and those with less English proficiency (speaking English “Not well” or “Not at all” (81%). Detailed survey results are included in Appendix B.

Additionally, customers over 65 have higher levels of satisfaction with Muni than those under 65 (88% to 75%). In comparison, only 79 percent of LEP customers reported being satisfied with Muni’s service in 2012.





**Table 16: Satisfaction with Muni Service by Language**  
**Source: SFMTA LEP User Survey, 2016.**

	Spanish	Cantonese	Mandarin	Russian	Filipino	Vietnamese	Arabic	French	Korean	Thai	Japanese	English
<b>Totally Satisfied</b>	68%	83%	86%	100%	93%	80%	67%	78%	91%	93%	80%	95%
<b>Totally Dissatisfied</b>	28%	16%	11%	0	7%	20%	27%	22%	6%	7%	20%	5%
<b>Don't Know</b>	5%	1%	4%	0	0	0	7%	0	3%	0	0	0

In conversations with CBO leaders, satisfaction with Muni service was high. Many CBO leaders reported that their service populations appreciate when SFMTA shares information about its services. More than one half of the CBO leaders interviewed said the SFMTA should share more information about its services in-language, and a few made comments about working more closely with local CBOs in communicating about service changes.

Focus group participants also report high rates of satisfaction with Muni’s service. Very few participants report being dissatisfied with Muni’s service, with the exception of one focus group with Spanish-speaking LEP customers. This group was divided nearly evenly on the issue. Concerns about safety on Muni and the courteousness of bus drivers were raised during the course of the conversation, potentially driving the low satisfaction rating.

### When Limited-English Proficient Individuals Decide Not to Use SFMTA Services

The reasons most commonly given by LEP customers surveyed as to why they may not ride Muni on any given day did not have any connection to language access or LEP status. Instead, reasons included that Muni does not go where they need it to (35%), they can walk and prefer to do so (38%), or that Muni takes too long (21%) and is not reliable (21%).

Only one percent of LEP User Survey respondents said that they never use public transportation provided by SFMTA. Those who never ride Muni cited taxis or their own vehicles as their preferred method of transportation. LEP User Survey respondents who ride Muni infrequently (less than three times a month) said they do so because they prefer to walk or can drive themselves to their destinations, as well as saying that Muni does not go where they need it to.

Age does appear to be a factor in transportation choices for LEP User Survey respondents. Survey respondents under 65 said they don’t take Muni because they prefer to walk, they feel that Muni doesn’t go to their chosen destinations, and that public transportation takes too much time. LEP survey respondents over 65 said they didn’t take Muni because it does not go where they need it to, prefer to walk and that it is not reliable. LEP respondents over 65 were, however, far less likely than customers under 65 to say that Muni takes too much time.

**Table 17: Reasons for Not Riding Muni**  
**Source: SFMTA LEP User Survey, 2016.**

Reason	All Respondents (%)
Prefer to walk	38%
Does not go where I need to go	35%
Takes too much time	21%
Not reliable	21%
Information in English is hard to understand	18%
Carpool	14%
Use taxis	14%
Prefer to drive myself	13%
Do not know how to get where I need to go	13%
Costs too much	9%
Do not know how to buy a ticket	5%

LEP customers surveyed in 2012 said the most common reasons for not riding Muni was that it did not go where they needed it to (33%), that it takes too much time (27%) and that they prefer to drive or get a ride (25%). In 2016 the top reasons were preferring to walk (38%), feeling like Muni does not go where they need it to (35%), and saying it takes too much time or is not reliable (21%).

### Factor Three Conclusions

SFMTA’s transit services are a key means by which LEP individuals in San Francisco accomplish a variety of important and/or critical daily tasks, from getting to work and school, to travelling for shopping, doctor visits, and visiting friends and family. When LEP individuals choose not to ride Muni, their decision is typically based on convenience – or lack thereof – rather than the result of communication challenges or language barriers. Finally, LEP customers are largely successful in using SFMTA’s services to travel throughout the City, and report high rates of satisfaction with Muni Service, despite mixed reviews on how well SFMTA is communicating with its LEP customers.



# Section V: Resources Available to Recipients for LEP Outreach and Related Costs (Factor Four)

The U.S. DOT “Policy Guidance Concerning Recipients’ Responsibilities to Limited English Proficient (LEP) Persons” (USDOT 2005) advises that: “A recipient’s level of resources and the costs imposed may have an impact on the nature of the steps it should take in providing meaningful access for LEP persons. (DOT LEP Guidance Section V (4)).

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## Introduction

The last step in the Four-Factor Analysis is intended to assess the resources available to the SFMTA for LEP outreach, as well as the costs associated with that outreach.

Given the diversity of San Francisco’s population and Muni’s ridership, the SFMTA believes it is critical to provide both oral and written language assistance to LEP customers. In keeping with that belief, the SFMTA employs various methods to ensure meaningful access to its benefits, services, information and other important portions of its programs and activities for its LEP customers.

## SFMTA’s Resources and Costs

The SFMTA dedicates significant resources in providing language assistance and outreach to its LEP customers. While exact totals can vary year to year depending on the various public outreach campaigns, capital programs and other agency activities that are being conducted, in general, on an annual basis, the SFMTA’s spends approximately \$50,000-100,000 for document translation; production (design and printing) of multilingual materials is approximately \$125,000 on an annual basis. Translated documents include car cards, direct mailers, station kiosk signage, customer take-ones, meeting notices, brochures and other customer outreach materials like construction-related notices and information pieces. Approximately 200-500 documents are produced and distributed in languages other than English on an annual basis.

The SFMTA’s estimated annual costs for providing interpretation assistance at public meetings and other public information sessions hosted by SFMTA are approximately \$20,000-25,000. Placing advertisements, customer information and required legal notices in multilingual newspapers costs approximately \$25,000 on an annual basis. A large capital project like the Central Subway Project maintains its own budget for translation and production of multilingual materials and translation

assistance at public meetings. Other language assistance costs include expenditures for a telephonic interpretation service, which is approximately \$10,000-15,000 on an annual basis.

As noted above, all totals are approximate and should be used for reference only given the variance in agency and project needs and resulting expenditures. It is assumed, however, that these costs will continue to increase as SFMTA continues to meet the language assistance needs of its LEP customers. Based on feedback from the focus group participants and CBO-leadership surveys, LEP populations would like to see more translations in their native languages to the extent possible, particularly in the areas of fare and schedule changes. They also expressed strong interest in having information communicated via ethnic media channels – radio, television and newspaper – however these costs can be quite prohibitive as a regular means of communication.

Cost-saving measures employed by the SFMTA include accessing language assistance products that have been developed and paid for by local, regional, state and/or federal government agencies and by other transit agencies, as available. Several agencies in the Bay Area have established a regional working group to address multilingual customer outreach initiatives and determine how to partner on translation contracts, production of information materials and customer surveys. The SFMTA also utilizes in-house bilingual or multilingual staff as often as possible to save on vendor expenses. Employees who have been certified bilingual through the San Francisco Department of Human Resources certification process receive a bilingual premium for performance of bilingual services such as providing language assistance in person or over the phone and assisting with document and website translation. The SFMTA also looks to other City departments for translation assistance, such as the Office of Civic Engagement and Immigrant Affairs (OCEIA), the office in charge of enforcing San Francisco's Language Access Ordinance, which is modeled to some degree on the federal guidelines. When applicable, SFMTA staff will look to grant funds that can be used for multilingual materials.

For major public outreach campaigns that include numerous presentations to community and neighborhood groups, senior centers, youth centers, etc., SFMTA staff coordinates with the group to provide interpretation assistance, as appropriate and as available. Language assistance has been provided at community outreach events in Cantonese, Mandarin, Spanish, Vietnamese, Filipino and Russian. For example, with the Central Subway project, a billion-dollar construction project, the SFMTA relies heavily on the Chinatown Community Development Center (CCDC), a neighborhood community-based organization that serves as a direct link to the low-income/minority members of the Chinatown community. CCDC serves as a direct link to the community and provides oral and written translation assistance.

As resources allow, the SFMTA would like to expand its in-house language capabilities, particularly in its Communications and Marketing group. Hiring staff who can write, speak and provide translation services for the agency results in substantial savings and increased access for LEP customers. For each new position that becomes available in the Communications and Marketing group, language skills are listed as desirable qualifications. More website translations would also improve language access. The SFMTA is upgrading its public website to make machine-language translations easily available to LEP customers. Customer outreach materials are monitored on a regular basis to evaluate which outreach items should be translated into which languages and, when appropriate, it is the SFMTA's practice to post these multilingual materials on the appropriate language pages on the website so that the same information piece can be communicated through multiple channels. The LEP population concentration maps in the top 10 languages spoken by LEPs in San Francisco, referenced in Factor One, enable staff to better assess language needs within particular

neighborhoods, which results in more targeted translations as circumstances require and resources allow.

In addition to current resources, SFMTA is in the process of finalizing a five year, agency-wide contract for translation and interpretation services and equipment, which is scheduled to be awarded in 2016. The SFMTA is also in the process of developing an agency-wide contract for hiring community ambassadors to provide additional assistance to staff in performing community outreach. Part of the contract requirements include providing community ambassadors with language capabilities in the primary languages spoken by LEP populations, who will be deployed out in the communities to assist LEP individuals.

It is critical to note that expansive public outreach and engagement is currently enabled by a good economy and the ability to resource the level of outreach sought by communities. Funding resources may not always allow for the current level of robust outreach being deployed.

# Section VI: SFMTA Communications with LEP Populations

“Agencies would be well advised to ask LEP persons whether they are aware of the types of language assistance the agency provides, which of these forms are most beneficial, and what, if any, additional language assistance measures would be most beneficial.” (DOT LEP Guidance Section V(4)).

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Figure 3 Pictures of attendees at Language Assistance focus groups

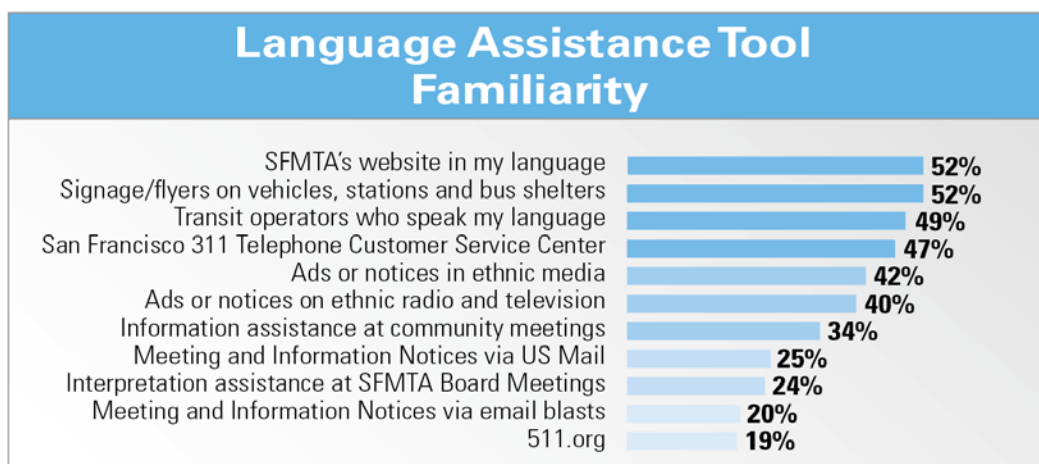
## Introduction

Based on the feedback received throughout the extensive outreach and research effort conducted as part of this update, it is clear that LEP customers are able to get information about SFMTA services and programs and that language barriers are not strong inhibitors to accessing services.

That said, the SFMTA’s effort to evaluate and improve, where needed, current communications with LEP customers involves delving further into the research gathered to discuss LEP customers’ awareness and preferences for language assistance tools, differences across and between LEP communities in terms of communications preferences, and any barriers to successful communications that were revealed. It should be noted that portions of the data below also appear in the previous chapters outlining the Four-Factor analysis.

## Limited-English Proficient Customers' Familiarity with SFMTA's Language Assistance Tools

As seen below, while SFMTA provides a wide variety of language assistance tools to communicate effectively with LEP customers, LEP User Survey respondents reported that Muni's website, signage, and transit operators were the top language assistance tools with which LEP customers reported being familiar. The language assistance tool most familiar to LEP customers was information at SFMTA.com in their native language. SFMTA's language assistance tools, including translated printed materials posted at stops and stations, multilingual customer service provided at the SFMTA customer service center, and telephonic interpretation services are also extremely important to LEP customers.



SOURCE: SFMTA LEP USER SURVEY, 2016.

Participants in LEP focus groups revealed an inconsistent awareness of SFMTA's existing language assistance offerings, indicating that increasing awareness of services like 311 (San Francisco's multilingual 24/7 Telephone Customer Service Center) and multilingual content on the SFMTA website would be beneficial for LEP customers in general. It was noted that 311, which explains its interpretation service to the caller in English, was particularly confusing for LEP focus group participants.

## Current Methods Used By Limited-English Proficient Individuals to Get SFMTA Information

LEP customers who participated in the LEP User Survey report using a variety of information sources to learn about SFMTA and Muni services. As seen in Table 18 below, the most popular language assistance sources currently used by LEP customers are signage in vehicles, stations, or bus shelters; friends or family members; and the SFMTA website.

**Table 18: Current Sources of Information about SFMTA and Muni Services Used by LEP Populations**

Source: SFMTA LEP User Survey, 2016.

Current Sources of Information	All respondents
Signs in vehicles, stations or bus shelters	50%
Friends or family members	43%
Maps in vehicles, stations or bus shelters	40%
Muni's website	34%
San Francisco's 311 Telephone Customer Service Center	28%
Community or faith-based organizations	24%
Radio or television ads	23%
Newspaper ads	21%
Muni's Customer Service Center	18%
Muni meetings in my community	17%
Ambassadors doing street-level outreach	10%
Brochures	9%
Social media posts	7%
Email communications	6%
Text message updates	6%
SFMTA Board of Director Meetings	5%

Interviews with CBO leaders confirmed that word of mouth is one of the most popular ways for LEP customers to get information about SFMTA. These interviews also revealed that while the Internet and social media are popular ways for LEP customers to learn about SFMTA, a number of LEP groups in San Francisco do not currently use technology for this purpose.

CBO leaders also mentioned their centers, schools, and other cultural centers as valuable sources of information about SFMTA for their LEP populations. Fifty percent of the community leaders interviewed suggested that flyers, a communication tool already in use by SFMTA, would be the most effective way of reaching a broad population of LEP customers. CBOs leaders frequently expressed interest in receiving the flyers to share with their clients, especially since many of their clients visit them daily or multiple times each week.

## Limited-English Proficient Customers' Preference for Language Assistance Tools

In general, LEP User Survey respondents said that it was "most important" that they receive information in their native language through signage in the buses, stations or bus shelters (52%), information on Muni's website in their native language (52%), and transit operators who speak their language (49%). Table 19 below breaks down responses for preferred language assistance tools, and includes comparisons where applicable with data collected in 2012.

**Table 19: Preferred Language Assistance Tools\***  
**Source: SFMTA, 2016 and 2012.**

Tools	2012	2016	Difference
Signage/flyers on vehicles, stations and bus shelters	61%	52%	- 9%
Muni's website information in my language, sfmta.com	28%	52%	+24%
Transit operators who speak my language	-	49%	-
San Francisco 311 Telephone Customer Service Center	21%	47%	+26%
Ads or notices in ethnic media	51%	42%	-9%
Ads or notices on ethnic radio and television	-	40%	-
Information assistance at community meetings	-	34%	-
Meeting and Information Notices via US Mail	-	25%	-
Interpretation assistance at SFMTA Board Meetings	16%	24%	+8%
Meeting and Information Notices via email blasts	5%	20%	+15%
511.org	-	19%	-

\*Sample sizes were different in 2012 and 2016, which could affect results.

Interviews with CBO leaders and focus groups with LEP customers indicated that LEP customers find in-language TV news shows and in-language newspapers helpful ways to get information about SFMTA. The CBO leaders interviewed mentioned that working with CBOs and schools to provide information in language was the best way to work with LEP populations.

## Differences in Limited-English Proficient Customers' Communication Preferences between Language Groups

Based on responses from the LEP User Survey, there are a number of notable differences when looking at current SFMTA information sources by language group, including:

- Spanish speaking LEP customers report using the Muni website more so than other resources and more than nearly every other group (with the exception of French and Thai-speakers);
- Vietnamese, Japanese, and Arabic-speakers use friends and family members more than other language groups;
- Spanish speaking LEP customers rely heavily on transit operators who speak their language (70%). They also indicated that the Muni Customer Service Center was an important resource to be able to access in their native language (68%);
- Cantonese speaking LEP customers identified newspaper ads and radio/TV ads as being of greatest importance (59%, 57%). They also rely heavily on ethnic media (63%) and ethnic radio and TV (69%); and

- Korean speaking LEP customers placed higher importance on a series of sources of information and were less likely to single out individual resources.

## Differences in Limited-English Proficient Customers' Communication Preferences between Age Groups

The ways in which LEP customers currently obtain information also varies by age group. Younger customers are much more likely to use online resources—including accessing the Internet via cell phones and mobile apps—than their older counterparts. LEP customers over 65 who participated in the LEP User Survey revealed that they rely heavily on word of mouth as a source of SFMTA information and are not best reached through social media or online. Instead, LEP customers over 65 paid more attention to ethnic media and to information received via U.S. mail.

## Changes in Limited-English Proficient Customers' Communication Preferences Over Time

Comparing data collected from LEP customers in 2012 as part of the Language Assistance Plan process with data collected in 2016 for this update allows analysis of where LEP customers' communications preferences have changed over time (where applicable). Notable changes include:

- In 2012, LEP customers identified signage in vehicles, stations, and bus shelters (54%), newspaper, radio, and TV ads (44%) and brochures (42%) as the most important methods through which to find out information. In 2016 the top methods were signage in vehicles, shelters, and bus stations (56%), newspaper ads (53%) and 311/Language Line (53%).
- LEP focus group participants and CBO leaders shared similar feedback in terms of their current sources for information on SFMTA in 2012 and 2016. One exception is a clear rise in the use of social media as an information source – found to be true of all age groups except those over 65.
- In 2016, there was greater variation by language than in 2012 in terms of which language assistance tools LEP customers were most familiar:
  - Vietnamese-speakers continued to be most familiar with ethnic media and signage in vehicles, stations and bus shelters.
  - Russian-speaking LEP customers were most familiar with ethnic media.
  - Spanish-speakers were more likely than any other language group to use the SFMTA website.
  - Cantonese-speaking customers pointed to ethnic radio/TV.
  - Mandarin-speakers most commonly identified transit operators as their preferred language assistance tool.
  - Filipino-speakers relied on signage to learn about SFMTA.
- In both 2016 and 2012, the information LEP customers most commonly inquired about was the same: routes, schedules, and fares.
- As seen in Table 20 below, between 2012 and 2016, LEP customers' interest in information about the SFMTA changed. Interest in information about routes, schedules, and how to make complaints or place commendations all increased.



**Table 20: Questions Most Frequently Asked by LEP Customers\***  
**Source: SFMTA, 2016, 2012.**

Question	2012	2016	Difference
<b>Routes</b>	24%	74%	+50%
<b>Schedules</b>	17%	41%	+24%
<b>Complaints/commendations</b>	5%	21%	+16%
<b>Fares/fare media</b>	26%	39%	+13%
<b>Citations/Parking Permits</b>	3%	15%	+12%
<b>ADA</b>	3%	12%	+9%
<b>Bus Conditions</b>	3%	8%	+5%
<b>Accidents</b>	2%	-	-
<b>Discrimination</b>	1%	-	-
<b>Crime/security</b>	-	8%	-
<b>Service changes/detours</b>	-	23%	-
<b>Public information</b>	-	13%	-

\*Sample sizes were different in 2012 and 2016, which could affect results. This table also contains supplemental SF Paratransit employee data for 2016.

## SFMTA Information Most Critical for Limited-English Proficient Customers

According to respondents of the 2016 LEP User Survey, the most critical information for LEP customers to receive in their native language are: schedule (71%), information on service changes (63%), and route information (63%). There is little variation in the top ranked items by language; these responses reflect the overall patterns of all respondents.

Schedules, service changes, and route information also were identified as being the most important pieces of information to receive in translation by the majority of LEP User Survey respondents across the majority of the native languages polled.

Focus group participants reiterated the same themes as survey respondents, expressing a desire for information on SFMTA schedules, routes and service changes. Focus group participants frequently alluded to the desired information in the context of the bus or the express bus. Additionally, focus group participants mentioned information on transit security and instructions for filing complaints as information they would like to have.

The most common questions mentioned by CBO leaders interviewed as ones asked of them by their service populations include: special programs and discounted passes, transit information or accessing Muni, and routes.

SFMTA staff members surveyed reported that LEP customers they are in contact with are typically seeking information about routes, schedules and fares, which is consistent with the information customers report as the most critical for them in using Muni.

## Limited-English Proficient Customers' Communication Challenges and Barriers

While SFMTA's effectiveness in communicating with LEP customers was captured through the data collection, 36% of LEP Muni customers surveyed in the LEP User Survey said that they found language barriers to be "very challenging" when using Muni's programs or services and 68% said the inability to communicate was at least "somewhat challenging."

The biggest challenge that CBO leaders reported for their service populations was learning about service, route, or schedule changes. Furthermore, CBO leaders indicated that failure to communicate this information to LEP individuals can result in significant negative consequences, including long waits for service or traveling to the wrong location. This was by far the complaint CBO leaders most frequently heard from their LEP members.

As mentioned previously, language barriers were not listed among the reasons why LEP individuals choose not to ride Muni, but the SFMTA will continue reviewing its language assistance measures, in the context of the feedback collected, to continuing improving its outreach methods for LEP populations.

## SFMTA Staff Communications with Limited-English Proficient Customers

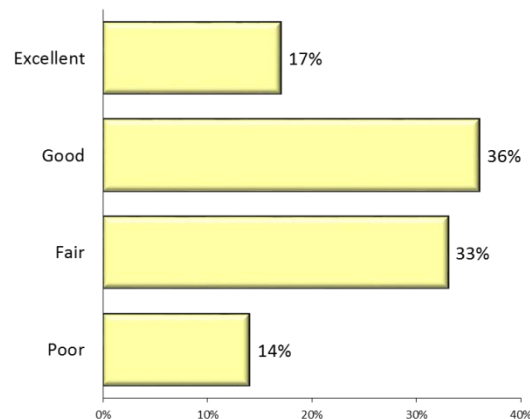
A third of SFMTA staff surveyed (34%) indicated that they interact with LEP riders on a daily basis. The staff positions most likely to interact with LEP customers on a daily basis are those who work in Revenue, Station Agents, Citations, and at the SFMTA's ADA Complementary Paratransit service office (SF Paratransit). When attempting to communicate with LEP customers, SFMTA staff who are located out in the field (and do not have access to telephone interpretation services, including 311) reported seeking the help of other employees or other customers who speak the same language for assistance, trying to find a way to get around the language barrier or referring the rider to 311, all methods recommended in the DOT Policy Guidance. When handling the most common requests, including inquiries about schedule, fare/media and service detours, staff are likely to talk to other customers or try and figure out a way to overcome the language barrier.

SFMTA staff surveyed who work in an office environment where they can better access language assistance tools report interacting with LEP stakeholders somewhat less regularly than staff in the field. These staff positions include Communications, Front Desk staff, and Dispatchers. The way they communicate with the customer varies by the information the LEP customer is seeking. The most common requests include fare and media and service detours; in both of these cases staff reported trying to talk to other customers or try and figure out a way to overcome the language barrier.

## Perception of SFMTA Services and Communications

LEP customers are divided on how well they think SFMTA communicates with LEP customers. A majority (53%) indicated the agency is doing an “excellent” or “good job.” Majorities of Spanish, Cantonese, Mandarin, Filipino, Arabic and Thai-speakers think SFMTA is “excellent” or “good” at communicating with LEP customers.

**Figure 21: LEP Customer Perception of SFMTA Communications**  
Source: SFMTA LEP User Survey



Feedback provided by LEP individuals, CBO leaders, and SFMTA staff show that San Francisco’s LEP population – regardless of native language – frequently and successfully use SFMTA’s services. On the whole, LEP customers are very satisfied with the SFMTA’s transportation services. However, many LEP customers felt there was room for improvement in SFMTA’s communications with LEP customers.

## Conclusions

Based on the outcome of the Four Factor analysis and the research conclusions detailed above, SFMTA will continue to employ a wide variety of oral and written language assistance services, primarily in the languages spoken by the limited-English proficient individuals most frequently encountered but in additional languages as well, to ensure that communications with LEP customers are accurate, timely, appropriate, and result in meaningful access to SFMTA’s services and programs. Many of the current language assistance services offered by the SFMTA are described in the U.S. DOT guidance as “Promising Practices.” These include, but are not limited to:

- **Language Support Offices:** Many of the SFMTA’s public points of contact are staffed by bilingual and/or multilingual employees and/or have access to telephonic interpretation services through the San Francisco’s multilingual 311 Telephone Customer Service Center or the SFMTA’s vendor in order to provide in-language customer service in over 100 languages.
- **Telephone-based interpretation:** The SFMTA administers a contract with a telephonic interpretation service to offer real-time interpretation services in over 100 languages; staff whose primary job function is to interact with the public have been trained on how to access

this important resource. This important service is advertised through “I speak” signage at public contact offices.

- **Multilingual Telephone Customer Service Center:** SFMTA promotes the availability of free language assistance in Chinese, Spanish, Filipino, Vietnamese, Russian, Korean, Japanese, Thai, French and Arabic by directing customers to call 311, San Francisco’s multilingual Telephone Customer Service Center, that is open 24 hours a day, seven days a week, 365 days per year. This notice is included on numerous translated materials, signage, revenue maps, and brochures and at the bottom of every page at SFMTA.com.
- **Use of Technology:** The SFMTA website, SFMTA.com, is a multi-language gateway that provides information in Chinese, Spanish, Filipino, Vietnamese, Russian, Korean, Japanese, Thai, French and Arabic.
- **Signage and Outreach Materials:** Signage at stations and on Muni vehicles is routinely posted in multiple languages and pictographs are used where feasible so that information is accessible to all customers, regardless of English proficiency and literacy levels. The SFMTA also places in-language notices and announcements in print and broadcast media serving San Francisco’s Limited-English Population in Chinese, Spanish, Russian and Vietnamese, as circumstances dictate and resources allow; and,
- **Liaisons with Local Community and Cultural Organizations:** As demonstrated in the primary research data conducted for this report, SFMTA works closely with community and cultural organizations to communicate with Limited-English Proficient individuals.

These services are described in further detail in the Language Assistance Implementation Plan (Section VIII of this document).

# Section VII: Research Conclusions

In preparing the 2016 Language Assistance Plan, the SFMTA performed extensive outreach and collected data from two quantitative sources – the LEP User Survey and the SFMTA Staff Survey – and two qualitative sources – the LEP focus groups and executive interviews with leaders of Community-Based Organizations (CBOs) serving LEP populations. The aim of this research was to assess the SFMTA’s success in facilitating the ability of LEP individuals to access the important programs and services the agency provides and determine how the SFMTA can better serve its LEP customers.



Figure 4: Photos of attendees at language assistance focus groups

## Overall Conclusions

Research conducted to update the 2016 Language Assistance Plan indicates that while there is room for improvement, language barriers do not appear to prevent LEP customers from using SFMTA’s transit service. Satisfaction among LEP riders who participated in the update is relatively high - 83 percent of LEP User Survey respondents reported being satisfied with Muni’s current service.

Research did indicate that the SFMTA could be more effective in communicating important information to its LEP customers. This can be accomplished by increasing efforts to enhance awareness about existing language assistance tools and resources provided by the SFMTA among LEP customers, many of whom were not familiar with existing programs. These efforts could be supplemented by providing additional in-language materials and signage, particularly about service

and route changes, and working with CBOs to identify additional unmet communication needs for specific LEP populations.

Other notable conclusions:

- Feedback from focus group participants and CBO leader interviews suggests that the SFMTA should consider connecting with schools to relay translated materials and information to students and their families whenever possible. As indicated in the CBO leader interviews, many of the LEP customers who rely on Muni may live in multigenerational homes. Schools can serve as a centralized point for distributing translated materials and information to families across the City.
- Information collected from the CBO leader interviews suggest that CBOs continue to be a consistent and cost-effective way for the SFMTA to relay information to LEP customers, reinforcing and validating SFMTA's current practice of partnering with them.
- Data from the SFMTA Staff Survey suggests that SFMTA should equip front-line staff and transit operators with additional multilingual customer information materials to facilitate communicating important information when language barriers arise.
- The SFMTA should incorporate cultural sensitivity trainings into its current training for its public contact staff, based on suggestions from LEP respondents and CBO leaders.
- While the SFMTA may not have the resources or space to translate all information into each of the ten languages, data collected from the LEP User Survey suggests that the SFMTA should prioritize translating schedule, route and service change materials and information into all 10 Safe Harbor languages (but at least Chinese, Spanish, Russian, Vietnamese, and Filipino) to the extent resources allow and circumstances warrant. The priority should be focused on translating information that can be posted in vehicles, stations, and bus shelters.
- Data collected from the LEP User Survey and feedback solicited during the LEP Focus Groups and CBO Leader Interviews suggest that information on route changes is especially difficult for LEP customers to receive, as it may not be translated into all native languages and operators may not be able to relay the changes to all customers as a result of language barriers. When route service or other unexpected changes happen and when there is not time to develop in-language collateral, SFMTA should consider communicating changes to CBOs and schools throughout the city who can then communicate the information to their constituents and community members.
- LEP User Survey respondents reported that Muni's website, signage, and transit operators were the top language assistance tools with which LEP customers reported being familiar. The two language assistance tools most familiar to LEP customers were information at SFMTA.com in their native language and signage/flyers on vehicles, in stations and at bus shelters. SFMTA's language assistance tools, including translated printed materials posted at stops and stations, multilingual customer service provided at the SFMTA customer service center, and telephonic interpretation services are also extremely important to LEP customers. Participants in LEP focus groups revealed an inconsistent awareness of SFMTA's existing language assistance offerings, which indicates that an education

campaign would be useful to increase awareness among LEP customers of all of the language assistance services available to them.

- LEP customers appear to be increasingly aware of the availability of San Francisco's multilingual 311 Telephone Customer Service Center. In fact, three times the number of Spanish language requests and five times the number of Cantonese language requests were placed at the Customer Service Center between April 2015 and May 2016, as compared to the same period four years prior. The increase in requests comes despite a slight decline in the population of Spanish and Cantonese speaking LEP individuals living in San Francisco. These trends, in addition to data collected in 2016, would seem to indicate that the initiatives of the 2012 Language Assistance Plan to increase awareness about 311 among LEP individuals have been successful—and that such awareness campaigns around SFMTA's other services and programs can make a difference.
- Based on their feedback, focus group participants overwhelmingly felt that the format of the small focus groups, led by a facilitator, either in language or with the assistance of an interpreter, were the best way to gain feedback from LEP customers. Several of the focus group participants noted that they were not able to write, so receiving verbal language assistance was very important for them in order to get information from the SFMTA and provide feedback.
- The more frequent rate of familiarity with online translation of SFMTA.com and 311's in-language telephonic services by younger LEP customers suggests that online services will become increasingly important and utilized over time. Younger people increasingly turn to online resources, and it follows that SFMTA's customers, both LEP and English-speaking will follow this trend. Such a conclusion was also suggested by focus group participants and CBO leaders interviewed.

# Section VIII: Language Assistance Implementation Plan

After completing the Four-Factor Framework, the DOT LEP Guidance recommends that agencies use the results of the analysis to determine which language assistance services are most appropriate to address the needs of the LEP populations they serve. The DOT LEP Guidance notes that effective implementation plans typically include the following five elements: 1) identifying LEP customers who need language assistance; 2) providing language assistance measures; 3) training staff; 4) providing notice to LEP customers; and 5) monitoring and updating the plan.

## Element 1: Identifying LEP Individuals Who Need Language Assistance

### What the DOT Guidance Says:

**“There should be an assessment of the number or proportion of LEP individuals eligible to be served or encountered and the frequency of encounters pursuant to the first two factors in the four factor analysis...” (DOT LEP Guidance Section VII (1)).**

The 2010-2014 Five-Year U.S. Census American Community Survey (ACS) data revealed there are 176, 629 LEP individuals residing in the City and County of San Francisco. This is 22.3% of the total population of the City. According to the 2010-2014 ACS, 21% of this LEP population report using public transit as their primary means of transportation to work. Noting that these numbers are only an account of work trips and that there are public transportation trips being taken for other reasons, it can be assumed that even more trips are being taken by LEP individuals.

Based on the detailed analyses provided in Factor One and Factor Two above, there is substantial evidence to indicate that there is a significant LEP population within the SFMTA service area and that it accounts for a large number of SFMTA’s customers. These analyses are based on Census, school and other data sources and frequency of contact data provided through Language Line access, website access, employee surveys, 2014 Muni Systemwide Onboard Study, focus group results and surveys completed by LEP customers and CBO leaders.

To further refine this finding, the most widely spoken languages among San Francisco’s LEP residents based on ACS data are Chinese (53.6% or 94,744 persons) and Spanish (21.8% or 38,494 persons). The next group of languages spoken by LEP persons comprises Filipino (Tagalog) (5.2% or 9,213 persons), Vietnamese (3.8% or 6,663 persons) and Russian (3.7% or 6,540 persons).

The analysis also identifies the ten “Safe Harbor” languages that fall within the “Safe Harbor Provision,” as established by the Department of Justice and as adopted by DOT, which provides for



written translation of vital documents for each eligible LEP group that constitutes five percent or 1,000 persons, whichever is less, of the total population of persons eligible to be served or likely to be affected or encountered. For the SFMTA, those languages comprise: Chinese, Spanish, Filipino, Vietnamese, Russian, Korean, Japanese, Thai, French, and Arabic, which was a recent addition as of this update, based on the Census data and analysis contained in Factor One.

### Language Spoken by San Francisco’s LEP Population

Source: U.S. Census Bureau ACS 2010-2014.

Language Spoken	Estimate of Residents	Percentage of the LEP Population
Chinese	94,744	53.6%
Spanish	38,494	21.8%
Filipino (Tagalog)	9,213	5.2%
Vietnamese	6,663	3.8%
Russian	6,540	3.7%
Korean	3,720	2.1%
Japanese	2,971	1.7%
Thai	1,340	0.8%
French	1,234	0.7%
Arabic	1,143	0.6%

## Element 2: Language Assistance Measures

### What the DOT Guidance Says:

**“An effective LEP plan would likely include information about the ways in which language assistance will be provided.” (DOT LEP Guidance Section VII(2)).**

The SFMTA is committed to ensuring meaningful access to the benefits, services, information and other important aspects of its programs and activities for its LEP customers. As detailed above in Factor Three, transit is an important, if not critical service to the LEP population, in particular to youth and senior riders. And similar to conclusions drawn from the 2012 research effort, the most vital information needs, regardless of LEP group, are information on routes, fares and schedule changes.

The SFMTA employs several oral and written language assistance services to ensure reasonable and meaningful access to its program and services. Many of these services were mentioned by LEP participants throughout the research process as services they were familiar with and accessed in order to engage with SFMTA’s programs and services. To ensure that SFMTA staff is aware of the types of language services available, Title VI and Language Assistance training is provided to

designated public contact employees, who, as a primary function of their positions, interact with the public.

For context, approximately 200-500 translated documents are produced and distributed per year. Public information documents fall into two major categories: (1) Customer Alerts (impacts to service due to construction projects, special events, repair/maintenance work, etc.); and (2) General Customer Information (topics include: safety, security, fare or service changes, agency highlights, project information and other types of general customer information). Translations can be handled by outside vendors or in-house staff, and production of materials is coordinated through the SFMTA's Marketing group.

Oral and written language assistance services include:

- Distribution and posting of multilingual meeting and information notices, Customer Alerts, Take Ones, brochures, fliers and postcards; postings in transit vehicles (interior and exterior), transit stations, bus shelters, station kiosks and on the SFMTA website; direct mail to affected customers, residents and business owners; and email blasts to Community-Based Organizations (CBOs), stakeholders, advocacy groups, neighborhood groups and other interested individuals. Languages for translation are determined based on content, pursuant to the SFMTA's vital document policy, and in some circumstances, after consulting the LEP population maps to determine LEP concentrations in particular areas.
- Hosting bi-lingual or multilingual community meetings with interpretation assistance as needed through bilingual SFMTA staff, vendors or by members of community-based organizations (CBOs).
- Coordination with, and outreach to: community-based organizations, advocacy groups, local businesses, other transit agencies, schools, youth centers, senior centers, faith-based organizations, the Mayor's Office of Neighborhood Services, Board of Supervisors, advocacy groups, Chambers of Commerce and neighborhood organizations, as appropriate, in order to enhance language assistance to Limited-English Proficient individuals.
- Translated content at [sfmta.com](http://sfmta.com) in Chinese, Spanish, Filipino, Vietnamese, Russian, Korean, Japanese, French, Thai and Arabic, including information on SFMTA's Title VI policies and procedures and how to file a Title VI complaint; translated content is also available on SF Paratransit's website, [sfparatransit.com](http://sfparatransit.com)
- Promoting San Francisco's multilingual 311 Telephone Customer Service Center and providing notice to customers of free language assistance and general information through distribution of multilingual ("Safe Harbor" languages plus English) Customer Cards that state the following: "For information on Muni routes, schedules, fares, accessibility, safety, security and other SFMTA programs and services, call the San Francisco 311 Customer Service Center for free language assistance in over 100 languages by dialing 311 within San Francisco or 415.701.2311 when calling outside of San Francisco or visit [sfmta.com](http://sfmta.com)."
- Placement of "311 Free Language Assistance" tagline in Chinese, Spanish, Filipino, Russian, Vietnamese, Korean, Japanese, French, Thai and Arabic on customer outreach

and other materials; this notice is also in use by SF Paratransit..

- Title VI and Language Assistance training for SFMTA employees whose primary job function is interacting with the public, including protocols on interacting with LEP customers and information and examples of available language assistance tools; SF Paratransit is also required to conduct Title VI and Language Assistance training for required staff;
- Agency-wide access to a telephonic interpretation service, and distribution of training materials, including a Quick Reference Guide with instructions on how to access the service, FAQs, and tips on how to interact with LEP customers; SF Paratransit also contracts with a telephonic interpretation service;
- Use of safety and security-related pictograms on Muni vehicles so that critical information is available to all customers regardless of English proficiency and native language literacy levels;
- Multilingual announcements on Muni buses in Cantonese, Spanish and Filipino;
- Bilingual or multilingual public contact employees throughout the agency whose primary job duties involve interacting with customers; some employees receive a pay premium for utilizing their language skills;
- Development of multilingual print and broadcast (radio and TV) media, including Public Service Announcements (PSAs), as circumstances warrant and resources allow;
- Providing “Frequently Used Terms” translation fact sheets in Spanish and Chinese to improve the consistency of translations;
- Deployment of bilingual ambassadors for major construction projects and events, with language skills matched to the community to the extent available; and
- Providing the ADA Complementary Paratransit application in all 10 “safe harbor” languages; and,
- Providing notice of availability of free language assistance at SFMTA Board meetings, Citizen Advisory Committee (CAC) meetings and Muni Accessibility Advisory Committee (MAAC) meetings, and at community outreach and informational meetings, with 48 hours’ notice. SF Paratransit also provides free language assistance through interpreters as requested.

## Future Language Assistance Services

- Enhanced website functionality, which will increase multilingual content and accuracy on Agency website
- Enhanced radio capabilities on vehicles and in Muni Metro Stations, allowing for more multilingual announcements

- New platform displays in Muni Metro stations that will be able to accommodate written messages in other languages
- Social media with a multilingual component that will allow staff to pull relevant demographic and ethnic information so as to better respond and engage with customers in the following targeted languages: Chinese, Spanish, Filipino, Russian and Vietnamese

## Language Assistance Measures to be Considered Based on Research Findings

- Continue expanding list of CBOs to include a more diverse set of organizations in terms of both language and geographical spread, and increase reliance on CBO leaders to relay information to LEP customers, as CBO leaders are in touch with what their community members need; the proficiency and education levels of the populations they serve; what improvements needs to be made for better language access and they are often able to communicate and transmit information in the native language of their LEP customers;
- Equip front-line staff and transit operators with a toolkit of basic written materials in all 10 languages to facilitate communicating important information when language barriers arise;
- Incorporate cultural sensitivity components into existing Title VI and language assistance training for SFMTA public contact staff;
- Prioritize translating schedule, route and service change materials and information into all 10 Safe Harbor languages to the extent circumstances warrant and resources allow;
- When route, service or other unexpected changes happen, and when there is not time to develop in-language collateral, immediately communicate changes to CBOs and schools throughout the city who can pass along information to their groups;
- Include links on SFMTA's website to translated information, with the link itself translated into the top ten LEP languages, to the extent possible and as circumstances warrant;
- Create and deploy an education campaign to increase awareness among LEP customers of the language assistance services available to them, including 311 and [sfmta.com](http://sfmta.com); and,
- As resources allow and circumstances warrant, conduct outreach or information gathering sessions via small focus groups, led by a facilitator, either in language or with the assistance of an interpreter, as an effective way to engage LEP customers

## Vital Documents and Translation Policy

An effective Language Assistance Plan for the SFMTA includes the translation of vital and other documents into the languages of frequently encountered LEP customers, based on content and circumstances. Based on the analyses for Factors One and Two in this plan, the most frequently encountered languages, are Chinese (Cantonese) and Spanish. Combined, these languages comprise 75.4% of all LEP individuals based on American Community Survey 2010-2015 data in the City and County of San Francisco and it has therefore been a long-standing policy to translate all customer outreach materials, at a minimum, into Spanish and Chinese.

In addition to Spanish and Chinese, SFMTA also includes the following eight additional “Safe Harbor” languages for vital document translation, even though the frequency of contact is less: Filipino, Vietnamese, Russian Korean, Japanese, French, Thai and Arabic. These are the languages that at least 1,000 or more Limited-English Proficient individuals reported speaking, according to American Community Service census data, and based on federal guidance, need to be considered when providing language services.

As informed by the DOT guidance, the SFMTA’s definition of “vital” written documents can include complaint forms, written notices of important legal rights, documents that are critical for obtaining services and benefits, decreases in benefits or services and notices advising LEP individuals of free language assistance. Vital documents can either be word-for-word translations or summaries of key content; they can also be translated into primary and secondary languages, summarized in the remaining languages or contain information on how to obtain free language assistance and further information. Further, the LEP concentration maps based on Census tracts that were updated based on ACS 2010-2014 data for the top 10 languages spoken by LEP individuals in San Francisco will continue to be consulted in determining the languages for translation of documents.

In general, vital documents for the SFMTA can include: Title VI notices, policies, procedures and complaint forms; notices advising LEP customers of free language assistance; paratransit-related information; safety and security information; and, information on fare and major service changes. These categories can be expanded depending on circumstances, as well as the vital nature of the information that needs to be communicated. Surveying and categorizing documents as “vital” will be included in the periodic monitoring of SFMTA’s LAP and on an ongoing basis as new documents are being developed and produced.

It should also be noted that as a department of the city and county of San Francisco, SFMTA is required to comply with San Francisco’s Language Access Ordinance (LAO), which dictates similar requirements to the federal guidelines regarding identifying, assisting and tracking LEP customers of city departments. The LAO has a higher threshold than the Safe Harbor provision and requires translation of vital documents into shared languages other than English that are spoken by 10,000 or more city residents. Based on the census data and the composition of LEP residents in San Francisco, it was determined that all city departments are required to translate vital departmental information into Chinese, Spanish and Filipino.

The table below lists essential services and information that are of importance to LEP individuals such that denying access to these programs, activities and services and related information could result in national origin discrimination. The SFMTA may provide a written or oral summary of a vital document and/or notice of free language assistance in the “Safe Harbor” languages, rather than a word-for-word translation. The SFMTA also reserves the right to translate documents into more languages as circumstances dictate and resources allow. For example, service related Rider Alert notices may be translated into languages other than Chinese and Spanish, depending on the area and particular concentrations of LEP individuals, as depicted in the LEP concentration maps included in Appendix D, which is a current practice. Due to the critical nature of safety and security information, the SFMTA will rely on pictographs to the extent possible, so that information is accessible to all customers, regardless of language spoken and native language literacy levels.

Essential Services and Information	Language(s)	Vital Document?
<b>Title VI Notice</b>	“Safe Harbor” languages: : Chinese, Spanish, Filipino, Vietnamese, Russian, Korean, Japanese, Thai, French and Arabic	Yes

Essential Services and Information	Language(s)	Vital Document?
<b>Title VI Complaint Form and Procedures</b>	“Safe Harbor” languages	Yes
<b>Notice of Free Language Assistance and General Information at 311 Customer Card: directs customers to 311 for information on fares, routes, schedules, safety, security, accessibility and other services and programs</b>	“Safe Harbor” languages	Yes
<b>Safety and Security Information</b>	“Safe Harbor” languages; depending on content, summarized key information may be provided instead of word-for-word translation and/or notice of free language assistance will be included. Given the critical nature of safety and security information, the SFMTA will rely on pictographs to the extent possible, as is the current practice, in order to reach as many LEP customers as possible, regardless of language spoken and literacy levels.	Yes, depending on content.
<b>ADA Complementary Paratransit Service (SF Paratransit): Eligibility Forms and Program information)</b>	Paratransit applications available in the 10 “Safe Harbor” languages; summarized paratransit information provided in Vietnamese, Korean, Japanese, French and Thai at <a href="http://sfmta.com">sfmta.com</a> ; Arabic to be added. Telephonic interpretation services available through SF Paratransit and live interpretation assistance provided upon request.	Yes
<b>Fare &amp; Major Service Change Information</b>	Depending on content, fare and major service change information may be translated into “Safe Harbor” languages or summarized and translated into specific languages, depending on content and circumstances, including concentration of LEP populations in targeted outreach area, where appropriate; depending on content, summarized key information may be provided and/or notice of free language assistance instead of word-for-word translation.	Yes, depending on content.
<b>Customer Information at <a href="http://sfmta.com">sfmta.com</a></b>	SFMTA’s website, <a href="http://www.sfmta.com">www.sfmta.com</a> , has dedicated web pages in all Safe Harbor languages; quantity of content can vary based on topic/language.	No
<b>Customer Take Ones, Car Cards and other outreach materials</b>	Chinese, Spanish and Filipino, as appropriate. SFMTA may translate into additional languages based on content and LEP concentrations in targeted outreach area, if appropriate. Documents include the “311 Free Language Assistance” tagline in ten languages.	No
<b>Construction Notices</b>	Chinese, Spanish and Filipino, as appropriate. SFMTA may summarize and/or translate into additional languages based on content and LEP concentrations in outreach area, if appropriate. Documents can include the “311 Free Language Assistance” tagline in “Safe Harbor” languages.	No



Essential Services and Information	Language(s)	Vital Document?
<b>Customer Alerts</b>	Chinese, Spanish and Filipino, as appropriate. SFMTA may translate into additional languages based on content and LEP concentrations in outreach area, if appropriate. Documents include “311 Free Language Assistance” tagline in ten languages.	No

## Language Assistance Protocols

Language assistance is provided primarily through the SFMTA’s 280 public contact staff, 148 of whom have bilingual or multilingual skills (as of September 2016). A “public contact position” is a position in which a primary job responsibility consists of meeting, contacting and dealing with the public in the performance of the duties of that position. Bilingual or multilingual public contact staff receive Title VI and Language Assistance training and are located throughout the SFMTA. The highest concentration of bilingual employees are located at the SFMTA’s Customer Service Center (CSC), which also uses a Spanish and Chinese queue system to ensure that LEP customers in the two primary languages spoken by LEP individuals receive assistance in their native languages. Public contact staff with telephone and computer access can also use telephonic and live video interpretation assistance in over 100 languages when assisting members of the public.

SFMTA’s Community Outreach staff, who have bilingual capabilities in Spanish, Chinese and Filipino, are in regular contact with numerous community organizations and stakeholders. They also perform the majority of in-house translations for public outreach materials and web postings and review externally translated materials for accuracy. Members of this team also staff public outreach events and coordinate with external vendors to ensure language access for LEP customers, including providing guidelines and “Frequently Used Terms” translation fact sheets in Spanish and Chinese to improve the consistency of translations.

Protocols for communicating with LEP customers are as follows: each division of the SFMTA that interacts with customers in person, in writing or over the phone, makes every effort to communicate with LEP customers, utilizing the best language assistance tools available. If a customer requires language assistance and there is no interpretation assistance available via telephone or computer or through a bilingual co-worker, staff members may ask another customer who may speak the same language, if appropriate. As mentioned, in the Customer Service Center, Spanish and Chinese LEP customers can self-select to enter the queue system for assistance in either language, the primary languages spoken by the highest concentrations of the LEP population. LEP customers who speak other languages can indicate his or her language preference on “Interpretation Service Available” signs or through a telephonic or video interpreter. Written communications are primarily handled by bilingual staff on the Community Outreach team, but can be handled by bilingual staff in other divisions.

Sample protocols from the Title VI and Language Assistance training materials are provided below:

“The procedures below should be used when interacting with customers who require language assistance:

- Be patient.
- Attempt to communicate with the customer in a calm, even-toned speaking voice.
- Consider effective and respectful non-verbal ways to communicate
- If you have access to a computer or a phone, contact 311, San Francisco's multilingual Telephone Customer Service Center or the interpreter service for live interpretation assistance via computer or phone.
- If unable to communicate directly, look for assistance from another SFMTA employee or, if appropriate, another Muni customer.
- Provide customer with a Language Assistance Customer Card, which includes the following information in English and 10 other languages: "For information on Muni routes, schedules, fares, accessibility, safety, security and other SFMTA programs and services, call the San Francisco 311 Customer Service Center for free language assistance in over 100 languages by dialing 311 within San Francisco or 415.701.2311 when calling outside of San Francisco or visit [sfmta.com](http://sfmta.com)."
- If Language Line is not available and no other language assistance is available, look for the "311 Free Language Assistance" tagline that should be located on signage in vehicles, in bus shelters or in transit stations.

## Translation Policies

The SFMTA ensures the competency of interpreters and translation services through the following measures:

- SFMTA staff hires reputable firms and relies on feedback from the public at meetings for quality checks;
- If SFMTA staff is present and has language capabilities in the language in which assistance is being provided, staff will confer with the interpreter prior to the start of the meeting;
- SFMTA staff will ask the interpreter to demonstrate that he or she can communicate information accurately in both English and the language that is needed;
- SFMTA staff will advise the interpreter or translator regarding specialized terms and concepts associated with the agency's policies and activities, as appropriate and as available; the SFMTA will provide a copy of the "SFMTA Frequently Used Terms Translation Fact Sheet" in both Spanish and Chinese to translators prior to the event requiring the translation assistance.
- The SFMTA will instruct the interpreter or translator that he or she should not deviate into a role as counselor, legal advisor, or any other role aside from interpreting or translating;



- The SFTMA will ask the interpreter or translator to attest that he or she does not have a conflict of interest on the issues for which interpretation services are being provided.
- For outsourced written translations, the SFMTA utilizes in-house staff to ensure accuracy and will also consult local resources such as the Office of Civic Engagement and Immigrant Affairs and CBO partners, as necessary.

## Element 3: Training Staff

### What the DOT Guidance Says:

**“Staff members should know their obligations to provide meaningful access to information and services for LEP individuals, and all employees in public contact positions should be properly trained. An effective LEP plan would likely include training to ensure that:**

- **Staff knows about LEP policies and procedures.**
- **Staff having contact with the public...are trained to work effectively with in-person and telephone interpreters.” (DOT LEP Guidance Section VII(3)).**

To ensure that SFMTA staff is aware of the types of language services available, Title VI and Language Assistance training is provided to employees, who, as a primary function of their positions, interact with the public. Supervisors and managers are also included in the trainings, as appropriate. Contractors of the SFMTA, for example, the vendor who provides SFMTA’s ADA Complementary Paratransit service, is required to be in compliance with SFMTA’s Language Assistance Plan, including providing training for designated staff.

Training materials include an overview of the SFMTA’s responsibilities under Title VI and its implementing regulations, including pertinent definitions, as well as the Agency’s responsibilities under the Department of Transportation’s (DOT) Policy Guidance for LEP individuals. A brief overview of the Language Assistance Plan is provided, including a discussion of the findings from the Four-Factor Framework, a snapshot of the Census data and identification of the “Safe Harbor” languages. Participants are provided with a list of current Language Assistance Tools and given instructions on how to access live interpreter assistance through a computer or telephone, where such option is available.

They are also made aware of tools such as the multilingual “311 Free Language Assistance and Customer Information” Take One card that can be given to customers to direct them to 311 for free assistance in over 100 languages, as well as the multilingual customer information available at [sfmta.com](http://sfmta.com). A component of the training also includes recommended language protocols on how to interact with LEP customers and an opportunity is provided for open discussion to share best practices, challenges and to answer questions. Trainings are conducted either by SFMTA staff or in partnership with the Office of Civic Engagement and Immigrant Affairs, the city department tasked with overseeing implementation of San Francisco’s local Language Access Ordinance. Training components also focus around the “train the trainer” concept so that LEP training can be incorporated into existing staff training opportunities to the extent possible.

Training for transit operators is offered as part of their New Operator training, VTT training and, for transit operators who have had Title VI-related customer incidents, reinstruction on policies and procedures can be provided as part of the disciplinary process, as appropriate and as needed.

Under San Francisco's local "Language Access Ordinance," the SFMTA must submit an annual report that, among other reporting requirements, requires quantification of the number of public contact staff on an annual basis, identifies language capabilities and staff location and information on any training provided. This report helps to ensure that new and existing public contact staff are being reached for training.

## Element 4: Providing Notice to LEP Customers

### What the DOT Guidance Says:

**"Once an agency has decided, based on the four factors, that it will provide language services, it is important that the recipient notify LEP persons of services available free of charge (emphasis added). Recipients should provide this notice in languages LEP persons would understand." (DOT LEP Guidance Section VII (4)).**

The SFMTA's methods for notifying LEP customers of free language assistance services include the following:

- "311 Free language assistance" notice: Included in all "Safe Harbor" languages in public outreach documents, signage, marketing materials, press releases, agendas for SFMTAB, CAC and MAAC, which advises customers that free language assistance is available at San Francisco's multilingual 311 Telephone Customer Service Center, which is open 24 hours a day/7 days a week/365 days a year. Notice is also included at the bottom of every web page on SFMTA.com.
- 311 Free Language Assistance Customer Card: Distributed via our transit operators, customer service representatives, community outreach staff and Station Agents, this customer information card contains the following information in all "Safe Harbor" languages: "For information on Muni routes, schedules, fares, accessibility, safety, security and other SFMTA programs and services, call the San Francisco 311 Customer Service Center for free language assistance in over 100 languages by dialing 311 within San Francisco or 415.701.2311 when calling outside of San Francisco or visit [sfmta.com](https://www.sfmta.com)."
- Working with community-based organizations and other stakeholders to inform LEP customers of the availability of translated information, both written and oral, at the SFMTA Customer Service Center, via 311 and on the SFMTA's website, [sfmta.com](https://www.sfmta.com).
- Displaying "Interpretation Service Available" notices in public customer service areas that offer telephonic interpretation assistance. Each notice states, in multiple languages, that interpretation services are available free of charge. A customer can point to a particular language on the poster and live interpretation services in that language will be provided via telephone or computer. In addition to the notices, the SFMTA's Customer Service Center informs arriving customers of the QMATIC system, which allows customers to enter the queue for language assistance in Chinese or Spanish, the two most predominant

languages spoken by LEP individuals in the SFMTA's service area.

## Element 5: Monitoring and Updating the Language Assistance Plan

### What the DOT Guidance Says:

**“Recipients should, where appropriate, have a process for determining, on an ongoing basis, whether new documents, programs, services, and activities need to be made accessible for LEP individuals, and they may want to provide notice of any changes in services to the LEP public and to employees.” (DOT LEP Guidance Section VII (5)).**

Staff will continue to monitor, on an ongoing basis, which new programs, services, activities and customer information materials need to be made accessible for LEP individuals. Monitoring methods to assess the effectiveness of the SFMTA's LAP include:

- New customer information documents will be assessed prior to production to determine the level of translation needed.
- Where appropriate, existing customer information documents are reviewed to determine whether or not the document should be considered “vital” and the level of translation needed.
- Analyzing updated data from the U.S. Census Bureau, the San Francisco Unified School District and the California Department of Education to determine changes in the LEP populations in the service area, as the information becomes available;
- Analyzing data from Ridership Surveys, as available;
- Gathering feedback from the LEP customer community, including from community-based organizations, to help determine the effectiveness of current language assistance tools; the nature and importance of the SFMTA's programs and services; and the frequency of contact with those programs and services.
- As an additional monitoring measure, the SFMTA is required to submit to San Francisco's Office of Civic Engagement and Immigrant Affairs (OCEIA), an annual compliance plan that tracks the SFMTA's compliance with the San Francisco “Language Access Ordinance.” Reporting requirements include annual updates in the following areas: customer demographics; LEP frequency of contact by analyzing language and customer data from the Customer Service Center, Language Line usage and visits to multilingual web pages; listing of bilingual public contact employees, their language capabilities, group location and training updates; language assistance tools and policies; compliance with Language Access Ordinance goals; and budget information. Compliance is monitored by OCEIA and by the San Francisco Board of Supervisors.

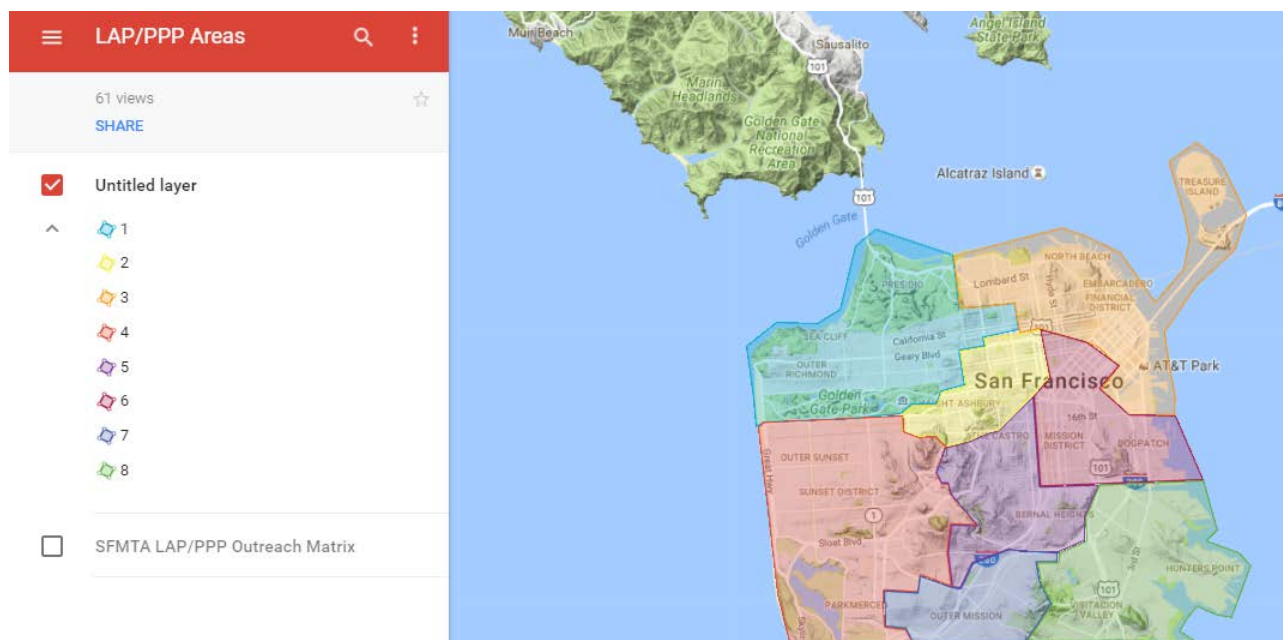
# Appendices

## Appendix A: Outreach Zones

### Appendix A: Map of 8 Geographical Outreach Zones Across San Francisco Source: SFMTA, 2016.

SFMTA devised geographical zones to ensure outreach to LEP customers spanned across the entire city. To facilitate this, a map comprising Outreach Zones that reflected the different neighborhoods and existing demographic breakdowns, including those employed by existing entities, was developed. The goal of the outreach effort was to ensure collection of a diverse array of input that reflected the political, economic, and transportation characteristics of the communities that were engaged.

To inform the outreach zones, the project team relied on a number of sources and its experience in related projects. The primary source for defining their boundaries were the existing districts utilized by the Board of Supervisors, Planning Department, and the Police Department. The service areas of major Muni routes and details from the Muni Service Equity strategy were also incorporated.



## Appendix B: Organizations Who Participated in the LAP Report

### Appendix B: List of Organizations Who Participated in the LAP Report and Research Outcomes

Source: SFMTA, 2016.

Organization	Primary Language	Geographic Zone	LEP Community Based Organization Leadership Interviews	LEP Focus Group (number of participants)	LEP User Survey (number completed)
Alliance Française de San Francisco	FR	Citywide	Yes		5 FR
AlSabeel Masjid Noor Al-Islam	AR	Citywide			11 AR
Arab Cultural and Community Center	AR	Citywide	Yes		
Arab Resource and Organizing Center	AR	Citywide			6 AR
Asian Family Support Center	CH	Citywide			11 CH
Asian Pacific American Community Center	MULTI	Citywide	Yes		
Bayanihan Community Center	TG	6	Yes	8 participants	28 TG
Beacon: Mission Beacon Center at Everett Middle School	SP	6	Yes		
Beacon: OMI/Excelsior Beacon Center at James Denman Middle School	SP	7	Yes		
Bernal Heights Neighborhood Center: Excelsior Senior Center	SP	7	Yes		
Causa Justa :: Just Cause/POWER	SP	8	Yes		
Chinatown Library	CH				6 CH, 2 EN
Chinese for Affirmative Action	CH	3	Yes		
Community Youth Center (CYC) - Richmond	CH	1	Yes		
Dhammaram Temple	TH	Citywide			15 TH

Organization	Primary Language	Geographic Zone	LEP Community Based Organization Leadership Interviews	LEP Focus Group (number of participants)	LEP User Survey (number completed)
Kimochi	JA	2	Yes		22 JP, 30 CH, 8 KO, 9 EN
Korean Community Center	KO	Citywide	Yes		25 KO
La Raza Community Resource Center	SP	6		15 participants	15 SP
Lycee Francais	FR	Citywide			5 FR
Mission Neighborhood Centers	SP	6	Yes		
Mission Beacon Center	SP	6		13 participants	22 SP
Richmond District Neighborhood Center	CH	1	Yes		
Richmond Senior Center	CH	1			3 RU, 10 CH
Russian American Community Services	RU	1	Yes	12 participants	14 RU
Self-Help for the Elderly	CH	Citywide		11 participants	24 CH, 2 EN
Southeast Asian Community Center	VI	6	Yes	14 participants	17 VI
Sunset Neighborhood Beacon Center	CH	4	Yes	12 participants	12 CH
Veterans Equity Center	TG	5	Yes		
Vietnamese Youth Development Center	VI	6	Yes		
<b><u>Totals:</u></b>			<b><u>19</u></b>	<b><u>85</u></b>	<b><u>312</u></b>

## Appendix C: Characteristics of LEP Populations Served by Organizations Who Participated in the LAP Report

CBO	LEP Population Served	Geography Served	Country of Origin	Age Range	Literacy/Education Level
<b>Arab Cultural and Community Center; Mission High School</b>	Arab	Forest Hill	Yemen	13-19	6 <sup>th</sup> grade to high school level
		The Mission	Syria		
		Tenderloin/downtown			
		City-wide			
<b>Russian American Community Services</b>	Russian	Richmond District	Russia	70+.	67% college graduates  80% trade school or more  Some are unidentifiable
	Chinese	Western SF	Ukraine		
		City-wide	Kazakhstan Belarus		
			Chinese Provinces		
<b>Veteran's Equity Center</b>	Filipino	Tenderloin	Philippines	30-55	Varies
	Chinese	SOMA	Mexico	60+	
	Spanish	The Excelsior	Nicaragua		
		The Mission	China		
<b>OMI/Excelsior Beacon Center at James Denman Middle School</b>	Chinese	The Excelsior	China	Parents	High school  Some college
	English	Ocean View	Central America		
	Spanish	Merced Ingleside Heights	South America		
	Vietnamese		Philippines		
	Filipino		Vietnam		
<b>Alliance Française of San Francisco</b>	French	Nob Hill	France	Teenagers/Young Adults	College graduate  Post-graduate degrees  Some less educated
	English	Citywide	Algeria		
	Spanish	North Bay	Morocco		
		East Bay	Canada Senegal		

CBO	LEP Population Served	Geography Served	Country of Origin	Age Range	Literacy/Education Level
<b>Community Youth Center (Richmond)</b>	Spanish	Richmond	China	14-18	Adults: no high school  Youth: attending high school
	Chinese	Chinatown			
	Filipino	Tenderloin			
	Vietnamese	Bayview			
		Richmond			
<b>Kimochi</b>	Japanese	Japantown	Japan	60+	High School College Graduates
	Chinese	Western Addition	China		
	Korean	Pacific Heights	Hong Kong		
	Filipino	Richmond			
	Russian	Sunset			
<b>Mission Beacon Center at Everett Middle School</b>	Spanish	The Mission	Guatemala	11-13 and their parents (38-45)	Varies
		The Excelsior	El Salvador		
		Bayview	Honduras		
		Richmond	Central America		
		Sunset			
<b>Korean American Community Center San Francisco &amp; Bay Area</b>	Korean	Western Addition	N/A	All ages	Low education levels
		Bay Area			
<b>Vietnamese Youth Development Center (VYDC)</b>	Vietnamese	The Tenderloin	Vietnam	10-24	Elementary school
	Lao	Bayview	Cambodia	40-60	
	Cambodian	Richmond	Laos		
	Chinese	Sunset District	Chinese-speaking regions		
	Filipino				
	Spanish				



CBO	LEP Population Served	Geography Served	Country of Origin	Age Range	Literacy/Education Level
<b>Southeast Asian Community Center</b>	Vietnamese	Tenderloin	Vietnam Cambodia	45-80	Low education levels
	Cambodian	Sunset District	Laos immigration		
	Lao	Richmond			
		Western Addition			
		Bay Area			
<b>Sunset Neighborhood Beacon Center</b>	Chinese	Sunset	China	All ages	Adults: High School  Youth: attending school
	Vietnamese	Parkside			
	Japanese				
	Russian				
	Filipino				
<b>Mission Neighborhood Centers</b>	Chinese	The Mission	Mexico	We primarily serve residents around the age range of 24-35 years.	Elementary School  Some High School Education
	Vietnamese		El Salvador		
	Russian		Central America		
	Japanese				
	Filipino				
<b>Bayanihan Community Center</b>	Filipino	SOMA	Philippines	55+	High School
		District 6			
<b>Asian Pacific American Community Center</b>	Chinese	Visitation Valley	China	35-75	5 <sup>th</sup> /6 <sup>th</sup> grade  Cannot read English
	Vietnamese				
	Spanish				
<b>Bernal Heights Neighborhood Center – Excelsior Senior Center</b>	Chinese	Bernal Heights	Puerto Rico Mexico	65+	High School  Some College
	Spanish	The Excelsior	El Salvador		
	Filipino	Richmond	China		
			Phillipines		
<b>Chinese for Affirmative Action</b>	Chinese	Chinatown	China	20-70	Chinese-speaking residents have higher education levels
		Visitation Valley	Hong Kong Taiwan Vietnam		

CBO	LEP Population Served	Geography Served	Country of Origin	Age Range	Literacy/Education Level
		Portola Sunset Bayview/3 <sup>rd</sup> Districts Citywide Bay Area	Street		
<b>Causa Justa Just Cause</b>	Spanish  Mayan Dialects	Mission  The Excelsior Tenderloin Bayview	Mexico Guatemala  El Salvador Peru  Colombia Venezuela	28-55	High School or less
<b>Richmond District Neighborhood Center</b>	Vietnamese  Chinese	Richmond  Sunset	China  Vietnam	All ages	College Graduates  Post-graduate

## Appendix D: Maps of Distribution of Limited-English Proficient Populations

# LEP Population Languages with over 1,000 LEP

LEP refers to individuals with Limited-English proficiency. The composition of LEP communities is illustrated by census tract using U.S. Census Bureau American Community Survey 5-year estimates (2010-2014).

## Legend

Muni Lines in white

 Parks and Recreation Areas

## LEP Speaking (SF 10 Languages)



11 - 547  
548 - 1,246  
1,247 - 2,071  
2,072 - 3,319

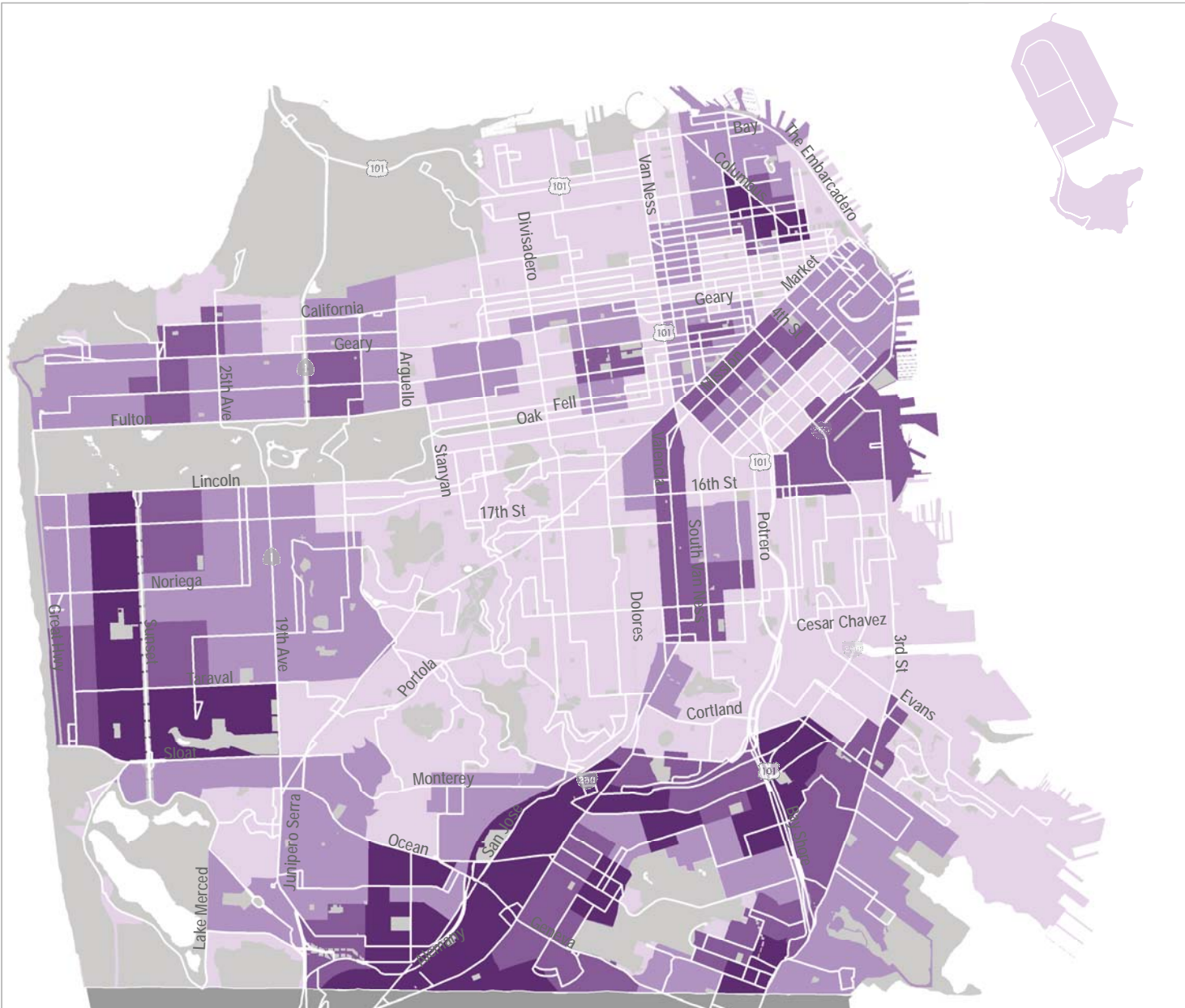
Total LEP Speaking (SF 10 Languages): 165,000

The ten languages above the 1,000 threshold in San Francisco include: Arabic, Chinese, French, Filipino, Japanese, Korean, Russian, Spanish, Thai and Vietnamese.



Scale 1:50,000

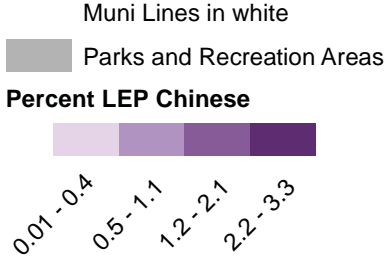
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# Chinese Speaking LEP Population

LEP refers to individuals with Limited-English proficiency. The composition of LEP communities is illustrated by census tract using U.S. Census Bureau American Community Survey 5-year estimates (2010-2014).

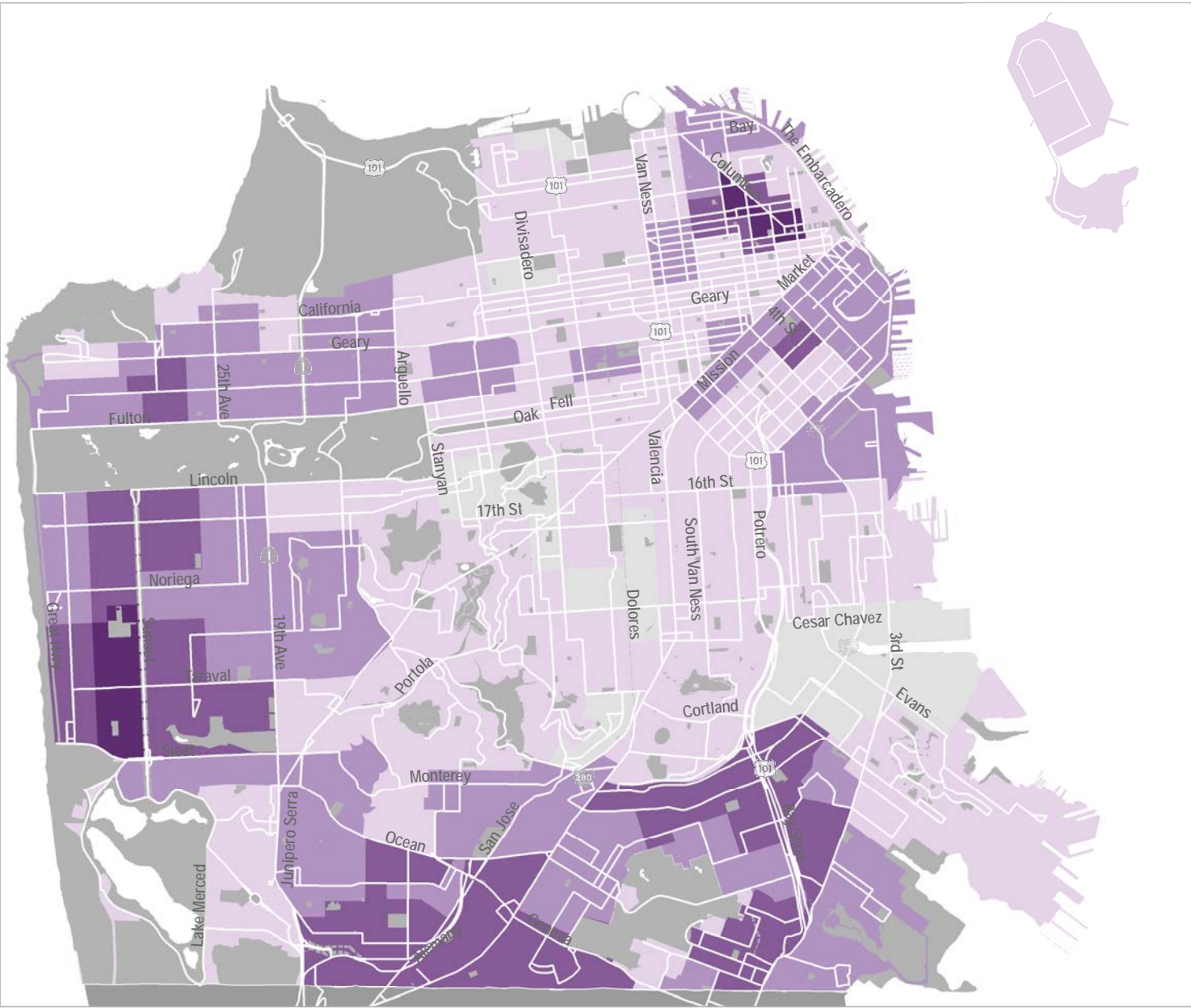
### Legend



Total Population of LEP Chinese: 97,744



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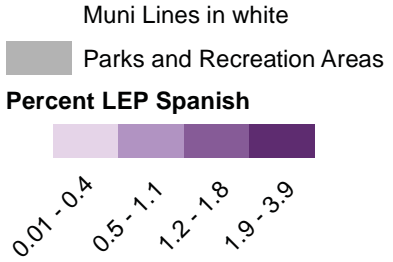




# Spanish Speaking LEP Population

LEP refers to individuals with Limited-English proficiency. The composition of LEP communities is illustrated by census tract using U.S. Census Bureau American Community Survey 5-year estimates (2010-2014).

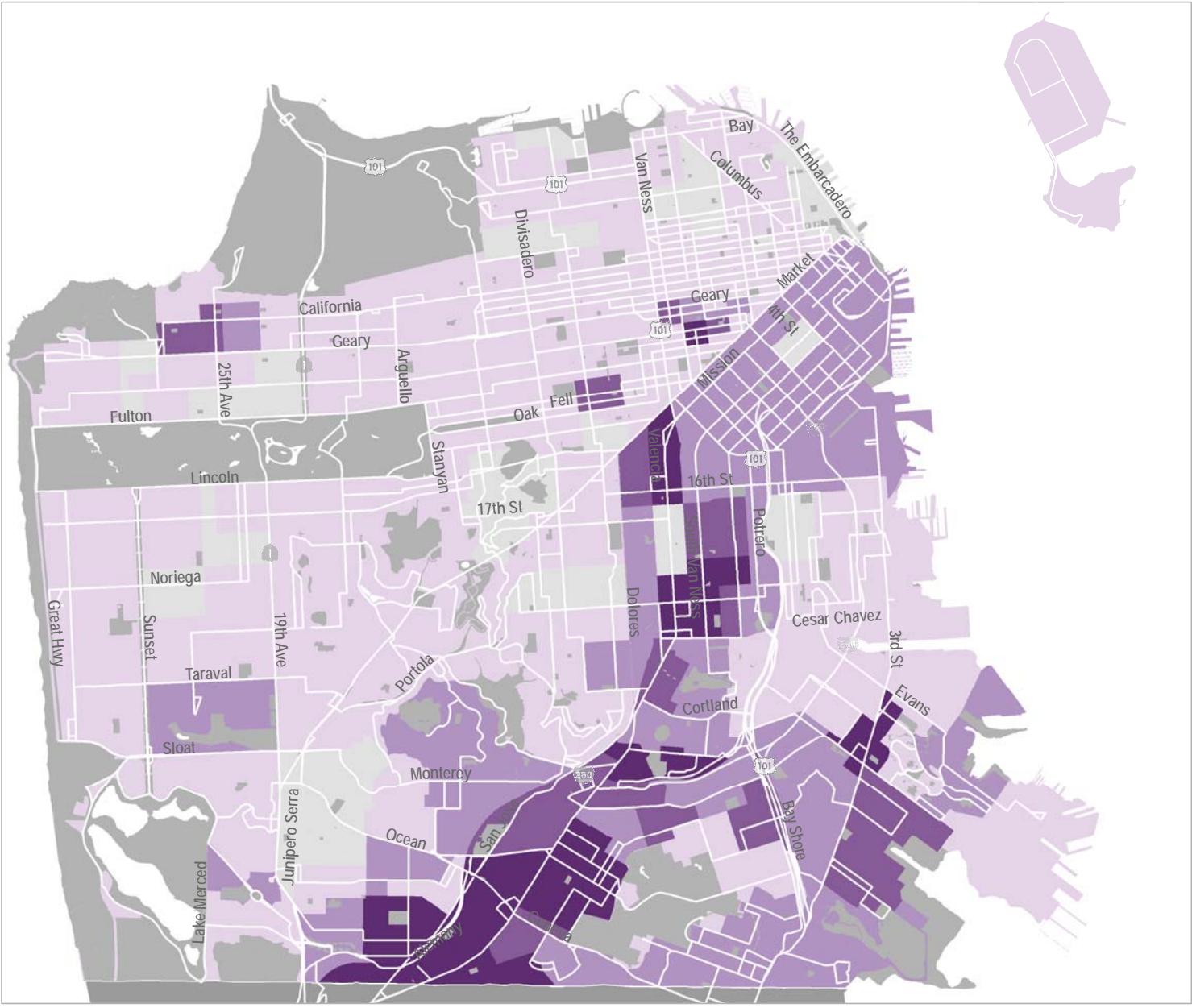
### Legend



Total Population of LEP Spanish: 38,494



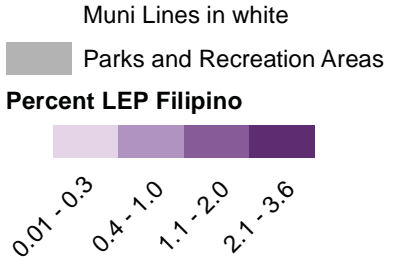
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# Filipino Speaking LEP Population

LEP refers to individuals with Limited-English proficiency. The composition of LEP communities is illustrated by census tract using U.S. Census Bureau American Community Survey 5-year estimates (2010-2014).

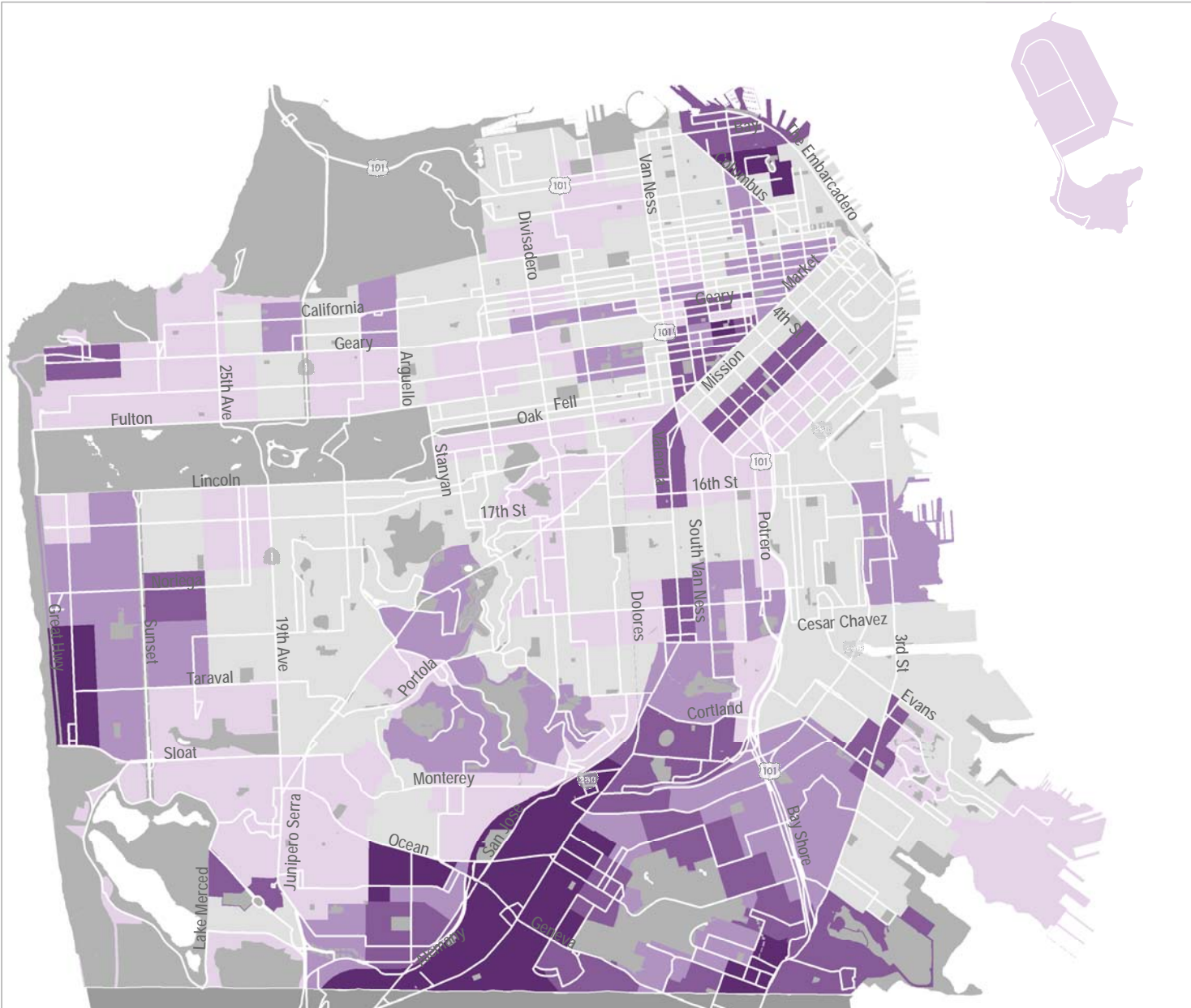
### Legend



Total Population of LEP Filipino: 9,213



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# Vietnamese Speaking LEP Population

LEP refers to individuals with Limited-English proficiency. The composition of LEP communities is illustrated by census tract using U.S. Census Bureau American Community Survey 5-year estimates (2010-2014).

## Legend

Muni Lines in white

 Parks and Recreation Areas

## Percent LEP Vietnamese

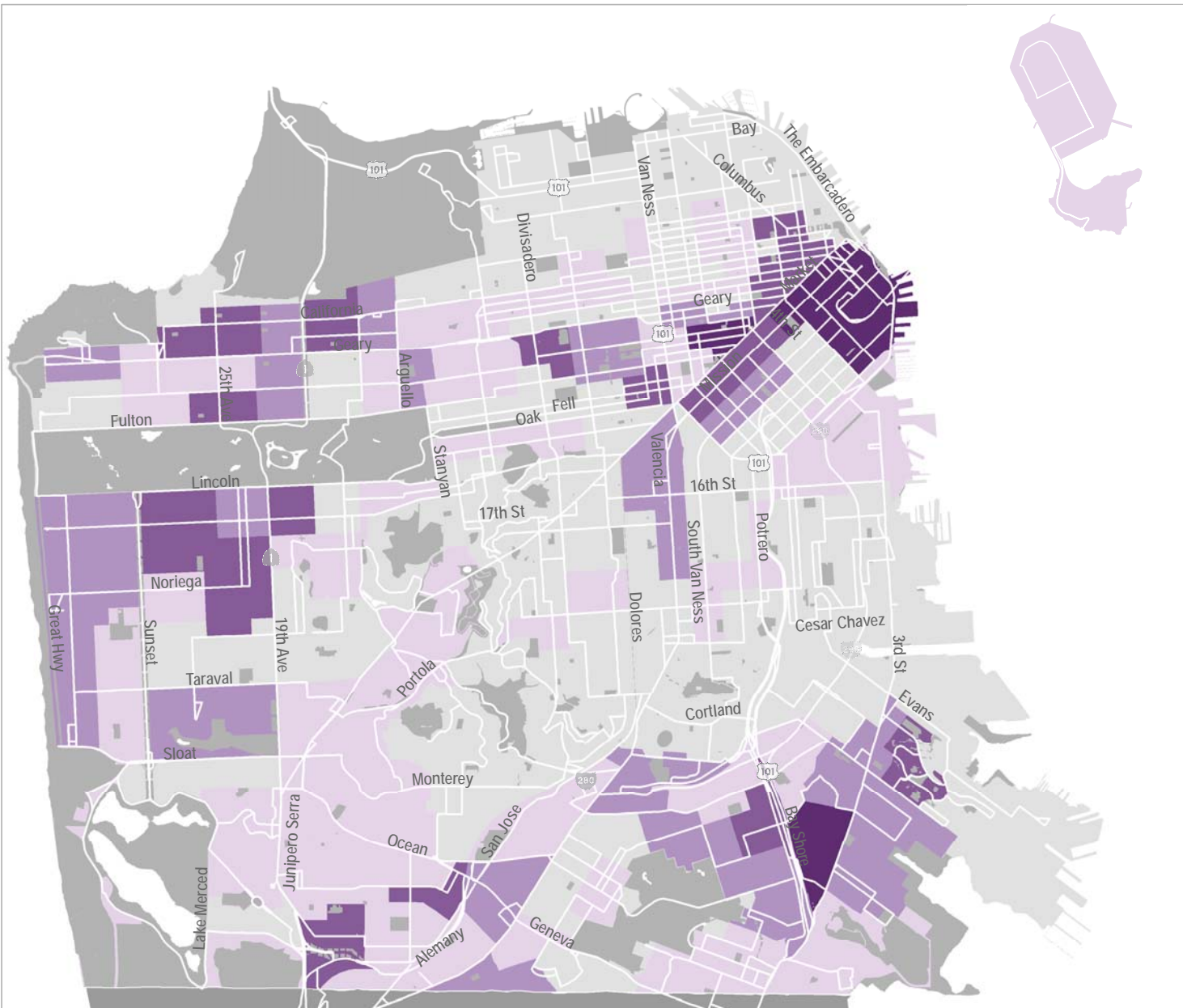


Total Population of LEP Vietnamese: 6,663



Scale 1:50,000

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# Russian Speaking LEP Population

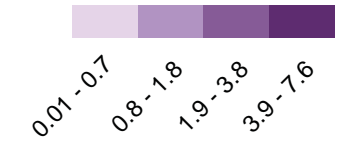
LEP refers to individuals with Limited-English proficiency. The composition of LEP communities is illustrated by census tract using U.S. Census Bureau American Community Survey 5-year estimates (2010-2014).

## Legend


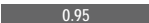
Muni Lines in white

 Parks and Recreation Areas

## Percent LEP Russian

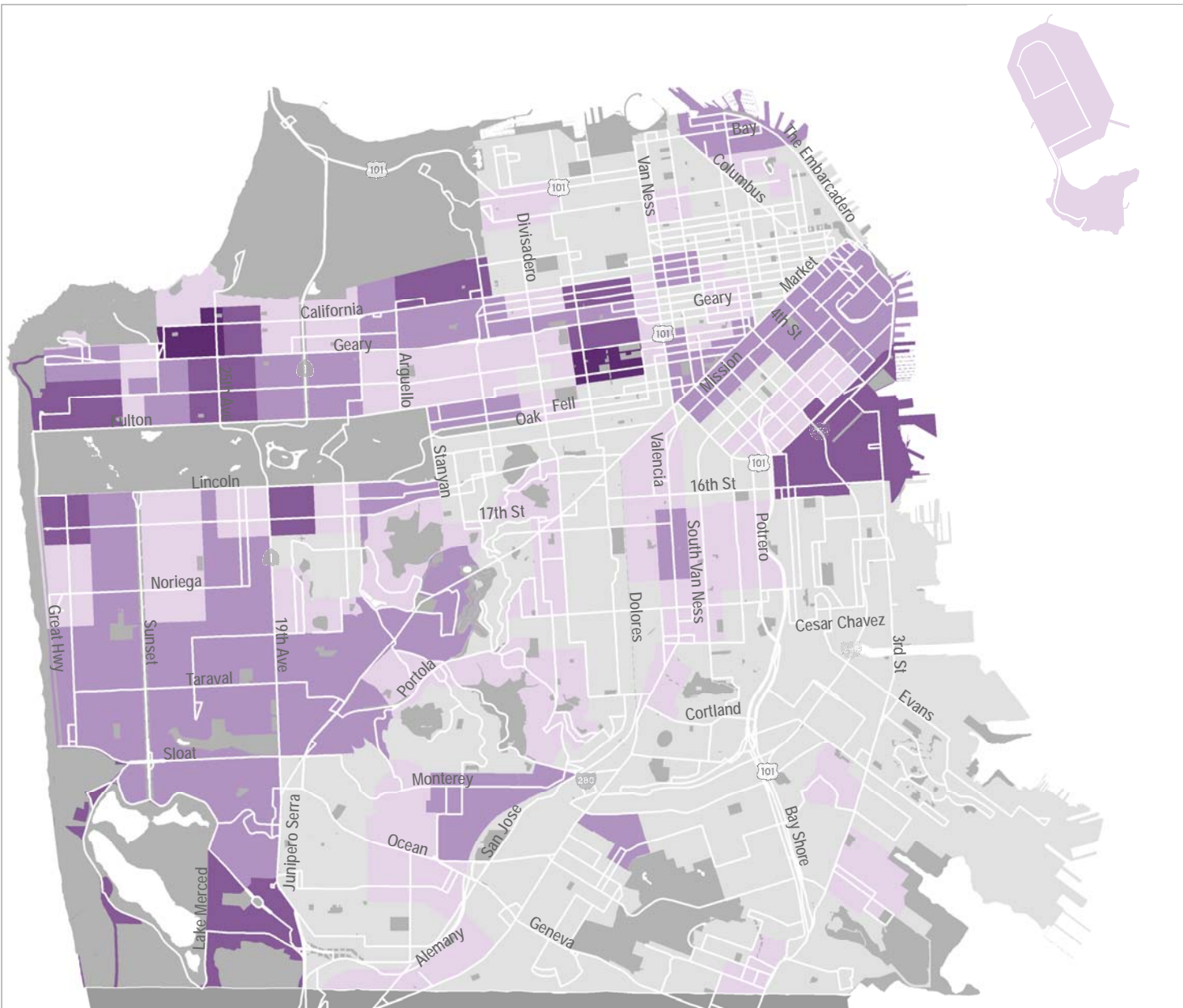


Total Population of LEP Russian: 6,540

  0.95 miles

Scale 1:50,000

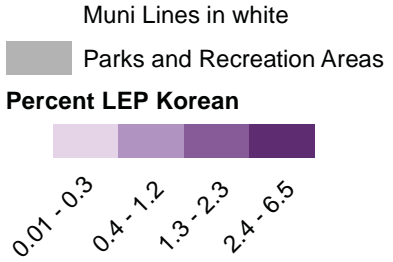
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# Korean Speaking LEP Population

LEP refers to individuals with Limited-English proficiency. The composition of LEP communities is illustrated by census tract using U.S. Census Bureau American Community Survey 5-year estimates (2010-2014).

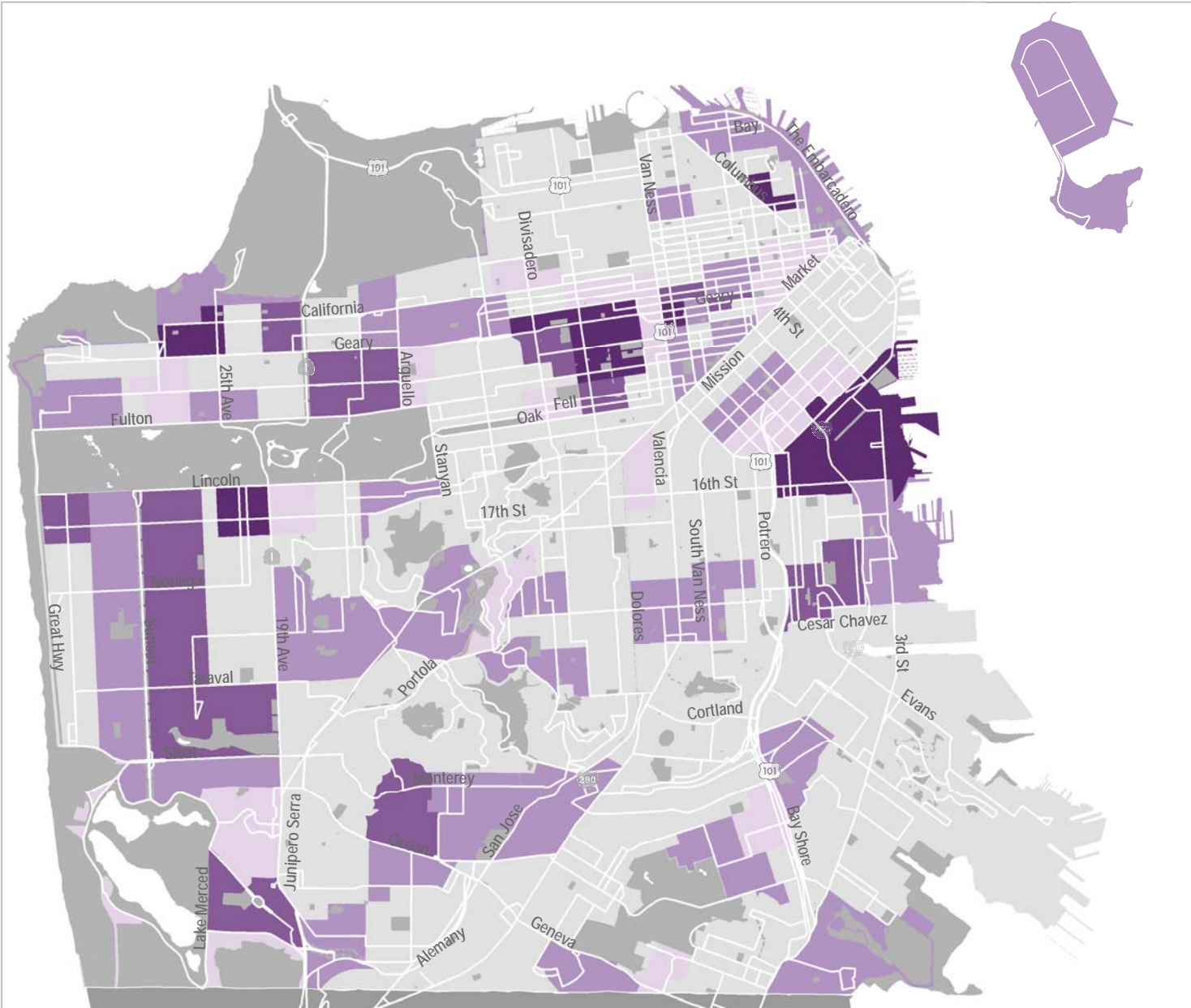
### Legend



Total Population of LEP Korean: 3,420



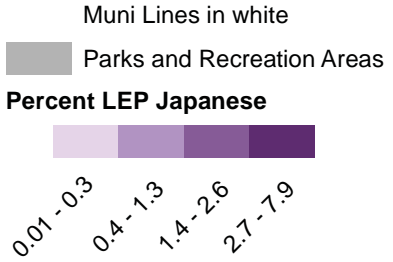
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# Japanese Speaking LEP Population

LEP refers to individuals with Limited-English proficiency. The composition of LEP communities is illustrated by census tract using U.S. Census Bureau American Community Survey 5-year estimates (2010-2014).

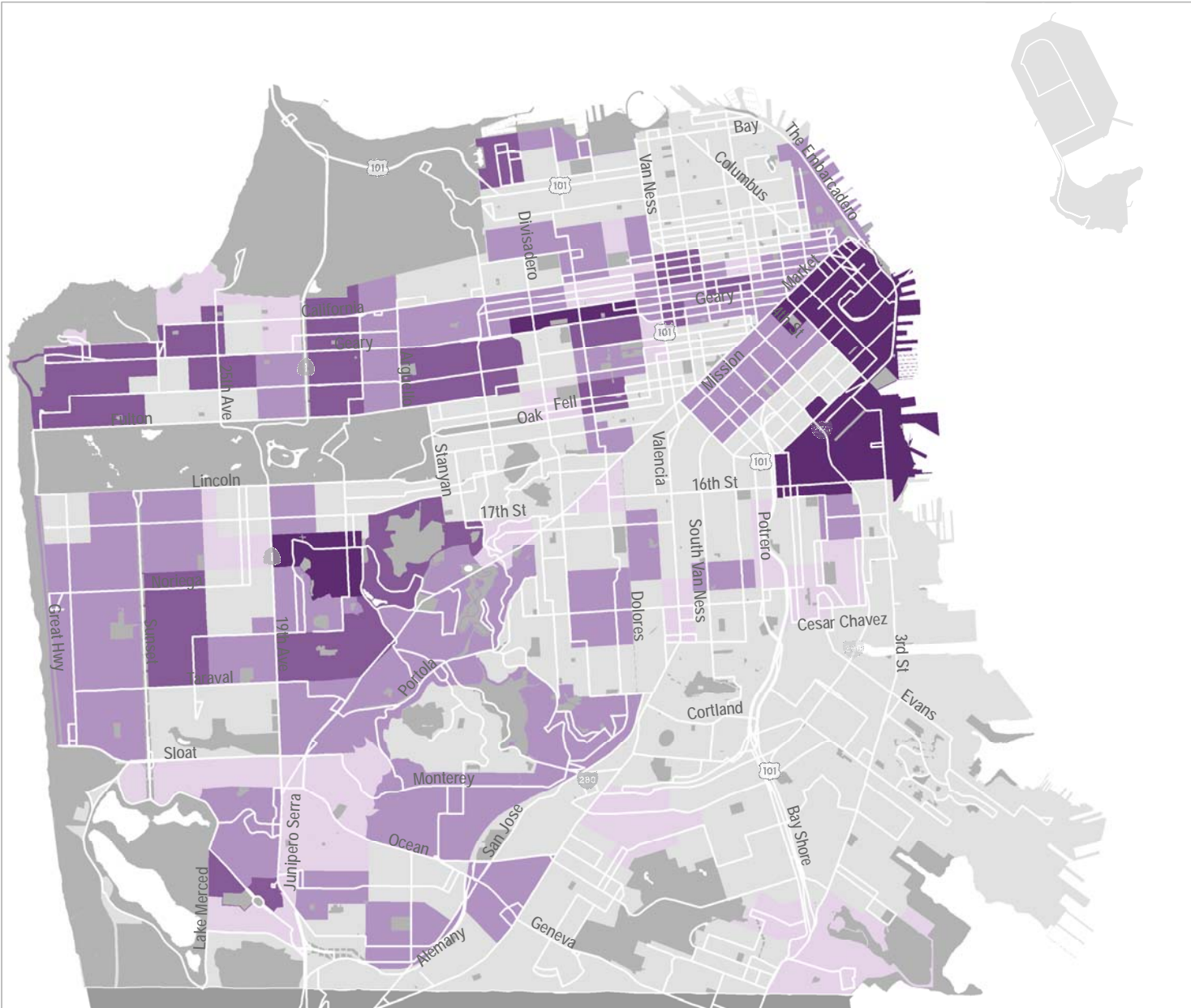
### Legend



Total Population of LEP Japanese: 2,971



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# Thai Speaking LEP Population

LEP refers to individuals with Limited-English proficiency. The composition of LEP communities is illustrated by census tract using U.S. Census Bureau American Community Survey 5-year estimates (2010-2014).

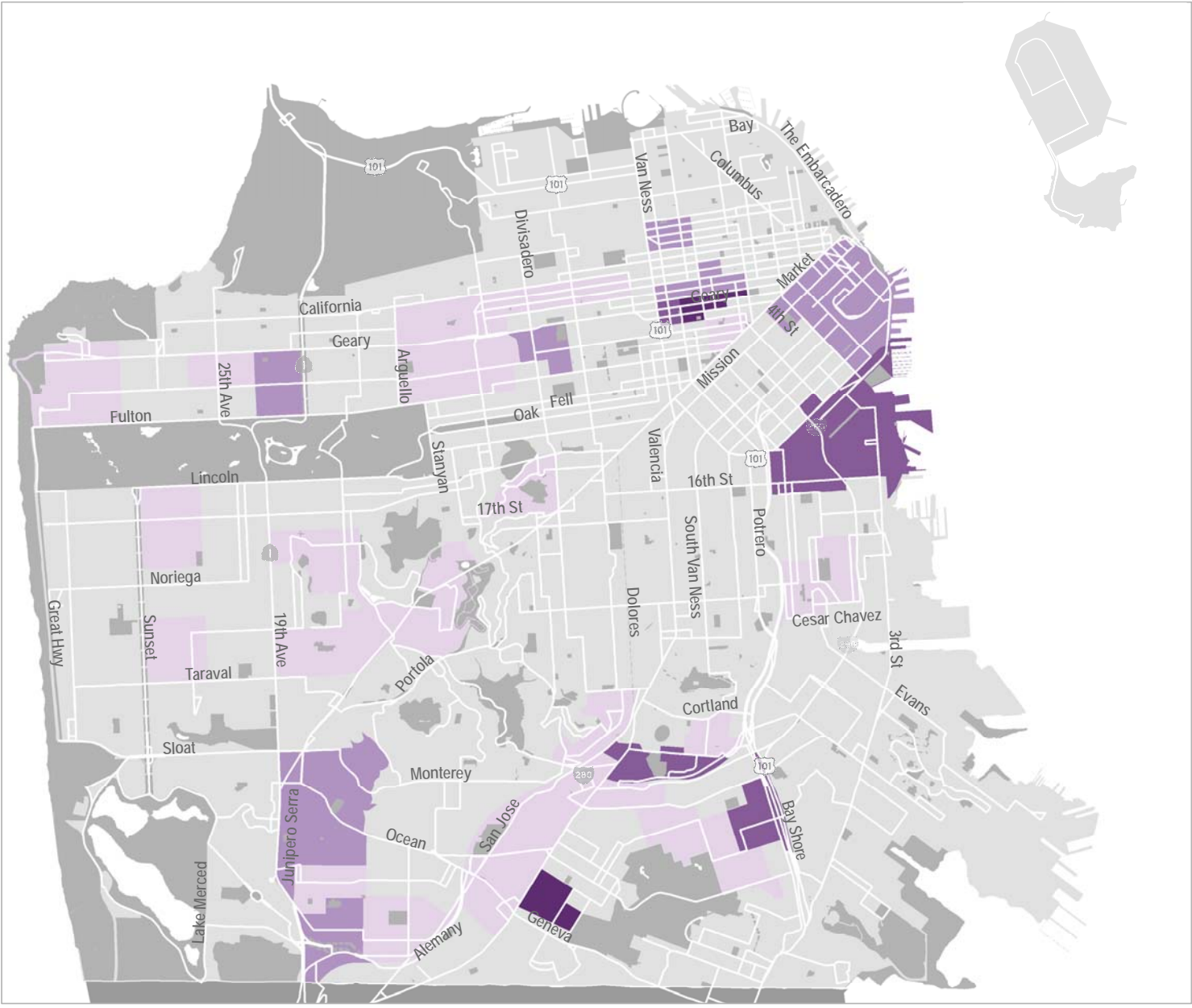
### Legend

-  Muni Lines in white
-  Parks and Recreation Areas
- Percent LEP Thai**
- 
- 0.1 - 1.6
- 1.7 - 3.7
- 3.8 - 5.6
- 5.7 - 11.6

Total Population of LEP Thai: 1,340

  0.95 miles  
Scale 1:50,000

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# French Speaking LEP Population

LEP refers to individuals with Limited-English proficiency. The composition of LEP communities is illustrated by census tract using U.S. Census Bureau American Community Survey 5-year estimates (2010-2014).

## Legend

Muni Lines in white

 Parks and Recreation Areas

## Percent LEP French



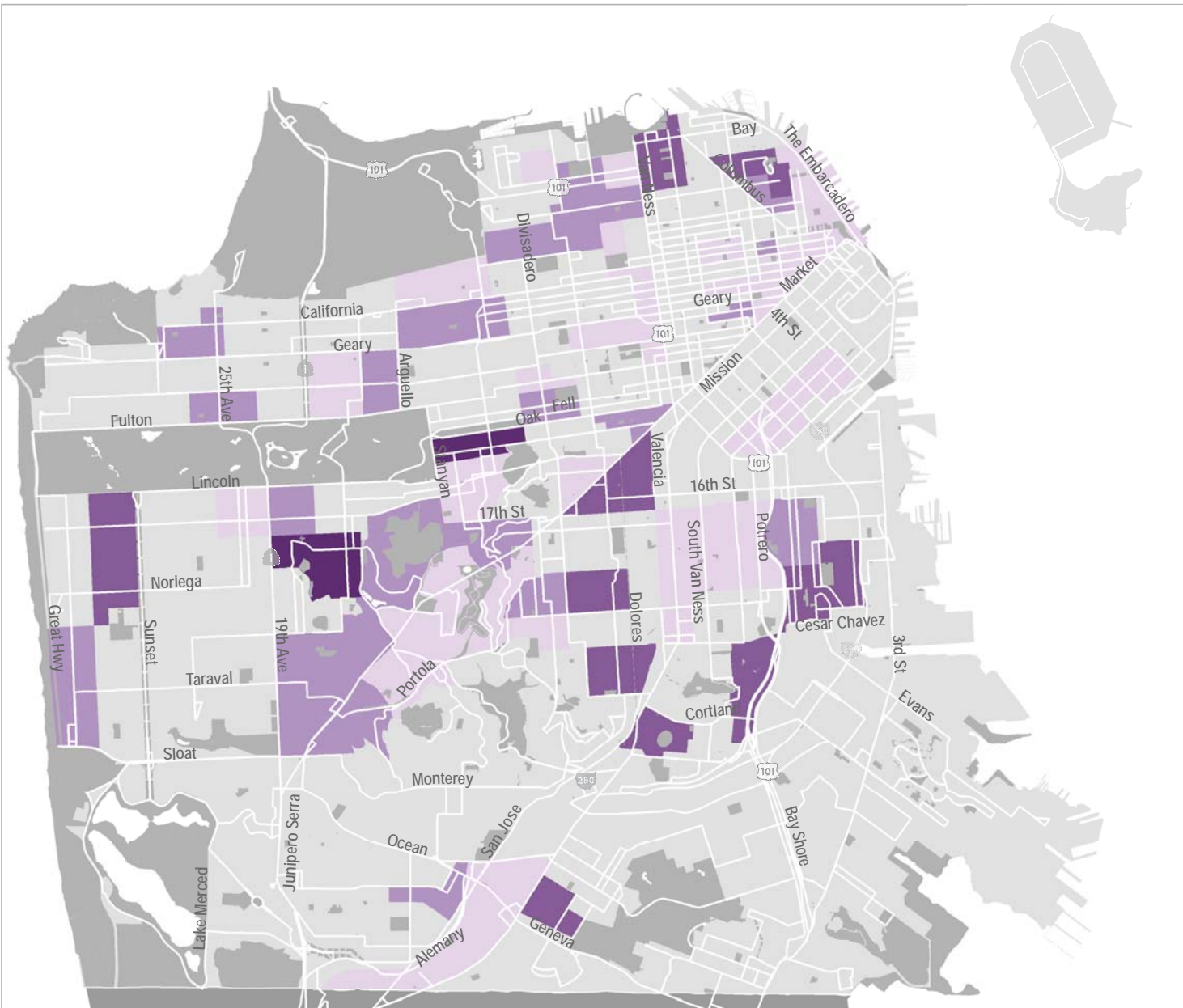
0.4 - 1.1  
1.2 - 1.9  
2.0 - 4.0  
4.1 - 6.3

Total Population of LEP French: 1,234



Scale 1:50,000

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# Arabic Speaking LEP Population

LEP refers to individuals with Limited-English proficiency. The composition of LEP communities is illustrated by census tract using U.S. Census Bureau American Community Survey 5-year estimates (2010-2014).

## Legend

Muni Lines in white

 Parks and Recreation Areas

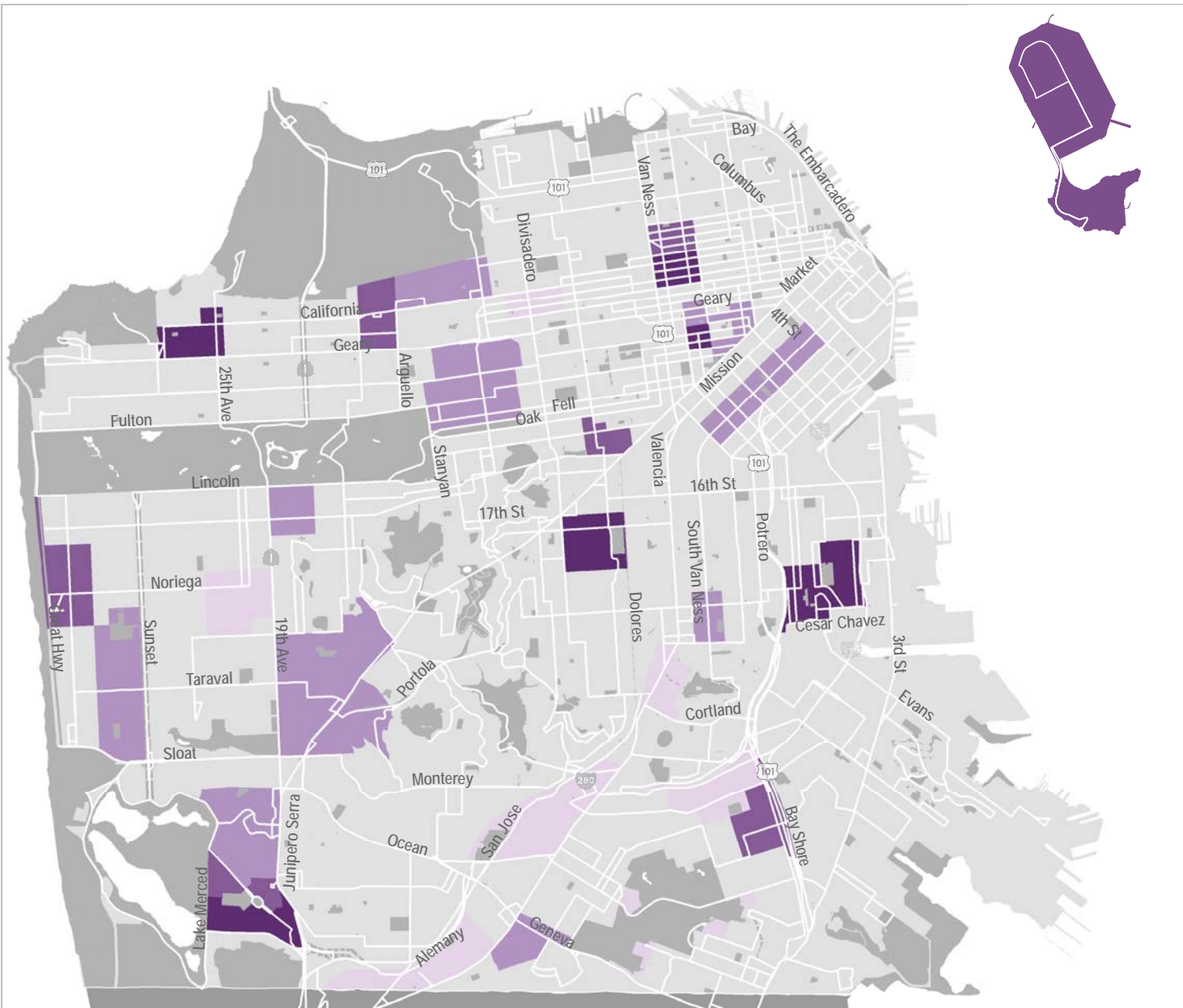
## Percent LEP Arabic



Total Population of LEP Arabic: 1,143



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# Appendix E: Customer Survey Results





# 2016 Muni Customer Outreach Survey

Thank you for taking the time to complete this survey. Your input will help the San Francisco Municipal Transportation Agency (SFMTA), which operates the SF Municipal Railway (Muni), assess the needs of Muni customers, including those individuals who are limited English proficient, defined as a limited ability to read, write, speak, or understand English. Our goal is to help improve access to SFMTA's/Muni's services and programs.

For each question in the survey, please check the box the corresponds with your answer to that question. Unless otherwise noted, please check only one box per question.

A. Focus Group Session \_\_\_\_\_

**LANGUAGE NEEDS**

*The following questions will help us assess language needs of limited English proficient (LEP) Muni customers, who have a limited ability to read, write, speak, or understand English.*

1. What is your native language?

n=325

Spanish	14%
Chinese - Cantonese	26%
Chinese- Mandarin	9%
Russian	6%
Tagalog	10%
Vietnamese	5%
Arabic	5%
French	6%
Korean	10%
Thai	5%
Japanese	6%
English	6%
Other	1%

2. Please identify how well you speak English.

n=311  
 Very well ----- 13%  
 Well ----- 34%  
 Not well----- 41%  
 Not at all----- 13%

3. How important is it to you to get the following information in your native language? **(Please rank each on a scale of 1 to 5, where 1 is *Least Important* and 5 is *Most Important*.)**

	<u>LEAST</u> <u>IMPORTANT</u>				<u>MOST</u> <u>IMPORTANT</u>
a. Routes (n=295)-----	5%	6%	10%	16%	63%
b. Schedules (n=283)-----	6%	4%	7%	13%	71%
c. Fare information and/or ticket vending machines (n=267)-----	7%	8%	12%	18%	54%
d. Fare changes (n=275)-----	7%	6%	13%	17%	56%
e. Service changes/detours (n=274)-----	6%	3%	11%	17%	63%
f. Ridership Guide (n=277)-----	5%	6%	15%	18%	56%
g. Safety and security information (n=269)-----	5%	4%	10%	18%	62%
h. Notice of available language assistance (verbal, written) (n=274)-----	8%	4%	11%	19%	58%
i. How to file a complaint/commendations (n=276)-----	5%	7%	16%	21%	51%
j. ADA/Accessibility for the disabled (n=262)-----	9%	5%	18%	15%	53%
k. Bus conditions (broken equipment, cleanliness, etc.) (n=268)-----	7%	7%	18%	15%	54%
l. Meeting notices (n=268)-----	10%	7%	18%	16%	49%

4. Which of Muni’s language assistance tools in your native language are you familiar with? **(Check all that apply)**

n=279  
 Muni’s website information in my language, sfmta.com----- 52%  
 San Francisco 311 Telephone Customer Service Center  
 (including Language Line access to over 100 languages)----- 47%  
 Signage/flyers in vehicles, stations and bus shelters ----- 52%  
 Ads or notices in ethnic media  
 (including newspapers such as El Mensajero and Sing Tao) ----- 42%  
 Ads or notices on ethnic radio and television  
 (KTSF Channel 26, 1400 AM, others)----- 40%  
 Meeting and Information Notices via U.S. Mail----- 25%  
 Meeting and Information Notices via email blasts ----- 20%  
 Interpretation assistance at community meetings ----- 34%  
 Interpretation assistance at SFMTA Board Meetings (by request) ----- 24%  
 511.org ----- 19%  
 Transit operators who speak my language----- 49%

5. How important is it to receive information in your native language by the following methods?

**LEAST  
IMPORTANT**

**MOST  
IMPORTANT**

a.	Muni website (sfmta.com, muniforward.com, etc.) (n=234)	-----14%	----- 9%	----- 16%	----- 16%	---- 46%
b.	311/Language Line (n=233)	-----10%	----- 7%	----- 15%	----- 15%	---- 53%
c.	Muni’s Customer Service Center on South Van Ness (n=243)	-----10%	-----10%	----- 13%	----- 18%	---- 49%
d.	Signs in vehicles, stations, or bus shelters (n=247)	----- 6%	----- 6%	-----10%	-----22%	---- 56%
e.	Maps in vehicles, stations, or bus shelters (n=107)	-----10%	----- 5%	-----16%	-----17%	---- 52%
f.	Newspaper ads (n=238)	----- 8%	-----11%	-----11%	-----16%	---- 54%
g.	Radio or television ads (n=237)	----- 9%	-----11%	-----15%	-----16%	---- 50%
h.	Meeting notices (n=230)	-----11%	-----11%	-----16%	-----18%	---- 44%
i.	Mailers (n=224)	-----15%	-----14%	-----16%	-----15%	---- 40%
j.	Email communications (n=218)	-----18%	-----13%	-----21%	-----16%	---- 32%
k.	Social media posts e.g. Twitter or Facebook (n=221)	-----22%	-----14%	-----15%	-----15%	---- 34%
l.	Text message updates (n=215)	-----20%	-----13%	-----17%	-----14%	---- 36%
m.	Friends and family members (n=233)	----- 9%	----- 9%	-----19%	-----17%	---- 46%
n.	Community or faith-based organizations (n=221)	-----11%	----- 9%	-----19%	-----13%	---- 48%
o.	Brochures (n=224)	----- 7%	-----11%	-----21%	-----16%	---- 46%
p.	SFMTA Board of Directors Meetings (n=219)	-----17%	-----15%	-----26%	-----14%	---- 28%
q.	Ambassadors doing street-level outreach (n=228)	-----15%	-----10%	-----25%	-----8%	---- 41%

6. How challenging are language barriers for you when using Muni?

n=296	
Very challenging	----- 36%
Somewhat challenging	----- 32%
Not too challenging	----- 21%
Not at all challenging	----- 11%

7. How well do you think the SFMTA is currently doing at communicating with customers who are limited English proficient to ensure they have easy access to its services and are able to navigate its system?

n=298	
Excellent	----- 17%
Good	----- 36%
Fair	----- 33%
Poor	----- 14%

## QUESTIONS ABOUT TRANSIT USE

*The next few questions will help us better understand how you use Muni.*

8. How often do you use Muni?

n=304	
5 days per week or more -----	58%
3 to 4 days per week -----	21%
1 to days per week -----	12%
Less than 3 times a month-----	8%
Never -----	1%

9. Which Muni services do you use most? (**Check all that apply**)

n=301	
Muni Metro/Train (J, K, L, M, N, T) -----	53%
Bus -----	79%
Bus (Express or Rapid)-----	40%
Historic Street Cars (F-Line) -----	10%
Cable cars -----	7%
Paratransit -----	6%

10. When you use Muni, what do you use it for? (**Check all that apply**)

n=298	
Shopping -----	70%
Going to work -----	34%
Going to school-----	29%
Doctor visits -----	69%
Visiting friends/family-----	61%
Attending religious/spiritual functions -----	39%
Attending recreational or sporting events-----	40%
Other -----	33%

11. What time of day do you use Muni? (**Check all that apply**)

n=296	
AM Peak (6:00 AM – 9:00 AM)-----	51%
Midday (9:00 AM – 2:00 PM) -----	64%
School (2:00 PM – 4:00 PM)-----	33%
PM Peak (4:00 PM – 7:00 PM)-----	50%
Evening (7:00 PM – 10:00 PM) -----	23%
Night (10:00 PM – 1:00 AM)-----	5%
Owl (1:00 AM – 6:00 AM)-----	3%

12. On any given day, if you do not use Muni, please tell us why. **(Check all that apply)**

n=262

Does not go where I need to go -----	35%
Prefer to drive myself-----	13%
Carpool -----	14%
Prefer to walk -----	38%
Use taxis-----	14%
Costs too much -----	9%
Takes too much time-----	21%
Do not know how to buy a ticket-----	5%
Do not know how to get where I need to go-----	13%
Information in English is hard to understand-----	18%
Not reliable (Timeliness, route changes, etc.)-----	21%

13. How satisfied are you with Muni's current service?

n=297

Very satisfied -----	31%
Somewhat satisfied -----	52%
Somewhat dissatisfied-----	13%
Very dissatisfied-----	2%
Don't know -----	2%

**PUBLIC INVOLVEMENT WITH SFMTA/MUNI**

*The next questions will help us understand the best ways to get your feedback.*

14. How do you get information about SFMTA/Muni services? (Check all that apply)

n=287

Muni website (sfmta.com, muniforward.com, etc.)	34%
San Francisco's 311 Telephone Customer Service Center	28%
Muni's Customer Service Center on South Van Ness	18%
Signs in vehicles, stations, or bus shelters	50%
Maps in vehicles, stations, or bus shelters	40%
Friends and family members	43%
Community or faith-based organizations	24%
Mailers	13%
Newspaper ads	21%
Radio or television ads	23%
Meeting notices	9%
Email communications	6%
Social media posts e.g. Facebook or Twitter	7%
Text message updates	6%
Brochures	14%
SFMTA Board of Directors Meetings	5%
Ambassadors doing street-level outreach	10%
Muni meetings in my community	17%

15. What is the easiest way for you to provide feedback to SFMTA/Muni?

n=267

On the Muni website (sfmta.com, muniforward.com, etc.)	34%
Calling San Francisco's 311 Telephone Customer Service Center	39%
Visiting Muni's Customer Service Center on South Van Ness	19%
Through your community or faith-based organizations	25%
Contacting your District Supervisor	7%
Muni meeting in my community	30%

**PUBLIC MEETINGS HOSTED BY SFMTA/MUNI**

*The next questions will help us understand your preferences for public meetings.*

16. Where do you get information about SFMTA/Muni meetings? (Check all that apply)

n=277

Muni website (sfmta.com, muniforward.com, etc.)	25%
San Francisco’s 311 Telephone Customer Service Center	16%
Muni’s Customer Service Center on South Van Ness	16%
Signs in vehicles, stations, or bus shelters	36%
Friends and family members	37%
Community or faith-based organizations	22%
Mailers	10%
Newspaper ads	20%
Radio or television ads	18%
Meeting notices	9%
Email communications	3%
Social media posts	7%
Text-based updates	7%
Brochures	14%
SFMTA/Muni Board of Directors Meetings	2%
Ambassadors doing street-level outreach	7%
None of the above – I don’t get information about SFMTA/Muni meetings	12%

17. If you are attending an in-person meeting, how do you prefer to share comments about the information you receive?

n=234

Submitting a written comment during the meeting	32%
Speaking publicly during the meeting	50%
Submitting comment through another person or organization	24%
Submitting a written comment after the meeting via email, Muni’s website, project phone number, etc.	27%



18. What are the three things that would most encourage you to attend a SFMTA/Muni meeting?

n=251

Meeting location close to transit-----	53%
Adequate parking-----	16%
Childcare-----	15%
Food-----	25%
Financial incentive/stipend-----	27%
Convenient time of day-----	42%
Convenient day of week-----	30%
Advance notice-----	37%
Language assistance (e.g. interpreters, translated materials)-----	45%
Accommodations for people with disabilities-----	17%

**PERSONAL CHARACTERISTIC QUESTIONS (OPTIONAL)**

*The following questions are optional to assist us in assessing the needs of Muni customers.*

19. What is your gender?

n=285

Male-----	36%
Female-----	64%
Other-----	0%

20. How old are you?

n=285

18-24 years old-----	3%
25-29 years old-----	6%
30-34 years old-----	5%
35-39 years old-----	6%
40-44 years old-----	7%
45-49 years old-----	2%
50-54 years old-----	4%
55-59 years old-----	2%
60-64 years old-----	6%
65-74 years old-----	21%
75 years old or older-----	31%
Prefer not to say-----	5%

**THANK YOU!**

*In case we have follow up questions, please provide your name, email address and phone number. This is optional, but also necessary to be included in the drawing for the \$50 Clipper Card.*

21. Name: \_\_\_\_\_

22. Email Address: \_\_\_\_\_

23. Phone number: \_\_\_\_\_

*Once again, thank you for your participation!*



# 2016 Survey on Contact with Limited-English Speaking Customers

Thank you for completing this brief survey. Your input will help us assess and better address the needs of our customers who have limited-English proficiency (LEP), which is defined as individuals who do not speak English as their primary language and have a limited ability to read, speak, write or understand English. Federal, state and local laws require that we track this information and work to ensure all customers have equal access to our services and programs.

Additionally, by taking this survey you will be eligible to win one of several \$50 VISA gift cards in a drawing SFMTA is conducting among survey participants.

1. How often do you typically interact with transit customers seeking assistance who are unable to communicate well in English? **(Please check one)**

N=416	<input type="checkbox"/> Many times a day ----- 21% <input type="checkbox"/> A few times a day----- 13% <input type="checkbox"/> Many times a week -----5% <input type="checkbox"/> A few times a month ----- 39% <input type="checkbox"/> Less than once a month ----- 17% <input type="checkbox"/> Rarely or never-----5%
-------	--

2. What services or information are those LEP customers typically seeking? **(Please check all that apply)**

N=411	<input type="checkbox"/> Routes ----- 77% <input type="checkbox"/> Schedules ----- 41% <input type="checkbox"/> Fares and Fare Media (Clipper, Lifeline, etc.)----- 39% <input type="checkbox"/> Citations/Parking Permits----- 16% <input type="checkbox"/> Complaints/commendations ----- 20% <input type="checkbox"/> Crime/security -----8% <input type="checkbox"/> ADA/accessibility for the disabled ----- 10% <input type="checkbox"/> Bus conditions (broken equipment, cleanliness, etc.) 8% <input type="checkbox"/> Public information (hearings, board meetings, etc.) 13% <input type="checkbox"/> Service changes/detours ----- 24% <input type="checkbox"/> Other ( <b>Specify</b> _____)-----9%
-------	--

3. In a typical week, which of these languages do you recognize as being used by LEP transit customers you interact with? **(Please check all that apply)**

N=413

<input type="checkbox"/>	Chinese-----	91%
<input type="checkbox"/>	Spanish-----	75%
<input type="checkbox"/>	Tagalog (Filipino) -----	20%
<input type="checkbox"/>	Russian-----	25%
<input type="checkbox"/>	Vietnamese -----	22%
<input type="checkbox"/>	Korean -----	12%
<input type="checkbox"/>	Japanese -----	19%
<input type="checkbox"/>	Thai-----	6%
<input type="checkbox"/>	Arabic -----	9%
<input type="checkbox"/>	French-----	17%
<input type="checkbox"/>	I do not recognize any non-English languages-----	3%
<input type="checkbox"/>	Other ( <b>Specify</b> _____)	4%

4. Which three languages are most of your LEP transit customers speaking? **(Please check up to three)**

N=411

<input type="checkbox"/>	Chinese-----	96%
<input type="checkbox"/>	Spanish-----	84%
<input type="checkbox"/>	Tagalog (Filipino) -----	23%
<input type="checkbox"/>	Russian-----	23%
<input type="checkbox"/>	Vietnamese -----	21%
<input type="checkbox"/>	Korean -----	5%
<input type="checkbox"/>	Japanese -----	9%
<input type="checkbox"/>	Thai-----	2%
<input type="checkbox"/>	Arabic -----	4%
<input type="checkbox"/>	French-----	9%
<input type="checkbox"/>	I do not recognize any non-English languages-----	3%
<input type="checkbox"/>	Other ( <b>Specify</b> _____)	2%

5. If you interact with a transit customer and do not speak their language, do you typically: **(Please check all that apply)**

N=412

<input type="checkbox"/>	Refer them to 311 -----	35%
<input type="checkbox"/>	Ask another customer who speaks their language to help -----	59%
<input type="checkbox"/>	Ask another employee who speaks their language to help-----	30%
<input type="checkbox"/>	Figure out some way to communicate even with the language barrier----	49%
<input type="checkbox"/>	Not Applicable-----	1%
<input type="checkbox"/>	Other ( <b>Specify</b> _____)	9%

6. What is your position?

Citations-----	2%
Communications-----	3%
Dispatcher-----	3%
Front Desk Staff-----	3%
Hearing Division-----	2%
MTAP-----	5%
Paratransit Office-----	1%
Revenue-----	1%
Station Agent-----	3%
Transit Fare Inspector-----	6%
Transit Operator-----	69%
N/A-----	2%

7. What is your division/group?

BT-----	0%
Citation-----	0%
Citations and Permits/Front Desk Rotation Staff-----	0%
Citations and Residential Parking Permits-----	0%
Communications-----	2%
Crossing guard - Sustainability/Front Desk Rotation Staff-----	0%
Day Unit - Processing and Corrections-----	0%
Department of Parking and Traffic-----	0%
DET-----	0%
DPT Communications-----	1%
Enforcement-----	0%
Finance/Front Desk Rotation Staff-----	0%
FIT-----	0%
FIT/Citations-----	0%
FIT/Citations and Parking Permits-----	0%
FIT/Front Desk Rotation Staff-----	1%
FIT/Revenue-----	0%
Flynn-----	19%
Flynn / Islais Creek-----	0%
Flynn / Operations-----	0%
Green-----	5%
Hearing division-----	2%
Kirkland-----	12%
Metro-----	0%
MME F Line-----	0%
MRO-----	0%
MTAB/Front Desk Rotation Staff-----	0%
MTAP - Security and Enforcement-----	0%
MTAP - Sustainable Streets Security and Enforcement-----	4%
Muni Community Service/Communication-----	0%
Operations-----	0%
Outreach/communications-----	0%
Paratransit-----	1%
Parking and Traffic Enforcement-----	0%

Pop	3%
POP Security	0%
POT	0%
Potrero	8%
Presidio Division	9%
Proof of payment	1%
Revenue - FIT/Citations and Parking Permits	0%
Revenue - Processing and Corrections	1%
Security	0%
SF paratransit brokers office	0%
sfmta	0%
SFMTA Citations Processing - Phone Unit	0%
SSD/Front Desk Rotation Staff	0%
Station Operations	2%
Station Operations – SFMTA	0%
Station Operators	0%
Sustainable Streets/Front Desk Rotation Staff	0%
Sustainable/pop	0%
System Safety/Front Desk Rotation Staff	0%
Taxis and Accessible Services/Front Desk Rotation Staff	0%
TFI - POP	1%
TFI - Safety	0%
TFI - Security	0%
TFI - Transit Fare Inspector	0%
Woods	11%
Woods 9163	0%
Woods Division	0%
N/A	5%

8. From you point of view, what can SFMTA do to provide better service to limited English proficient transit customers?

Translation services	13%
Multilingual staffers	14%
Find other ways to communicate	1%
Multilingual outreach materials	22%
Language Classes	7%
Media	3%
Incentives for multilingual staff	1%
Doing a good job/Positive mentions	1%
No Answer	42%

9. In case we have follow up questions, please provide your name, email address and phone number. This is optional, but also necessary to be included in the drawing for the \$50 VISA gift card.

**Name:** \_\_\_\_\_

**Email Address:** \_\_\_\_\_

**Phone number:** \_\_\_\_\_

Thank you for your participation!



APPENDIX G: SFMTA BOARD OF DIRECTORS RESOLUTION FOR TITLE VI PROGRAM APPROVAL

APPENDIX H: SFMTA CUSTOMER SURVEY

ABOUT YOU (CONTINUED)

16. How well do you speak English?

- Very well
- Well
- Not well
- Not at all

Language(s) spoken in the home:

- Mandarin
- Cantonese
- Spanish
- Other (specify) \_\_\_\_\_

17. Do you own a smartphone (e.g. iPhone, Android, etc.)?

- Yes
- No

18. Do you typically access the Internet . . . ?

- Daily
- Several times a week
- Less than once a week
- Never

19. Do you own or have access to a vehicle?

- No
- Yes →  Own  Shared (e.g. ZipCar)  Other \_\_\_\_\_

20. Home ZIP Code \_\_\_\_\_

Outside USA

COMMENTS

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Thank you for your responses! You can complete this survey by:

- Returning it to the surveyor on the bus;
- Using the QR Code on the front of this questionnaire (Use the Run ID on the front);
- Visiting [www.sfmta.com/munisurvey](http://www.sfmta.com/munisurvey) (use the Run ID on the front); OR
- Mailing it to SFMTA Survey, c/o Corey, Canapary & Galanis, 447 Sutter Street, Penthouse North, San Francisco, CA 94108.

# Muni Customer Survey 2013



Muni would like your input. Please take a few moments to complete this survey. Thank you!

ABOUT THIS TRIP ON MUNI

Please provide as much information as possible. It will be used to improve access to Muni.

1. Starting Point. Where did you BEGIN this trip?

*(such as home or work – before arriving at stop/station)*

a. Address or Nearest Intersection \_\_\_\_\_

b. City:  San Francisco  Other (specify) \_\_\_\_\_

c. Place Name or Landmark \_\_\_\_\_  
*(e.g. "AT&T Park," "Cliff House," "home," or "school")*

2. Destination. Where will you END this trip?

*(final destination – such as home or work)*

a. Address or Nearest Intersection \_\_\_\_\_

b. City:  San Francisco  Other (specify) \_\_\_\_\_

c. Place Name or Landmark \_\_\_\_\_  
*(e.g. "AT&T Park," "Cliff House," "home," or "school")*



[www.sfmta.com/munisurvey](http://www.sfmta.com/munisurvey)

Run ID: \_\_\_\_\_

**3. Getting to/from Muni.**

**3a. How did you get to this Muni vehicle?**

- Walked all the way
- Biked
- BART
- Caltrain
- Transferred from another Muni route
- Drove alone and parked
- Carooled (including dropped off)
- Other (specify) \_\_\_\_\_

**3b. How will you get to your final destination after you exit this vehicle?**

- Walk all the way
- Bike
- BART
- Caltrain
- Transfer to another Muni route
- Drive alone and park
- Carpool (including being picked up)
- Other (specify) \_\_\_\_\_

**4. Transfers.**

**4a. Did you transfer from a different Muni route to this one?**

- No
- Yes → Route transferred from \_\_\_\_\_

**4b. Will you transfer to another Muni route after getting off?**

- No
- Yes → Route will transfer to \_\_\_\_\_

**5. Payment. How did you pay your fare?**

- |   |   |
|---|---|
| <b>By Clipper®</b>                                | <b>By cash or paper</b>                                   |
| <input type="checkbox"/> Cash value on Clipper®   | <input type="checkbox"/> Cash                             |
| <input type="checkbox"/> Monthly Pass on Clipper® | <input type="checkbox"/> Paper transfer                   |
| <input type="checkbox"/> Other Clipper® _____     | <input type="checkbox"/> Single fare or round-trip ticket |
|   | <input type="checkbox"/> Passport or CityPASS             |
|   | <input type="checkbox"/> Other cash or paper _____        |

**6. Fare Category. What type of fare did you pay for this trip?**

- Adult
- Youth
- Senior
- Disabled/Medicare Card Holder (RTC)
- Other \_\_\_\_\_

**7. Trip Purpose. What is the primary purpose of your trip?**

- Commute to/from work
- Work-related event
- School
- Medical/Dental
- Shopping
- Social/recreation/entertainment
- Personal errands
- Escorting others (children, elderly)
- Other \_\_\_\_\_

**YOUR OPINION OF MUNI**

8. Please rate the following features of Muni services on a 5-point scale. (5=Excellent is the highest rating; 1=Poor is the lowest rating.)

	Excellent	←—————→			Poor
<b>a. Frequency of service</b>	5	4	3	2	1
<b>b. On-time performance</b>	5	4	3	2	1
<b>c. Total trip time</b>	5	4	3	2	1
<b>d. Overall Experience</b>	<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>

**ABOUT YOU**

**9. How long have you been using Muni?**

- 5 or more years
- 1 to 4 years
- Less than 1 year
- Visitor – first time user

**10. How often do you typically ride Muni?**

- 5+ days/week
- 3-4 days/week
- 1-2 days/week
- 1-3 times/month
- Less than once a month

**11. Gender**  Male  Female  Other \_\_\_\_\_

**12. Race/Ethnicity** (Check all that apply)

- African American
- Asian
- Hispanic/Latino
- White
- American Indian or Alaska Native
- Native Hawaiian or Pacific Islander
- Other \_\_\_\_\_

**13. Age**  Under 12  12 - 17  18 - 24  25 - 34  35 - 44  45 - 54  55 - 64  65 and older

**14. Annual Household Income**

- Under \$15,000
- \$15,000 - \$24,999
- \$25,000 - \$34,999
- \$35,000 - \$49,999
- \$50,000 - \$99,999
- \$100,000 - \$149,999
- \$150,000 - \$199,999
- \$200,000 and above

**15. How many people are in your household?**

- 1
- 2
- 3
- 4
- 5
- 6+

(for office use only) Route Code:  Time:  am / pm Interviewer:  Serial #:

Please take a few moments to help plan for your transit needs by filling out this survey.

All personal information will be kept strictly confidential and WILL NOT be shared or sold.

**What is your HOME ADDRESS:** (please be specific, ex: 123 W. Main St):

(If you are visiting the San Francisco/Oakland area, please list the address where you are staying)

Street Address

City

State

Zip Code

## COMING FROM?

### 1. What type of place are you

COMING FROM NOW?

(the starting place for your one-way trip)

- Your usual WORKPLACE
- Work related
- Your HOME → Go to Question #4
- Your hotel  Hotel Residence (Visitor Only)
- Social or recreational
- Shopping
- School (K-12) (student only)
- College or University (student only)
- Airport (airline passenger only)
- Medical / dental
- Dining / coffee
- Escorting others (children, elderly)
- Personal business
- Other: \_\_\_\_\_

### 2. What is the NAME of the place you are coming from now?

\_\_\_\_\_

### 3. What is the EXACT ADDRESS of this place? (OR Intersection if you do not know the exact address: )

\_\_\_\_\_

City: \_\_\_\_\_ State: \_\_\_\_\_ Zip: \_\_\_\_\_

### 4. How did you GET FROM the place in Question #1 TO THE VERY FIRST bus or train you used for this one-way trip?

- Walked **all the way**: how far did you walk? \_\_\_\_\_ blocks
- BIKE →  BIKE SHARE  Personal Bike
- Was dropped off using Uber, Lyft, or similar service (answer 4a)
- Taxi (answer 4a)
- Was dropped off by someone – not a service (answer 4a)
- Drove alone and parked (answer 4a)
- Drove or rode with others and parked (answer 4a)

**4a. Where did you get ON the first bus or train you used for this one-way trip** (Write the nearest intersection / park-and-ride lot / rail station below):

\_\_\_\_\_

### 5. Where did you get ON this bus/train?

Please provide the nearest intersection / station name / park-and-ride lot:

## GOING TO?

### 6. What type of place are you

GOING TO NOW?

(the ending place for your one-way trip)

- Your usual WORKPLACE
- Work related
- Your HOME → Go to Question #9
- Your hotel  Hotel Residence (Visitor Only)
- Social or recreational
- Shopping
- School (K-12) (student only)
- College or University (student only)
- Airport (airline passenger only)
- Medical / dental
- Dining / coffee
- Escorting others (children, elderly)
- Personal business
- Other: \_\_\_\_\_

### 7. What is the NAME of the place you are going to now?

\_\_\_\_\_

### 8. What is the EXACT ADDRESS of this place? (OR Intersection if you do not know the exact address: )

\_\_\_\_\_

City: \_\_\_\_\_ State: \_\_\_\_\_ Zip: \_\_\_\_\_

### 9. How will you GET TO your destination (listed in Question #6) after you get off the LAST bus or train you will use for this one-way trip?

- Walk **all the way**: how far did you walk? \_\_\_\_\_ blocks
- BIKE →  BIKE SHARE  Personal Bike
- Dropped off using Uber, Lyft, or similar service (answer 9a)
- Taxi (answer 9a)
- Dropped off by someone – not a service (answer 9a)
- Drive alone (answer 9a)
- Drive or ride with others (answer 9a)

**9a. Where will you get off the last bus or train you are using for this one-way trip** (Write the nearest intersection / park-and-ride lot / rail station below):

\_\_\_\_\_

### 10. Where will you get OFF this bus/train?

Please provide the nearest intersection / station name / park-and-ride lot:

### 11. INCLUDING THIS BUS/TRAIN, how many TOTAL BUSES/TRAINS will you use to make THIS ONE-WAY TRIP?

- One, only this bus/train  Two  Three  Four or more

11a. Please list the routes and/or rail stations in the exact order you use them for this one-way trip.

START →  →  →  →  →  →  → END

1st route #/rail station

2nd route/rail station

3rd route/rail station

4th route/rail station

5th route/rail station



## OTHER INFORMATION ABOUT THIS TRIP(S)

12. What time did you BOARD this bus/train? \_\_\_\_\_ : \_\_\_\_\_ am / pm (circle one)
13. How long did you wait before boarding THIS MUNI bus or train on this one-way trip?  
 05-14 minutes     15-24 minutes     25-34 minutes     35-44 minutes     45-54 minutes     55+ minutes
- 13a. ANSWER ONLY IF YOU TRANSFERRED FROM A MUNI BUS PRIOR TO BOARDING THIS BUS  
 How long did you wait before boarding the VERY FIRST MUNI bus or train on this one-way trip?  
 05-14 minutes     15-24 minutes     25-34 minutes     35-44 minutes     45-54 minutes     55+ minutes     did not transfer
14. Will you (or did you) make this same trip on exactly the same routes in the opposite direction today?  
 No     Yes - At what time did/will you leave for this trip in the opposite direction? \_\_\_\_\_:\_\_\_\_\_ am/pm (circle one)

## Other Information

15. How did you pay for this one-way trip?
- |   |  |   |
|---|--|---|
| <u>BY CLIPPER</u>                             | <u>BY CASH OR PAPER</u>                                | <u>BY CASH OR PAPER</u>                         |
| <input type="radio"/> Cash value on clipper   | <input type="radio"/> Cash                             | <input type="radio"/> Passport or CityPASS      |
| <input type="radio"/> Monthly pass on clipper | <input type="radio"/> Paper Transfer                   | <input type="radio"/> Other Cash or Paper _____ |
| <input type="radio"/> Other Clipper _____     | <input type="radio"/> Single fare or Round trip ticket |   |
16. What type of fare did you pay?  
 Adult     Senior     Low income (Lifeline)     Free Muni for people w/ Disabilities     Free Muni for Seniors  
 Youth     Disabled/Medicare Card Holder (RTC)     Free Muni for Youth

## ABOUT YOU AND YOUR HOUSEHOLD

17. How many working vehicles (auto or motorcycles) are available to your household? \_\_\_\_\_ vehicles  
 17a. [If #17 is more than NONE] Could you have used one of these vehicles for this trip?  Yes     No
18. Including YOU, how many people live in your household? \_\_\_\_\_ people
19. Including YOU, how many adults (age 16 and older) that are employed full or part time live in your household? \_\_\_\_\_ people
20. Are you a student? (check the one response that BEST describes you)  
 Not a student     Yes – Full Time college/university     Yes – K - 12<sup>th</sup> grade  
 Yes – Part Time college/university     Yes – vocational/technical/trade school     Yes – other
- 20a. [If #20 is Yes] Please specify your college/university/school name: \_\_\_\_\_
21. Are you a person with a disability?  Yes     No  
 21a. If #21 is Yes] Which of the following types of disabilities apply, if any?  
 Vision Impairment or Blindness     Hearing impairment     Mobility disability     declined  
 Intellectual/cognitive impairment     Psychiatric disability     Other \_\_\_\_\_
22. What year were you born? \_\_\_\_\_
23. Are you of Hispanic, Latino, or Spanish Origin?  Yes     No
24. Are you? (check all that apply)  
 American Indian / Alaska Nativ     Black/African American     Asian     Other Non White  
 Native Hawaiian / Pacific Islander     White     Other: \_\_\_\_\_
25. What is your gender?  Male     Female     Other: \_\_\_\_\_
26. Which of the following BEST describes your TOTAL ANNUAL HOUSEHOLD INCOME in 2015 before taxes?  
 Below \$10,000     \$40,000 - \$49,999     \$100,000 - \$149,999  
 \$10,000-\$24,999     \$50,000 - \$59,999     \$150,000 - \$199,999  
 \$25,000-\$34,999     \$60,000 - \$74,999     \$200,000 or more  
 \$35,000-\$39,999     \$75,000 - \$99,999     Not provided
27. Do you speak a language other than English at home?  No     Yes - Which language? \_\_\_\_\_  
 IF YES: How well do you speak English?  Very Well     Well     Less than well     Not at al

### WIN A PRIZE!!!!

People who submit an accurately completed survey will be entered in a random drawing for a chance to win a \$399 Visa gift card.

Name: \_\_\_\_\_

Phone Number: (\_\_\_\_\_) \_\_\_\_\_

E-mail address: \_\_\_\_\_

**THANKS FOR YOUR PARTICIPATION**

APPENDIX I: SFMTA BOARD OF DIRECTORS RESOLUTION ACCEPTING MAJOR SERVICE CHANGE,  
DISPROPORTIONATE BURDEN, AND DISPARATE IMPACT POLICIES



**MUNICIPAL TRANSPORTATION AGENCY  
City and County of San Francisco**

**DIVISION:** Transit Services

**BRIEF DESCRIPTION:**

Requesting that the SFMTA Board of Directors approve the recommended Major Service Change Definition and the Disparate Impact and Disproportionate Burden policies that are required to be adopted by the Agency pursuant to the FTA's updated Circular 4702.1B issued on October 1, 2012.

**SUMMARY:**

- Title VI of the Civil Rights Act of 1964 applies to programs and services receiving federal funding and prohibits discrimination based on race, color, or national origin from federally funded programs such as transit.
- In order to remain compliant with Title VI requirements and ensure continued federal funding, the SFMTA Board of Directors must approve a Major Service Change Definition and Disparate Impact and Disproportionate Burden policies in response to the FTA's updated Circular 4702.1B.
- To inform these policies, SFMTA staff held two public workshops, contacted over 30 community organizations, and met with the Agency's Citizen's Advisory Council, Muni Accessible Advisory Committee and the Policy and Governance Committee as part of the Agency's public engagement efforts.
- SFMTA recommends a policy that defines a Major Service Change as a change in transit service that would be for more than a 12-month period where certain criteria are met.
- The SFMTA's proposed Disparate Impact Policy determines the point when adverse effects of fare or service changes are borne disparately by minority populations.
- The SFMTA's proposed Disproportionate Burden Policy determines the point when adverse effects of fare or service changes are borne disproportionately by low-income populations.
- Since initially presenting this item to the SFMTA Board on July 16, staff has conducted follow up meetings with advocates to gather additional feedback.

**ENCLOSURES:**

1. MTAB Resolution
2. Stakeholder Outreach summary

**APPROVALS:**

**DATE**

DIRECTOR: \_\_\_\_\_

\_\_\_\_ August 12, 2013

SECRETARY: \_\_\_\_\_

\_\_\_\_ August 12, 2013

**ASSIGNED SFMTAB CALENDAR DATE:** August 20, 2013

**PURPOSE:**

Requesting that the SFMTA Board of Directors approve the recommended Major Service Change Definition and Disparate Impact and Disproportionate Burden policies that are required to be adopted by the agency pursuant to the FTA's updated Circular 4702.1B issued on October 1, 2012.

**GOAL:**

This program supports the following SFMTA Strategic Plan objectives:

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

Objective 2.1: Improve customer service and communications

Objective 2.2: Improve transit performance

Goal 4: Create a workplace that delivers outstanding service

Objective 4.4: Improve relationships and partnerships with our stakeholders

**DESCRIPTION:**

Title VI of the Civil Rights Act of 1964 addresses discrimination in almost all aspects of public services and programs administered or funded by the federal government in the United States.

Title VI states that "no person in the United States shall, on the ground 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."

SFMTA receives federal funds through the Federal Transit Administration (FTA) and is required to have in place a Title VI program that achieves the following objectives:

- Ensure that the level and quality of public transportation service is provided in a nondiscriminatory manner;
- Promote full and fair participation in public transportation decision-making without regard to race, color, or national origin;
- Ensure meaningful access to transit-related programs and activities by persons with limited English proficiency.

SFMTA has an ongoing Title VI Program that complies with FTA requirements and is updated every three years. The FTA conducted a compliance review of the SFMTA's Title VI program in June 2012 and found the program to be in compliance with these requirements, with no deficiencies.

As part of FTA's Title VI Program requirements, SFMTA must perform a service equity analysis when it proposes major service changes to determine if the changes will adversely affect minority and low-income populations. SFMTA must also perform a fare equity analysis when it proposes any fare changes, including increases or decreases in fares that will exceed six months. A fare equity analysis is an evaluation of a proposed fare change(s) to determine if it would adversely affect minority and low-income populations.

According to the 2010 U.S. Census, 58 percent of San Francisco residents are minority, making San Francisco a minority majority City. The minority population of each route is determined by evaluating the minority population as a percentage of the total population based on block groups that are all or partially contained within a quarter mile of each bus and surface rail stop along a route; a catchment area of a half mile is used for the downtown rail stations. Routes are considered to be minority routes if they exceed the citywide average.

For the purposes of Title VI, staff recommends defining low-income population as households at or below 200 percent of the federal poverty level, which is consistent with SFMTA's lifeline pass criteria. Based on this definition, 31 percent of San Francisco households are low-income according to the 2010 U.S. Census. The low-income population of each route is determined by evaluating the low-income households as a percentage of the total households based on census tracts that are all or partially within a quarter mile of each bus and surface rail stop along a route; a catchment area of a half mile is used for the downtown rail stations. Routes exceeding the citywide average are considered low-income routes.<sup>1</sup>

If the service or fare equity analysis identifies a potential disparate impact on minority populations or customers, SFMTA is required to consider alternative proposals to avoid, minimize, or mitigate the disparate impact. The service or fare changes can only be implemented if (1) a substantial legitimate justification for the service or fare change exists, (2) there are no comparably effective alternative practices that would result in a less disparate impact on minority populations, and (3) the justification for the service change is not a pretext for discrimination.

Moreover, if the service or fare equity analysis identifies a disproportionate burden on low-income populations, the service or fare changes may only be carried out if further mitigation measures or alternatives that would reduce the disproportionately high and adverse effects on low-income populations or customers are not practicable. In determining whether a mitigation measure or an alternative is "practicable," the social, economic and environmental effects of avoiding or mitigating the adverse effects on low-income populations will be taken into account. The SFMTA must also describe the alternatives available to low-income populations affected by the service or fare changes.

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

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<sup>1</sup> SFMTA is in the process of evaluating data from a recent on-board survey which focused on capturing route specific demographic information about our customers. This analysis will supplement the Census information for service and fare equity analyses conducted after October 2013.

minority and/or low-income populations and when alternatives need to be considered or impacts mitigated.

**Recommended 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 consist of any of the following criteria:

- 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.

**Recommended Disparate Impact and Disproportionate Burden Policies:** As noted in FTA Circular 4702.1B, and in the context of conducting equity analyses for proposed fare and service changes, a “disparate impact” refers to a facially neutral policy or practice that disproportionately affects members of a group identified by race, color, or national origin. If the service or fare equity analysis identifies a potential disparate impact on minority populations or customers, SFMTA is required to consider alternative proposals to avoid, minimize, or mitigate the disparate impact.

A “disproportionate burden” refers to a neutral policy or practice that disproportionately affects low-income populations. If the service or fare equity analysis identifies a disproportionate burden on low-income populations, the service or fare changes may only be implemented if further mitigation measures or alternatives that would reduce the disproportionately high and adverse effects on low-income populations or customers are not practicable.

In response to Circular 4702.1B, SFMTA has developed the following recommended Disparate Impact and Disproportionate Burden Policies:

- 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 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.

After reviewing demographic data, characteristics of system ridership and conducting peer reviews/comparisons, SFMTA determined that a threshold of eight percent was the appropriate proposed threshold for both the Disparate Impact Policy and the Disproportionate Burden Policy. This means that based on the fact that 58 percent of the City’s population is minority, a disparate impact would be found if a proposed service reduction or fare increase impacted populations that were more than 66 percent minority (i.e., 58% plus 8%). Similarly, if a service reduction or fare increase impacted a population that was made up of households that were more than 39 percent low-income (i.e., 31% plus 8%), the change would create a disproportionate burden.

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. As such, a service increase or fare reduction that benefited populations that were less than 50 percent minority would also be considered a disproportionate burden and a similar change that benefited populations that were less than 23 percent low-income would be considered a disproportionate burden.

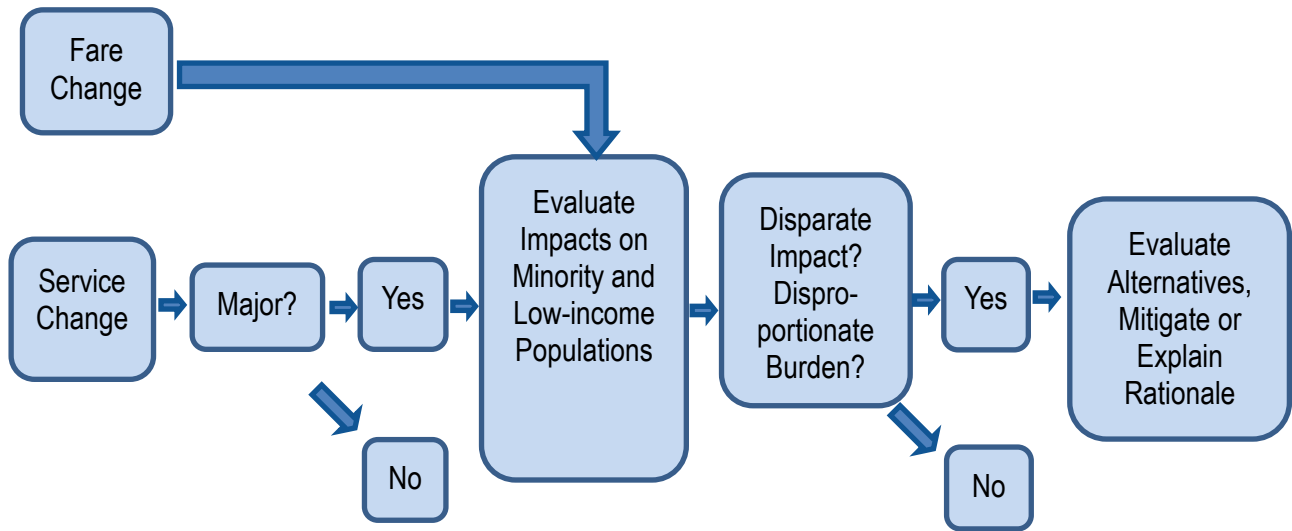
A package of major service changes across multiple routes would be evaluated cumulatively. For example, if routes A and B were both being reduced by 25 percent, the percentage of the minority population affected would be calculated based on the combined demographics of both routes.

Similarly, fare changes approved at the same time will be evaluated cumulatively. For example, if the SFMTA Board were to consider increases to the cash fare and youth pass for the FY15/16 and FY 16/17 budget, the impacted populations affected by the change would be evaluated cumulatively. Thus, if 250,000 riders use cash to pay fares, and 160,000 of them are minorities, and if 80,000 riders use the youth pass and 60,000 of them are minorities, the total population affected by the fare change would be 330,000 (250,000+80,000), of which 220,000 (160,000+60,000), or 66.7%, would be minority.<sup>2</sup>

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<sup>2</sup> The data presented in this example is illustrative and not based on Muni ridership.

The diagram below illustrates the Title VI process to evaluate effects of fare and service changes on minority and low income populations.



### Stakeholder Outreach and Engagement

As part of the SFMTA’s process to develop the proposed policies, SFMTA conducted a multilingual stakeholder outreach campaign to receive input on the proposed policies and engage the public in the decision making process for adoption of these policies by the SFMTA Board. This effort included presentations to the SFMTA Citizens Advisory Council (CAC) and Muni Accessible Advisory Committee (MAAC), as well as two public workshops. The workshops were promoted through email, telephone calls to community groups and in nine languages on the SFMTA website. Outreach was also targeted to approximately 30 Community Based Organizations and transportation advocates with broad representation among low-income and minority communities. Staff also offered to meet with some community groups if they were unable to attend the public workshops.

These workshops and presentations were held at the following dates and times:

#### Public Workshops

- Saturday, June 22 from 10:30 AM to 12:00 PM at 1 South Van Ness Avenue
- Tuesday, June 25 from 6:30 PM to 8:00 PM at 1 South Van Ness Avenue

#### Presentations

- Citizen’s Advisory Council, Thursday, June 6 and Thursday, July 11
- Muni Accessible Advisory Committee, Thursday, June 20
- Policy and Governance Committee, Friday, June 21

In addition staff presented the Title VI recommendations at the SFMTA Board of Directors meeting on Tuesday, July 16. At that meeting the Board continued the item, in part to allow staff time to meet with stakeholders who had submitted written comments.

Public comments ranged from specific input on the proposed Major Service Definition and policy thresholds to related concerns about past service reductions and recent fare increases. A summary of public input is attached.

The proposed Major Service Change Definition was changed based on public input received. The SFMTA received comments requesting that system-wide and route specific changes be evaluated over a period of time, to prevent a scenario where small percentage changes added up over several years. In response to this change, staff expanded the definition of system-wide changes to include all changes made over a two-year period. However, staff does not recommend evaluating individual route changes over a multi-year scenario.

In addition, SFMTA received comments questioning what routes have less than 25 one-way trips, especially related to community routes. Staff explained that few Muni routes have less than 25 one-way trips and that all community routes have more than 25 one-way trips on weekdays, Saturdays, and Sundays.

SFMTA also received comments recommending that the initial proposal to evaluate span of service changes over a four-hour period was too large. One participant recommended that span of service be evaluated as a percentage of total route hours and other comments recommended a span of service of two hours. Staff changed the proposal from four to three hours based on this feedback. Having a specific policy regarding the span of service changes is a best practice, which most agencies do not include.

Other comments recommended that additional process be added, such as a 30-day review period of service and fare equity analyses, and that service changes in effect for more than six months should require an equity analysis, instead of 12 months. Staff does not recommend either of these changes. The first would add to the already lengthy process of implementing fare and major service changes and the six month window would capture a lot more construction projects, rather than long-term changes to the system.

Written comments received from Chinatown Development Corporation (CCDC) focused on a range of topics, including considering the needs of seniors and people with disabilities, and also raised concerns about incorporating stop spacing. Staff strongly agrees that it is important to consider the needs of seniors and people with disabilities, especially related to stop spacing. And although Title VI is not the best vehicle for their consideration, they should be analyzed and discussed throughout the planning process. SFMTA addresses the needs of seniors and people with disabilities through our compliance with the Americans with Disabilities Act as well as through public outreach and dialogue with the SFMTA Board of Directors.

In general, SFMTA received fewer comments on the minority and low-income thresholds. One participant recommended reducing the low-income threshold to 4.5 percent because the distribution is smaller. SFMTA also received comments that recommended re-evaluating the thresholds every three years as part of the Title VI program update, which staff agrees is a sound practice.

PAGE 8.

**ALTERNATIVES CONSIDERED:**

None. Approval of these proposed policies is required by the FTA.

**FUNDING IMPACT:**

The proposed policies have no funding impact since these analyses are built into regular staff time. Service and fare equity analyses take approximately 50-100 hours of staff time, depending on the complexity of the changes, and are currently performed for major service changes and fare changes.

**OTHER APPROVALS RECEIVED OR STILL REQUIRED:**

None.

The City Attorney's Office has reviewed this report.

**RECOMMENDATION:**

Staff recommends that the SFMTA Board approve the proposed Major Service Change Definition and Disparate Impact and Disproportionate Burden policies that are required to be adopted by the Agency pursuant to the FTA's updated Circular 4702.1B issued on October 1, 2012.



SAN FRANCISCO  
MUNICIPAL TRANSPORTATION AGENCY  
BOARD OF DIRECTORS

RESOLUTION No. \_\_\_\_\_

WHEREAS, Title VI of the Civil Rights Act of 1964 addresses discrimination in almost all aspects of public services and programs administered or funded by the federal government in the United States, such as SFMTA's public transit service; and

WHEREAS, The SFMTA receives federal funds through the Federal Transit Administration (FTA) and is required to have in place a Title VI program that ensures that the level and quality of public transportation service is provided in a nondiscriminatory manner, promotes full and fair participation in public transportation decision-making without regard to race, color, or national origin, and ensures meaningful access to transit-related programs and activities by persons with limited English proficiency; and

WHEREAS, The FTA's updated Title VI Circular (FTA C 4702.1B), issued on October 1, 2012, requires that the governing board of a transit agency approve a Major Service Change Definition and Disparate Impact and Disproportionate Burden policies; and

WHEREAS, As part of FTA's Title VI Program requirements, SFMTA must perform a service equity analysis when a major service change is proposed or any fare change that will exceed six months to determine if the change will adversely affect minority and low-income populations; and

WHEREAS, Based on data from the 2010 U.S. Census, 58 percent of San Francisco residents are minority and 31 percent of San Francisco households are at or below 200 percent of the federal poverty level; and

WHEREAS, If the service or fare equity analysis identifies a potential disparate impact on minority populations or customers, SFMTA is required to consider alternative proposals to avoid, minimize, or mitigate the disparate impact and the service or fare changes can only be implemented if (1) a substantial legitimate justification for the service or fare change exists, (2) there are no comparably effective alternative practices that would result in a less disparate impact on minority populations, and (3) the justification for the service change is not a pretext for discrimination; and

WHEREAS, If a disproportionate burden is found, the service or fare change may only be carried out if further mitigation measures or alternatives that would reduce the disproportionately high and adverse effects on low-income populations are not practicable; and

WHEREAS, SFMTA has performed multilingual community and peer outreach during the development of these policies; and

WHEREAS, After reviewing demographic data, characteristics of system ridership and conducting peer reviews/comparisons, a threshold of eight percent was determined to be the appropriate proposed threshold for both the Disparate Impact Policy and Disproportionate Burden Policy; and

WHEREAS, SFMTA staff recommend the following Major Service Change Definition be adopted by the SFMTA Board of Directors:

Major Service Change - A change in transit service that would be in effect for more than a 12-month period and that would consist of any of the following criteria:

- A schedule change (or series of changes) resulting in a system-wide change in annual revenue hours of five percent or more implemented at one time or over a rolling 24 month period;
- A schedule change on a route with 25 or more one-way trips per day resulting in:
  - Adding or eliminating a route;
  - A change in annual revenue hours on the route of 25 percent or more;
  - A change in the daily span of service on the route of three hours or more; or
  - A change in route-miles of 25 percent or more, where the route moves more than a quarter mile.

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

- The implementation of a New Start, Small Start, or other new fixed guideway capital project, regardless of whether the proposed changes to existing service meet any of the criteria for a service change described above; and

WHEREAS, SFMTA staff recommends that the following Disparate Impact Policy be adopted by the SFMTA Board of Directors:

Disparate Impact 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; and

WHEREAS, SFMTA staff recommends that the following Disproportionate Burden Policy be adopted by the SFMTA Board of Directors:

Disproportionate Burden 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 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; now, therefore, be it;

RESOLVED, That the SFMTA Board of Directors approves the Major Service Change Definition and Disparate Impact and Disproportionate Burden policies that are required to be adopted pursuant to the FTA's updated Circular 4702.1B issued on October 1, 2012.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of August 20, 2013.

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Secretary to the Board of Directors  
San Francisco Municipal Transportation Agency

## **TITLE VI TRANSIT POLICIES STAKEHOLDER OUTREACH SUMMARY**

In October 2012, the Federal Transit Administration (FTA) issued a new circular that requires the SFMTA Board of Directors to adopt the following Title VI 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.

To meet these requirements, SFMTA developed a proposed a set of Title VI Transit Policies for public review. SFMTA conducted a multilingual stakeholder outreach campaign to receive input on the proposed policies, and to engage the public in the decision making process for adoption of these policies by the SFMTA Board of Directors. The multilingual public outreach efforts were designed to provide complete information, public notice, public access to key decisions, and to encourage and support public input through a variety of forums.

Public outreach included presentations to the SFMTA Citizens Advisory Council (CAC) and Muni Accessible Advisory Committee (MAAC), as well as two public workshops. The workshops were promoted through email, telephone calls to community groups and in nine languages on the SFMTA website. Outreach was also targeted to approximately 30 transportation advocates and Community Based Organizations with broad representation among low-income and minority communities and that reflect the City's diversity. Staff also offered to meet with and make presentations to some community groups if they were unable to attend the public workshops.

These workshops and presentations were held on the following dates:

### **Public Workshops**

- Saturday, June 22 from 10:30 AM to 12:00 PM at 1 South Van Ness Avenue
- Tuesday, June 25 from 6:30 PM to 8:00 PM at 1 South Van Ness Avenue

### **Presentations**

- Citizen's Advisory Council, Thursday, June 6 and Thursday, July 11
- Muni Accessible Advisory Committee, Thursday, June 20

- Policy and Governance Committee, Friday, June 21
- SFMTA Board of Directors, Tuesday, July 16

Outreach materials included a Power Point presentation that was provided at the Citizen's Advisory Council and Muni Accessible Advisory Committee meetings, and two public workshops; the presentation was also made available on-line. The Power Point outlined the Title VI policy requirements and evaluation process, presented the proposed draft policies, and provided examples of how the policies would be applied. In addition, multilingual comment cards and a multilingual Title VI Draft Transit Policies FAQ were provided at both public workshops.

A total of 17 people attended the workshops: 11 on Saturday morning and 6 on Tuesday evening. A summary of the public comments made at the June 6 CAC and June 20 MAAC meetings, and June 22 and 25 public workshops are presented in the following comment summary table. One set of written comments was received from a group of CBOs and is presented at the end of this document in its entirety.

Public comments ranged from specific input on the proposed Major Service Definition and Disparate Impact and Disproportionate Burden policy thresholds, to related concerns about past service reductions, recent fare increases, and accessibility issues. The definition of a major service change was modified based on the input received.

## TITLE VI DRAFT TRANSIT POLICIES COMMENT SUMMARY

*(SFMTA Staff Clarifications/Responses shown in italics with parenthesis)*

**Topic:** SFMTA considers a change in transit service to be a Major Service Change when it is in effect for more than a 12 month period and any of the following criteria are met.

### **Comments:**

- Consider changing the 12-month period to a 6-month period.
- Would stop consolidation be considered a major service change? *(Only if a continuous set of stops were removed equal to 25% of the route.)*
- Were service changes evaluate previously? *(We have always been required to conduct service equity analyses for major service changes, but the recent circular requires that definition to have Board and public input.)*
- How are current service levels evaluated? There were service changes on the 14 Mission and 5 Fulton; yet these lines are still very overcrowded. *(SFMTA monitors service on an ongoing basis. Factors such as crowding, service span, and on-time performance are reviewed to identify unfair patterns in current service delivery as part of our Title VI program update. If inequities are found, SFMTA is required to implement corrections.)*
- What are the differences between the Draft Major Service Change Policy and SFMTA's current evaluation criteria? *(Changes include: 1) Added 12-month time period; 2) Added New Starts, Small Starts and fixed guideway criteria 3) changed 1/3 of a mile to 25% or more of route miles); 4) Added introduction of a route, previously only elimination of a routes was used.)*

**Topic:** Schedule change resulting in the introduction or elimination of a route.

### **Comments:**

- Introduction or elimination of a route needs analysis regardless of number of trips.
- Does introduction of a route mean adding a route? "Adding" may be a better word choice.
- Except when the route is on a corridor, will adding or eliminating a route trigger a Major Service Change equity analysis no matter what? *(Only if it has more than 25 one-way trips per day.)*
- Would eliminating service on a peak-hour or express route be considered a Major Service Change? *(Yes, except for a few very small routes like the 88 that has fewer than 25 one-way trips.)*

**Topic:** Schedule change resulting in system wide change in annual revenue hours of five percent or more.

**Comments:**

- When looking at the 5 percent or more change in revenue hours, I'm wondering about little changes on routes and their cumulative effects.
- A system wide change of 5 percent or more seems okay.
- Schedule changes such as a 4 percent service reduction in January, and a 2.5 percent reduction in May of the same fiscal year would not meet the 5 percent criteria individually; however, cumulatively would these changes fit the Major Service Change definition?
- Clarify if individual changes (for example, a 3 percent change in February and a 3 percent change in June) in a year would aggregately trigger the percent criteria for a Major Service Change. *(It would depend on how the service change was approved for implementation. If there was a 6 percent change that the Board approved for implementation in two percent increments, this would fit the definition of a Major Service Change.)*
- Changes of plus or minus 5 percent over a 12-month period (not fiscal year) seems like a reasonable trigger for an equity analysis for cumulative changes, but not for individual service changes.
- In discussions with other transit agencies, there have been questions about whether a fiscal year or a one-year period is the best temporal measure for evaluating cumulative impacts of service changes. Not sure of the best approach, but some type of cumulative aggregation of changes should be considered. Is a 3-year period or some other period more appropriate?

**Topic:** Schedule change resulting in a change in annual revenue hours on route of 25 percent or more.

**Comments:**

- Change annual revenue hours of 25 percent or more to a lower number. *(25 percent is a standard FTA definition of Major Service Change and the only definition used by many transit agencies).*

**Topic:** Schedule change resulting in a change in daily span of service on the route of four hours or more.

**Comments:**

- Does span of service include weekend service, too? (yes)
- Why does SFMTA use combined 7-day week for service hours; this overshadows weekend ridership which is critical for some routes.
- Dislike the four hour or more criteria for a change in the daily span of service; perhaps change to percent of existing span of service so that changes to routes such as the Richmond Express would be included in evaluation.

**Topic:** Schedule change resulting in a change in route miles on a route of 25 percent or more where the route-miles move more than a quarter mile.

**Comments:**

- A change in route-miles on a route of 25 percent or more seems okay to trigger analysis, however, will wait to see the effects when the policy is implemented.
- Route changes consider a quarter-mile distance whereas ADA covers service within three-fourths of a mile.
- Not sure if the quarter-mile change on a route is appropriate; perhaps a one-eighth mile change would be better.

**Topic:** Schedule change on route defined as having at least 25 one-way trips.

**Comments:**

- Concerned that some routes that operate only in the peak hours, such as the 88 between Balboa Park BART and the Outer Mission, have less than 25 one-way trips and would never trigger an evaluation. (*Very few routes with less than 25 one-way trips; the smaller community routes such as the 56 and 35 have at least 25 one-way trips a day, the 88 does not.*)
- Take out the clause "at least 25 one-way trips per day" for route definition.



**Topic:** Schedule change on corridors served by multiple routes will be evaluated based on combined revenue hours, daily span of service, and/or route-miles.

**Comments:**

- When evaluating corridors served by multiple routes, are these annual vehicle hours? What about weekday versus weekend hours? *(Analysis is based on 7-day-a-week schedule; i.e., weekly hours of service)*
- Does change in ratio of limited and local service routes trigger a major service change? *(Shifts in multiple routes on corridor would be evaluated collectively.)*
- Mixed feelings about using combined factors (e.g., revenue hours) to evaluate corridors served by multiple route changes.

**Topic:** Implementation of a New Start, Small Start, or other new fixed guideway is a Major Service Change regardless if it fits the other criteria.

**Comments:**

- For a new project that is under construction, such as the Central Subway, would a Title VI analysis be needed prior to start of service? If the analysis found there were disproportionate impacts, would further project refinements or mitigation need to be proposed?
- What if a project was already earmarked for funding and prior to start of service, the Title VI analysis found there would be an impact. What policy choice do we have? Not operating the project is not an alternative. *(FTA Circular requires that the analysis be conducted at least 6 months prior to the start of service. If an impact was found, FTA requires agencies to evaluate alternatives, mitigate impacts if possible, and explain rationale for policy decision.)*

**Topic:** General Topics Related to Draft Major Service Change Policy.

**Comments:**

- Could these policies also consider the impacts to people with disabilities? Accessibility is not being addressed in service changes. *(Impacts to people with disabilities are covered by the American's with Disabilities Act)*
- Do these policies consider if capital investments are being made equitably?
- Was there an equity analysis for the 83X? Was the opportunity cost to other lines considered? *(There was an equity analysis conducted for the 83X.)*

- Are there any impacts of the Draft Major Service Plan Policy on TEP? *(TEP will have a service equity analysis and meets the definition of a major service change.)*
- Do you look at service needs of new housing developments, such as on Jamestown near the 29?
- Show concrete examples, show what each change looks like.
- Would a change to the 108 on Treasure Island fit the definition of a Major Service Change and trigger the process for an equity analysis? *(The 108 is a minority and low-income route. Whether or not an equity analysis would be triggered would depend on the scale of the change being evaluated.)*
- Does the fare change analysis consider a minimum span of time between fare changes? *(Span of time between changes is not explicitly part of the equity analysis.)*
- All fare changes should have an equity analysis.
- Concerned about how factors used to define Major Service Changes affect paratransit definitions.
- Once the Major Service Change Policy is adopted, will there be a public review/comment period on the proposed change after the equity analysis is conducted? Will the public be notified before the change? Consider a 30 day review period.

**Topic:** Threshold Development.

**Comments:**

- Can we separate changes for different thresholds?
- Show other property's work on thresholds.
- Need to develop appropriate thresholds. If the threshold band is too wide there are no differences among changes; if too narrow, all changes would have an impact and no changes could be made.
- The 8 percent threshold may not be appropriate for both categories; does the percentage spread have to be the same for minority and low-income populations? Recommend taking 15 percent of each percentage or roughly a 9 percent threshold for minorities and 4.5 percent for low-income.
- Doesn't FTA Circular say that thresholds need to be statistically significant? *(FTA Circular states that purpose of thresholds is to determine when an impact is statistically significant.)*
- Show hypothetical or past changes.

**Topic:** Examples from Power Point.

**Comments:**

- In the example of fare change analysis, how did you determine the percentage of minority users? *(Hypothetical example; real data wasn't used. Fare changes are best analyzed with respect to ridership, not population data. Ridership surveys are conducted every 5 years. The most recent was conducted this year; data will be available in the fall. Ridership surveys obtain information such as method of payment, income, and household size.)*
- If fare impact analysis will be based on current ridership data, will the evaluation still be accurate if incomes and financial circumstances change? Can ridership surveys be conducted more frequently?
- How does fare analysis account for higher income riders and occasional riders such as tourists?
- Can ridership surveys be conducted more frequently (now conducted every five years) to ensure that analysis is based on current demographic information?
- Can we obtain copy of blank survey to understand the data that is being collected?
- Does the impact analysis weigh the types of service changes on lines? *(No; the severity of the change is not part of the analysis, per the guidelines in the FTA circular.)*
- So there is no weight for types or amount of change. Is it based solely on the population of lines served? *(FTA Circular examples do not consider the intensity of the change; based solely on the total minority population affected.)*
- In the example, would changes on Routes A and B result in increased transfers? *(Routes A and B in slide example are not geographically related; FTA's intent is to have a balanced approach - you can't have changes that affect only a minority parts of the city.)*

**Topic:** Affected Minority and Low Income Populations.

**Comments:**

- Is there an analysis of who rides the on the route besides who lives around the route? *(Yes, the on-board survey will consider this.)*
- What about burden of fare increases on seniors and the disabled? Examples only discuss low-income minorities.
- How are benefits/impacts balanced between low-income and minority populations? You have minorities that are not low-income.

- What are mitigations for disproportionate impacts? (*Example of fare mitigation is the Lifeline Pass, delaying a fare change increase, or extending the span of time between fare change increases. A service reduction mitigation might be to increase frequency on nearby routes.*)
- Map showing minorities appears to show larger light blue areas covering the map than the dark blue area. Don't understand if dark blue is supposed to show that minorities are 58 percent of City's total population. (*Density is the key reason; low-density areas in the City have larger census block groups.*)

## **COMMENTS NOT DIRECTLY RELATED TO TITLE VI DRAFT POLICIES**

**Topic:** Service-Related.

### **Comments:**

- Restore 26 Valencia service; low income and elderly were dependent on the 26 for their primary trip needs. Huge impact to the community, especially in Valencia Gardens.
- Expand capacity on cross town service (28, 24, 28L) during rush hours; use articulated buses.

**Topic:** Fare-Related.

### **Comments:**

- No more fare increases to yearly passes; even a one dollar increase is a financial hardship and strain on those with a limited income.
- Fare increases are coming too frequently. Thinking of Central Subway which will not be completed until 2019 – will there be increases to cover those costs? (*The Central Subway construction project is not funded with operating dollars, including fare increases.*)

**Topic:** Accessibility.

### **Comments:**

- American Sign Language should be considered an LEP.
- The 311 system is a barrier for people with hearing impairments. The 311 Info Center is not state-of-the art for sign language users. The 311 Center uses TTY which is an antiquated technology. Many other options now available; American Sign Language (ASL) based language is the most used and recognized system. To use the 311 system, I am forced to pay out-of-pocket for an interpreter to make the

call for me. 311 does not have video relay for people with hearing impairments, but has a wide variety of spoken languages available. These are simple requests that have been continuously ignored.

July 2, 2013

Julie B. Kirschbaum  
Project Manager, SFMTA  
One South Van Ness Avenue  
San Francisco, CA 94103

Dear Ms. Kirschbaum,

The comments below are submitted on behalf on The City Project, Public Advocates Inc., TransForm and Urban Habitat in response to SFMTA's proposed changes to its Title VI policies and procedures. We appreciate the opportunity to give input to SFMTA staff and members of the board. We share your goal of ensuring that SFMTA's Title VI policies and procedures not only reflect the recent changes in the FTA Title VI Circular but provide additional safeguards to ensure that the benefits and burdens of SFMTA's transportation policy, planning and investment decisions do not disproportionately impact minority or low income communities. What follows is a summary of questions and recommendations raised in a recent SFMTA public workshop and during a call with staff.

### **A. Major Service Change Policy**

1. The Major Service Change Policy should account for cumulative service changes within a three-year period. Evaluating cumulative service changes over multiple years allows SFMTA to identify disparities that might not be readily apparent from individual service changes that occur in isolation, particularly when such changes fall under the major service change threshold and are not evaluated.<sup>1</sup> The definition of a major service change should be modified to include:
  - a. A system wide change in revenue hours of five percent or more within a three-year period.
  - b. A change in revenue hours on a route of 25 percent or more within a three year period.
  - c. A change in the daily span of service on a route of 2 hours or more within a three-year period.
  - d. d. A change in route-miles on a route of 25 percent or more within a three-year period, where the route moves more than a quarter mile.
2. A change in the daily span of service of a route of two hours or more (as opposed to four hours) should trigger the definition of a major service change. The proposed 4- hour threshold is too high as minority and low-income riders can be significantly affected by a change in the daily span of service of a route of as little as an hour. As discussed in 1 above,

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<sup>1</sup> For an example of a transit provider that accounts for cumulative service changes over a 3-year period, see BART's Major Service Change Policy.

the major service change definition should also account for changes in span of service of a route over a three-year period.

3. The recent decision to adopt “seasonal” service changes would not trigger an analysis under the proposed SFMTA Major Service Change policy. However, a number of community-based organizations have raised concerns about both the process for selecting these routes and their impact on low income and communities of color. Therefore, more information should be made public on how this process was conducted, which communities will be impacted and what, if any, analysis was used to inform this policy.
4. How, if at all, will SFMTA analyze the impact of service “turn arounds” and stop removals? Certain service changes, such as when a stop is removed at the end of the line or moved more than a quarter mile away can have an adverse impact even if the change does not amount to a 25% change to that route. Riders and organizations with members in the Bayview-Hunters Point communities have raised the issue of frequent route terminations or “turn arounds” in the T - Third Street line that appear to have a disproportionate impact on low income and communities of color.

## **B. Disparate Impact/Disproportionate Burden**

1. Cumulative impacts of fare and service changes.

SFMTA should analyze the cumulative/multi-year impacts of service and fare changes occurring during each 3-year period preceding the submission of its Title VI Program to the FTA. A cumulative impact analysis combines the incremental impact of an action with the impacts caused by past and present actions.

While one-time fare and service changes may not reach the proposed 8 percent threshold in any given year, the effects of multiple changes over several years can meet or exceed the 8 percent threshold and result in a disparate impact or disproportionate burden on minority and/or low-income populations. For example, a system wide service change in 2014 that has a 5 percent greater adverse impact on minority riders compared to non-minority riders would meet the 8 percent threshold if system wide changes in 2012 and 2013 resulted in a 3 percent or greater adverse impact on minority riders. Evaluating cumulative changes over a 3-year period allows SFMTA to identify and avoid or mitigate disparities that might not be readily apparent from evaluation of each service or fare change in isolation.

2. Impacts should be compared and disaggregated by race, ethnicity and income levels.

FTA guidelines require transit providers to compare impacts between minority and nonminority groups and between low-income and non low-income riders. Because low-income minority riders may be particularly sensitive to the impacts of fare and service changes, we recommend that SFMTA also identify and analyze impacts on low-income minorities as compared to impacts on non low-income minorities and the overall population.

Further, because Title VI protects individual racial and ethnic groups from discrimination, SFMTA should disaggregate for analysis, the impacts of service and fare changes by race and

ethnicity. Similarly, we would like to see SFMTA disaggregate the findings of its disproportionate burden analyses by income levels.

### 3. Setting thresholds and reporting disparities.

The results of SFMTA's service and fare equity analyses should be reported not only by percentage differences between the compared populations but also by standard deviations from the expected mean for each group. Courts generally recognize a disparity to be statistically significant where the observed outcome is two or more standard deviations from the expected rates.<sup>2</sup> See *Hazelwood School District v. United States*, 433 U.S. 299 (1977); see also *Castaneda v. Partida*, 430 U.S. 482, 496 n.17 (1997). The Circular gives transit providers the option to present the disparity threshold as a statistical percentage, and we recognize that setting an 8% threshold may be helpful as a general rule of thumb. However, we recommend reassessing the threshold every three years in order to ensure it is sufficiently sensitive to protect minority and low-income populations from adverse impacts.

## C. Collection of Ridership Data

1. How will SFMTA incorporate passenger survey data into this new policy since currently proposed analyses seem only to involve census block data? SFMTA should calculate percentage minority/percent low-income route ridership in order to analyze and show whether the census block demographics match up with the ridership demographics at each stop.

2. Where possible SFMTA should conduct an analysis of how low-income and minority riders use the system in terms of trip patterns and how these may differ in frequency and by time of day. This data could be used to compare ridership patterns to riders who use MUNI only during regular commute periods.

Please feel free to contact any of the organizations below with additional questions or comments. Thank you.

Sincerely,

Guillermo Mayer  
Senior Staff Attorney  
Public Advocates Inc.

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<sup>2</sup> In the Title VII context, tests for determining whether a disparity establishes a prima facie case of disparate impact include the statistical significance test and the four-fifths rule adopted by the Equal Opportunity Employment Commission. We do not take a position here as to which test should be used, nor do we take a position on whether the statistical significance test provides an accurate framework for measuring disparities in the transit and Title VI context. However, we recommend that staff explore how their application can be useful in measuring disparities.



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Chinatown Community  
Development Center  
華協中心

July 16, 2013

Member of the Board of Directors  
San Francisco Municipal Transportation Agency  
1 South Van Ness Avenue  
San Francisco, CA 94103

Dear Directors,

Chinatown TRIP is an all volunteer transit, traffic, and pedestrian safety advocacy group based in the Northeastern part of the City, which has been in operation since 1976. Among our past involvements are service changes that resulted in a direct link between the Richmond and Chinatown, added service on the Stockton Corridor, creation of service on Pacific Avenue, the Central Subway Project, the scramble light system on Stockton Street, and various pedestrian safety measures throughout the NE part of San Francisco.

The Chinatown Community Development Center (CCDC) is a community organization that builds and operates over 2000 units of affordable housing for the poor, provides tenant services for low income seniors and families, operates a youth leadership development program, and provides community planning services for the Chinatown community. It has been in existence for over 36 years.

We appreciate the opportunity to comment on the Title VI Policy Guidelines that is under consideration by the SFMTA Board of Directors for adoption.

We would like to share our recommendations as follows:

1. The two groups identified for evaluation are minority populations, and low-income populations. While we understand that Title VI does not include discrimination based on age or disability, the overlap between low-income, minority, and senior/disabled populations in San Francisco is significant. About 25% of San Francisco seniors, or about 40,000 people, are below 150% of the Federal Poverty line and are considered poor. Given this, we urge SFMTA to include an additional population group that is made of seniors, especially those who face greater mobility challenges; we understand that many seniors will fall into the other two groups, but for those who do not, they may suffer hardship as a result of service changes by virtue of having to traverse greater distances whenever service stops are eliminated or when stop spacing results in longer distances between stops.
2. We wholeheartedly agree that service changes that require an evaluation should include A) Route Changes, B) Frequency Changes, and C) Span of Service Changes; however, we feel that the elimination of stops and stations, often done in the name of speeding up service and reducing running times, should also be included as a change that must be evaluated when they are proposed for low-income and minority communities, and especially where heavy concentrations of seniors reside. We believe that such changes, while perhaps achieving some gains in running times, create a very burdensome condition for those who face difficult challenges in everyday mobility. These are the seniors, often low-income and minority, whose physical conditions do not qualify them for paratransit services, but who nevertheless face difficulty walking long distances, especially when shopping for food and other necessities.

3. In the matter of stop spacing or elimination of stops, we propose that when low-income, minority, and senior patrons are required to walk more than one block from the previous stop, a finding of disparate impact or disproportionate burden should be made; we are concerned that the premium placed on speed of service, generally focused on addressing the needs of the working population, often neglects or ignores the needs of the minority poor and seniors, who have different needs, and who often are without the wherewithal to express their needs and concerns.
4. The proposal for defining a Major Service Change as a change in service that is in effect for more than a 12 month period is overly lengthy and would cause undue burden on low-income and minority communities. We believe a service change that is in effect for more than 6 months (in order to coincide with one operator sign-up period) should trigger an evaluation process to ensure that minority and low-income communities are not disproportionately impacted.
5. The proposal sets a threshold for triggering an evaluation on a route when revenue hours are changed by 25%, and we believe this threshold is too high. Lines that service low-income minority communities such as the 14, 8, and 30 operate at very high capacity. Eliminating 25% of service on any of these lines would translate to a disproportionate number of minority and low-income residents who are impacted. The threshold for review should be reduced to 10% if it affects lines that service low-income, minority, or senior populations.
6. We did not find clear language regarding the responsibility of the SFMTA when there is a finding of disparate impact or disproportionate burden. We recommend language that a finding of disparate impact should trigger a mandate for the SFMTA to enact mitigation.
7. We also urge the SFMTA to consider tracking headway times on lines that service minority and low-income communities as compared to a citywide average and to also track the amount of missed trips on segments of lines that service minority communities on an ongoing basis.

If you have any questions regarding our recommendations, please feel free to contact Wil Din at < [sfwildin@gmail.com](mailto:sfwildin@gmail.com) > or Steve Woo at < [swoo@chinatowncdc.org](mailto:swoo@chinatowncdc.org) >. Thank you for your consideration!

Sincerely,

Wil Din  
Co-Chair  
Chinatown TTRIP

Malcolm Yeung  
Deputy Director  
Chinatown Community Development Center

APPENDIX J: FARE AND MAJOR SERVICE CHANGE EQUITY ANALYSES

**Title VI Analysis of**  
**FY 2015 & FY 2016 Proposed Fare**  
**Changes**

## **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)

The analysis below 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.

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 and the seventh largest in the nation, with approximately 700,000 passenger boardings per day and serving approximately 215 million customers a year. The Muni fleet includes: historic streetcars, 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, the historic streetcar F Line and three cable car lines and provides seamless connections to other Bay Area public transit systems such as BART, AC Transit, Golden Gate Transit and Ferries, SamTrans, and Caltrain.

In 2009, the SFMTA Board adopted an Automatic Indexing Plan, a formula based on a combination of Bay Area Consumer Price Index for all urban consumers (CPI-U) and SFMTA labor costs. Prior to that time, the SFMTA instituted fare increases less frequently but at higher rates. The application of the Automatic Indexing Plan results in smaller, more predictable fare increases rather than larger, more infrequent fare increases.

The proposed FY2015-2016 budget includes two sets of fare changes: the application of the above-referenced fare indexing plan, as well as a second set of fare proposals that serves to either increase prices for specific fare products beyond the indexing formula, or to introduce fare increases or decreases outside of the indexing plan.

This Title VI analysis includes:

- SFMTA’s Board-approved disparate impact and disproportionate burden policies, as well as a summary of the public outreach and engagement process employed in the development of these policies;
- A description of the proposed fare changes and background on why the changes are being proposed;
- A data analysis based on customer survey data to determine the percent of users of each fare media proposed for increase or decrease, including a profile of fare usage by protected group – minority and low-income – and a comparison to their representation system-wide;
- An analysis of potential impacts on minority and/or low-income customers;
- Any required analysis of alternative transit modes, fare payment types or fare media availability for customers who may be impacted by the proposed fare changes;
- A summary of public outreach and engagement efforts.

## **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 – establish 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, the SFMTA developed the following recommended Disparate Impact and Disproportionate Burden Policies, which were approved, after an extensive multilingual public outreach process, by the SFMTA Board of Directors on August 20, 2013:

- 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 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.

The SFMTA Board of Directors approved the Title VI policies (see Resolution No. 13-192).

**Stakeholder Outreach and Engagement**

As part of the SFMTA’s process to develop the proposed Title VI policies, the SFMTA conducted a multilingual stakeholder outreach campaign to receive input on the proposed policies and engage the public in the decision making process for adoption of these policies by the SFMTA Board. This effort included presentations to the SFMTA Citizens Advisory Council (CAC) and Muni Accessible Advisory Committee (MAAC), as well as two public workshops. The workshops were promoted through email, telephone calls to community groups, and in nine languages on the SFMTA website. Outreach was also targeted to approximately 30 Community Based Organizations and transportation advocates with broad representation among low-income and minority communities. Staff also offered to meet with some community groups if they were unable to attend the public workshops. In addition, staff presented the Title VI recommendations at the SFMTA Board of Directors meeting on July 16, 2013. The policies were approved at the Board of Directors meeting on August 20, 2013.

**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**

The SFMTA defines low-income as a person self-reporting their household income at 200% below the 2013 Federal Poverty Levels (FPL). The table below shows the 2013 household income levels meeting the 200% FPL threshold. This definition of low-income matches the SFMTA’s criteria for Lifeline Muni passes for low-income households in San Francisco.

<b>Household Size</b>	<b>Household Income 200% of the 2013 Federal Poverty Levels</b>
1	\$22,980
2	\$31,020
3	\$39,060
4	\$47,100



Household Size	Household Income 200% of the 2013 Federal Poverty Levels
5	\$55,140
6	\$63,180
7	\$71,220
8	\$79,260
For each additional person, add:	\$8,040

### III. Assessing Impacts of the Proposed Fare Changes on Minority and/or Low-Income Communities

As detailed in FTA Circular 4702.1B, transit providers shall evaluate the impacts of their proposed fare changes (either increases or decreases) on minority and low-income populations separately, and within the context of their Disparate Impact and Disproportionate Burden policies, to determine whether minority and/or low-income riders are bearing a disproportionate impact of the change between the existing cost and the proposed cost. The impact may be defined as a statistical percentage. The disparate impact and disproportionate burden thresholds must be applied uniformly, regardless of fare media.

Minority Disparate Impact: If the SFMTA finds potential disparate impacts and then modifies the proposed changes in order to avoid, minimize or mitigate those impacts, it is required to reanalyze the proposed changes in order to determine whether the modifications actually removed the potential disparate impacts of the changes. If SFMTA chooses not to alter the proposed fare changes despite the disparate impact on minority ridership, or if it finds, even after the revisions, that minority riders will continue to bear a disproportionate share of the proposed fare change, the fare change may only be implemented if:

- (i) There is a substantial legitimate justification for the proposed fare change, and
- (ii) SFMTA can show that there are no alternatives that would have a less disparate impact on minority riders but would still accomplish the transit provider's legitimate program goals.

In order to make this showing, any alternatives must be considered and analyzed to determine whether those alternatives would have less of a disparate impact on the basis of race, color, or national origin, and then only the least discriminatory alternative can be implemented.

Low-Income Disproportionate Burden: If at the conclusion of the analysis, the SFMTA finds that low-income populations will bear a disproportionate burden of the proposed fare change, steps must be taken to avoid, minimize or mitigate impacts where practicable and descriptions of alternatives available to low-income populations affected by the fare changes must be provided.

#### **IV. Data Analysis and Methodology**

In order to make an appropriate assessment of disparate impact or disproportionate burden in regard to fare changes, the transit provider must compare available customer survey data and show the number and percent of minority riders and low-income riders using a particular fare media, in order to establish whether minority and/or low-income riders are disproportionately more likely to use the mode of service, payment type or payment media that would be subject to the fare change. (Circular 4702.1B, Chapter IV-19). Unlike previous Title VI analyses, the SFMTA has data on ridership demographics by transit line based on a comprehensive On-Board Customer Survey conducted in Spring 2013. The survey asked demographics questions for race/ethnicity, household income, household size, gender, age, vehicle ownership, and other information including fare type used on the trip and origin/destination information. Consultants collected over 22,000 survey responses, providing a statistically significant snapshot of ridership patterns. This provides the basis for determining the potential impacts of fare changes on our customers. A copy of the survey is available upon request.

As noted above, in August 2013, the SFMTA Board approved a methodology for analyzing Title VI impacts. In the case of fare changes, both increases and decreases of any amount, this methodology relies on comparing the percentage of protected customers using a particular fare product or instrument to their representation system-wide. When protected customers' usage of said fare product or instrument exceeds their system-wide average by eight percent or more, and the cost of that product or instrument is being increased, then a finding of disparate impact (minority-based impact) and/or disproportionate burden (low-income based impact) is indicated.

Conversely, Title VI also requires that fare decreases be evaluated to determine whether they disproportionately benefit populations that are not protected by Title VI, thereby diverting the allocation of transit resources away from Title VI-protected groups. As a result, when Title VI-protected customers' usage of a fare product or instrument falls below their system-wide average by eight percent or more, and the cost of that product or instrument is being reduced, then a finding of disparate impact (minority-based impact) and/or disproportionate burden (low income-based impact) is indicated.

Respondents who declined to answer questions about income or ethnicity are excluded from the analysis. The overall system-wide averages were determined from National Transit Database and Automatic Passenger Counter (APC) data weighted by the weekly ridership share by line. The system-wide average for minority customers was determined to be 58%, and the system-wide average for low-income customers was determined to be 51%.

In order to protect privacy, survey respondents were asked to report their income bracket as opposed to their specific income. As a result, the analysis made assumptions about whether the combination of a particular respondent's household size and income bracket fell into a "low-income" category based on the Agency's definition of low-income described above. Generally, the analysis erred on the side of caution and placed possibly low-income respondents into the low-income category.

## V. Description of Proposed Fare Changes and Analysis of Impacts

As noted in Section I, the SFMTA's FY2015-2016 budget includes proposals to change fares per the Automatic Fare Indexing Policy as well as a second group of additional proposals that increases prices for specific fare products beyond the indexing formula, or introduces fare increases or decreases outside of the indexing plan. Tables 1 through 4 provide an analysis of the effects of the fare changes included in both sets of fare proposals on minority and low-income customers. Tables 1 and 2 examine all fare increases together, and Tables 3 and 4 examine all fare decreases together. Both tables include current and proposed fares by planned year of implementation, as well as the demographic characteristics of the customers who use each fare type. Finally, they compare the cumulative usage of these fare types by minority and low-income customers to their representation system-wide. A disparate impact and/or disproportionate burden finding is indicated if the total usage by minority and/or low-income customers deviates from their system-wide averages by eight percent or more. Based on applying this analysis, the proposed fare changes do not result in either a disparate impact or disproportionate burden.

**Table 1: All Fare Increases - Assessment of Disparate Impact**

Fare Type	FY 2014 Current Fare	FY 2015 Proposed Fare	FY 2016 Proposed Fare	Estimated Ridership	% Minority	Estimated Minority Ridership
Adult Cash Fare	\$2.00	\$2.25	\$2.25	240,149	54%	129,076
Youth Cash Fare	\$0.75	\$1.00	\$1.00	21,996	86%	18,947
Senior Cash Fare	\$0.75	\$1.00	\$1.00	20,545	44%	8,999
Disabled Cash Fare	\$0.75	\$1.00	\$1.00	8,334	53%	4,438
Adult "A" Fast Pass with BART in SF <sup>1</sup>	\$76.00	\$80.00	\$83.00	240,433	58%	138,491
Adult "M" Fast Pass Muni Only <sup>1</sup>	\$66.00	\$68.00	\$70.00	Included in Previous Fare Type <sup>2</sup>		
Youth Monthly Pass	\$23.00	\$24.00	\$25.00	18,326	89%	16,267
Senior Monthly Pass	\$23.00	\$24.00	\$25.00	17,978	45%	8,092
Disabled Monthly Pass	\$23.00	\$24.00	\$25.00	11,155	64%	7,131

<sup>1</sup> Survey responses did not distinguish between "A" and "M" Muni monthly passes. All riders indicating payment with an adult monthly pass are included in these figures.

<sup>2</sup> These fare changes impact the same group of customers as the fare change listed immediately above them. They are listed separately for the purpose of clarifying the fare options; however, ridership and demographics are tabulated only once to avoid double-counting.

Fare Type	FY 2014 Current Fare	FY 2015 Proposed Fare	FY 2016 Proposed Fare	Estimated Ridership	% Minority	Estimated Minority Ridership
Lifeline Monthly Pass	\$33.00	\$34.00	\$35.00	4,838 <sup>3</sup>	77%	3,724
Lifeline ID Card Replacement Fee	\$5.00	\$5.00	\$5.00	Included in Previous FareType <sup>2</sup>		
Cable Car Cash	\$6.00	\$6.00	\$7.00	10,572	30%	3,121
Cable Car All-Day Pass	\$15.00	\$16.00	\$16.00	20,682	43%	8,975
Passports: 1-Day	\$15.00	\$17.00	\$20.00			
Passports: 3-Day	\$23.00	\$26.00	\$31.00			
Passports: 7-Day	\$29.00	\$35.00	\$40.00			
Tokens (Pack of 10)	\$20.00	\$22.50	\$22.50	842	67%	566
Interagency Sticker (Caltrain and Vallejo Ferry)	\$61.00	N/A	N/A	Data Not Available <sup>4</sup>		
BART-to-Muni Transfer (each way)	\$1.75	N/A	N/A	20,978	67%	14,063
Adult Interagency Transfer: BART-to-Muni	\$1.50	\$1.75	\$1.75	Included in Previous FareType <sup>2</sup>		
Class Pass	\$27.00	\$28.00	\$29.00	5,745	57%	3,277
School Coupon Booklet	\$11.25	\$15.00	\$15.00	Data Not Available <sup>4</sup>		
Special Event Service Adult R/T	\$12.00	\$12.00	\$14.00	Data Not Available <sup>4</sup>		
Special Event Service Youth/Senior/Disabled R/T	\$11.00	N/A	N/A	Data Not Available <sup>4</sup>		
<b>TOTAL</b>				<b>642,574</b>	<b>57%</b>	<b>365,166</b>

**Table 2: All Fare Increases – Assessment of Disproportionate Burden**

Fare Type	FY 2014 Current Fare	FY 2015 Proposed Fare	FY 2016 Proposed Fare	Estimated Ridership	% Low-Income	Estimated Low-Income Ridership
Adult Cash Fare	\$2.00	\$2.25	\$2.25	240,149	50%	119,555
Youth Cash Fare	\$0.75	\$1.00	\$1.00	21,996	75%	16,482
Senior Cash Fare	\$0.75	\$1.00	\$1.00	20,545	52%	10,683
Disabled Cash Fare	\$0.75	\$1.00	\$1.00	8,334	80%	6,705
Adult "A" Fast Pass with BART in SF <sup>1</sup>	\$76.00	\$80.00	\$83.00	240,433	44%	104,507

<sup>3</sup> "Lifeline Pass" was not included as a standard response in the customer survey. The ridership number shown here is low relative to the amount of passes purchased monthly; however, it is possible that survey respondents indicated use of an adult monthly pass instead of specifying use of a Lifeline pass.

<sup>4</sup> For these fare types, there was either an extremely limited number of or no survey responses received upon which to base an assessment.

Fare Type	FY 2014 Current Fare	FY 2015 Proposed Fare	FY 2016 Proposed Fare	Estimated Ridership	% Low-Income	Estimated Low-Income Ridership
Adult "M" Fast Pass Muni Only <sup>1</sup>	\$66.00	\$68.00	\$70.00	Included in Previous Fare Type <sup>2</sup>		
Youth Monthly Pass	\$23.00	\$24.00	\$25.00	18,326	80%	14,623
Senior Monthly Pass	\$23.00	\$24.00	\$25.00	17,978	50%	9,038
Disabled Monthly Pass	\$23.00	\$24.00	\$25.00	11,155	83%	9,262
Lifeline Monthly Pass	\$33.00	\$34.00	\$35.00	4,838 <sup>3</sup>	91%	4,389
Lifeline ID Card Replacement Fee	\$5.00	\$5.00	\$5.00	Included in Previous Fare Type <sup>2</sup>		
Cable Car Cash	\$6.00	\$6.00	\$7.00	10,572	25%	2,645
Cable Car All-Day Pass	\$15.00	\$15.00	\$16.00	20,682	48%	9,884
Passports: 1-Day	\$15.00	\$17.00	\$20.00			
Passports: 3-Day	\$23.00	\$26.00	\$31.00			
Passports: 7-Day	\$29.00	\$35.00	\$40.00	842	86%	722
Tokens (Pack of 10)	\$20.00	\$22.50	\$22.50			
Interagency Sticker (Caltrain and Vallejo Ferry)	\$61.00	N/A	N/A	Data Not Available <sup>4</sup>		
BART-to-Muni Transfer (each way)	\$1.75	N/A	N/A	20,978	47%	9,920
Adult Interagency Transfer: BART-to-Muni	\$1.50	\$1.75	\$1.75	Included in Previous Fare Type <sup>2</sup>		
Class Pass	\$27.00	\$28.00	\$29.00	5,745	77%	4,399
School Coupon Booklet	\$11.25	\$15.00	\$15.00	Data Not Available <sup>4</sup>		
Special Event Service Adult R/T	\$12.00	\$12.00	\$14.00	Data Not Available <sup>4</sup>		
Special Event Service Youth/Senior/Disabled R/T	\$11.00	N/A	N/A	Data Not Available <sup>4</sup>		
<b>TOTAL</b>				<b>642,574</b>	<b>50%</b>	<b>322,812</b>

**Table 3: All Fare Decreases - Assessment of Disparate Impact**

Fare Type	FY 2014 Current Fare	FY 2015 Proposed Fare	FY 2016 Proposed Fare	Estimated Ridership	% Minority	Estimated Minority Ridership
Free Muni for Low and Moderate Income Youth – Inclusion of 18-Year-Olds	\$2.00/\$66.00	\$2.25/\$68.00/\$0.00 (change effective 6/1/2015)	\$0.00	Data Not Available <sup>4</sup>		
Free Muni for Low and Moderate Income Seniors	\$0.75/\$23.00	\$1.00/\$24.00/\$0.00 (change effective 6/1/2015)	\$0.00	17,351	61%	10,515
Free Muni for Low and	\$0.75/\$23.00	\$1.00/\$24.00/\$0.00	\$0.00	15,032	57%	8,613

Fare Type	FY 2014 Current Fare	FY 2015 Proposed Fare	FY 2016 Proposed Fare	Estimated Ridership	% Minority	Estimated Minority Ridership
Moderate Income People with Disabilities		(change effective 6/1/2015)				
Adult Interagency Transfer: AC Transit-to-Muni	\$2.00	\$1.75	\$1.75	1,216	35%	420
Adult Interagency Transfer: Caltrain-to-Muni	\$2.00	\$1.75	\$1.75	4,178	58%	2,440
Adult Interagency Transfer: SamTrans-to-Muni	\$2.00	\$1.75	\$1.75	940	100%	940
Adult Interagency Transfer: Vallejo Ferry-to-Muni	\$2.00	\$1.75	\$1.75	Data Not Available <sup>4</sup>		
<b>TOTAL</b>				<b>38,718</b>	<b>59%</b>	<b>22,928</b>

**Table 4: All Fare Decreases – Assessment of Disproportionate Burden**

Fare Type	FY 2014 Current Fare	FY 2015 Proposed Fare	FY 2016 Proposed Fare	Estimated Ridership	% Low-Income	Estimated Low-Income Ridership
Free Muni for Low and Moderate Income Youth – Inclusion of 18-Year-Olds	\$2.00/\$66.00	\$2.25/\$68.00/\$0.00 (change effective 6/1/2015)	\$0.00	Data Not Available <sup>4</sup>		
Free Muni for Low and Moderate Income Seniors	\$0.75/\$23.00	\$1.00/\$24.00/\$0.00 (change effective 6/1/2015)	\$0.00	17,351	100%	17,351
Free Muni for Low and Moderate Income People with Disabilities	\$0.75/\$23.00	\$1.00/\$24.00/\$0.00 (change effective 6/1/2015)	\$0.00	15,032	100%	15,032
Adult Interagency Transfer: AC Transit-to-Muni	\$2.00	\$1.75	\$1.75	1,216	36%	435
Adult Interagency Transfer: Caltrain-to-Muni	\$2.00	\$1.75	\$1.75	4,178	36%	1,487
Adult Interagency Transfer: SamTrans-to-Muni	\$2.00	\$1.75	\$1.75	940	77%	726
Adult Interagency Transfer: Vallejo Ferry-to-Muni	\$2.00	\$1.75	\$1.75	Data Not Available <sup>4</sup>		
<b>TOTAL</b>				<b>38,718</b>	<b>91%</b>	<b>35,032</b>

As Table 5 indicates, none of the proposed fare changes results in disparate impacts or disproportionate burdens on minority and low-income Muni customers:

**Table 5: Summary of Disparate Impact and Disproportionate Burden Analysis, All Fare Changes**

Type of Change	% Minority Impacted	System-wide Average: Minority	Disparate Impact?	% Low-Income Impacted	System-wide Average: Low-Income	Disproportionate Burden?
All Fare Increases	57%	58%	NO	50%	51%	NO
All Fare Decreases	59%	58%	NO	91%	51%	NO

For the package of fare increases, the percent of impacted minority riders is only slightly below the system-wide average of minority riders, and the percent of impacted low-income riders is also just below the system-wide average of low-income riders, so no disparate impact or disproportionate burden is shown. In other words, the fare increases do not impact minority and low-income customers disproportionately by eight percent or more relative to their representation system-wide.

For the package of fare decreases, the percent of impacted minority riders is slightly above the system-wide average of minority riders. Since fare decreases carry a positive effect, the assessment of impact or burden focuses on whether the fare decreases will benefit populations not protected by Title VI disproportionately to their representation system-wide. Therefore, an impact or burden is indicated only if the percentages of low-income and minority riders is more than eight percent *lower* than their system-wide averages. In this case, the fare decreases do not result in a disparate impact since they benefit minority riders slightly more than their system-wide average. Similarly, the fare decreases do not result in a disproportionate burden for low-income riders since they benefit these riders at a significantly greater percentage when compared to their system-wide average.

*Automatic Fare Indexing Policy*

As noted above, in 2009 the SFMTA Board adopted an Automatic Indexing Plan, a formula based on the combination of Bay Area Consumer Price Index for all urban consumers (CPI-U) and SFMTA labor costs that serves as a policy for incremental fare increases. Automatic Indexing is critical to ensure that service levels are not compromised given the increase in operating costs annually due to inflation. Operating costs include labor costs, fuel, material and parts for vehicle maintenance costs and all other costs needed to support service availability. Application of the Automatic Indexing Plan also ensures that riders can expect and anticipate small incremental fare increases over time rather than unknown larger increases sporadically.

Furthermore, as demonstrated by the tables in Appendix A, Muni's fares are consistent with fares for other transit systems in major metropolitan areas around the nation.

In addition, over the past decade, the SFMTA has developed and/or proposed a number of programs geared specifically towards qualified low-income customers in every fare category: the Lifeline Pass (adults) and Free Muni for Low and Moderate Income Youth have both been implemented, and Free Muni for Low and Moderate Income Seniors and People with Disabilities is being proposed as part of this budget package contingent upon Board of Director's review of the Agency's fiscal health in January 2015. These programs will be described in more detail below.

### *Adult Fares*

#### *Lifeline Pass*

The SFMTA offers its Lifeline Pass at a 50% discount relative to the adult Muni-Only monthly pass. The Lifeline Pass, which was created by the SFMTA in 2005 in conjunction with the Human Services Agency in order to minimize the impact of fare increases being implemented at that time, will continue to be offered at a 50% discount off the regular pass price. Eligibility for the Lifeline Fast Pass is based on three criteria: (1) enrollment in the Working Families Tax Credit, the local version of the Earned Income Tax Credit; (2) enrollment in another income support program administered by the Human Services Agency (e.g., food stamps, County Adult Assistance Program, or CalWORKS); or (3) income at or below 200 percent of the 2013 Federal Poverty Levels, which is a pre-tax income of approximately \$47,100 for a family of four people. Based on recent survey data, SFMTA estimates that about one-third of SFMTA customers are eligible for the Lifeline Pass.

A new feature of the Lifeline pass program is the implementation of a "Lifeline ID" card to streamline monthly access for the pass. In lieu of receiving a magnetic stripe pass each month, Lifeline program participants will now be able to purchase a monthly sticker to affix to their personalized ID card. This will significantly reduce the processing time associated with distribution of the monthly pass, and will also allow for the expansion of locations where the pass can be sold. In conjunction with this ID card, a \$5 card replacement fee is being implemented. This fee serves to offset the administrative cost of processing replacement cards.

### *Youth, Senior and Disabled Fares*

The SFMTA's FY2015-2016 budget proposes increasing youth, senior, and disabled single-ride and monthly pass fares per the Automatic Fare Indexing Policy. For youth, the Free Muni for Low and Moderate Income Youth pilot program provides eligible youth with free access to Muni services, and offers the clearest way to mitigate the impacts of this fare increase for low-income customers. This pilot program was initiated in 2013 and is proposed to be extended in the SFMTA's FY2015-2016 budget.

### *Discounts Contingent upon Review of Agency's Fiscal Health*



In addition to the continuation of the Free Muni for Low and Moderate Income Youth pilot program, this budget proposes implementing three discounts that are contingent upon Board of Director's review of the Agency's fiscal health in January 2015:

1. Expanding the age eligibility for the Free Muni for Low and Moderate Income Youth program. The current youth definition is from 5 to 17 years of age. This budget package proposes increasing eligibility from 17 years to 18 years. While there is no demographic data available that is specific to 18-year-olds, it is anticipated that this would help minimize the impact of any proposed increase in fares, as it would provide low and moderate income 18-year-olds with an additional year of eligibility for a free fare, rather than having to pay the adult fare at age 18.
2. Introduction of Free Muni for Low and Moderate Income Seniors. This would extend the benefit of the Free Muni for Low and Moderate Income Youth pilot program to eligible seniors and provide them with free access to Muni services.
3. Introduction of Free Muni for Low and Moderate Income People with Disabilities. This would extend the benefit of the Free Muni for Low and Moderate Income Youth pilot program to eligible people with disabilities and provide them with free access to Muni services.

If approved, the target implementation date for all of these proposals is June 1, 2015.

## **VII. Public Comment and Outreach**

Given the diversity of the SFMTA's service area and ridership and pursuant to Title VI of the Civil Rights Act of 1964 and its implementing regulations, the SFMTA takes responsible steps to ensure meaningful access to the benefits, services, information, and other important portions of SFMTA's programs and activities for low-income, minority, and Limited-English Proficient individuals and regardless of race, color or national origin.

In order to inform our riders and gather public comment regarding the proposed fare changes, the SFMTA undertook a multilingual public information campaign that included multilingual "Take One" information cards on Muni vehicles, Metro booth agent posters, Metro service sign holder on platforms, and bus stop posters. Multilingual information was posted on SFMTA's website in Spanish, Chinese, Tagalog, Russian, Vietnamese, Korean, French, Thai and Japanese, including meeting notices. Budget Town Hall meetings were held on Thursday, February 27, 2014 at 6:30pm at 1 South Van Ness and on Saturday, March 8, 2014 at 11am at the Main Public Library. Budget hearings before the SFMTA Board of Directors were scheduled as follows:

3/14/14, 8 a.m. (Special session)  
City Hall, Room 400

4/1/14, 1 p.m.  
City Hall, Room 400

4/15/14, 1 p.m.  
City Hall, Room 400

Pursuant to Charter Section 16.112 and state law, advertisements were placed in the City's official newspaper regarding the Board of Directors hearing on April 1, 2014, to consider the proposed changes. The advertisement ran in the San Francisco Chronicle beginning on March 21, 2014. In the interest of providing more notice, the advertisement ran for five days. In addition to the required legal notice, advertisements were placed in the Sing Tao and El Mensajero papers to reach our limited-English proficient customers.

In addition, information was distributed through press releases and through SFMTA/Muni's Twitter account and Facebook posts.

Note that based on the public feedback received as a result this multi-lingual outreach process, the SFMTA Board chose not to proceed with the following fare changes:

- Introducing a single-ride fare differential between Clipper payments and cash payments;
- Increasing the F-Line Fare; and
- Implementing premium fares for express and limited service.

## **VIII. Conclusion**

In summary, the SFMTA is proposing a package of both fare increases and decreases as part of its FY2015-2016 budget. The Agency performed a demographic analysis of the ridership impacted by these proposed changes, based on recent customer survey data and Title VI-related policies and methodology adopted by the SFMTA Board in August 2013. The analysis indicates that there are neither disparate impacts nor disproportionate burdens associated with any of the proposed fare changes.

**Appendix A: Comparison of Pass Prices to Peer Agencies**

City	Base Fare	Pass Prices			Number of Rides to Break Even		
	Adult	1-Day	3-Day	7-Day	1-Day	3-Day	7-Day
Atlanta, GA	\$2.50	\$9.00	\$16.00	\$23.75	3.6	6.4	9.5
Baltimore, MD	\$1.60	\$3.50	NA	\$16.50	2.2	NA	10.3
Boston, MA*	\$2.00	\$11.00	NA	\$18.00	5.5	NA	9.0
Chicago, IL*	\$2.00	\$10.00	\$20.00	\$28.00	5.0	10.0	14.0
Denver, CO	\$2.25	\$6.75	NA	NA	3.0	NA	NA
Houston, TX	\$1.25	\$3.00	NA	NA	2.4	NA	NA
Los Angeles, CA	\$1.50	\$5.00	NA	\$20.00	3.3	NA	13.3
Miami, FL	\$2.25	\$5.65	NA	\$29.25	2.5	NA	13.0
Minneapolis, MN*	\$2.25	NA	NA	\$22.00	NA	NA	9.8
New York, NY	\$2.25	NA	NA	\$30.00	NA	NA	13.3
Oakland, CA	\$2.10	\$5.00	NA	NA	2.4	NA	NA
Philadelphia, PA	\$2.25	\$12.00	NA	\$24.00	5.3	NA	10.7
Portland, OR	\$2.50	\$7.00	NA	\$26.00	2.8	NA	10.4
San Carlos, CA	\$2.50	\$5.00	NA	NA	2.0	NA	NA
San Diego, CA	\$2.25	\$5.00	\$12.00	NA	2.2	5.3	NA
San Francisco, CA (regular service) (FY15 proposed)*	\$2.25	\$17.00	\$26.00	\$35.00	7.6	11.6	15.6
San Francisco, CA (cable cars) (FY15 proposed)*	\$6.00	\$17.00	\$26.00	\$35.00	2.8	4.3	5.8
San Francisco, CA (regular service) (FY16 proposed)*	\$2.25	\$20.00	\$31.00	\$40.00	8.9	13.8	17.8
San Francisco, CA (cable cars) (FY16 proposed)*	\$7.00	\$20.00	\$31.00	\$40.00	2.9	4.4	5.7
San Jose, CA	\$2.00	\$6.00	NA	NA	3.0	NA	NA
San Rafael, CA	\$2.00	\$5.00	NA	\$20.00	2.5	NA	10.0
Seattle, WA	\$2.50	NA	NA	NA	NA	NA	NA
Washington, DC*	\$1.95	\$14.00	NA	\$35.00	7.2	NA	17.9

\* Notes

Boston, MA - rail fare with Charlie Card

Chicago, IL - with Ventra Card or Transit Card

Minneapolis, MN - peak prices

San Francisco, CA - Passport prices tied to cable car fares.

Seattle, WA - peak prices

Washington, DC - minimum peak rail fare with SmartTrip card

City	Monthly Pass				Discount compared to Adult Fare		
	Adult	Senior	Disabled	Youth	Senior	Disabled	Youth
Atlanta, GA	\$95.00	NA	NA	NA	NA	NA	NA
Baltimore, MD	\$64.00	\$16.50	\$16.50	NA	74%	74%	NA
Boston, MA	\$70.00	\$28.00	\$28.00	\$28.00	60%	60%	60%
Chicago, IL	\$100.00	\$50.00	\$50.00	NA	50%	50%	NA
Denver, CO	\$72.00	\$39.50	\$39.50	\$39.50	45%	45%	45%
Houston, TX	NA	NA	NA	NA	NA	NA	NA
Los Angeles, CA	\$75.00	\$14.00	\$14.00	\$24.00	81%	81%	68%
Miami, FL	\$112.50	\$56.25	\$56.25	\$56.25	50%	50%	50%
Minneapolis, MN	\$85.00	NA	NA	NA	NA	NA	NA
New York, NY	\$112.00	\$56.00	\$56.00	NA	50%	50%	NA
Oakland, CA	\$75.00	\$23.00	\$23.00	\$23.00	69%	69%	69%
Philadelphia, PA	\$91.00	\$0.00	NA	NA	100%	NA	NA
Portland, OR	\$100.00	\$26.00	\$26.00	\$30.00	74%	74%	70%
San Carlos, CA	\$64.00	\$25.00	\$25.00	\$36.00	61%	61%	44%
San Diego, CA	\$72.00	\$18.00	\$18.00	\$36.00	75%	75%	50%
San Francisco, CA (FY15 proposed)	\$68.00	\$24.00	\$24.00	\$24.00	65%	65%	65%
San Francisco, CA (FY16 proposed)	\$70.00	\$25.00	\$25.00	\$25.00	65%	65%	65%
San Jose, CA	\$70.00	\$25.00	\$25.00	\$40.00	64%	64%	43%
San Rafael, CA	\$80.00	\$40.00	\$40.00	\$40.00	50%	50%	50%
Seattle, WA	\$90.00	\$27.00	\$27.00	\$45.00	70%	70%	50%
Washington, DC*	\$72.00	\$36.00	\$36.00	\$30.00	50%	50%	58%

\* Notes

Washington, DC (buses only) - 4.5 weekly bus passes used to calculate the price of a monthly pass for adults, seniors and disabled

**THIS PRINT COVERS CALENDAR ITEM NO.: 10.7**

**SAN FRANCISCO  
MUNICIPAL TRANSPORTATION AGENCY**

**DIVISION:** Finance and Information Technology

**BRIEF DESCRIPTION:**

Approving revisions to the Title VI analysis for the fare changes in the SFMTA Fiscal Year (FY) 2015 and FY 2016 Operating Budget including providing “Free Muni” for low and moderate income 18 year olds, effective November 1, 2014, and providing “Free Muni” to low and moderate income 19-22 year olds enrolled in the San Francisco Unified School District’s Special Education Programs.

**SUMMARY:**

- On April 15, 2014, the SFMTA Board of Directors approved the SFMTA FY 2015 and FY 2016 Operating Budget.
- At the April 15, 2014 Board meeting, the SFMTA Board of Directors approved providing free Muni for low and moderate income 18 year olds effective November 1, 2014, instead of upon MTAB further review in January 2015 as originally proposed.
- The Board also directed the Director of Transportation (DOT) to explore the feasibility of providing “Free Muni” for low and moderate income 19-22 year olds enrolled in SFUSD’s Special Education programs. As part of a separate calendar item, the DOT now recommends making this fare change to the Board
- These items were not incorporated into the Title VI analysis before the Board at its April 15, 2014 meeting. The Title VI analysis has been updated to reflect both of these changes.

**ENCLOSURES:**

1. SFMTAB Resolution
2. Title VI Analysis

**APPROVALS:**

**DATE**

DIRECTOR \_\_\_\_\_ 8/10/14

SECRETARY \_\_\_\_\_ 8/10/14

**ASSIGNED SFMTAB CALENDAR DATE:** August 19, 2014

## **PAGE 2**

### **PURPOSE**

Approves revisions to the Title VI analysis for the fare changes in the SFMTA Fiscal Year (FY) 2015 and FY 2016 Operating Budget including providing "Free Muni" for low and moderate income 18 year olds, effective November 1, 2014, and providing "Free Muni" to low and moderate income 19-22 year olds enrolled in the San Francisco Unified School District's Special Education Programs.

### **GOAL**

This item supports the following Strategic Plan Goals:

Goal 3: Improve the environment and quality of life in San Francisco

### **DESCRIPTION**

On April 15, 2014, the SFMTA Board approved the SFMTA FY 2015 and FY 2016 Operating Budget but made the following modification:

- Approved providing "Free Muni" for low and moderate income 18 year olds effective November 1, 2014 instead of contingent upon a review of the agency's fiscal health in January 2015 as originally proposed.

The Board also directed the DOT to explore the feasibility of providing "Free Muni" for low and moderate income 19-22 year olds enrolled in SFUSD's Special Education programs. At this time, the DOT recommends making this fare change subject to approval by the MTAB.

The Title VI analysis has been revised to reflect both of these changes and now requires Board approval.

### ***Title VI Analysis***

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. Pursuant to the requirements contained in the Federal Transit Administration's (FTA) Circular 4702.1B, "Title VI and Title VI- Dependent Guidelines for Federal Transit Administration Recipients," SFMTA performed a Title VI analysis of the proposed fare changes to Municipal Railway passes, passports, stickers, and fares. These fare changes were evaluated to determine if the proposed changes have a disparate impact on minority populations or a disproportionate burden on low-income populations.

As a result of this analysis, SFMTA staff determined that there are neither disparate impacts nor disproportionate burdens associated with any of the proposed fare changes including the ones approved by the Board at the April 15, 2014 Board meeting and the one anticipated to be approved at the August 19, 2014 Board meeting. Pursuant to FTA requirements, the SFMTA Board is required to approve the Title VI analysis.

## **ALTERNATIVES CONSIDERED**

The alternative would be not to accept the revisions to the Title VI report which is a FTA requirement.

## **FUNDING IMPACT**

The impact of these revisions has a funding impact to the SFMTA FY 2015 and FY 2016 Budget.

## **OTHER APPROVALS RECEIVED OR STILL REQUIRED**

The City Attorney's Office has reviewed the item.

## **RECOMMENDATION**

That the SFMTA Board of Directors approve the Title VI analysis for the fare changes in the SFMTA Fiscal Year (FY) 2015 and FY 2016 Operating Budget including providing "Free Muni" for low and moderate income 18 year olds, effective November 1, 2014, and providing "Free Muni" to low and moderate income 19-22 year olds enrolled in the San Francisco Unified School District's Special Education Programs.

SAN FRANCISCO  
MUNICIPAL TRANSPORTATION AGENCY  
BOARD OF DIRECTORS

RESOLUTION No. \_\_\_\_\_

WHEREAS, On April 15, 2014, the SFMTA Board approved the SFMTA FY 2015 and FY 2016 Operating Budget; and

WHEREAS, On April 15, 2014, the SFMTA Board approved providing "Free Muni" for low and moderate income 18 year olds effective November 1, 2014 instead of contingent upon a review of the agency's fiscal health in January 2015 as originally proposed; and

WHEREAS, On August 19, 2014, the SFMTA Board approved an additional fare change to provide "Free Muni" for low and moderate income 19-22 year olds enrolled in the SFUSD's Special Education programs; and

WHEREAS, Title VI of the Civil Rights Act of 1964 applies to programs and services receiving federal funding and prohibits discrimination based on race, color, or national origin from federally funded programs such as transit and in order to remain compliant with Title VI requirements and ensure continued federal funding, the SFMTA must analyze the impacts of fare changes on minority and low income populations in compliance with the FTA's updated Circular 4702.1B; and

WHEREAS, The SFMTA prepared a comprehensive Title VI analysis of the impacts of the proposed fare changes on low-income and minority communities in San Francisco and has determined that there is no disparate impact to minority populations or disproportionate burden to low-income populations; now therefore be it

RESOLVED, That the SFMTA Board approves revisions to the Title VI analysis for the fare changes in the SFMTA Fiscal Year (FY) 2015 and FY 2016 Operating Budget, including providing "Free Muni" for low and moderate income 18 year olds, effective November 1, 2014, and providing "Free Muni" to low and moderate income 19-22 year olds enrolled in the San Francisco Unified School District's Special Education Programs.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of August 19, 2014.

\_\_\_\_\_  
Secretary to the Board of Directors  
San Francisco Municipal Transportation Agency





**SFMTA**  
Municipal  
Transportation  
Agency

# **Updated Title VI Analysis of FY 2015 & FY 2016 Proposed Fare Changes**

August 19, 2014

## **I. Overview**

At the April 15, 2014 meeting of the San Francisco Municipal Transportation Agency Board of Directors (MTAB), in addition to other fare changes, the Board approved the following fares for FY2015-2016: one, to continue to provide “Free Muni” for low and moderate income youth up to 17 years old who use a Clipper® card; and two, to provide “Free Muni” for low and moderate income 18 year olds who use a Clipper card effective November, 2014. The latter change differed from an initial proposal that the inclusion of 18 year olds be contingent upon a review and determination of the Agency’s fiscal health in January, 2015. At the April 15<sup>th</sup> meeting, the MTAB requested that the Title VI report approved at that Board meeting be updated and approved at a later Board meeting to reflect this change. This approval is scheduled to occur at the August 19, 2014 MTAB meeting.

In addition, on April 15<sup>th</sup> the MTAB gave direction to the Director of Transportation (DOT) to explore the feasibility of adding low and moderate income 19 to 22 year olds enrolled in the San Francisco Unified School District’s (SFUSD) Special Education programs to the “Free Muni” program. On August 19<sup>th</sup>, it is expected that the MTAB will approve the DOT's recommendation that these students be added to the program. This report reflects these two modifications and serves as an update to the SFMTA’s Title VI report on the Agency’s FY 2015-2016 fare changes that was approved at the April 15, 2014 MTAB meeting.

## **II. 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)

The analysis below 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.

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 and the

seventh largest in the nation, with approximately 700,000 passenger boardings per day and serving approximately 215 million customers a year. The Muni fleet includes: historic streetcars, 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, the historic streetcar F Line and three cable car lines and provides seamless connections to other Bay Area public transit systems such as BART, AC Transit, Golden Gate Transit and Ferries, SamTrans, and Caltrain.

In 2009, the SFMTA Board adopted an Automatic Indexing Plan, a formula based on a combination of Bay Area Consumer Price Index for all urban consumers (CPI-U) and SFMTA labor costs. Prior to that time, the SFMTA instituted fare increases less frequently but at higher rates. The application of the Automatic Indexing Plan results in smaller, more predictable fare increases rather than larger, more infrequent fare increases.

The proposed FY2015-2016 budget includes two sets of fare changes: the application of the above-referenced fare indexing plan, as well as a second set of fare proposals that serves to either increase prices for specific fare products beyond the indexing formula, or to introduce fare increases or decreases outside of the indexing plan.

This Title VI analysis includes:

- SFMTA's Board-approved disparate impact and disproportionate burden policies, as well as a summary of the public outreach and engagement process employed in the development of these policies;
- A description of the proposed fare changes and background on why the changes are being proposed;
- A data analysis based on customer survey data to determine the percent of users of each fare media proposed for increase or decrease, including a profile of fare usage by protected group – minority and low-income – and a comparison to their representation system-wide;
- An analysis of potential impacts on minority and/or low-income customers;
- Any required analysis of alternative transit modes, fare payment types or fare media availability for customers who may be impacted by the proposed fare changes;
- A summary of public outreach and engagement efforts.

### **III. 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 – establish 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, the SFMTA developed the following recommended Disparate Impact and Disproportionate Burden Policies, which were approved, after an extensive multilingual public outreach process, by the SFMTA Board of Directors on August 20, 2013:

- 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 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.

The SFMTA Board of Directors approved the Title VI policies (see Resolution No. 13-192).

### Stakeholder Outreach and Engagement

As part of the SFMTA’s process to develop the proposed Title VI policies, the SFMTA conducted a multilingual stakeholder outreach campaign to receive input on the proposed policies and engage the public in the decision making process for adoption of these policies by the SFMTA Board. This effort included presentations to the SFMTA Citizens Advisory Council (CAC) and Muni Accessible Advisory Committee (MAAC), as well as two public workshops. The workshops were promoted through email, telephone calls to community groups, and in nine languages on the SFMTA website. Outreach was also targeted to approximately 30 Community Based Organizations and transportation advocates with broad representation among low-income and minority communities. Staff also offered to meet with some community groups if they were unable to attend the public workshops. In addition, staff presented the Title VI

recommendations at the SFMTA Board of Directors meeting on July 16, 2013. The policies were approved at the Board of Directors meeting on August 20, 2013.

**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**

The SFMTA defines low-income as a person self-reporting their household income at 200% below the 2013 Federal Poverty Levels (FPL). The table below shows the 2013 household income levels meeting the 200% FPL threshold. This definition of low-income matches the SFMTA’s criteria for Lifeline Muni passes for low-income households in San Francisco.

Household Size	Household Income 200% of the 2013 Federal Poverty Levels
1	\$22,980
2	\$31,020
3	\$39,060
4	\$47,100
5	\$55,140
6	\$63,180
7	\$71,220
8	\$79,260
For each additional person, add:	\$8,040

**IV. Assessing Impacts of the Proposed Fare Changes on Minority and/or Low-Income Communities**

As detailed in FTA Circular 4702.1B, transit providers shall evaluate the impacts of their proposed fare changes (either increases or decreases) on minority and low-income populations separately, and within the context of their Disparate Impact and Disproportionate Burden policies, to determine whether minority and/or low-income riders are bearing a disproportionate impact of the change between the existing cost and the proposed cost. The impact may be defined as a statistical percentage. The disparate impact and disproportionate burden thresholds must be applied uniformly, regardless of fare media.

Minority Disparate Impact: If the SFMTA finds potential disparate impacts and then modifies the proposed changes in order to avoid, minimize or mitigate those impacts, it is required to reanalyze the proposed changes in order to determine whether the modifications actually removed the potential disparate impacts of the changes. If

SFMTA chooses not to alter the proposed fare changes despite the disparate impact on minority ridership, or if it finds, even after the revisions, that minority riders will continue to bear a disproportionate share of the proposed fare change, the fare change may only be implemented if:

- (i) There is a substantial legitimate justification for the proposed fare change, and
- (ii) SFMTA can show that there are no alternatives that would have a less disparate impact on minority riders but would still accomplish the transit provider's legitimate program goals.

In order to make this showing, any alternatives must be considered and analyzed to determine whether those alternatives would have less of a disparate impact on the basis of race, color, or national origin, and then only the least discriminatory alternative can be implemented.

Low-Income Disproportionate Burden: If at the conclusion of the analysis, the SFMTA finds that low-income populations will bear a disproportionate burden of the proposed fare change, steps must be taken to avoid, minimize or mitigate impacts where practicable and descriptions of alternatives available to low-income populations affected by the fare changes must be provided.

## **V. Data Analysis and Methodology**

In order to make an appropriate assessment of disparate impact or disproportionate burden in regard to fare changes, the transit provider must compare available customer survey data and show the number and percent of minority riders and low-income riders using a particular fare media, in order to establish whether minority and/or low-income riders are disproportionately more likely to use the mode of service, payment type or payment media that would be subject to the fare change. (Circular 4702.1B, Chapter IV-19). Unlike previous Title VI analyses, the SFMTA has data on ridership demographics by transit line based on a comprehensive On-Board Customer Survey conducted in Spring 2013. The survey asked demographics questions for race/ethnicity, household income, household size, gender, age, vehicle ownership, and other information including fare type used on the trip and origin/destination information. Consultants collected over 22,000 survey responses, providing a statistically significant snapshot of ridership patterns. This provides the basis for determining the potential impacts of fare changes on our customers. A copy of the survey is available upon request.

As noted above, in August 2013, the SFMTA Board approved a methodology for analyzing Title VI impacts. In the case of fare changes, both increases and decreases of any amount, this methodology relies on comparing the percentage of protected customers using a particular fare product or instrument to their representation system-wide. When protected customers' usage of said fare product or instrument exceeds their system-wide average by eight percent or more, and the cost of that product or instrument is being increased, then a finding of disparate impact (minority-based impact) and/or disproportionate burden (low-income based impact) is indicated.

Conversely, Title VI also requires that fare decreases be evaluated to determine whether they disproportionately benefit populations that are not protected by Title VI, thereby diverting the allocation of transit resources away from Title VI-protected groups. As a result, when Title VI-protected customers' usage of a fare product or instrument falls below their system-wide average by eight percent or more, and the cost of that product or instrument is being reduced, then a finding of disparate impact (minority-based impact) and/or disproportionate burden (low income-based impact) is indicated.

Respondents who declined to answer questions about income or ethnicity are excluded from the analysis. The overall system-wide averages were determined from National Transit Database and Automatic Passenger Counter (APC) data weighted by the weekly ridership share by line. The system-wide average for minority customers was determined to be 58%, and the system-wide average for low-income customers was determined to be 51%.

In order to protect privacy, survey respondents were asked to report their income bracket as opposed to their specific income. As a result, the analysis made assumptions about whether the combination of a particular respondent's household size and income bracket fell into a "low-income" category based on the Agency's definition of low-income described above. Generally, the analysis erred on the side of caution and placed possibly low-income respondents into the low-income category.

## **VI. Description of Proposed Fare Changes and Analysis of Impacts**

As noted in Section II, the SFMTA's FY2015-2016 budget includes proposals to change fares per the Automatic Fare Indexing Policy as well as a second group of additional proposals that increases prices for specific fare products beyond the indexing formula, or introduces fare increases or decreases outside of the indexing plan. Tables 1 through 4 provide an analysis of the effects of the fare changes included in both sets of fare proposals on minority and low-income customers. Tables 1 and 2 examine all fare increases together, and Tables 3 and 4 examine all fare decreases together. Both tables include current and proposed fares by planned year of implementation, as well as the demographic characteristics of the customers who use each fare type. Finally, they compare the cumulative usage of these fare types by minority and low-income customers to their representation system-wide. A disparate impact and/or disproportionate burden finding is indicated if the total usage by minority and/or low-income customers deviates from their system-wide averages by eight percent or more. Based on applying this analysis, the proposed fare changes do not result in either a disparate impact or disproportionate burden.

**Table 1: All Fare Increases - Assessment of Disparate Impact**

Fare Type	FY 2014 Current Fare	FY 2015 Proposed Fare	FY 2016 Proposed Fare	Estimated Ridership	% Minority	Estimated Minority Ridership
Adult Cash Fare	\$2.00	\$2.25	\$2.25	240,149	54%	129,076
Youth Cash Fare	\$0.75	\$0.75	\$1.00	21,996	86%	18,947
Senior Cash Fare	\$0.75	\$0.75	\$1.00	20,545	44%	8,999
Disabled Cash Fare	\$0.75	\$0.75	\$1.00	8,334	53%	4,438
Adult "A" Fast Pass with BART in SF <sup>1</sup>	\$76.00	\$80.00	\$83.00	240,433	58%	138,491
Adult "M" Fast Pass Muni Only <sup>1</sup>	\$66.00	\$68.00	\$70.00	Included in Previous Fare Type <sup>2</sup>		
Youth Monthly Pass	\$23.00	\$23.00	\$25.00	18,326	89%	16,267
Senior Monthly Pass	\$23.00	\$23.00	\$25.00	17,978	45%	8,092
Disabled Monthly Pass	\$23.00	\$23.00	\$25.00	11,155	64%	7,131
Lifeline Monthly Pass	\$33.00	\$34.00	\$35.00	4,838 <sup>3</sup>	77%	3,724
Lifeline ID Card Replacement Fee	\$5.00	\$5.00	\$5.00	Included in Previous FareType <sup>2</sup>		
Cable Car Cash	\$6.00	\$6.00	\$7.00	10,572	30%	3,121
Cable Car All-Day Pass	\$15.00	\$16.00	\$16.00	20,682	43%	8,975
Passports: 1-Day	\$15.00	\$17.00	\$20.00			
Passports: 3-Day	\$23.00	\$26.00	\$31.00			
Passports: 7-Day	\$29.00	\$35.00	\$40.00	842	67%	566
Tokens (Pack of 10)	\$20.00	\$22.50	\$22.50	Data Not Available <sup>4</sup>		
Interagency Sticker (Caltrain and Vallejo Ferry)	\$61.00	N/A	N/A	Data Not Available <sup>4</sup>		
BART-to-Muni Transfer (each way)	\$1.75	N/A	N/A	20,978	67%	14,063
Adult Interagency Transfer: BART-to-Muni	\$1.50	\$1.75	\$1.75	Included in Previous FareType <sup>2</sup>		
Class Pass	\$27.00	\$28.00	\$29.00	5,745	57%	3,277
School Coupon Booklet	\$11.25	\$15.00	\$15.00	Data Not Available <sup>4</sup>		
Special Event Service Adult R/T	\$12.00	\$12.00	\$14.00	Data Not Available <sup>4</sup>		

<sup>1</sup> Survey responses did not distinguish between "A" and "M" Muni monthly passes. All riders indicating payment with an adult monthly pass are included in these figures.

<sup>2</sup> These fare changes impact the same group of customers as the fare change listed immediately above them. They are listed separately for the purpose of clarifying the fare options; however, ridership and demographics are tabulated only once to avoid double-counting.

<sup>3</sup> "Lifeline Pass" was not included as a standard response in the customer survey. The ridership number shown here is low relative to the amount of passes purchased monthly; however, it is possible that survey respondents indicated use of an adult monthly pass instead of specifying use of a Lifeline pass.

<sup>4</sup> For these fare types, there was either an extremely limited number of or no survey responses received upon which to base an assessment.



Fare Type	FY 2014 Current Fare	FY 2015 Proposed Fare	FY 2016 Proposed Fare	Estimated Ridership	% Minority	Estimated Minority Ridership
Special Event Service Youth/Senior/Disabled R/T	\$11.00	N/A	N/A	Data Not Available <sup>4</sup>		
<b>TOTAL</b>				<b>642,574</b>	<b>57%</b>	<b>365,166</b>

**Table 2: All Fare Increases – Assessment of Disproportionate Burden**

Fare Type	FY 2014 Current Fare	FY 2015 Proposed Fare	FY 2016 Proposed Fare	Estimated Ridership	% Low-Income	Estimated Low-Income Ridership
Adult Cash Fare	\$2.00	\$2.25	\$2.25	240,149	50%	119,555
Youth Cash Fare	\$0.75	\$0.75	\$1.00	21,996	75%	16,482
Senior Cash Fare	\$0.75	\$0.75	\$1.00	20,545	52%	10,683
Disabled Cash Fare	\$0.75	\$0.75	\$1.00	8,334	80%	6,705
Adult "A" Fast Pass with BART in SF <sup>1</sup>	\$76.00	\$80.00	\$83.00	240,433	44%	104,507
Adult "M" Fast Pass Muni Only <sup>1</sup>	\$66.00	\$68.00	\$70.00	Included in Previous Fare Type <sup>2</sup>		
Youth Monthly Pass	\$23.00	\$23.00	\$25.00	18,326	80%	14,623
Senior Monthly Pass	\$23.00	\$23.00	\$25.00	17,978	50%	9,038
Disabled Monthly Pass	\$23.00	\$23.00	\$25.00	11,155	83%	9,262
Lifeline Monthly Pass	\$33.00	\$34.00	\$35.00	4,838 <sup>3</sup>	91%	4,389
Lifeline ID Card Replacement Fee	\$5.00	\$5.00	\$5.00	Included in Previous Fare Type <sup>2</sup>		
Cable Car Cash	\$6.00	\$6.00	\$7.00	10,572	25%	2,645
Cable Car All-Day Pass	\$15.00	\$15.00	\$16.00	20,682	48%	9,884
Passports: 1-Day	\$15.00	\$17.00	\$20.00			
Passports: 3-Day	\$23.00	\$26.00	\$31.00			
Passports: 7-Day	\$29.00	\$35.00	\$40.00			
Tokens (Pack of 10)	\$20.00	\$22.50	\$22.50	842	86%	722
Interagency Sticker (Caltrain and Vallejo Ferry)	\$61.00	N/A	N/A	Data Not Available <sup>4</sup>		
BART-to-Muni Transfer (each way)	\$1.75	N/A	N/A	20,978	47%	9,920
Adult Interagency Transfer: BART-to-Muni	\$1.50	\$1.75	\$1.75	Included in Previous Fare Type <sup>2</sup>		
Class Pass	\$27.00	\$28.00	\$29.00	5,745	77%	4,399
School Coupon Booklet	\$11.25	\$15.00	\$15.00	Data Not Available <sup>4</sup>		
Special Event Service Adult R/T	\$12.00	\$12.00	\$14.00	Data Not Available <sup>4</sup>		

Fare Type	FY 2014 Current Fare	FY 2015 Proposed Fare	FY 2016 Proposed Fare	Estimated Ridership	% Low-Income	Estimated Low-Income Ridership
Special Event Service Youth/Senior/Disabled R/T	\$11.00	N/A	N/A	Data Not Available <sup>4</sup>		
<b>TOTAL</b>				<b>642,574</b>	<b>50%</b>	<b>322,812</b>

**Table 3: All Fare Decreases - Assessment of Disparate Impact**

Fare Type	FY 2014 Current Fare	FY 2015 Proposed Fare	FY 2016 Proposed Fare	Estimated Ridership	% Minority	Estimated Minority Ridership
<i>“Free Muni” for Low and Moderate Income Youth – Inclusion of 18 Year Olds</i>	\$2.00/\$66.00	\$2.00/\$66.00/\$0.00 (change effective 11/1/2014)	\$0.00	Data Not Available <sup>4</sup>		
<i>“Free Muni” for Low and Moderate Income 19 to 22 Year Olds Enrolled in SFUSD Special Education Programs</i>	\$2.00/\$66.00	\$2.00/\$66.00/\$0.00 (change effective 11/1/2014)	\$0.00	Data Not Available <sup>5</sup>		
“Free Muni” for Low and Moderate Income Seniors	\$0.75/\$23.00	\$0.75/\$23.00/\$0.00 (change effective 6/1/2015)	\$0.00	17,351	61%	10,515
“Free Muni” for Low and Moderate Income People with Disabilities	\$0.75/\$23.00	\$0.75/\$23.00/\$0.00 (change effective 6/1/2015)	\$0.00	15,032	57%	8,613
Adult Interagency Transfer: AC Transit-to-Muni	\$2.00	\$1.75	\$1.75	1,216	35%	420
Adult Interagency Transfer: Caltrain-to-Muni	\$2.00	\$1.75	\$1.75	4,178	58%	2,440
Adult Interagency Transfer: SamTrans-to-Muni	\$2.00	\$1.75	\$1.75	940	100%	940
Adult Interagency Transfer: Vallejo Ferry-to-Muni	\$2.00	\$1.75	\$1.75	Data Not Available <sup>4</sup>		
<b>TOTAL</b>				<b>38,718</b>	<b>59%</b>	<b>22,928</b>

<sup>5</sup> Per the San Francisco Unified School District (SFUSD), there are approximately 7,000 students enrolled in Special Education programs. Of these, approximately 250 students are between the ages of 19 and 22. SFUSD does not collect data regarding students’ income; however, the “Free Muni” benefit for this group of students would be further limited to only those individuals who qualify as low and moderate income, consistent with the broader “Free Muni” for Youth program. In terms of race, 89% of these students are minority.

**Table 4: All Fare Decreases – Assessment of Disproportionate Burden**

Fare Type	FY 2014 Current Fare	FY 2015 Proposed Fare	FY 2016 Proposed Fare	Estimated Ridership	% Low-Income	Estimated Low-Income Ridership
<i>“Free Muni” for Low and Moderate Income Youth – Inclusion of 18 Year Olds</i>	\$2.00/\$66.00	\$2.00/\$66.00/\$0.00 (change effective 11/1/2014)	\$0.00	Data Not Available <sup>4</sup>		
<i>“Free Muni” for Low and Moderate Income 19 to 22 Year Olds Enrolled in SFUSD Special Education Programs</i>	\$2.00/\$66.00	\$2.00/\$66.00/\$0.00 (change effective 11/1/2014)	\$0.00	Data Not Available <sup>5</sup>		
<b>“Free Muni” for Low and Moderate Income Seniors</b>	\$0.75/\$23.00	\$0.75/\$23.00/\$0.00 (change effective 6/1/2015)	\$0.00	17,351	100%	17,351
<b>“Free Muni” for Low and Moderate Income People with Disabilities</b>	\$0.75/\$23.00	\$0.75/\$23.00/\$0.00 (change effective 6/1/2015)	\$0.00	15,032	100%	15,032
<b>Adult Interagency Transfer: AC Transit-to-Muni</b>	\$2.00	\$1.75	\$1.75	1,216	36%	435
<b>Adult Interagency Transfer: Caltrain-to-Muni</b>	\$2.00	\$1.75	\$1.75	4,178	36%	1,487
<b>Adult Interagency Transfer: SamTrans-to-Muni</b>	\$2.00	\$1.75	\$1.75	940	77%	726
<b>Adult Interagency Transfer: Vallejo Ferry-to-Muni</b>	\$2.00	\$1.75	\$1.75	Data Not Available <sup>4</sup>		
<b>TOTAL</b>				<b>38,718</b>	<b>91%</b>	<b>35,032</b>

As Table 5 indicates, none of the proposed fare changes results in disparate impacts or disproportionate burdens on minority and low-income Muni customers:

**Table 5: Summary of Disparate Impact and Disproportionate Burden Analysis, All Fare Changes**

Type of Change	% Minority Impacted	System-wide Average: Minority	Disparate Impact?	% Low-Income Impacted	System-wide Average: Low-Income	Disproportionate Burden?
<b>All Fare Increases</b>	57%	58%	NO	50%	51%	NO
<b>All Fare Decreases</b>	59%	58%	NO	91%	51%	NO

For the package of fare increases, the percent of impacted minority riders is only slightly below the system-wide average of minority riders, and the percent of impacted low-income riders is also just below the system-wide average of low-income riders, so no disparate impact or disproportionate burden is shown. In other words, the fare increases do not impact minority and low-income customers disproportionately by eight percent or more relative to their representation system-wide.

For the package of fare decreases, the percent of impacted minority riders is slightly above the system-wide average of minority riders. Since fare decreases carry a positive effect, the assessment of impact or burden focuses on whether the fare decreases will benefit populations not protected by Title VI disproportionately to their representation system-wide. Therefore, an impact or burden is indicated only if the percentages of low-income and minority riders is more than eight percent *lower* than their system-wide averages. In this case, the fare decreases do not result in a disparate impact since they benefit minority riders slightly more than their system-wide average. Similarly, the fare decreases do not result in a disproportionate burden for low-income riders since they benefit these riders at a significantly greater percentage when compared to their system-wide average.

#### *Automatic Fare Indexing Policy*

As noted above, in 2009 the SFMTA Board adopted an Automatic Indexing Plan, a formula based on the combination of Bay Area Consumer Price Index for all urban consumers (CPI-U) and SFMTA labor costs that serves as a policy for incremental fare increases. Automatic Indexing is critical to ensure that service levels are not compromised given the increase in operating costs annually due to inflation. Operating costs include labor costs, fuel, material and parts for vehicle maintenance costs and all other costs needed to support service availability. Application of the Automatic Indexing Plan also ensures that riders can expect and anticipate small incremental fare increases over time rather than unknown larger increases sporadically.

Furthermore, as demonstrated by the tables in Appendix A, Muni's fares are consistent with fares for other transit systems in major metropolitan areas around the nation.

In addition, over the past decade, the SFMTA has developed and/or proposed a number of programs geared specifically towards qualified low-income customers in every fare category: the Lifeline Pass (adults) and "Free Muni" for Low and Moderate Income Youth have both been implemented, and "Free Muni" for Low and Moderate Income Seniors and People with Disabilities is being proposed as part of this budget package contingent upon Board of Director's review of the Agency's fiscal health in January 2015. These programs will be described in more detail below.

## *Adult Fares*

### Lifeline Pass

The SFMTA offers its Lifeline Pass at a 50% discount relative to the adult Muni-Only monthly pass. The Lifeline Pass, which was created by the SFMTA in 2005 in conjunction with the Human Services Agency in order to minimize the impact of fare increases being implemented at that time, will continue to be offered at a 50% discount off the regular pass price. Eligibility for the Lifeline Fast Pass is based on three criteria: (1) enrollment in the Working Families Tax Credit, the local version of the Earned Income Tax Credit; (2) enrollment in another income support program administered by the Human Services Agency (e.g., food stamps, County Adult Assistance Program, or CalWORKS); or (3) income at or below 200 percent of the 2013 Federal Poverty Levels, which is a pre-tax income of approximately \$47,100 for a family of four people. Based on recent survey data, SFMTA estimates that about one-third of SFMTA customers are eligible for the Lifeline Pass.

A new feature of the Lifeline pass program is the implementation of a “Lifeline ID” card to streamline monthly access for the pass. In lieu of receiving a magnetic stripe pass each month, Lifeline program participants will now be able to purchase a monthly sticker to affix to their personalized ID card. This will significantly reduce the processing time associated with distribution of the monthly pass, and will also allow for the expansion of locations where the pass can be sold. In conjunction with this ID card, a \$5 card replacement fee is being implemented. This fee serves to offset the administrative cost of processing replacement cards.

### *Youth, Senior and Disabled Fares – Updated August 19, 2014*

The SFMTA’s FY2015-2016 budget proposed increasing youth, senior, and disabled single-ride and monthly pass fares per the Automatic Fare Indexing Policy starting in FY 2016. For youth, the “Free Muni” for Low and Moderate Income Youth program provides eligible youth with free access to Muni services, and offers the clearest way to mitigate the impacts of this fare increase for low-income customers. This fare program was initiated as a pilot program in 2013 and was incorporated as a regular fare program in the SFMTA’s FY2015-2016 budget and approved by the MTAB on April 15, 2014.

In addition to extending the “Free Muni” for Low and Moderate Youth program, the MTAB approved expanding the age eligibility for participation in the program to include 18 year olds effective November, 2014. The current age eligibility is from 5 to 17 years of age.

The MTAB also requested that the Title VI report be updated to clarify that eligible 18 year olds would be included in the program effective November 2014 instead of upon MTAB further review in January 2015 as originally proposed. While there is no demographic data available that is specific to 18 year olds, it is anticipated that expanding program eligibility for one year will minimize the impact of any proposed increase in fares. Expanding program eligibility for one year will provide low and

moderate income 18 year olds with an additional year of eligibility for a free fare, rather than having to pay the adult fare at age 18.

Finally, the MTAB gave direction to the DOT to explore the feasibility of adding low and moderate income 19 to 22 year olds enrolled in the SFUSD Special Education programs to the Free Muni program. On August 19th, it is expected that the MTAB will approve the DOT's recommendation that these students be added to the program. This will provide free Muni transit service for these income-qualified students who are in high school, but who do not otherwise qualify for Muni youth fares. While there is no ridership demographic data available regarding the approximately 250 students in the program and SFUSD does not collect data regarding students' income, approximately 89% of these students are minority.

#### Discounts Contingent upon Review of Agency's Fiscal Health

In addition to the continuation of the "Free Muni" for Low and Moderate Income Youth program, this budget proposes implementing two discounts that are contingent upon Board of Director's review of the Agency's fiscal health in January 2015:

1. Introduction of "Free Muni" for Low and Moderate Income Seniors. This would extend the benefit of the "Free Muni" for Low and Moderate Income Youth program to eligible seniors and provide them with free access to Muni services.
2. Introduction of "Free Muni" for Low and Moderate Income People with Disabilities. This would extend the benefit of the "Free Muni" Muni for Low and Moderate Income Youth program to eligible people with disabilities and provide them with free access to Muni services.

If approved, the target implementation date for these proposals is June 1, 2015.

## **VII. Public Comment and Outreach**

Given the diversity of the SFMTA's service area and ridership and pursuant to Title VI of the Civil Rights Act of 1964 and its implementing regulations, the SFMTA takes responsible steps to ensure meaningful access to the benefits, services, information, and other important portions of SFMTA's programs and activities for low-income, minority, and Limited-English Proficient individuals and regardless of race, color or national origin.

In order to inform our riders and gather public comment regarding the proposed fare changes, the SFMTA undertook a multilingual public information campaign that included multilingual "Take One" information cards on Muni vehicles, Metro booth agent posters, Metro service sign holder on platforms, and bus stop posters. Multilingual information was posted on SFMTA's website in Spanish, Chinese, Tagalog, Russian, Vietnamese, Korean, French, Thai and Japanese, including meeting notices. Budget Town Hall meetings were held on Thursday, February 27, 2014 at 6:30pm at 1 South Van Ness and on Saturday, March 8, 2014 at 11am at the Main Public Library. In addition to the

budget hearing scheduled for August 19, 2014, budget hearings before the SFMTA Board of Directors were scheduled as follows:

3/14/14, 8 a.m. (Special session)  
City Hall, Room 400

4/1/14, 1 p.m.  
City Hall, Room 400

4/15/14, 1 p.m.  
City Hall, Room 400

Pursuant to Charter Section 16.112 and state law, advertisements were placed in the City's official newspaper regarding the Board of Directors hearings on April 1, April 15, and August 19, 2014, to consider the proposed changes. The advertisements ran in the San Francisco Chronicle. In the interest of providing more notice, the advertisements ran for five days. In addition to the required legal notice, advertisements were placed in the Sing Tao and El Mensajero papers to reach our limited-English proficient customers regarding the April 1st and April 15th hearings.

In addition, information was distributed through press releases and through SFMTA/Muni's Twitter account and Facebook posts.

Based on the public feedback received as a result of the multi-lingual outreach process, the SFMTA Board chose not to proceed with the following fare changes:

- Introducing a single-ride fare differential between Clipper payments and cash payments;
- Increasing the F-Line Fare; and
- Implementing premium fares for express and limited service.

## **VIII. Conclusion**

In summary, the SFMTA proposed a package of both fare increases and decreases as part of its FY2015-2016 budget. The Agency performed a demographic analysis of the ridership impacted by these proposed changes, based on recent customer survey data and Title VI-related policies and methodology adopted by the SFMTA Board in August 2013. The analysis performed at that time indicated that there are neither disparate impacts nor disproportionate burdens associated with any of these fare changes. The MTAB approved the fare changes at its meeting on April 15, 2014, but modified the proposal to provide free Muni to low and moderate income 18 year olds effective November 2014, instead of upon MTAB further review of the agency's fiscal health in January 2015.

At the August 19<sup>th</sup> MTAB meeting, it is anticipated that the MTAB will approve an additional fare change to provide "Free Muni" to low and moderate income 19 to 22 year

olds enrolled in the SFUSD's Special Education programs. As a result, this report has been revised to incorporate both of these changes. The conclusion of the analysis remains the same - that there are no disparate impacts or disproportionate burdens associated with any of the fare changes included in this report.



### Appendix A: Comparison of Pass Prices to Peer Agencies

City	Base Fare	Pass Prices			Number of Rides to Break Even		
	Adult	1-Day	3-Day	7-Day	1-Day	3-Day	7-Day
Atlanta, GA	\$2.50	\$9.00	\$16.00	\$23.75	3.6	6.4	9.5
Baltimore, MD	\$1.60	\$3.50	NA	\$16.50	2.2	NA	10.3
Boston, MA*	\$2.00	\$11.00	NA	\$18.00	5.5	NA	9.0
Chicago, IL*	\$2.00	\$10.00	\$20.00	\$28.00	5.0	10.0	14.0
Denver, CO	\$2.25	\$6.75	NA	NA	3.0	NA	NA
Houston, TX	\$1.25	\$3.00	NA	NA	2.4	NA	NA
Los Angeles, CA	\$1.50	\$5.00	NA	\$20.00	3.3	NA	13.3
Miami, FL	\$2.25	\$5.65	NA	\$29.25	2.5	NA	13.0
Minneapolis, MN*	\$2.25	NA	NA	\$22.00	NA	NA	9.8
New York, NY	\$2.25	NA	NA	\$30.00	NA	NA	13.3
Oakland, CA	\$2.10	\$5.00	NA	NA	2.4	NA	NA
Philadelphia, PA	\$2.25	\$12.00	NA	\$24.00	5.3	NA	10.7
Portland, OR	\$2.50	\$7.00	NA	\$26.00	2.8	NA	10.4
San Carlos, CA	\$2.50	\$5.00	NA	NA	2.0	NA	NA
San Diego, CA	\$2.25	\$5.00	\$12.00	NA	2.2	5.3	NA
San Francisco, CA (regular service) (FY15 proposed)*	\$2.25	\$17.00	\$26.00	\$35.00	7.6	11.6	15.6
San Francisco, CA (cable cars) (FY15 proposed)*	\$6.00	\$17.00	\$26.00	\$35.00	2.8	4.3	5.8
San Francisco, CA (regular service) (FY16 proposed)*	\$2.25	\$20.00	\$31.00	\$40.00	8.9	13.8	17.8
San Francisco, CA (cable cars) (FY16 proposed)*	\$7.00	\$20.00	\$31.00	\$40.00	2.9	4.4	5.7
San Jose, CA	\$2.00	\$6.00	NA	NA	3.0	NA	NA
San Rafael, CA	\$2.00	\$5.00	NA	\$20.00	2.5	NA	10.0
Seattle, WA	\$2.50	NA	NA	NA	NA	NA	NA
Washington, DC*	\$1.95	\$14.00	NA	\$35.00	7.2	NA	17.9

**\* Notes**

Boston, MA - rail fare with Charlie Card

Chicago, IL - with Ventra Card or Transit Card

Minneapolis, MN - peak prices

San Francisco, CA - Passport prices tied to cable car fares.

Seattle, WA - peak prices

Washington, DC - minimum peak rail fare with SmartTrip card

City	Monthly Pass				Discount compared to Adult Fare		
	Adult	Senior	Disabled	Youth	Senior	Disabled	Youth
Atlanta, GA	\$95.00	NA	NA	NA	NA	NA	NA
Baltimore, MD	\$64.00	\$16.50	\$16.50	NA	74%	74%	NA
Boston, MA	\$70.00	\$28.00	\$28.00	\$28.00	60%	60%	60%
Chicago, IL	\$100.00	\$50.00	\$50.00	NA	50%	50%	NA
Denver, CO	\$72.00	\$39.50	\$39.50	\$39.50	45%	45%	45%
Houston, TX	NA	NA	NA	NA	NA	NA	NA
Los Angeles, CA	\$75.00	\$14.00	\$14.00	\$24.00	81%	81%	68%
Miami, FL	\$112.50	\$56.25	\$56.25	\$56.25	50%	50%	50%
Minneapolis, MN	\$85.00	NA	NA	NA	NA	NA	NA
New York, NY	\$112.00	\$56.00	\$56.00	NA	50%	50%	NA
Oakland, CA	\$75.00	\$23.00	\$23.00	\$23.00	69%	69%	69%
Philadelphia, PA	\$91.00	\$0.00	NA	NA	100%	NA	NA
Portland, OR	\$100.00	\$26.00	\$26.00	\$30.00	74%	74%	70%
San Carlos, CA	\$64.00	\$25.00	\$25.00	\$36.00	61%	61%	44%
San Diego, CA	\$72.00	\$18.00	\$18.00	\$36.00	75%	75%	50%
San Francisco, CA (FY15 proposed)	\$68.00	\$23.00	\$23.00	\$23.00	65%	65%	65%
San Francisco, CA (FY16 proposed)	\$70.00	\$25.00	\$25.00	\$25.00	65%	65%	65%
San Jose, CA	\$70.00	\$25.00	\$25.00	\$40.00	64%	64%	43%
San Rafael, CA	\$80.00	\$40.00	\$40.00	\$40.00	50%	50%	50%
Seattle, WA	\$90.00	\$27.00	\$27.00	\$45.00	70%	70%	50%
Washington, DC*	\$72.00	\$36.00	\$36.00	\$30.00	50%	50%	58%

\* Notes

Washington, DC (buses only) - 4.5 weekly bus passes used to calculate the price of a monthly pass for adults, seniors and disabled



**SFMTA**  
Municipal  
Transportation  
Agency

# **Title VI Analysis FY 2017 & FY 2018 Proposed Fare Changes**

April 5, 2016

## **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)

The analysis below 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 categories (race, color and national origin). In addition, upon completion of the fare equity analysis, SFMTA is required to submit the equity analysis to the SFMTA Board of Directors for its consideration, awareness and approval of the analysis and to provide a copy of the Board resolution to the FTA as documentation.

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 and the seventh largest in the nation, with approximately 700,000 passenger boardings per day and serving approximately 215 million customers a year. The Muni fleet includes: historic streetcars, renewable diesel 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 over 60 bus routes, seven light rail lines, two historic streetcar lines and three cable car lines and provides seamless connections to other Bay Area public transit systems such as BART, AC Transit, Golden Gate Transit and Ferries, SamTrans, and Caltrain.

This Title VI analysis includes:

- SFMTA's Board approved disparate impact and disproportionate burden policies.
- A description of the proposed fare changes and background on why the changes are being proposed;
- A data analysis based on customer survey data to determine the percent of users of each fare media proposed for increase or decrease, including a profile of fare usage by protected group – minority and low-income – and a comparison to their representation system-wide;
- An analysis of potential impacts on minority and/or low-income customers;
- Any required analysis of alternative transit modes, fare payment types or fare media availability for customers who may be impacted by the proposed fare changes;
- A summary of public outreach and engagement efforts.

## **II. SFMTA's Title VI-Related Policies**

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 recommended Disparate Impact and Disproportionate Burden Policies, which were approved, after an extensive multilingual public outreach process, by the SFMTA Board of Directors on August 20, 2013:

- 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 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.

As part of the SFMTA's process to develop the disparate impact and disproportionate burden policies, SFMTA conducted a multilingual stakeholder outreach campaign to receive input on the proposed policies and engage the public in the decision making process for adoption of these policies by the SFMTA Board. This effort included presentations to the SFMTA Citizens Advisory Council (CAC) and Muni Accessible Advisory Committee (MAAC), as well as two public workshops. The workshops were promoted through email, telephone calls to community groups and in nine languages on the SFMTA website. Outreach was also targeted to approximately 30 Community Based Organizations and transportation advocates with broad representation among low-income and minority communities. Staff also offered to meet with some community groups if they were unable to attend the public workshops. In addition staff presented the Title VI recommendations at the SFMTA Board of Directors meeting on Tuesday, July 16, 2013. The policies were approved at the Board of Directors meeting on August 20, 2013.

### **III. Assessing Impacts of the Proposed Fare Changes on Minority and/or Low Income Communities**

As detailed in FTA Circular 4702.1B, transit providers shall evaluate the impacts of their proposed fare changes (either increases or decreases) on Title VI-protected populations (minority populations) and low-income populations separately, and within the context of their Disparate Impact and Disproportionate Burden policies, to determine whether minority and/or low-income riders are bearing a disproportionate impact of the change between the existing cost and the proposed cost. The impact may be defined as a statistical percentage. The disparate impact and disproportionate burden thresholds must be applied uniformly, regardless of fare media.

Minority Disparate Impact: If after analyzing the proposed fare changes, the SFMTA determines that minority riders will bear a disproportionate impact of the change between the existing cost and the proposed cost and chooses not to alter the proposed fare changes despite the disparate impact on minority ridership, or if it finds, even after modifications are made, that minority riders will continue to bear a disproportionate share of the proposed fare change, the fare change may only be implemented if:

- (i) There is a substantial legitimate justification for the proposed fare change, and
- (ii) SFMTA can show that there are no alternatives that would have a less disparate impact on minority riders but would still accomplish its legitimate program goals.

In order to make this showing, any alternatives must be considered and analyzed to determine whether those alternatives would have less of a disparate impact on the basis of race, color, or national origin, and then only the least discriminatory alternative can be implemented.

Low-Income Disproportionate Burden: If at the conclusion of the analysis, the SFMTA finds that low-income populations will bear a disproportionate burden of the proposed fare change, steps must be taken to avoid, minimize or mitigate impacts where practicable and descriptions of alternatives available to low-income populations affected by the fare changes must be provided.

### **IV. Data Analysis and Methodology**

In order to make an appropriate assessment of disparate impact or disproportionate burden in regard to fare changes, the transit provider must compare available customer survey data and show the number and percent of minority riders and low-income riders using a particular fare media, in order to establish whether minority and/or low-income riders are disproportionately more likely to use the mode of service, payment type or payment media that would be subject to the fare change. (Circular 4702.1B, Chapter IV-19). The SFMTA has data on ridership demographics by transit line based on a comprehensive Systemwide On-Board Survey conducted in spring 2013. The survey asked demographics questions for race/ethnicity, household income, household size, gender, age, vehicle ownership, and other information including fare type used on the trip and origin/destination information. Consultants collected over 22,000 survey responses, providing a statistically significant snapshot of ridership patterns. This provides the basis for determining the potential impacts of fare changes on our customers. A copy of the survey is available upon request.

As noted above, in August 2013, the SFMTA Board approved a methodology for analyzing Title VI impacts. In the case of fare changes, both increases and decreases of any amount, this methodology relies on comparing the percentage of protected customers using a particular fare product or instrument to their representation system-wide.

When protected customers' usage of said fare product or instrument exceeds their system-wide average by eight percent or more, and the cost of that product or instrument is being increased, then a finding of disparate impact (minority populations) and/or disproportionate burden (low-income populations) is indicated.

Conversely, Title VI also requires that fare decreases be evaluated to determine whether they disproportionately benefit populations that are not protected by Title VI, thereby diverting the allocation of transit resources away from Title VI-protected groups. As a result, when Title VI-protected customers' usage of a fare product or instrument falls below their system-wide average by eight percent or more, and the cost of that product or instrument is being reduced, then a finding of disparate impact (minority-based impact) and/or disproportionate burden (low income-based impact) is indicated.

Respondents who declined to answer questions about income or ethnicity are excluded from the analysis. The overall system-wide averages were determined from National Transit Database and Automatic Passenger Counter (APC) data weighted by the weekly ridership share by line. The system-wide average for minority customers was determined to be 58%, and the system-wide average for low-income customers was determined to be 51%.

In order to protect privacy, survey respondents were asked to report their income bracket as opposed to their specific income. As a result, the analysis made assumptions about whether the combination of a particular respondent's household size and income bracket fell into a "low-income" category based on the Agency's definition of low-income described above. Generally, the analysis erred on the side of caution and placed possibly low-income respondents into the low-income category.

## **V. Description of Proposed Fare Changes and Summary of Impacts**

As noted in Section I, the SFMTA's FY2017-2018 budget includes proposals to change fares per the Automatic Fare Indexing Policy as well as a second group of additional proposals that increases prices for specific fare products beyond the indexing formula, or introduces fare increases or decreases outside of the indexing plan.

### *Automatic Fare Indexing Policy*

In 2009, the SFMTA Board adopted an Automatic Indexing Plan, a formula based on the combination of Bay Area Consumer Price Index for all urban consumers (CPI-U) and SFMTA labor costs that serves as a policy for incremental fare increases. Automatic Indexing is critical to ensure that service levels are not compromised given the increase in operating costs annually due to inflation. Operating costs include labor costs, fuel, material and parts for vehicle maintenance costs and all other costs needed to support service availability. Application of the Automatic Indexing Plan also ensures that riders can expect and anticipate small incremental fare increases over time rather than unknown larger increases sporadically.

An example of the automatic fare indexing policy is the proposal to raise the monthly Muni-Only pass from \$70 currently to \$73 in FY 17 and \$75 in FY 18. All indexing proposals are included in Tables 2 and 4 below.

## *Additional Proposals*

Additional proposals for FY 17 and 18 include:

- ***All Fare Categories – Cash Fare Increase for Cash Paying Riders***  
The proposed budget would increase fares by \$0.25 when customers pay using cash on-board vehicles or for tickets at Metro stations. Fares paid using a Clipper® card or with Mobile Ticketing (which requires a credit or debit card or a PayPal account linked to a credit, debit or bank account) would not be subject to this fare increase. The purpose of this fare increase would be to incentivize customers to prepay fares before boarding, thus speeding customer boardings and reducing dwell times. With fewer transactions, this proposal may also reduce farebox maintenance requirements.
- ***Adult Fares – Monthly “A” pass increase***  
The monthly Adult “A” pass is valid both on Muni and on BART within San Francisco city limits. This proposal would increase the “A” pass \$5 above the rate calculated by the automatic fare indexing formula. The current \$83 pass would increase to \$91 in FY 17 and \$94 in FY 18.
- ***Youth Fares – Increasing Age Eligibility from 17 to 18***  
The current youth fare category is from 5 to 17 years of age. This budget package proposes raising the youth fare’s age eligibility from 17 to 18 years of age to be consistent with the regional definition of youth as directed by the Metropolitan Transportation Commission (MTC). This would result in a fare decrease for youths who are 18 years old.
- ***Discount Fares (Youth, Seniors and People with Disabilities) – Raising the Monthly Pass to 50% of the Adult Fare***  
Currently, cash fares and monthly passes for discount fare categories are set at approximately 45% and 35% of the adult cash and monthly pass prices, respectively. Because the SFMTA now offers Free Muni programs for low- and moderate income customers in discount categories, this proposal seeks to increase discount fares and pass prices to 50% of the equivalent adult rate for higher-income customers. The Federal Transit Administration (FTA) requires that senior fares be set no higher than 50% of adult fares during off-peak hours, but there are no restrictions at other times or with other fare categories.
- ***Tokens for Low-Income Populations***  
Currently, the SFMTA sells tokens valid for the base fare to organizations at face value. This proposal would provide a 50% discount to non-profit agencies. The SFMTA estimates that at least 95% of current purchases are by agencies providing direct services to low-income, minority or special needs populations.
- ***Elimination of the Special Event Fare***  
The current \$14 round trip special event fare for services such as Bay to Breakers express buses would be eliminated. Customers would pay the regular fare, resulting in a fare decrease for all customers.

Tables 1 through 2 below include current and proposed fares by planned year of implementation, as well as the demographic characteristics of the customers who use each fare type. They also include



a comparison of the cumulative usage of these fare types by minority and low-income customers to their representation system-wide. Consistent with SFMTA’s disparate impact and disproportionate burden policies, a disparate impact and/or disproportionate burden finding is indicated if the total usage by minority and/or low-income customers deviates from their system-wide averages by eight percent or more.

Tables 1 through 4 provide disparate impact and disproportionate burden analyses for the cumulative effects of the proposed fare decreases and increases. In summary, as illustrated in Table 5:

- The most significant fare decrease would be provided to populations receiving tokens and passes from social service agencies. Since the primary beneficiaries of this change are minority and low-income populations, there are no disparate impacts or disproportionate burdens. No data were available to evaluate the special event fares or increasing the age of the youth pass. The 2013 Systemwide On-Board Survey grouped 18 year olds with adults from age 18 to 34.
- When taken collectively, the proposed fare increases would impact most SFMTA customers (approximately 95 percent) regardless of their ethnicity or income status. Approximately 660,000 to 670,000 of the 700,000 weekday boardings would be impacted by the fare increases in one way or another. Thus, there would be no disparate impact or disproportionate burden effects as shown in Table 3.
- While there are no disparate impacts or disproportionate burden effects on the fare increase packages taken as a whole, individual fare proposals may impact minority or low-income populations differently. Section VII will examine this in more detail.

**Table 1: Assessment of Disparate Impacts – Fare Decreases**

Fare Type	FY 2016 Current Fares	FY 2017 Proposed Fares	FY 2018 Proposed Fares	FY 2016-2018 Change	FY 2016-2018 Percentage Change	Estimated Ridership	% Minority Impacted	Estimated Minority Ridership
<b>Youth Base Fare – Increase age eligibility from 17 to 18</b>	\$2.25	\$1.00 (Clipper®) \$1.25 (cash)	\$1.25 (Clipper®) \$1.50 (cash)	-\$1.00 (Clipper®) -\$0.75 (cash)	-44% (Clipper®) -33% (cash)	Data Not Available	Data Not Available	Data Not Available
<b>Tokens and Passes for Low-Income Populations</b>	\$2.25	\$1.00	\$1.25	-\$1.00	-44%	852 <sup>1</sup>	61.0%	572 <sup>1</sup>
<b>Special Event Service Adult Round Trip</b>	\$14.00	Regular fare (\$4.50 Clipper®; \$5.00 cash)	Regular Fare (\$5.00 Clipper®; \$5.50 cash)	-\$9.00 (Clipper®) -\$8.50 (Cash)	-64% (Clipper®) -61% (Cash)	Data Not Available	Data Not Available	Data Not Available
<b>Total-Fare Decreases</b>	N/A	N/A	N/A	N/A	N/A	852	61.0%	572

<sup>1</sup> SFMTA sells approximately 95% of tokens to social service agencies that would be eligible for the proposed 50% discount for token sales to low-income populations. The estimated ridership is distributed proportionally between eligible social services agencies (95%) and ineligible entities (5%)

**Table 2: Assessment of Disparate Impacts – Fare Increases**

<b>Fare Type</b>	<b>FY 2016 Current Fares</b>	<b>FY 2017 Proposed Fares</b>	<b>FY 2018 Proposed Fares</b>	<b>FY 2016-2018 Change</b>	<b>FY 2016-2018 Percentage Change</b>	<b>Estimated Ridership</b>	<b>% Minority Impacted</b>	<b>Estimated Minority Ridership</b>
<b>Adult Base Fare - Clipper® Card or Mobile Ticketing</b>	\$2.25	\$2.25	\$2.50	\$0.25	+11%	138,410	49.4%	68,382
<b>Youth Base Fare - Clipper® Card or Mobile Ticketing</b>	\$1.00	\$1.00	\$1.25	\$0.25	+25%	6,744	79.9%	5,410
<b>Senior Base Fare-Clipper® Card or Mobile Ticketing</b>	\$1.00	\$1.00	\$1.25	\$0.25	+25%	9,113	42.7%	3,895
<b>Disabled Base Fare - Clipper® Card or Mobile Ticketing</b>	\$1.00	\$1.00	\$1.25	\$0.25	+25%	3,694	57.7%	2,132
<b>Adult Base Fare – On Board Cash Premium</b>	\$2.25	\$2.50	\$2.75	\$0.50	+22%	147,144	58.1%	85,553
<b>Youth Base Fare – On Board Cash Premium</b>	\$1.00	\$1.25	\$1.50	\$0.50	+50%	16,714	88.3%	14,759
<b>Senior Base Fare – On Board Cash Premium</b>	\$1.00	\$1.25	\$1.50	\$0.50	+50%	12,472	43.9%	5,475
<b>Disabled Base Fare – On Board Cash Premium</b>	\$1.00	\$1.25	\$1.50	\$0.50	+50%	5,109	50.0%	2,554
<b>Adult “A” Fast Pass with rides on BART in SF</b>	\$83.00	\$91.00	\$94.00	\$11.00	+11%	253,453 <sup>1</sup>	57.6% <sup>1</sup>	145,991 <sup>1</sup>
<b>Adult “M” Fast Pass Muni Only</b>	\$70.00	\$73.00	\$75.00	\$5.00	+7%	253,453 <sup>1</sup>	57.6% <sup>1</sup>	145,991 <sup>1</sup>
<b>Youth Monthly Pass – 50% of Adult Fare</b>	\$24.00	\$36.00	\$38.00	\$14.00	+58%	19,190	88.8%	17,033
<b>Senior Monthly Pass – 50% of Adult Fare</b>	\$24.00	\$36.00	\$38.00	\$14.00	+58%	18,731	45.0%	8,431
<b>Disabled Monthly Pass – 50% of Adult Fare</b>	\$24.00	\$36.00	\$38.00	\$14.00	+58%	11,309	63.9%	7,229
<b>Lifeline Monthly Pass</b>	\$35.00	\$36.00	\$38.00	\$3.00	+9%	6,329	90.9%	5,818
<b>Passports</b>	1-Day: \$20.00 3-Day: \$31.00 7-Day: \$40.00	1-Day: \$21.00 3-Day: \$32.00 7-Day: \$42.00	1-Day: \$22.00 3-Day: \$33.00 7-Day: \$43.00	1-Day: \$2.00 3-Day: \$2.00 7-Day: \$3.00	1-Day: +10% 3-Day: +6% 7-Day: +8%	22,105	43.5%	9,608
<b>Tokens (Pack of 10)</b>	\$22.50	\$22.50	\$25.00	\$2.50	+11%	45 <sup>2</sup>	67.2%	30 <sup>2</sup>

Fare Type	FY 2016 Current Fares	FY 2017 Proposed Fares	FY 2018 Proposed Fares	FY 2016-2018 Change	FY 2016-2018 Percentage Change	Estimated Ridership	% Minority Impacted	Estimated Minority Ridership
Adult Inter-Agency Transfer Clipper® Cash Fare	\$1.75	\$1.75	\$2.00	\$0.25	+14%	Data Not Available	Data Not Available	Data Not Available
Class Pass	\$29.00	\$30.00	\$31.00	\$2.00	+7%	6,184	80.0%	4,949
School Coupon Booklet	\$15.00	\$15.00	\$18.75	\$3.75	+25%	Data Not Available	Data Not Available	Data Not Available
<b>TOTAL-Fare Increases</b>	N/A	N/A	N/A	N/A	N/A	<b>677,153</b>	<b>57.2%</b>	<b>387,521</b>

Notes: The estimated ridership in each fare type category for Tables 1 and 2 is not consistent because not all survey respondents answered both income and ethnicity questions.

<sup>1</sup> The 2013 Systemwide On-Board Survey did not distinguish between ‘A’ (BART) and ‘M’ (Muni-Only) Adult Passes.

<sup>2</sup> SFMTA sells approximately 95% of tokens to social service agencies that would be eligible for the proposed 50% discount for token sales to low-income populations. The estimated ridership is distributed proportionally between eligible social services agencies (95%) and ineligible entities (5%)

**Table 3: Assessment of Disproportionate Burden – Fare Decreases**

Fare Type	FY 2016 Current Fares	FY 2017 Proposed Fares	FY 2018 Proposed Fares	FY 2016-2018 Change	FY 2016-2018 Percentage Change	Estimated Ridership	% Low-Income Impacted	Estimated Low-Income Ridership
Youth Base Fare – Increase age eligibility from 17 to 18	\$2.25	\$1.00 (Clipper®) \$1.25 (cash)	\$1.25 (Clipper®) \$1.50 (cash)	-\$1.00 (Clipper®) -\$0.75 (cash)	-44% (Clipper®) -33% (cash)	Data Not Available	Data Not Available	Data Not Available
Tokens and Passes for Low Income Populations	\$2.25	\$1.10	\$1.25	-\$1.00	-44%	1,471 <sup>1</sup>	85.7%	1,262 <sup>1</sup>
Special Event Service Adult R/T	\$14.00	Regular fare	Regular Fare	-\$9.00 (Clipper®) -\$8.50 (Cash)	-64% (Clipper®) -61% (Cash)	Data Not Available	Data Not Available	Data Not Available
<b>Total-Fare Decreases</b>	N/A	N/A	N/A	N/A	N/A	1,471	85.7%	1,262

<sup>1</sup> SFMTA sells approximately 95% of tokens to social service agencies that would be eligible for the proposed 50% discount for token sales to low-income populations. The estimated ridership is distributed proportionally between eligible social services agencies (95%) and ineligible entities (5%)

**Table 4: Assessment of Disproportionate Burden – Fare Increases**

<b>Fare Type</b>	<b>FY 2016 Current Fares</b>	<b>FY 2017 Proposed Fares</b>	<b>FY 2018 Proposed Fares</b>	<b>FY 2016-2018 Change</b>	<b>FY 2016-2018 Percentage Change</b>	<b>Estimated Ridership</b>	<b>% Low-Income: Impacted</b>	<b>Estimated Low-Income Ridership</b>
<b>Adult Base Fare - Clipper® Card or Mobile Ticketing</b>	\$2.25	\$2.25	\$2.50	\$0.25	+11%	101,530	36.3%	36,828
<b>Youth Base Fare - Clipper® Card or Mobile Ticketing</b>	\$1.00	\$1.00	\$1.25	\$0.25	+25%	6,572	65.1%	4,279
<b>Senior Base Fare - Clipper® Card or Mobile Ticketing</b>	\$1.00	\$1.00	\$1.25	\$0.25	+25%	7,216	45.6%	3,291
<b>Disabled Base Fare - Clipper® Card or Mobile Ticketing</b>	\$1.00	\$1.00	\$1.25	\$0.25	+25%	5,005	71.9%	3,600
<b>Adult Base Fare – On Board Cash Premium</b>	\$2.25	\$2.50	\$2.75	\$0.50	+22%	178,779	60.6%	108,267
<b>Youth Base Fare – On Board Cash Premium</b>	\$1.00	\$1.25	\$1.50	\$0.50	+50%	20,727	78.6%	16,302
<b>Senior Base Fare – On Board Cash Premium</b>	\$1.00	\$1.25	\$1.50	\$0.50	+50%	13,200	56.0%	7,389
<b>Disabled Base Fare – On Board Cash Premium</b>	\$1.00	\$1.25	\$1.50	\$0.50	+50%	8,978	86.0%	7,722
<b>Adult “A” Fast Pass with rides on BART in SF</b>	\$83.00	\$91.00	\$94.00	\$11.00	+11%	225,507 <sup>1</sup>	43.5% <sup>1</sup>	98,019 <sup>1</sup>
<b>Adult “M” Fast Pass Muni Only</b>	\$70.00	\$73.00	\$75.00	\$5.00	+7%	225,507 <sup>1</sup>	43.5% <sup>1</sup>	98,019 <sup>1</sup>
<b>Youth Monthly Pass – 50% of Adult Fare</b>	\$24.00	\$36.00	\$38.00	\$14.00	+58%	24,512	79.8%	19,559
<b>Senior Monthly Pass – 50% of Adult Fare</b>	\$24.00	\$36.00	\$38.00	\$14.00	+58%	18,536	50.3%	3,291
<b>Disabled Monthly Pass – 50% of Adult Fare</b>	\$24.00	\$36.00	\$38.00	\$14.00	+58%	18,542	83.0%	3,600
<b>Lifeline Monthly Pass</b>	\$35.00	\$36.00	\$38.00	\$3.00	+9%	6,535	92.2%	6,022
<b>Passports</b>	1-Day: \$20.00 3-Day: \$31.00 7-Day: \$40.00	1-Day: \$21.00 3-Day: \$32.00 7-Day: \$42.00	1-Day: \$22.00 3-Day: \$33.00 7-Day: \$43.00	1-Day: \$2.00 3-Day: \$2.00 7-Day: \$3.00	1-Day: +10% 3-Day: +6% 7-Day: +8%	19,831	47.9%	9,503
<b>Tokens (Pack of 10)</b>	\$22.50	\$22.50	\$25.00	\$2.50	+11%	77 <sup>2</sup>	85.7%	66 <sup>2</sup>
<b>Adult Inter-Agency Transfer Clipper® Cash Fare</b>	\$1.75	\$1.75	\$2.00	\$0.25	+14%	Data Not Available	Data Not Available	Data Not Available
<b>Class Pass</b>	\$29.00	\$30.00	\$31.00	\$2.00	+7%	6,184	80.0%	4,949

Fare Type	FY 2016 Current Fares	FY 2017 Proposed Fares	FY 2018 Proposed Fares	FY 2016-2018 Change	FY 2016-2018 Percentage Change	Estimated Ridership	% Low-Income: Impacted	Estimated Low-Income Ridership
School Coupon Booklet	\$15.00	\$15.00	\$18.75	\$3.75	+25%	Data Not Available	Data Not Available	Data Not Available
<b>Total-Fare Increases</b>	N/A	N/A	N/A	N/A	N/A	661,731	50.3%	332,687

Note: The estimated ridership in each fare type category for Tables 1 through 4 is not consistent because not all survey respondents answered both income and ethnicity questions.

<sup>1</sup> The 2013 Systemwide On-Board Survey did not distinguish between ‘A’ (BART) and ‘M’ (Muni-Only) Adult Passes.

<sup>2</sup> SFMTA sells approximately 95% of tokens to social service agencies that would be eligible for the proposed 50% discount for token sales to low-income populations. The estimated ridership is distributed proportionally between eligible social services agencies (95%) and ineligible entities (5%)

**Table 5: Summary of Disparate Impact and Disproportionate Burden Analysis, All Fare Changes**

Change	% Minority Impacted	System-wide Average: Minority	Disparate Impact?	% Low-Income Impacted	System-wide Average: Low-Income	Disproportionate Burden?
All Fare Decreases	61%	58%	No	86% <sup>1</sup>	51%	No
All Fare Increases	57%	58%	No	50%	51%	No

<sup>1</sup> Low income customers would disproportionately benefit from the fare decreases; as a result there is not a disproportionate burden impact.

## VI. Low and Moderate Income Fare Programs

Over the past decade, the SFMTA has developed a number of programs geared specifically toward low-income customers in every fare category: the Lifeline Pass (adults), Free Muni for Youth, Free Muni for Seniors, and Free Muni for People with Disabilities. The table below indicates the income eligibility thresholds for each of these programs.

**Table 6: Muni Discount Programs**

Household Size	Adult Lifeline Pass (50% off Muni-Only ‘M’ Pass) Eligibility: 200% of Federal Poverty Level or Less	Free Muni for Low and Moderate Income Youth, Seniors and People with Disabilities Eligibility: 100% Bay Area Median Income or Less
1	\$23,540	\$71,350
2	\$31,860	\$81,500
3	\$40,180	\$91,700
4	\$48,500	\$101,900
5	\$56,820	\$110,050
6	\$65,140	\$118,200
7	\$73,460	\$126,350

Household Size	<b>Adult Lifeline Pass</b> (50% off Muni-Only ‘M’ Pass) Eligibility: 200% of Federal Poverty Level or Less	<b>Free Muni for Low and Moderate Income Youth, Seniors and People with Disabilities</b> Eligibility: 100% Bay Area Median Income or Less
8	\$81,780	\$134,500

The SFMTA offers its Lifeline Pass at a 50% discount relative to the Muni-Only pass. The Lifeline Pass, which was created by SFMTA in 2005 in conjunction with the City’s Human Services Agency in order to minimize the impact of fare increases being implemented at that time, will continue to be offered at a 50% discount off the regular pass price. Eligibility for the Lifeline Fast Pass is based on three criteria: (1) enrollment in the Working Families Tax Credit, the local version of the Earned Income Tax Credit; (2) enrollment in another income support program administered by the Human Services Agency (e.g., food stamps, County Adult Assistance Program, or CalWORKS); or (3) income at or below 200 percent of the federal poverty level, which is a pre-tax income of approximately \$48,500 for a family of four people.

**VII. Discussion of Cash Fare Increase for Cash Paying Riders**

At its February 16, 2016 meeting, the SFMTA Board of Directors discussed a proposed 25-cent fare increase that would be assessed when paying with cash for on-board vehicles or for tickets at Metro stations, as opposed to paying the fare with cash value on a Clipper® Card or Mobile Ticketing. In particular, the Board had questions about the impact of this individual fare proposal on minority and low-income populations. The following analysis provides data on the estimated impacts of the proposed cash fare increase on Title VI-protected populations to inform the Board of Directors on its policy decision.

*Purpose*

The proposed fare policy would implement a \$0.25 fare increase for customers who pay with cash on-board vehicles or at Metro stations. The purpose of this fare increase would be to incentivize customers to prepay fares before boarding by pre-loading their Clipper® card or paying with Mobile Ticketing. Potential benefits would include:

- Reducing dwell times, increasing reliability and increasing on-time performance
- Reducing farebox transactions and maintenance

*Summary of Demographic Usage of Cash Fare Increase for Cash Paying Riders versus Fare Payments Using a Clipper® Card with Cash Value*

SFMTA’s 2013 On-Board Customer Survey found that approximately 22% of SFMTA customers pay with cash on-board vehicles. Overall these cash payments have likely declined since 2013 due to the full implementation of the Free Muni for Low and Moderate Income Youths, Seniors and People with Disabilities, which requires eligible customers to use a Clipper® Card. Focusing on adult ridership, where no corresponding fare changes have been made, a demographic analysis of the survey data indicates that:

- Adult on-board cash payers are about 9% more likely to be minority and 24% more likely to be low-income than those using a Clipper® Card
- Adult on-board cash payers have an estimated annual median income of under \$35,000, compared to an estimated \$70,000 for customers who use a Clipper® Card with cash value

**Table 7: Base Fare Payment: Clipper® Card Cash Value vs. On-Board Cash**

Fare Category	Clipper® Card Cash Value % Minority	On-Board Cash % Minority	Clipper® Card Cash Value % Low Income	On-Board Cash % Low Income
Adult	49.4%	58.1%	36.3%	60.6%
Youth	79.9%	88.3%	65.1%	78.6%
Senior	42.7%	43.9%	45.6%	56.0%
Disabled	57.7%	50.0%	71.9%	86.0%

Table 7 illustrates the percentages of minority and low-income populations that pay the base fare using (a) a Clipper® Card with cash value versus (b) paying with cash (which would be subject to the \$0.25 fare increase). Detailed demographic information about Mobile Ticketing usage is not available; the program began after the 2013 On-Board Customer Survey took place. However, it is possible that Mobile Ticketing users could have higher income levels than on-board cash users. Activating Mobile Ticketing requires a credit or debit card or a PayPal account tied to a credit, debit or bank account.

Since the 2013 On-Board Customer Survey was conducted, the SFMTA has implemented the Free Muni for Low- and Moderate Income Youths, Seniors and People with Disabilities program. With the income threshold set at 100% of the Bay Area median income, all low-income persons in those discount categories would be eligible for those free programs and not be negatively impacted by the surcharge.

Additionally, for youths, there appears to be a high correlation between low-income and minority ridership status. A spring 2013 survey of public high school students conducted by the San Francisco Unified School District in partnership with the SFMTA revealed that approximately 94% of Free Muni for Youth Pass recipients were members of an ethnic minority or mixed race.

*Cash Fare Increase for Cash Paying Riders Analysis for Adult Minority and Low-Income Populations*

Based on this analysis, the most significant impacts of the \$0.25 additional cash fare increase would be on adult minority and low-income customers.

- 58% of adults paying cash on-board are minorities<sup>1</sup>, compared to 49% of adults paying with Clipper® Card cash value
- 61% of adults paying cash on-board are low-income, compared to 36% of adults paying with Clipper® Card cash value

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<sup>1</sup> Under the Board-approved Disparate Impact and Disproportionate Burden Policies, the methodology aggregates all minority groups (e.g., Asian, Black/African-American, Hispanic and Native American) together for the purposes of evaluating whether there is a disparate impact. This does not necessarily imply that the impacts would be uniform across different minority groups.

The SFMTA offers one of the most robust low-income fare programs among peer transit agencies. In particular, adults earning less than two times the Federal Poverty Level are eligible to purchase a Lifeline Pass which offers a 50% discount off the Muni-Only ‘M’ Pass. Free Muni is also available for youths, seniors and people with disabilities at or below the Bay Area median income.

However, there are still low-income adult customers who (a) do not ride Muni often enough to make purchasing a Lifeline Pass financially worthwhile, and/or (b) are lower income but are ineligible to purchase a Lifeline Pass. For example, a full-time worker earning San Francisco’s \$12.25 minimum wage would have a pre-tax income of approximately \$25,480 per year, above the \$23,540 income eligibility threshold for the Lifeline Pass.

Table 8 indicates the approximate income distribution of adult cash and non-cash customers based on responses from the 2013 Systemwide On-Board Survey. (Because those surveyed indicated their income by range, exact income levels are not available and may have changed since 2013.) The estimated annual median income for customers paying with cash on-board is less than \$35,000 compared with approximately \$70,000 for customers paying with Clipper® Card cash value.

**Table 8: Income Distribution of Adult Base Fare Payments: Clipper® Card with Cash Value vs. On-Board Cash<sup>1</sup>**

Income Range	Clipper® Card with Cash Value	On-Board Cash Payment
Under \$15,000	14%	26%
\$15,000-24,999	8%	15%
\$25,000-34,999	7%	10%
\$35,000-49,999	10%	11%
\$50,000-99,999	27%	20%
\$100,000-149,999	16%	8%
\$150,000-199,999	8%	5%
\$200,000 and over	10%	5%
Approximate Median Income	Approximately \$70,000 <sup>2</sup>	Less than \$35,000

<sup>1</sup> Free Muni programs for youths, seniors and people with disabilities do not apply here; the data only include the adult fare category.

<sup>2</sup> Approximate median income for Clipper® Cash users estimated at \$70,000 (39% of Clipper® Cash customers earn less than \$50,000 and 27% earn between \$50,000 and \$99,999. Assuming an even income distribution within the \$50,000 to \$99,999 income bracket, the median income would be approximately \$70,000)

**Alternatives**

To avoid the cash fare increase for cash paying riders, customers who do not wish to purchase or do not qualify for a Lifeline Pass may:

- Acquire a Clipper® Card at a retail outlet or vending machine for a \$3.00 charge. Youths, seniors and people with a disability must apply for a Clipper® Card and demonstrate proof of eligibility. Clipper® will waive the \$3 fee if customers purchase their card online and sign up for Autoload (see below) at the same time.
- Reload their Clipper® Cards at locations throughout the SFMTA service area, including all underground Metro stations, Muni ticket offices, Walgreens and other retail outlets.



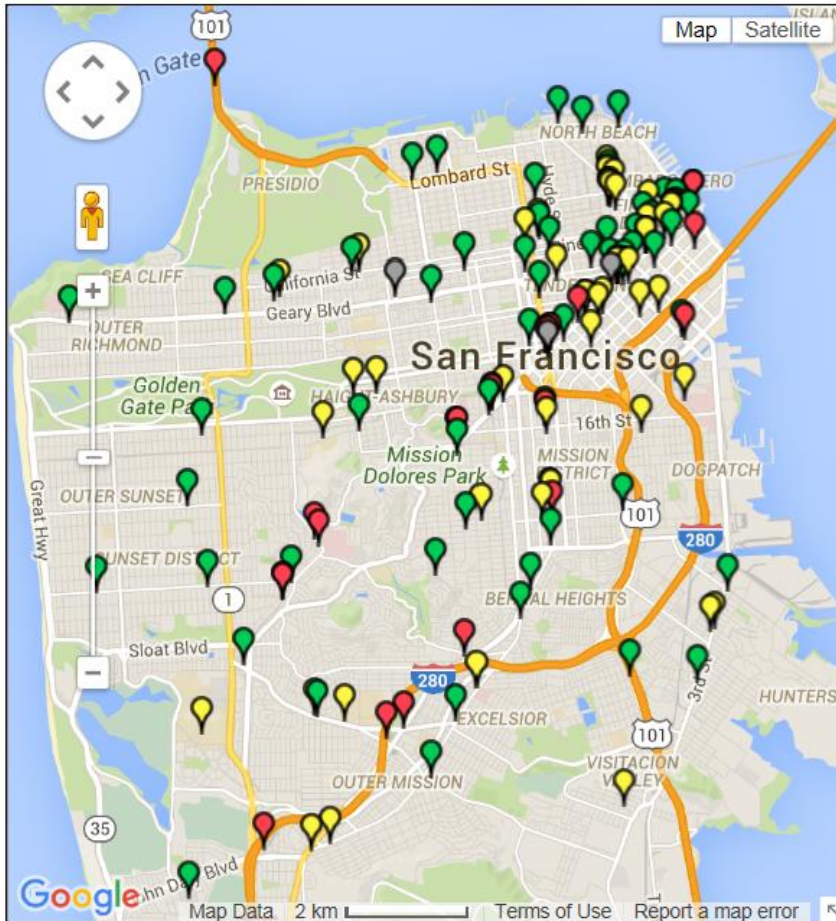
- Use the Autoload feature that automatically refills their balance when it falls below a preset level or activates a fare product, provided that the customer has a credit or debit card account to link to their Clipper® Card.
- Reload their card over the phone or online, provided that the customer has a credit or debit card account. There may be a 3 to 5 day delay before the balance is reflected on their card.
- Use Mobile Ticketing to purchase single-ride fares using their smart phones, provided that the customer has a smart phone and a credit or debit card account or a PayPal account associated with a credit, debit or bank account to link to the app.

Nonetheless, there are impediments to reloading Clipper® Cards and/or using mobile ticketing, which may impact lower-income customers in particular. Low-income individuals may not have bank accounts or sufficient credit to open a credit card account. As noted above, a customer may be lower-income yet still surpass the Lifeline Pass income threshold. To prepay fares, customers must:

- Be near a Clipper® Card outlet during the hours when it is open, or
- Have sufficient funds to have a credit or debit card account to use Autoload or recharge online or over the phone, or
- Wait up to 5 days for value added online or over the phone to be available, or
- Have a smart phone, and a credit or debit card account or a PayPal account associated with a credit, debit or bank account to pay for Mobile Ticketing

As illustrated by the map below, the density of the Clipper® Card retail network varies greatly depending on neighborhood. In partnership with the SFMTA, the Metropolitan Transportation Commission (MTC) manages the retail network and encourages, but does not require businesses to offer Clipper® card reloading and fare product purchases. In addition, outlet retail hours may vary considerably. Shorter business hours limit access, particularly for lower-income customers who may work during non-standard business hours. For example, the Visitacion Valley Pharmacy – one of the few outlets in the southeast quadrant of the City – is open from 9:30 am to 5:30 pm on weekdays and 9:30 am to 2:00 pm on Saturdays, and is closed on Sundays. Likewise, the Cesar Chavez Student Center at San Francisco State, which serves the university, Parkmerced and surrounding neighborhoods is closed on Sundays.

## Map of Clipper® Card Retail Outlet Locations



### Key:

- Red = Ticket Vending Machine (first generation vending machines at the Golden Gate Bridge, Caltrain and the Transbay Terminal do not accept cash)
- Green = Walgreens
- Yellow = other retail outlets
- Grey = SFMTA Customer Service Office and sales kiosks

Because geographical and temporal coverage is not uniform throughout the City, some customers may have fewer or less convenient opportunities to reload or purchase fare products on their Clipper® Card. With some exceptions, the outer periphery of the City – where there are large concentrations of low-income and minority populations – has fewer retail outlets than the Central Business District or closer-in neighborhoods. It is possible that some of these customers may have to travel to parts of the City where Clipper® Card retail outlets are more abundant. The SFMTA is looking into measures that would help improve access to Clipper® cards and ease the transition for existing cash-paying customers, such as offering Clipper® cards for free for a limited time, increasing the number of vendors in the Clipper® system, and conducting significant outreach to the community.

## **VIII. Public Comment and Outreach**

Pursuant to Title VI of the Civil Rights Act of 1964 and its implementing regulations, as well as state and local laws, the SFMTA takes responsible steps to ensure meaningful access to the benefits, services, information, and other important portions of SFMTA's programs and activities for low-income, minority, and Limited-English Proficient individuals and regardless of race, color or national origin. Given the diversity of San Francisco and of Muni's ridership, the SFMTA is strongly committed to disseminating information on both service changes and fare increases that is accessible to Limited English Proficient (LEP) persons. The SFMTA is undertaking a multilingual public information campaign in order to obtain public input on the proposed fare changes from all communities.

During March and April 2016, the SFMTA will have held budget hearings before the SFMTA's Board of Directors on February 16th and March 15th, one Budget webinar on March 21st and two Budget Open Houses on March 23rd and 26th in order to seek out and consider community input. 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. The budget was also discussed by the Citizen's Advisory Council on February 4th and scheduled for future meetings on March 3rd and March 24th. SFMTA also produced a Fact Sheet and blast e-mailed to our community and major project mailing lists. As required by the City Charter, advertisements publicizing each of these hearings were placed in advance in the City newspapers. 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 press releases and through SFMTA/Muni's Twitter and Facebook accounts.

## **IX. Conclusion**

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. In compliance with this law, the SFMTA has conducted a Title VI analysis on its proposed fare changes for the next two fiscal years. This analysis has found that there are no disparate impacts or disproportionate burden effects on the fare change packages taken as a whole.

One specific proposal would increase the cash fare for cash paying riders by 25 cents, but not for customers using a Clipper® Card with cash value or Mobile Ticketing. SFMTA survey data suggest that this proposal would more greatly impact minority and low-income customers. Cash paying riders are more likely to be minority by 9 percent and low-income by 24 percent, and earn approximately half the annual median income (\$35,000 vs. \$70,000) compared to customers who use a Clipper® Card with cash value. In addition, the analysis found that geographical and temporal access to the Clipper® card vendor network varies by neighborhood.

Some impacted customers may be income-eligible for Free Muni for Youths, Seniors and People with Disabilities or the Lifeline Pass for adults. The SFMTA is also looking into measures that would help improve access to Clipper® cards and ease the transition for existing cash-paying customers, such as offering Clipper® cards for free for a limited time and increasing the number of vendors in the Clipper® system. Finally, the SFMTA proposes to delay any fare increases to January 1, 2017 in order to conduct significant outreach to the community.



**SFMTA**  
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Agency

# **Title VI Analysis of Providing Free Muni to Low and Moderate Income 19 to 22 Year Old English Learner and Foster Care SFUSD Students**

May 2015

## **I. Overview**

At the April 15, 2014 meeting of the San Francisco Municipal Transportation Agency Board of Directors (MTAB), in addition to other fare changes, the Board approved continuing to provide free Muni for low and moderate income youth up to 17 years old who use a Clipper® card. In addition, the MTAB indicated that the agency should provide free Muni for low and moderate income 18 year olds who use a Clipper card effective November, 2014. At the April 15th meeting, the MTAB requested that the Title VI report approved at that Board meeting be updated to include providing free Muni for low and moderate income 18 year olds who use a Clipper card effective November, 2014, for approval at a later Board meeting. This approval occurred at the August 19, 2014 MTAB meeting.

In addition, on April 15, 2014, the MTAB gave direction to the Director of Transportation (DOT) to explore the feasibility of adding low and moderate income 19 to 22 year olds enrolled in the San Francisco Unified School District's (SFUSD) Special Education Services (SES) program to the Free Muni program. On August 19, 2014, the MTAB approved the recommendation that these students be added to the program.

Following SFMTA Board of Directors approval expanding the Free Muni for Youth program to include the SES program on August 19, 2014, SFUSD requested that this program also include low and moderate income 19 to 22 year old San Francisco Unified School District (SFUSD) English Learner and Foster Care students who use a Clipper® card.

## **II. 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)

The analysis below 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.

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 and the seventh largest in the nation, with approximately 700,000 passenger boardings per day and serving approximately 215 million customers a year. The Muni fleet includes: historic streetcars, 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, the historic streetcar F Line and three cable car lines and provides seamless connections to other Bay Area public transit systems such as BART, AC Transit, Golden Gate Transit and Ferries, SamTrans, and Caltrain.

The proposed change would expand the Free Muni program to include low and moderate income 19 to 22 year old SFUSD students enrolled in English Learner and Foster Care students who use a Clipper® card.

This Title VI analysis includes:

- SFMTA's Board-approved disparate impact and disproportionate burden policies, as well as a summary of the public outreach and engagement process employed in the development of these policies;
- A description of the proposed fare changes and background on why the changes are being proposed;
- A data analysis including a profile of fare usage by protected group – minority and low-income – and a comparison to their representation system-wide;
- An analysis of potential impacts on minority and/or low-income customers;
- A summary of public outreach and engagement efforts.

### **III. 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 – establish 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, the SFMTA developed the following recommended Disparate Impact and Disproportionate Burden Policies, which were approved, after an extensive multilingual public outreach process, by the SFMTA Board of Directors on August 20, 2013:

- 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 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.

The SFMTA Board of Directors approved the Title VI policies (see Resolution No. 13-192).

Stakeholder Outreach and Engagement

As part of the SFMTA’s process to develop the proposed Title VI policies, the SFMTA conducted a multilingual stakeholder outreach campaign to receive input on the proposed policies and engage the public in the decision making process for adoption of these policies by the SFMTA Board. This effort included presentations to the SFMTA Citizens Advisory Council (CAC) and Muni Accessible Advisory Committee (MAAC), as well as two public workshops. The workshops were promoted through email, telephone calls to community groups, and in nine languages on the SFMTA website. Outreach was also targeted to approximately 30 Community Based Organizations and transportation advocates with broad representation among low-income and minority communities. Staff also offered to meet with some community groups if they were unable to attend the public workshops. In addition, staff presented the Title VI recommendations at the SFMTA Board of Directors meeting on July 16, 2013. The policies were approved at the Board of Directors meeting on August 20, 2013.

**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**

The SFMTA defines low-income as a person self-reporting their household income at 200% below the 2015 Federal Poverty Levels (FPL). The table below shows the 2015 household income levels meeting the 200% FPL threshold. This definition of low-income matches the SFMTA’s criteria for Lifeline Muni passes for low-income households in San Francisco.

Household Size	Household Income 200% of the 2015 Federal Poverty Levels
1	\$23,540
2	\$31,860
3	\$40,180
4	\$48,500
5	\$56,820
6	\$65,140
7	\$73,460
8	\$81,780

Household Size	Household Income 200% of the 2015 Federal Poverty Levels
For each additional person, add:	\$8,320

#### **IV. Assessing Impacts of the Proposed Fare Changes on Minority and/or Low-Income Communities**

As detailed in FTA Circular 4702.1B, transit providers shall evaluate the impacts of their proposed fare changes (either increases or decreases) on minority and low-income populations separately, and within the context of their Disparate Impact and Disproportionate Burden policies, to determine whether minority and/or low-income riders are bearing a disproportionate impact of the change between the existing cost and the proposed cost. The impact may be defined as a statistical percentage. The disparate impact and disproportionate burden thresholds must be applied uniformly, regardless of fare media.

Minority Disparate Impact: If the SFMTA finds potential disparate impacts and then modifies the proposed changes in order to avoid, minimize or mitigate those impacts, it is required to reanalyze the proposed changes in order to determine whether the modifications actually removed the potential disparate impacts of the changes. If SFMTA chooses not to alter the proposed fare changes despite the disparate impact on minority ridership, or if it finds, even after the revisions, that minority riders will continue to bear a disproportionate share of the proposed fare change, the fare change may only be implemented if:

- (i) There is a substantial legitimate justification for the proposed fare change, and
- (ii) SFMTA can show that there are no alternatives that would have a less disparate impact on minority riders but would still accomplish the transit provider's legitimate program goals.

In order to make this showing, any alternatives must be considered and analyzed to determine whether those alternatives would have less of a disparate impact on the basis of race, color, or national origin, and then only the least discriminatory alternative can be implemented.

Low-Income Disproportionate Burden: If at the conclusion of the analysis, the SFMTA finds that low-income populations will bear a disproportionate burden of the proposed fare change, steps must be taken to avoid, minimize or mitigate impacts where practicable and descriptions of alternatives available to low-income populations affected by the fare changes must be provided.

#### **V. Data Analysis and Methodology**

In order to make an appropriate assessment of disparate impact or disproportionate burden in regard to fare changes, the transit provider must compare available customer survey data and show the number and percent of minority riders and low-income riders using a particular fare media, in order to establish whether minority and/or low-income riders are disproportionately more likely to use the mode of service, payment type or payment media that would be subject to the fare change. (Circular 4702.1B, Chapter IV-19). The SFMTA has data on ridership demographics by transit line based on a comprehensive On-Board Customer Survey conducted in Spring 2013. The survey asked demographics questions for



race/ethnicity, household income, household size, gender, age, vehicle ownership, and other information including fare type used on the trip and origin/destination information. Consultants collected over 22,000 survey responses, providing a statistically significant snapshot of ridership patterns. This provides the basis for determining the potential impacts of fare changes on our customers. A copy of the survey is available upon request.

As noted above, in August 2013, the SFMTA Board approved a methodology for analyzing Title VI impacts. In the case of fare changes, both increases and decreases of any amount, this methodology relies on comparing the percentage of protected customers using a particular fare product or instrument to their representation system-wide. When protected customers' usage of said fare product or instrument exceeds their system-wide average by eight percent or more, and the cost of that product or instrument is being increased, then a finding of disparate impact (minority-based impact) and/or disproportionate burden (low-income based impact) is indicated.

Conversely, Title VI also requires that fare decreases be evaluated to determine whether they disproportionately benefit populations that are not protected by Title VI, thereby diverting the allocation of transit resources away from Title VI-protected groups. As a result, when Title VI-protected customers' usage of a fare product or instrument falls below their system-wide average by eight percent or more, and the cost of that product or instrument is being reduced, then a finding of disparate impact (minority-based impact) and/or disproportionate burden (low income-based impact) is indicated.

Respondents who declined to answer questions about income or ethnicity are excluded from the analysis. The overall system-wide averages were determined from National Transit Database and Automatic Passenger Counter (APC) data weighted by the weekly ridership share by line. The system-wide average for minority customers was determined to be 58%, and the system-wide average for low-income customers was determined to be 51%.

In order to protect privacy, survey respondents were asked to report their income bracket as opposed to their specific income. As a result, the analysis made assumptions about whether the combination of a particular respondent's household size and income bracket fell into a "low-income" category based on the Agency's definition of low-income described above. Generally, the analysis erred on the side of caution and placed possibly low-income respondents into the low-income category.

## **VI. Description of Proposed Fare Changes and Analysis of Impacts**

As noted in Section II, the SFMTA is proposing to expand the existing Free Muni program to include low and moderate income 19 to 22 year old SFUSD English Learner and Foster Care students. Tables 1 and 2 provide an analysis of the effects of the fare change included in this proposal. Table 1 includes current and proposed fares by planned year of implementation, as well as the demographic characteristics of the customers who use the fare type. Table 2 compares the cumulative usage of these fare types by minority and low-income customers to their representation system-wide. A disparate impact and/or disproportionate burden finding is indicated if the total usage by minority and/or low-income customers deviates from their system-wide averages by eight percent or more.

According to the SFUSD demographic information, 97.3% of the customers impacted by the proposed fare decrease are minority and 85.45% are low-income. With Muni's ridership being 58% minority and 51% low income, the proposed fare decrease benefits minority and low income customers more than the general Muni population. Since fare decreases carry a positive effect, however, the assessment of impact or burden focuses on whether the fare

decreases will benefit populations not protected by Title VI disproportionately to their representation system-wide. Therefore an impact or burden is indicated only if the percentages of low income and minority riders is more than eight percent *lower* than their system-wide averages. In this case, the percentage of low-income riders receiving this benefit is 34.45% higher than the system average and 39.3% higher for minority riders. Because the fare decrease benefits minority and low income customers at a higher percentage than overall Muni minority and low income ridership, there is no disparate impact or disproportionate burden.

Table 1 below summarizes the fare change information and the SFUSD demographics information on the population benefiting from the fare change.

**Table 1: Assessment of Disparate Impact/Disproportionate Burden**

Fare Type	FY 2015 Current Fare	FY 2016 Fare	FY 2016 Proposed Fare	Estimated Ridership	% Low Income	Estimated Minority Ridership
<i>19 to 22 Year Olds enrolled in SFUSD English Learner and Foster Care programs</i>	\$2.25/\$68.00	\$2.25/\$70.00 (change effective 7/1/15)	\$0.00	200	85.45% <sup>1</sup>	97.3% <sup>2</sup>

<sup>1</sup> Data provided by SFUSD based on participant enrollment in the Free/Reduced lunch program (below 185% of Federal Poverty level).

<sup>2</sup> Data provided by SFUSD.

As Table 2 indicates, the proposed fare change does not result in a disparate impact or disproportionate burden on minority and low-income Muni customers:

**Table 2: Summary of Disparate Impact and Disproportionate Burden Analysis**

Type of Change	% Minority Impacted	System-wide Average: Minority	Disparate Impact?	% Low-Income Impacted	System-wide Average: Low-Income	Disproportionate Burden?
<i>Fare Decrease</i>	97.3%	58%	NO	85.45%	51%	NO

## VII. Public Comment and Outreach

Given the diversity of the SFMTA’s service area and ridership and pursuant to Title VI of the Civil Rights Act of 1964 and its implementing regulations, the SFMTA takes

responsible steps to ensure meaningful access to the benefits, services, information, and other important portions of SFMTA's programs and activities for low-income, minority, and Limited-English Proficient individuals and regardless of race, color or national origin.

In order to inform our riders and gather public comment regarding the proposed fare changes, the SFMTA informed customers of the Board of Directors hearing date of June 2, 2015 and advised of the availability of free language assistance at the meeting with 48 hours' notice via multilingual notices on its website and email and text notifications to riders and other stakeholders. Customers were also directed to the City's 311 Telephone Customer Service Center, which provides multilingual assistance 24 hours a day, 365 days per year, to forward comments or questions and find out additional information. Pursuant to Charter Section 16.112 and state law, advertisements were also placed in the City's official newspaper regarding this public hearing. The advertisements ran in the San Francisco Chronicle.

## **VIII. Conclusion**

In summary, the SFMTA is proposing fare decreases for SFUSD English Learner and Foster Care low and moderate income 19 to 22 year old students. The Agency performed a Title VI analysis of the ridership impacted by this proposed change, in keeping with its Title VI-related policies and methodology adopted by the SFMTA Board in August 2013. The analysis indicated that there are neither disparate impacts nor disproportionate burdens associated with this fare change.

# **Appendix E**

## **2014 Transit Effectiveness Project (TEP) Service Changes Title VI Report**

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**San Francisco Municipal Transportation Agency (SFMTA)**

**March 2014**

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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)

The analysis within this document 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.

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 and the eighth largest in the nation, with over 700,000 passenger boardings per day and serving approximately 215 million customers a year. The Muni fleet includes: historic streetcars, 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, the historic streetcar line, 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, as well as a summary of the public outreach and engagement process employed in the development of these policies;
- A description of the proposed service changes and background on why the changes are being proposed;
- A data analysis based on ridership survey data and U.S. Census data to determine the number and percent of users impacted by service change proposals: minority, low-income and overall ridership;
- An analysis of potential impacts on minority and/or low-income customers;
- A summary of public outreach and engagement efforts and how these efforts influenced service change proposals.

## 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 consist of any of the following criteria:

- 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.

#### Stakeholder Outreach and Engagement

As part of the SFMTA's process to develop the proposed policies, SFMTA conducted a multilingual stakeholder outreach campaign to receive input on the proposed policies and engage the public in the decision making process for adoption of these policies by the SFMTA Board. This effort included presentations to the SFMTA Citizens Advisory Council (CAC) and Muni Accessible Advisory Committee (MAAC), as well as two public workshops. The workshops were promoted through email, telephone calls to community groups and in nine languages on the SFMTA website. Outreach was also targeted to approximately 30 Community Based Organizations and transportation advocates with broad representation among low-income and minority communities. Staff also offered to meet with some community groups if they were unable to attend the public workshops. In addition staff presented the Title VI recommendations at the SFMTA Board of Directors meeting on Tuesday, July 16, 2013. The policies were approved at the Board of Directors meeting on August 20, 2013. A copy of the SFMTA Board of Directors resolution approving the Title VI policy is provided in Appendix A.

#### *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:

- 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.

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

And the proposed changes negatively impact minority and low-income populations.

*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 200% below the 2013 Federal poverty level. The table below shows the 2013 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 2013 Federal Poverty Level
1	\$22,980
2	\$31,020
3	\$39,060
4	\$47,100
5	\$55,140
6	\$63,180
7	\$71,220
8	\$79,260
For each additional person, add:	\$8,040

**III. Transit Effectiveness Project Summary**

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

The TEP’s focus is Muni: the transit backbone of a transportation-rich system that connects all modes and all people, but also—unfortunately—a system that has failed to keep pace with a changing San Francisco. By way of an extensive planning process supported by data,

technical expertise, deep engagement with the community at various levels, and critical lessons learned through the implementation of pilot projects, the TEP represents the first major evaluation of San Francisco's mass transit system in thirty years. While the project is focused on resolving existing issues with Muni service that highly impact the customer's experience, the policies and data analysis methodologies will help Muni identify and respond to the needs of all San Franciscans into the future.

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

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

To address these problems, staff developed numerous strategies, including proposals for specific service changes that would improve neighborhood connectivity, reduce transit travel times, increase capacity on crowded routes, and increase reliability. Specifically, the service change proposals seek to **increase overall transit service by 12%** above today's levels between July 2014 and July 2016, redesign routes to streamline travel and improve efficiency, enhance neighborhood connections, increase frequency on popular routes, reduce crowding, modify or discontinue low-ridership routes and segments, and expand limited-stop service. The TEP proposals were initially developed in 2008 during the planning phase of the TEP; however, staff re-evaluated and refined them as part of the development of the TEP EIR Project Description and again over the last few months in order to capture more recent land use and ridership trends. Overall, service change proposals were developed for a large percentage of Muni routes and would distribute benefits citywide, with a focus on communities with the greatest needs.

In addition to service changes, the TEP includes specific capital project recommendations to improve service reliability and travel times by up to 20%. These capital projects include projects such as expanding transit only lanes across San Francisco, expanding bus stop zones through bus stop bulb outs and larger stops, and consolidating bus stops along select corridors.

#### *Major TEP Goals*

The major goals of the TEP are to:

- Improve Muni travel speed, reliability and safety
- Make Muni a more attractive transportation mode
- Improve cost-effectiveness of Muni operations
- Implement the City's Transit First Policy

## **IV. Proposed Service and Route Changes**

The Transit Effectiveness Project (TEP) proposes increasing service levels by 12% systemwide, making route changes, starting new routes, and eliminating current routes across the Muni system. The proposed changes trigger several criteria in SFMTA's Major Service Change definition:

- 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
- Adding or eliminating a route
- A change in route-miles of 25 percent or more, where the route moves more than a quarter mile

*Frequency Change Summary*

The TEP proposes a 12% increase in service over today's service levels. Under the proposals, 41 Muni lines are proposed for a service increase out of 75 total Muni lines (55% of all Muni lines). Only four lines are proposed for frequency decreases.

The following page summarizes the frequency changes by route.

## TEP Frequency Change Table

Line	AM			Midday			PM		
	7:00am to 9:00am			9:00am to 4:00pm			4.00pm to 6.00pm		
	Change	Proposed (Min)	Current (Min)	Change	Proposed (Min)	Current (Min)	Change	Proposed (Min)	Current (Min)
1 California	No Change	7	7	No Change	5	5	Increase	6	7
2 Clement	Increase	7.5	12	Increase	10	20	Increase	7.5	12
3 Jackson	Decrease	15	12	Decrease	20-30	20	Decrease	15	12
5 Fulton	Increase	3	4	Increase	0	8	Increase	3.5	4.5
8AX Bayshore 'A' Express	Increase	6	7.5	No Change	--	--	Increase	7	7.5
8BX Bayshore 'B' Express	Increase	6	8	No Change	--	--	Increase	7	7.5
8X Bayshore Express	No Change	--	--	Increase	7.5	9	No Change	--	--
9 San Bruno	Increase	10	12	No Change	12	12	Increase	10	12
9L San Bruno Limited	Increase	10	12	No Change	12	12	Increase	10	12
10 Townsend	Increase	6	20	Increase	10	20	Increase	6	20
14L Mission Limited	Increase	7.5	9	No Change	9	9	Increase	7.5	9
14X Mission Express	Increase	7.5	8	No Change	0	0	Increase	7.5	10
17 Parkmerced	Increase	20	30	Increase	20	30	Increase	15	30
21 Hayes	Increase	8	9	No Change	12	12	Increase	9	10
22 Fillmore	Increase	6	9	Increase	7.5	10	No Change	8	8
24 Divisadero	Increase	9	10	No Change	10	10	Increase	9	10
28 19th Avenue	Increase	9	10	Increase	9	12	Increase	9	10
28L 19th Avenue Limited	Increase	9	10	Increase	9	12	Increase	9	0
29 Sunset	Increase	8	9	No Change	15	15	No Change	10	10
30 Stockton	No Change	4	4	No Change	4	4	No Change	4	4
30X Marina Express	Increase	4	4.5	No Change	--	--	Increase	7	7.5
31 Balboa	No Change	12	12	No Change	15	15	Increase	12	14
33 Stanyan	Increase	12	15	No Change	12	15	Increase	12	15

Line	AM			Midday			PM		
	7:00am to 9:00am			9:00am to 4:00pm			4.00pm to 6.00pm		
	Change	Proposed (Min)	Current (Min)	Change	Proposed (Min)	Current (Min)	Change	Proposed (Min)	Current (Min)
35 Eureka	Increase	20	30	Increase	20	30	No Change	20	20
37 Corbett	No Change	15	15	No Change	20	20	Increase	15	20
38 Geary	Increase	6	6.5	Increase	7.5	8	Increase	6	6.5
38L Geary Limited	Increase	5	5.5	Increase	5	5.5	Increase	5	5.5
41 Union	Increase	7	8	No Change	--	--	Increase	7	8
43 Masonic	Increase	8	10	No Change	12	12	Increase	10	12
44 O'Shaughnessy	Increase	7.5	10	No Change	12	12	Increase	8	9
47 Van Ness	Increase	7.5	10	No Change	9	9	Increase	7.5	10
48 Quintara/24th Street	Decrease	15	12	No Change	15	15	Decrease	15	12
52 Excelsior	No Change	20	20	Increase	20	30	No Change	20	20
54 Felton	Increase	15	20	No Change	20	20	Increase	15	20
71L Haight/Noriega Limited	Increase	7	10	Increase	8	12	Increase	7	10
F Market & Wharves	Decrease	7.5	6.5	Decrease	6	5	Increase	5	6
J Church	Increase	8	9.5	No Change	10	10	No Change	9	9
K Ingleside	Increase	8	9	No Change	10	10	Increase	8	9
L Taraval	Increase	7.5	8	No Change	10	10	No Change	7.5	7.5
M Oceanview	Increase	8.5	9	No Change	10	10	Increase	8.5	9
N Judah	Increase	5.5	7	No Change	10	10	Increase	6	7
T Third Street	Increase	8	9	No Change	10	10	Increase	8	9

### *Route Change Summary*

In addition to frequency changes, several routes are proposed to have route changes including one route elimination (with all segments of this route served by other routes) and two additional new routes. Only routes that qualify as a Major Service Change under the SFMTA's Title VI policy are described below. To qualify as a Major Service Change, the route change must result in:

- A new additional route or a route elimination
- A change in route-miles of 25 percent or more, where the route moves more than a quarter mile

### Route Additions

**E Embarcadero:** The E Embarcadero is a proposed historic streetcar line operating from Fisherman's Wharf along the Embarcadero waterfront to the Caltrain Station located on King Street at 4<sup>th</sup> Street.

**11 Downtown Connector:** The new 11 Downtown Connector will provide service from the northern waterfront to the Mission District via North Beach, the Financial District, and SoMa. The route will operate primarily on North Point Street, Powell Street, Columbus Avenue, Sansome Street, Second Street, Harrison Street, and Folsom Street. The route will take over service on streets where the former 12 Folsom/Pacific operated in the Financial District, SOMA and the Mission District as well as the 47 Van Ness on North Point Street.

### Route Elimination

**12 Folsom/Pacific:** The 12 Folsom/Pacific is proposed for elimination. *All* segments of the 12 Folsom/Pacific route will be covered by the new 11 Downtown Connector or increased frequencies on other lines. Service on Pacific Street will be covered by the 10 Sansome (Townsend) and service from Sansome Street to the southern terminus will be covered by the 11 Downtown Connector. Both routes are proposed to operate at a higher frequency than the current service on the 12 Folsom/Pacific.

### Route Segment Changes - A change in route-miles of 25 percent or more, where the route moves more than a quarter mile

**10 Sansome:** Under the TEP proposal, the renamed 10 Townsend line will be rerouted from Townsend Street, Rhode Island Street, and 17<sup>th</sup> Street to serve the growing Mission Bay area via 4<sup>th</sup> Street, 7<sup>th</sup> Street, Irwin Street, and Mission Bay Boulevard. The 47 Van Ness line will be rerouted to maintain service coverage on Townsend Street.

**17 Parkmerced:** The 17 Parkmerced will be realigned and expanded to serve not only Parkmerced and West Portal but also Daly City BART and the perimeter of Lake Merced. The route will be extended to serve discontinued segments of the 18 46<sup>th</sup> Avenue along Sloat Boulevard, Skyline Boulevard, John Muir Drive, and Lake Merced Drive. The proposed route will no longer operate on Arballo Drive, 19<sup>th</sup> Avenue, Garces Drive, and Gonzalez Drive.

**18 46<sup>th</sup> Avenue:** In order to streamline the 18 Line and facilitate faster connections between 46<sup>th</sup> Avenue and Stonestown Mall and the M Oceanview light rail line, the route will discontinue service around Lake Merced on Skyline Boulevard, John Muir Drive, and Lake Merced Boulevard. These segments will be covered by expanded 17 Parkmerced service.

**22 Fillmore:** In order to provide a direct connection from the 16<sup>th</sup> Street BART Station and the Mission District to Mission Bay, the 22 Fillmore is proposed to operate on 16<sup>th</sup> Street to 3<sup>rd</sup> Street and serve the Mission Bay area. The line would no longer serve 17<sup>th</sup> Street, 18<sup>th</sup> Street, 20<sup>th</sup> Street, Connecticut Street, or Wisconsin Street. The 33 Stanyan line will be rerouted to provide coverage on these segments.

**28L 19<sup>th</sup> Avenue Limited:** Service on the 28L will be concentrated in the Richmond and Sunset and extended to Balboa Park BART Station and the Mission/Geneva corridor via Brotherhood Way, Interstate 280, and Geneva Avenue in the proposal. The portion of the route in the Marina and in the Presidio along Lombard Street, Laguna Street, Presidio Avenue, and Letterman Drive would be eliminated. The route extension to the Mission/Geneva corridor will provide a key link between the Outer Mission and the western portion of San Francisco.

**33 Stanyan:** With the 22 Fillmore reroute into Mission Bay along 16<sup>th</sup> Street and 3<sup>rd</sup> Street, the 33 Stanyan is proposed to provide service on Connecticut Street, Wisconsin Street, 3<sup>rd</sup> Street, 18<sup>th</sup> Street, and 20<sup>th</sup> Street that will be left without service by the rerouted 22 Fillmore line. This reroute to serve portions of the former 22 Fillmore line will result in a discontinuation of 33 Stanyan service on Potrero Avenue between 16<sup>th</sup> Street and Cesar Chavez Street. Service on the 9/9L San Bruno lines will be increased to improve service on Potrero Avenue.

**35 Eureka:** Service on the 35 Eureka will be extended from Farnum, Addison, and Moffitt Streets to Glen Park BART Station via Miguel, Chenery, Diamond, Bosworth, and Wilder Streets. The extension will connect the Castro, Noe Valley, and Glen Park to the Glen Park BART Station and Glen Park neighborhood.

**47 Van Ness:** Under the TEP proposal, service on North Point Street would be discontinued and covered by the new 11 Downtown Connector. Service on 4<sup>th</sup> Street, 5<sup>th</sup> Street, Harrison Street, and Bryant Street would be discontinued and covered by the 9 San Bruno, new 11 Downtown Connector, and 27 Bryant lines. 47 Van Ness service would be rerouted to provide a faster connection between Caltrain and Van Ness Avenue via Division Street, 11<sup>th</sup> Street, and Townsend Street.

**52 Excelsior:** The 52 Excelsior is proposed for extension on the southern end of the route to the Balboa Park BART Station and Phelan Loop (San Francisco City College) via Naples and Geneva Streets. Service will be discontinued on Brazil, Prague, and Grande Streets.



## **V. Service Change Analysis**

For the Title VI review, this document analyzes the impacts of the proposed service and route changes to Muni routes on minority and low-income customers.

### *Frequency Change Analysis*

#### Methodology

To analyze the impacts of the proposed frequency changes on minority and low-income Muni customers, customer on-board survey data was used. For past Title VI analyses, SFMTA has used the most recent United States Census data available on the most detailed level – block groups for ethnicity/race and tracts for household income. Route level customer survey data however provides a more accurate portrait of who uses Muni service and who would be impacted by the proposed changes. U.S. Census data provides information on the general demographics of an area surrounding a transit line but may not accurately reflect the ridership of a specific Muni line. A summary of the on-board survey is provided below.

The survey data showed that 58% of Muni customers self-identify as a minority and 42% identify as a non-minority. These results match the 2010 U.S. Census data for San Francisco resident demographics.

According to survey data, 51% of customers reported that they live in a low-income household (making less than 200% of the 2013 Federal poverty level) and 49% reported living in non-low income households. These results are in contrast to the U.S. Census data which reports that only 31% of San Francisco residents reported living in households making less than 200% of the 2013 Federal poverty level demonstrating that Muni serves an important transportation need for low income San Francisco residents.

#### Survey Demographic Results:

- Percent Minority Customers: 58%
- Percent Low Income Customers: 51%

On-board customer survey data was used to determine the number of low income and minority customers relative to the total ridership by line. For lines with proposed service frequency increases, the number of low-income (for purposes of determining disproportionate burden) and the number of minority customers (for purposes of determining disparate impact) were totaled for all lines with proposed frequency increases. The proportion of low-income and minority customers impacted by the proposed changes was compared to the systemwide low-income and minority customer proportions to determine a disproportionate burden or disparate impact. The same process was followed for proposed service frequency decreases.

#### Survey Summary

An on-board customer survey was distributed to Muni customers including Light Rail and Cable Car customers from March 24, 2013 through May 25, 2013. The survey was administered by Corey, Canapary, & Galanis Research. Hired surveyors boarded Muni routes and offered questionnaires to all customers on the buses, light rail trains, and cable cars. Completed customer surveys were then collected by the surveyors (who stayed onboard during the ride).

Specific steps were taken to ensure the highest possible response rate. This included: using professional/experienced onboard multi-lingual surveyors, printing the questionnaire in English, Spanish and Chinese, offering an online completion option, and providing a business reply mail-back option for persons who did not have time to complete the survey onboard.

Over 22,000 surveys were completed and achieved statistically reliable data on the systemwide level, route level, and time of day level. Overall, the margin of error is +/- 0.66% at the 95% confidence level. The data is not statistically significant at the route segment level.

The survey asked demographics questions for race/ethnicity, household income, household size, gender, age, vehicle ownership, and other information including fare type used on the trip and origin/destination information. A copy of the survey is provided in Appendix B.

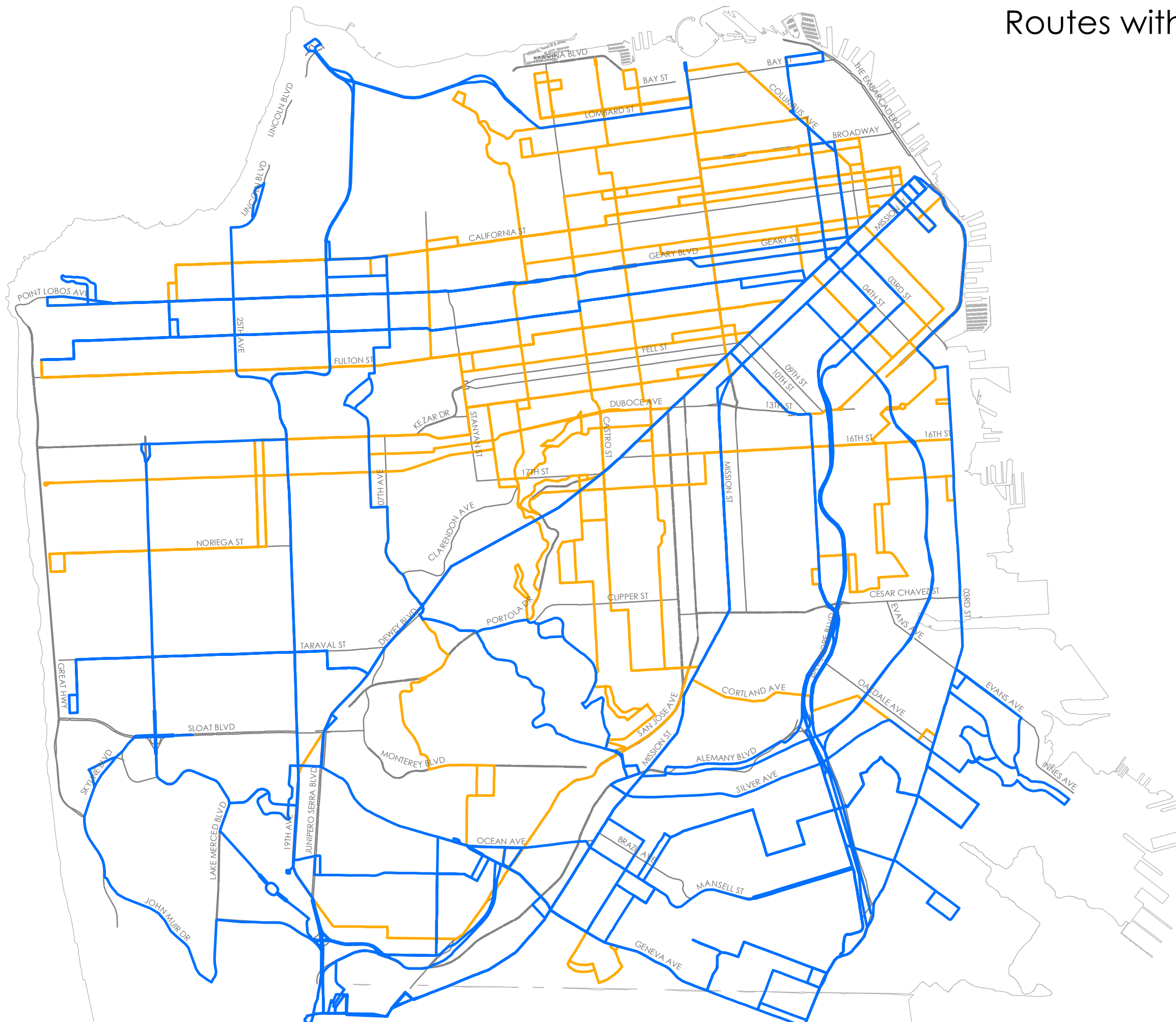
Increased Frequency Change Results – Disparate Impact Analysis for Minority Populations  
 Transit service increases are proposed on 41 lines. Based on customer survey data, over 311,000 minority riders from a total of 537,000 minority and non-minority MUNI customers will benefit from the proposed transit service increases. In other words, the survey data indicates that 58% of the total numbers of riders who will benefit from the proposed transit service increases are minority customers. This matches the Muni average systemwide average for minority customers of 58% and is within the 8% disparate impact threshold. As a result, no disparate impact on minority customers is found as a result of the proposed service increases.

Line	Average Weekday Riders	% Minority	% Non-Minority	Minority Riders	Non-Minority Riders
1 California	26,025	44%	57%	11,321	14,704
2 Clement	5,677	44%	56%	2,521	3,156
5 Fulton	19,702	50%	50%	9,801	9,901
8AX Bayshore 'A' Express	4,507	84%	16%	3,781	726
8BX Bayshore 'B' Express	5,535	84%	16%	4,643	892
8X Bayshore Express	21,850	84%	16%	18,328	3,522
9 San Bruno	11,474	77%	23%	8,815	2,659
9L San Bruno Limited	6,674	77%	23%	5,128	1,546

<b>Line</b>	<b>Average Weekday Riders</b>	<b>% Minority</b>	<b>% Non-Minority</b>	<b>Minority Riders</b>	<b>Non-Minority Riders</b>
10 Townsend	5,854	43%	57%	2,534	3,320
14L Mission Limited	16,243	76%	24%	12,279	3,964
14X Mission Express	2,622	76%	24%	1,982	640
17 Parkmerced	1,269	68%	32%	863	406
21 Hayes	7,935	45%	55%	3,603	4,332
22 Fillmore	17,269	52%	48%	8,975	8,294
24 Divisadero	11,958	51%	49%	6,078	5,880
28 19th Avenue	12,974	62%	38%	8,002	4,972
28L 19th Avenue Limited	2,246	62%	38%	1,385	861
29 Sunset	19,473	74%	26%	14,495	4,978
30 Stockton	26,617	51%	49%	13,670	12,947
30X Marina Express	2,675	19%	81%	498	2,177
31 Balboa	10,090	65%	35%	6,581	3,509
33 Stanyan	7,105	54%	46%	3,826	3,279
35 Eureka	821	44%	56%	361	460
37 Corbett	2,565	37%	63%	956	1,609
38 Geary	26,691	58%	42%	15,476	11,215
38L Geary Limited	26,691	56%	44%	14,911	11,780
41 Union	3,244	31%	69%	989	2,255
43 Masonic	13,222	54%	46%	7,195	6,027
44 O'Shaughnessy	15,467	75%	25%	11,622	3,845
47 Van Ness	12,577	50%	50%	6,302	6,275
52 Excelsior	2,350	63%	37%	1,476	874
54 Felton	6,452	92%	8%	5,957	495
71 Haight/Noriega	10,048	48%	52%	4,773	5,275
71L Haight/Noriega Limited	2,049	48%	52%	973	1,076
F Market & Wharves	23,208	48%	52%	11,051	12,157
J Church	14,767	49%	51%	7,255	7,512
K Ingleside	17,581	59%	41%	10,381	7,200
L Taraval	28,816	58%	42%	16,834	11,982
M Oceanview	26,920	56%	44%	15,046	11,874
N Judah	41,439	48%	52%	19,782	21,657
T Third Street	16,171	68%	32%	11,031	5,140
Total	536,853			311,481	225,372
<b>Percent Impacted</b>				<b>58%</b>	<b>42%</b>

<b>Line</b>	<b>Average Weekday Riders</b>	<b>% Minority</b>	<b>% Non-Minority</b>	<b>Minority Riders</b>	<b>Non-Minority Riders</b>
<b>Systemwide Average</b>				<b>58%</b>	<b>42%</b>
<b>Disparate Impact?</b>	<b>No</b>				

# Routes with Proposed Increased Frequency



Route Considered:

— Minority

— Non-Minority

Minority Designated Route – A minority designated route is a route where the proportion of customers self-identifying as a minority exceeds the Muni systemwide average of minority customers.



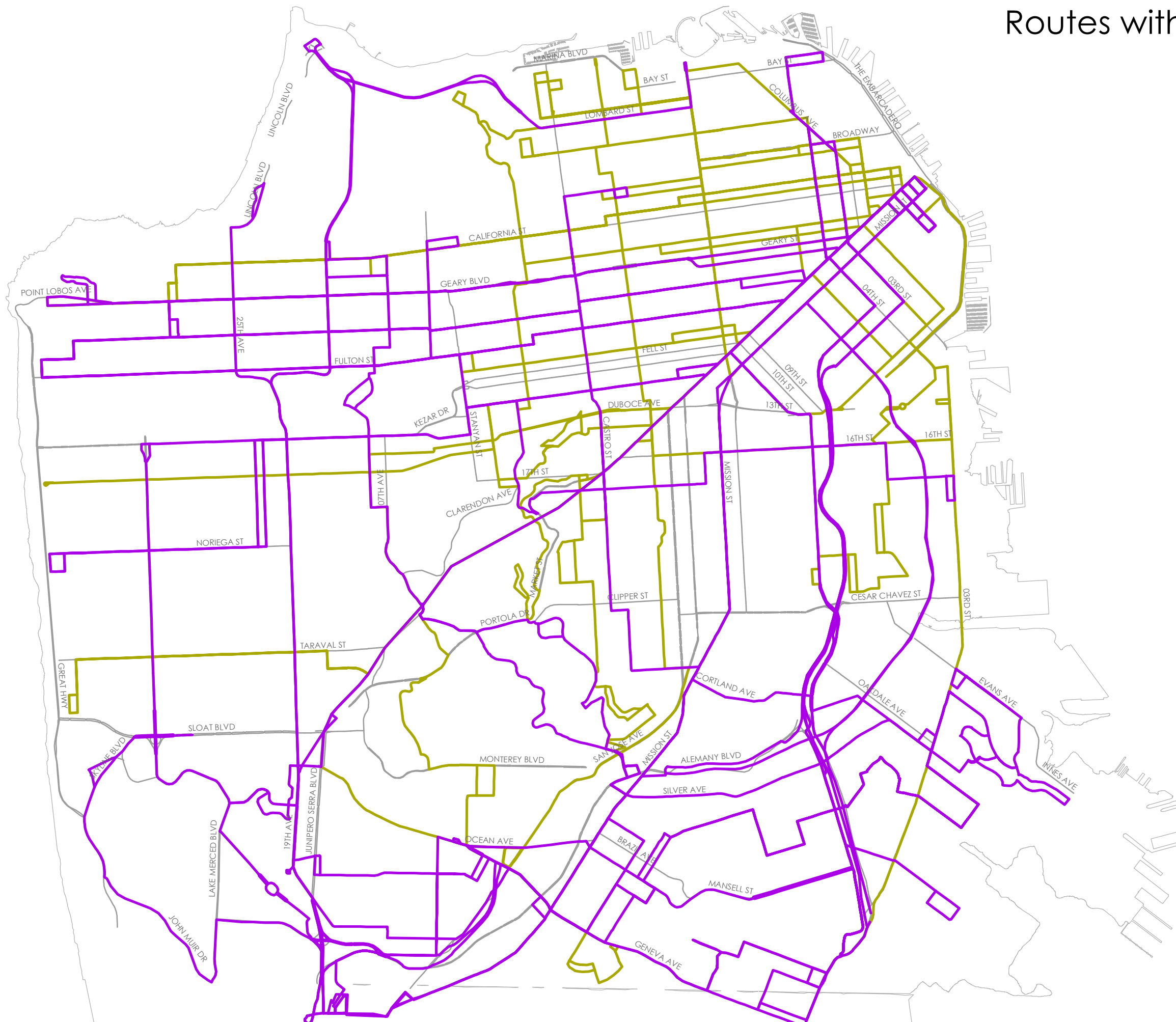
Increased Frequency Change Results – Disproportionate Burden Analysis on Low Income Populations

Based on customer survey data, approximately 275,000 low-income customers from a total 537,000 low-income and non-low income MUNI customers will benefit from the proposed transit service increases. In other words, the survey data indicates that 51% of total numbers of MUNI customers who will benefit from the proposed transit service increases are low income. This matches the Muni average systemwide average for low-income household customers of 51% and is within the 8% disproportionate burden threshold. As a result, no disproportionate burden on low-income customers is found as a result of the proposed service increases.

Line	Average Weekday Riders	% Low Income	% Non-Low Income	Low Income Riders	Non-Low Income Riders
1 California	26,025	36%	64%	9,413	16,612
2 Clement	5,677	29%	71%	1,628	4,049
5 Fulton	19,702	51%	49%	10,122	9,580
8AX Bayshore 'A' Express	4,507	71%	29%	3,201	1,306
8BX Bayshore 'B' Express	5,535	71%	29%	3,931	1,604
8X Bayshore Express	21,850	71%	29%	15,519	6,331
9 San Bruno	11,474	75%	25%	8,645	2,829
9L San Bruno Limited	6,674	75%	25%	5,028	1,646
10 Townsend	5,854	25%	75%	1,490	4,364
14L Mission Limited	16,243	78%	22%	12,667	3,576
14X Mission Express	2,622	78%	22%	2,045	577
17 Parkmerced	1,269	63%	37%	795	474
21 Hayes	7,935	42%	58%	3,352	4,583
22 Fillmore	17,269	47%	53%	8,173	9,096
24 Divisadero	11,958	51%	49%	6,112	5,846
28 19th Avenue	12,974	63%	37%	8,113	4,861
28L 19th Avenue Limited	2,246	63%	37%	1,405	841
29 Sunset	19,473	71%	29%	13,784	5,689
30 Stockton	26,617	47%	53%	12,392	14,225
30X Marina Express	2,675	3%	97%	91	2,584
31 Balboa	10,090	64%	36%	6,408	3,682
33 Stanyan	7,105	51%	49%	3,635	3,470
35 Eureka	821	36%	64%	298	523
37 Corbett	2,565	26%	74%	670	1,895
38 Geary	26,691	57%	43%	15,320	11,371

<b>Line</b>	<b>Average Weekday Riders</b>	<b>% Low Income</b>	<b>% Non-Low Income</b>	<b>Low Income Riders</b>	<b>Non-Low Income Riders</b>
38L Geary Limited	26,691	43%	57%	11,566	15,125
41 Union	3,244	12%	88%	375	2,869
43 Masonic	13,222	51%	49%	6,696	6,526
44 O'Shaughnessy	15,467	64%	36%	9,887	5,580
47 Van Ness	12,577	43%	57%	5,432	7,145
52 Excelsior	2,350	54%	46%	1,276	1,074
54 Felton	6,452	79%	21%	5,109	1,343
71 Haight/Noriega	10,048	54%	46%	5,396	4,652
71L Haight/Noriega Limited	2,049	54%	46%	1,100	949
F Market & Wharves	23,208	38%	62%	8,860	14,348
J Church	14,767	39%	61%	5,687	9,080
K Ingleside	17,581	48%	52%	8,392	9,189
L Taraval	28,816	45%	55%	13,034	15,782
M Oceanview	26,920	56%	44%	15,008	11,912
N Judah	41,439	36%	64%	15,035	26,404
T Third Street	16,171	49%	51%	7,877	8,294
Total	536,853			274,967	261,886
<b>Percent Impacted</b>				<b>51%</b>	<b>49%</b>
<b>Systemwide Average</b>				<b>51%</b>	<b>49%</b>
<b>Disproportionate Burden?</b>	<b>No</b>				

# Routes with Proposed Increased Frequency



Route Considered:

— Low Income

— Non Low Income

Low Income Designated Route – A low income designated route is a route where the proportion of customers self-reporting household income 200% below the federal poverty level exceeds the Muni systemwide average of customers with household income 200% below the federal poverty level.

0 0.5 1 2 Miles

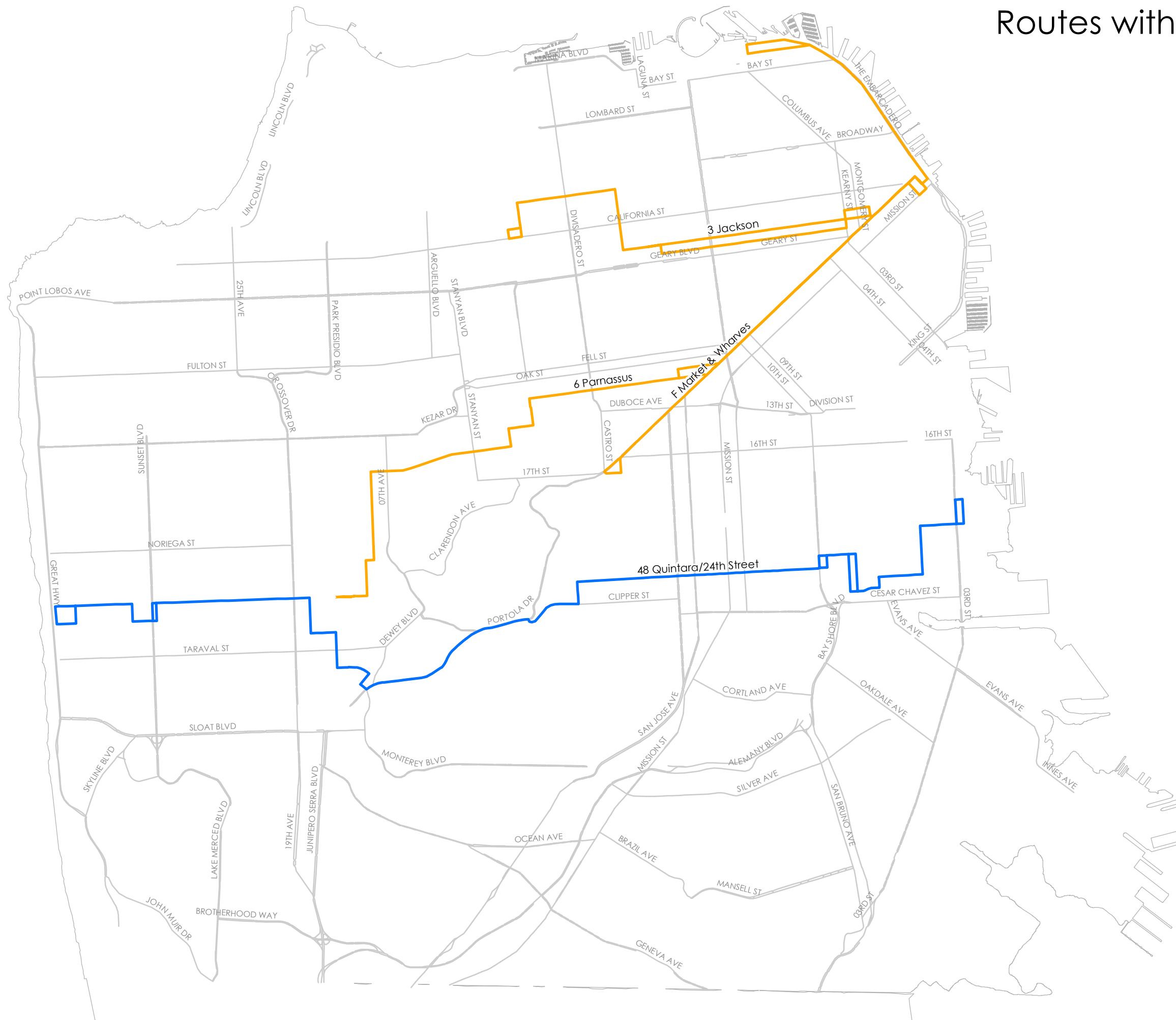


Decreased Frequency Change Results – Disparate Impact Analysis on Minority Populations

Service frequency decreases are proposed on only four lines. Approximately 44,000 total Muni customers will be impacted by the proposed changes. Based on customer survey data, approximately 21,500 of the total 44,000 customers on these four transit lines identify as a minority or only 49% of the total. These lines are significantly less minority than the system as a whole (58%) and as a result, no disparate impact on minority customers is found as a result of the proposed service decreases.

<b>Line</b>	<b>Average Weekday Riders</b>	<b>% Minority</b>	<b>% Non-Minority</b>	<b>Minority Riders</b>	<b>Non-Minority Riders</b>
3 Jackson	4,048	48%	52%	1,947	2,101
6 Parnassus	7,697	38%	62%	2,904	4,793
48 Quintara/24th Street	8,723	63%	37%	5,519	3,204
F Market & Wharves	23,208	48%	52%	11,051	12,157
Total	43,676			21,421	22,255
<b>Percentage</b>				<b>49%</b>	<b>51%</b>
<b>System Average</b>				<b>58%</b>	<b>42%</b>
<b>Disparate Impact?</b>	<b>No</b>				

# Routes with Proposed Decreased Frequency



Route Considered:

— Minority

— Non-Minority

Minority Designated Route – A minority designated route is a route where the proportion of customers self-identifying as a minority exceeds the Muni systemwide average of minority customers.



Decreased Frequency Change Results – Disproportionate Burden Analysis on Low-Income Populations

Based on customer survey data, approximately 18,000 of the total 44,000 customers impacted by the service decrease proposals live in low-income households or 42% of the total. The impacted lines are higher income than the system as a whole (51% low income customers systemwide compared to only 42% low income on the proposed lines) and as a result, no disproportionate burden on low-income customers is found as a result of the proposed service decreases.

<b>Line</b>	<b>Average Weekday Riders</b>	<b>% Low Income</b>	<b>% Non Low Income</b>	<b>Low Income Riders</b>	<b>Non-Low Income Riders</b>
3 Jackson	4,048	35%	65%	1,402	2,646
6 Parnassus	7,697	38%	62%	2,896	4,801
48 Quintara/24th Street	8,723	58%	42%	5,047	3,676
F Market & Wharves	23,208	38%	62%	8,860	14,348
Total	43,676			18,206	25,470
<b>Percent Impacted</b>				<b>42%</b>	<b>58%</b>
<b>Systemwide Average</b>				<b>51%</b>	<b>49%</b>
<b>Disproportionate Burden?</b>	<b>No</b>				



Frequency Change Summary

For proposed frequency increases, increased service is distributed equitably across customers and no disparate impact or disproportionate burden has been found. The proposed frequency decreases have a higher impact on non-minority and non-low income customers and as a result, no disparate impact or disproportionate burden has been found.

Proposed service increases are equitably distributed among minority, non-minority, low-income, and non-low income customers and proposed frequency decreases more heavily impact non-minority and higher income households. As a result, no adverse impacts have been found.

	<b>Total Population Impacted</b>	<b>% Minority</b>	<b>% Low Income</b>	<b>Disparate Impact?</b>	<b>Disproportionate Burden?</b>
Proposed Frequency Increases	536,853	58%	51%	No	No
Proposed Frequency Decreases	43,676	49%	42%	No	No

*Route Change Analysis*

Methodology

Although the SFMTA relied on customer survey data for the above frequency change analysis, the SFMTA used the U.S. Census data to evaluate route segment extensions or route segment eliminations because the ridership data from the on-board customer survey was not designed to be statistically significant on the route segment level (it is statistically significant at the route level) and additional ridership survey data was not collected. For example, when a route is proposed for extension on to a street or into an area without existing transit service, the agency did not collect ridership survey data to determine who would be impacted by the service extension. 2010 U.S. Census data was used as a proxy for assessing impacts to minority and low income customers realizing that not all members of these populations would be impacted by the proposed route changes. U.S. Census data is used on the most detailed level available – block groups for ethnicity/race and Census tracts for household income.

To assess the impacts of route change proposals, all route segment expansions and eliminations including the addition of two new lines and the elimination of one line meeting the SFMTA Major Service Change Policy were mapped. U.S. Census demographic information was analyzed on the Census tract or block group level for all tract or block groups within a quarter of a mile of the impacted route segments. Using the Census data, the number of low income and minority residents within an impacted Census tract or block group was determined. For proposed route expansions, the number of low income and minority residents was totaled for all Census tracts or block groups surrounding all route

segment expansions. The proportion of low income and minority residents impacted by the proposed changes was compared to the San Francisco city low income and minority resident proportions based on 2010 U.S. Census data to determine a disparate impact or disproportionate burden. The same process was followed for proposed route segment eliminations. The populations for all route expansions were analyzed together and the populations of all route segment eliminations were analyzed together.

Route change proposals under the TEP included proposals for extending and removing portions of individual lines. For lines with a route extension and elimination, the absolute value of the route mile change was added together (length of extension + length of elimination) to determine if the total change in miles exceeded 25% of the current route length. In these cases, the extended route segments will be analyzed with all other route extensions and route elimination segments will be analyzed with all other route elimination segments.

According to the 2010 U.S. Census data for San Francisco, 58% of San Francisco residents self-identified as a minority and 31% of residents reported that they live in a low income household (making less than 200% of the Federal poverty level).

2010 U.S. Census Demographics:

- Percent Minority Residents: 58%
- Percent Low Income Residents: 31%

Analyzed Transit Lines

According to the SFMTA Major Service Change definition, new routes, eliminated routes, and a change in route-miles of 25 percent or more, where the route moves more than a quarter mile, qualify as a Major Service Change and must be analyzed under Title VI. Based on the TEP proposals, 12 lines meet the criteria. All route additions (new segments and new lines) are analyzed together and all route and segment eliminations are analyzed together. As a result, segments of each line may appear in both the route addition analysis and route elimination analysis.

<b>Route</b>	<b>Reason for Analysis</b>
E Embarcadero	New Route
10 Sansome	Total Change in Route Miles of 25% or more
11 Downtown Connector	New Route
12 Folsom/Pacific	Discontinued Route
17 Parkmerced	Total Change in Route Miles of 25% or more
18 46 <sup>th</sup> Avenue	Total Change in Route Miles of 25% or more
22 Fillmore	Total Change in Route Miles of 25% or more
28L 19 <sup>th</sup> Avenue Limited	Total Change in Route Miles of 25% or more

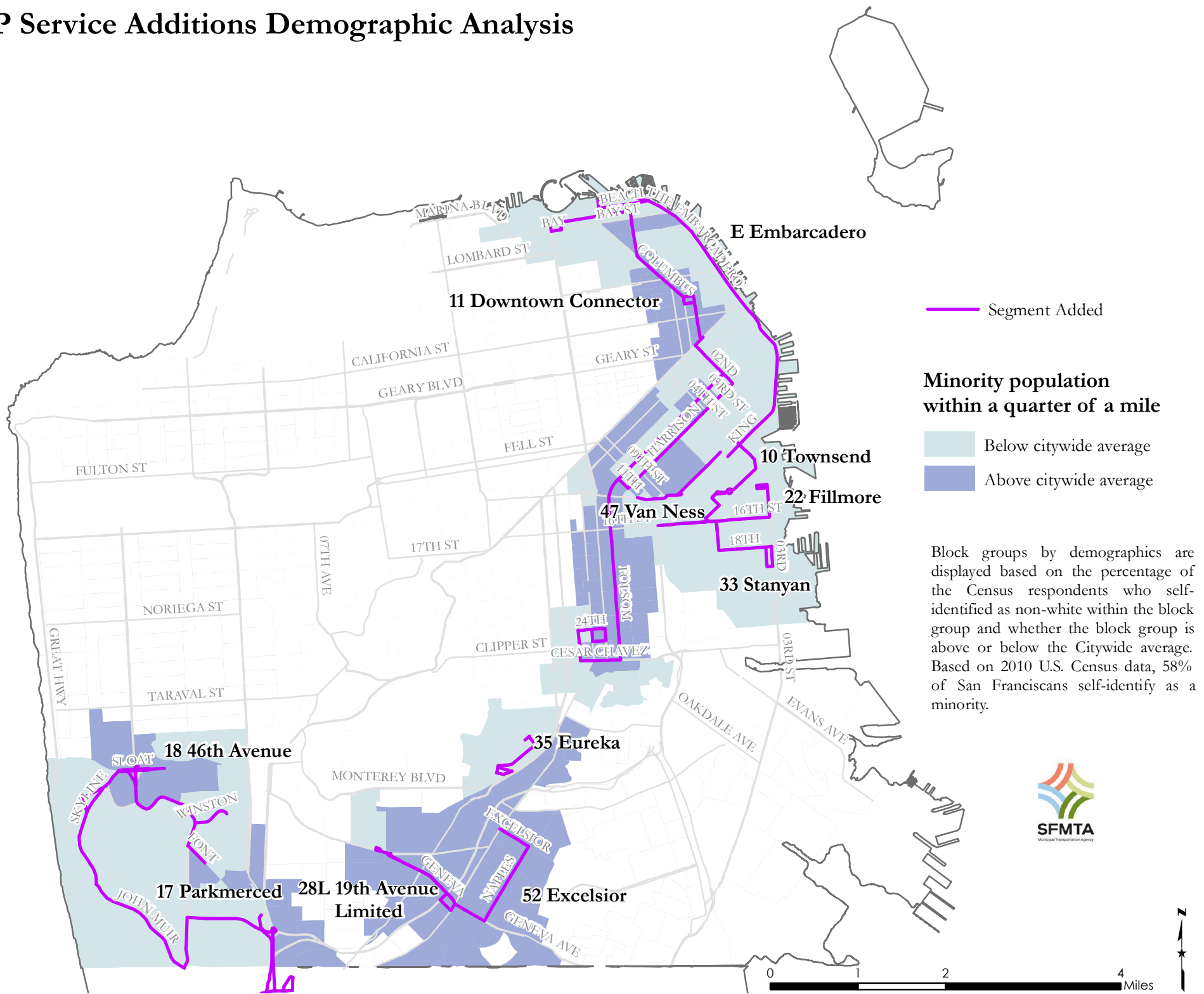
Route	Reason for Analysis
33 Stanyan	Total Change in Route Miles of 25% or more
35 Eureka	Total Change in Route Miles of 25% or more
47 Van Ness	Total Change in Route Miles of 25% or more
52 Excelsior	Total Change in Route Miles of 25% or more

Proposed Route Addition and Extension Results – Disparate Impact Analysis for Minority Populations

Based on the analysis of Census Block Groups within a quarter of a mile of the additional route segments, over 380,000 people benefit from the proposed route segment additions and over 238,000 of the total self-identified as a minority on the 2010 U.S. Census or 63%. As a result, the proposed route additions/extensions provide a higher benefit to minority populations than the citywide average of 58%. No disparate impact is found.

Line	Total Population	% Minority	% Non-Minority	Minority Population	Non-Minority Population
E Embarcadero	40,815	49%	51%	19,983	20,832
10 Sansome	18,026	50%	50%	9,006	9,020
11 Downtown Connector	123,785	58%	42%	71,718	52,067
17 Parkmerced	30,364	65%	35%	19,625	10,739
18 46th Avenue	14,682	60%	41%	8,740	5,942
22 Fillmore	12,130	50%	50%	6,089	6,041
28L 19th Avenue Limited	32,214	88%	12%	28,244	3,970
33 Stanyan	21,660	48%	52%	10,479	11,181
35 Eureka	16,653	57%	43%	9,434	7,219
47 Van Ness	15,863	56%	44%	8,943	6,920
52 Excelsior	53,948	85%	15%	45,909	8,039
Total	380,140			238,170	141,970
Percent Impacted				63%	37%
Systemwide Average				58%	42%
Disparate Impact?	No				

# TEP Service Additions Demographic Analysis





Proposed Route Addition and Extension Results – Disproportionate Burden Analysis on Low-Income Populations

Based on the analysis of Census Tracts within a quarter of a mile of the additional route segments, over 209,000 households benefit from the proposed route segment additions and over 61,000 of the total reported household incomes below 200% of the federal poverty level on the 2010 U.S. Census or 29%. Based on Census data, 31% of households are low-income in San Francisco. Because 29% is within 8% of the citywide average of low-income households, no disproportionate burden is found.

<b>Line</b>	<b>Total Population</b>	<b>% Low Income</b>	<b>% Non-Low Income</b>	<b>Low Income Population</b>	<b>Non-Low Income Population</b>
E Embarcadero	26,380	29%	71%	7,576	18,804
10 Sansome	13,892	15%	85%	2,099	11,793
11 Downtown Connector	63,404	35%	65%	21,986	41,418
17 Parkmerced	18,855	28%	72%	5,312	13,543
18 46th Avenue	8,732	29%	71%	2,543	6,189
22 Fillmore	8,123	17%	83%	1,349	6,774
28L 19th Avenue Limited	16,652	34%	66%	5,672	10,980
33 Stanyan	13,452	21%	79%	2,786	10,666
35 Eureka	11,407	27%	73%	3,041	8,366
47 Van Ness	6,954	20%	80%	1,412	5,542
52 Excelsior	21,239	35%	66%	7,338	13,901
Total	209,090			61,114	147,976
Percent Impacted				29%	71%
Systemwide Average				31%	69%
Disproportionate Burden?	No				

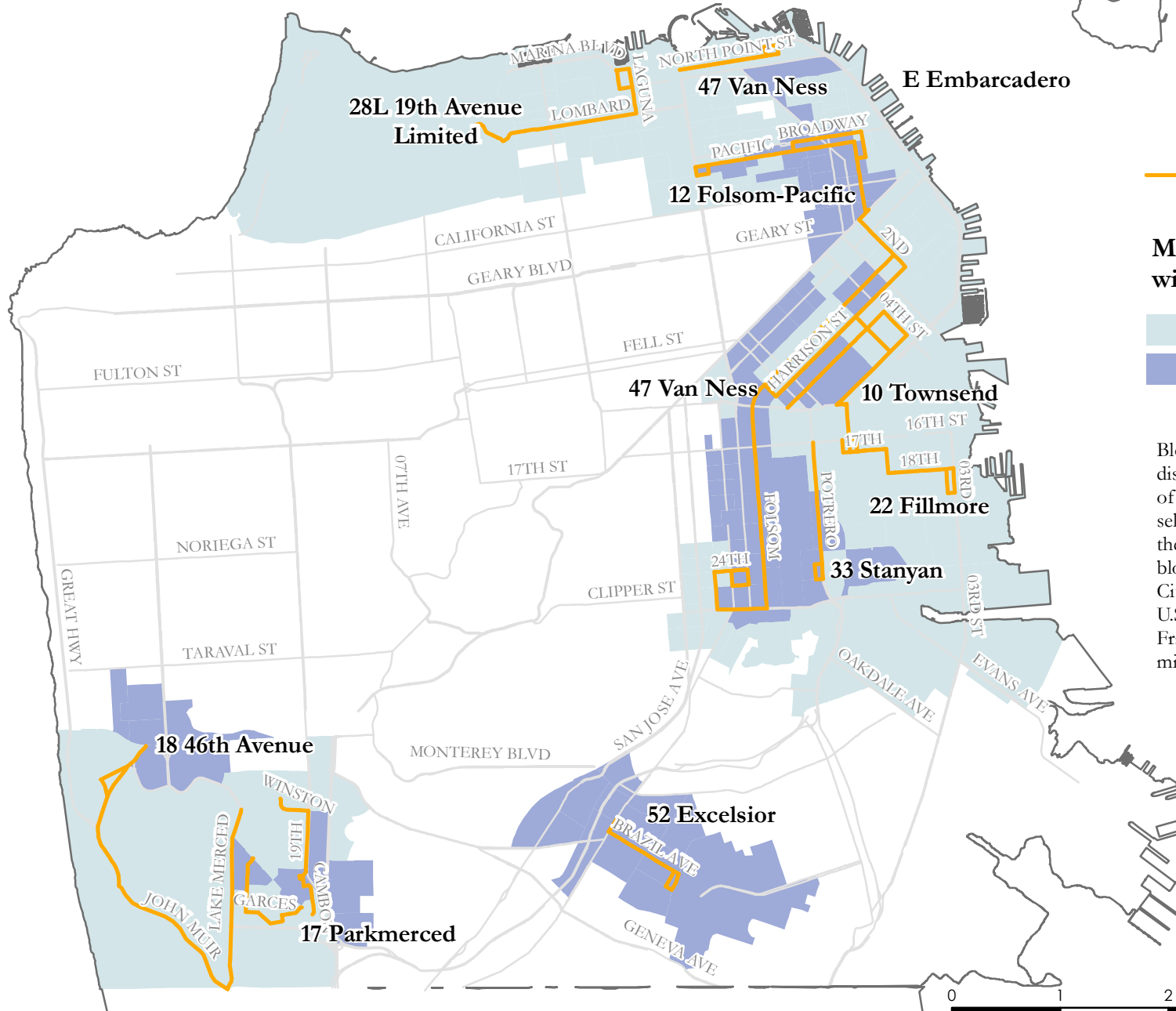


Proposed Route and Segment Elimination Results – Disparate Impact Analysis on Minority Populations

Based on the analysis of Census Block Groups within a quarter of a mile of the eliminated route segments, approximately 324,000 people are impacted by the proposed route segment eliminations and 176,000 of the total people self-identified as a minority or 54% of the total. This is below the citywide average minority population of 58% and as a result, the proposed route segment eliminations impact fewer minority people than the citywide average. No disparate impact is found.

<b>Line</b>	<b>Total Population</b>	<b>% Minority</b>	<b>% Non-Minority</b>	<b>Minority Population</b>	<b>Non-Minority Population</b>
10 Sansome	19,077	50%	50%	9,546	9,531
12 Folsom/Pacific	132,588	58%	42%	76,491	56,097
17 Parkmerced	18,851	60%	40%	11,327	7,524
18 46th Avenue	18,389	59%	41%	10,794	7,595
22 Fillmore	17,976	46%	55%	8,180	9,796
28L 19th Avenue Limited	27,459	20%	80%	5,560	21,899
33 Stanyan	26,304	57%	43%	15,096	11,208
47 Van Ness	39,571	48%	52%	19,148	20,423
52 Excelsior	23,859	84%	16%	19,986	3,873
Total	324,074			176,128	147,946
Percent Impacted				54%	46%
Systemwide Average				58%	42%
Disparate Impact?	No				

# TEP Service Removal Demographic Analysis

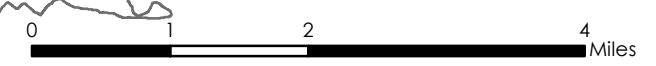


— Segment Removed

**Minority population within a quarter of a mile**

- Below citywide average
- Above citywide average

Block groups by demographics are displayed based on the percentage of the Census respondents who self-identified as non-white within the block group and whether the block group is above or below the Citywide average. Based on 2010 U.S. Census data, 58% of San Franciscans self-identify as a minority.

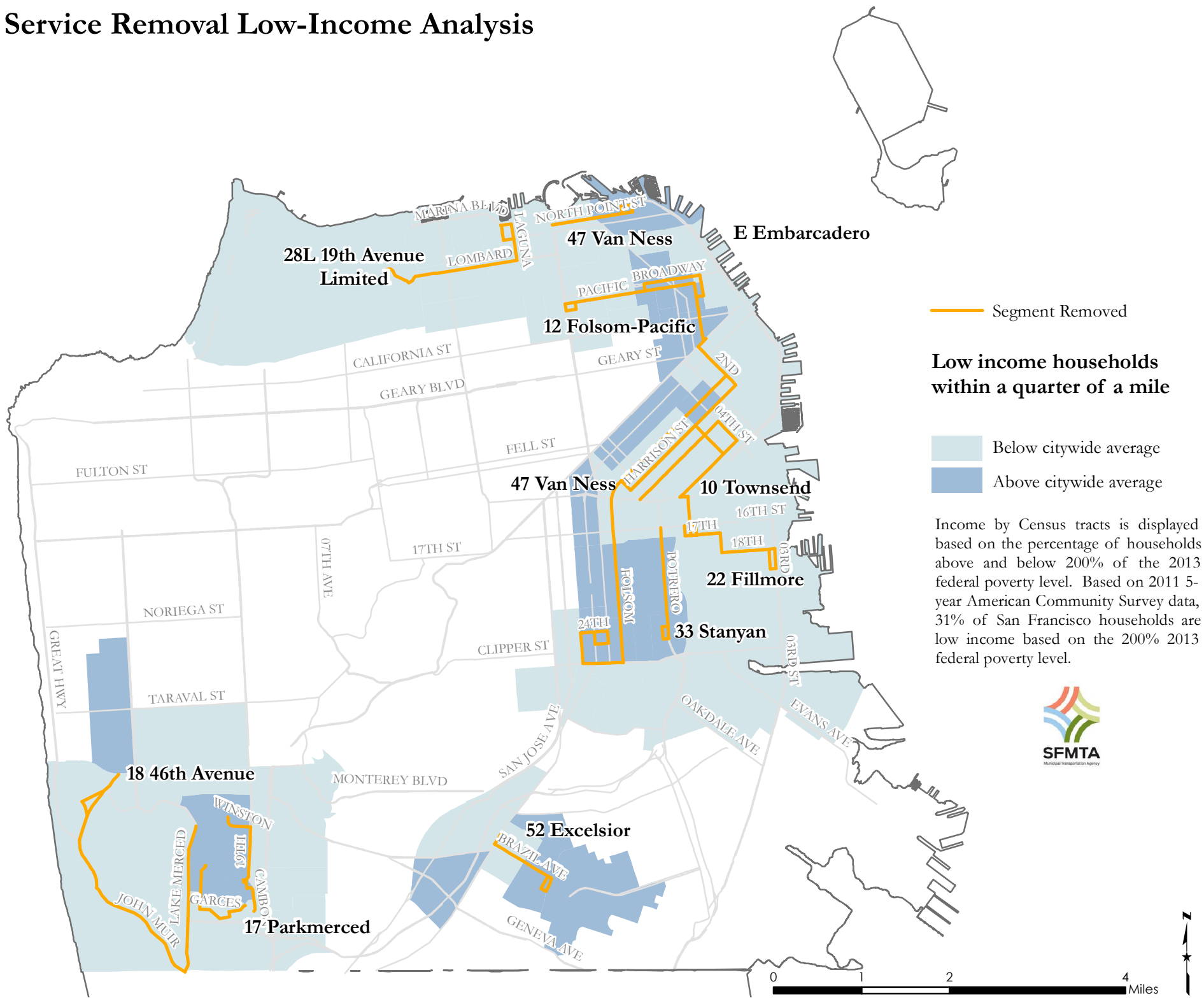


Proposed Route and Segment Elimination Results – Disproportionate Burden Analysis on Low-Income Populations

Based on the analysis of Census Tracts within a quarter of a mile of the eliminated route segments, over 188,000 households are impacted by the proposed route segment eliminations and approximately 55,600 of the total reported household incomes below 200% of the federal poverty level on the 2010 U.S. Census or 27%. Based on Census data, 31% of households are low income in San Francisco. As a result, fewer low income households are being impacted by the proposed eliminations than the citywide average and no disproportionate burden is found.

<b>Line</b>	<b>Total Population</b>	<b>% Low Income</b>	<b>% Non-Low Income</b>	<b>Low Income Population</b>	<b>Non-Low Income Population</b>
10 Sansome	15,144	16%	84%	2,445	12,699
12 Folsom/Pacific	71,440	34%	66%	24,145	47,295
17 Parkmerced	10,458	28%	72%	2,975	7,483
18 46th Avenue	11,723	31%	69%	3,612	8,111
22 Fillmore	10,514	19%	81%	1,990	8,524
28L 19th Avenue Limited	16,738	17%	83%	2,805	13,933
33 Stanyan	16,638	26%	74%	4,261	12,377
47 Van Ness	27,428	23%	77%	6,342	21,086
52 Excelsior	8,197	37%	63%	3,014	5,183
Total	188,280			51,589	136,691
Percent Impacted				27%	73%
Systemwide Average				31%	69%
Disproportionate Burden?	No				

# TEP Service Removal Low-Income Analysis



28L 19th Avenue Limited

47 Van Ness

E Embarcadero

12 Folsom-Pacific

47 Van Ness

10 Townsend

22 Fillmore

33 Stanyan

18 46th Avenue

52 Excelsior

17 Parkmerced

### Route Change Summary

For proposed route and segment additions, route additions/extensions are distributed equitably across minority and low-income populations and no disparate impact or disproportionate burden is found for segment additions. Segment additions benefit minority populations higher than the citywide average and benefit low-income populations slightly below the citywide average but within our 8% threshold. Proposed route and segment eliminations have a lower impact on minority and low-income populations than the citywide average for each category and as a result, no disparate impact or disproportionate burden is found for segment eliminations.

The proposed route changes are distributed equitably among minority, non-minority, low-income, and non-low income communities. As a result, no adverse impacts are found.

	<b>% Impacted Minority Population</b>	<b>% Low Income Impacted Population</b>	<b>Disparate Impact?</b>	<b>Disproportionate Burden?</b>
Proposed Route Segment Additions	63%	29%	No	No
Proposed Route Segment Eliminations	54%	27%	No	No

## **VI. Outreach Summary**

Given the diversity of the SFMTA's service area and ridership and pursuant to Title VI of the Civil Rights Act of 1964 and its implementing regulations, the SFMTA takes responsible steps to ensure meaningful access to the benefits, services, information, and other important portions of SFMTA's programs and activities for low-income, minority, and Limited-English Proficient individuals, and regardless of race, color or national origin.

Begun in 2008, the TEP is a multi-year initiative that represents the first top-to-bottom review of San Francisco's public transit system in over a generation. TEP recommendations have been communicated through extensive multilingual outreach campaigns and modified based on thousands of comments received over multiple years and various phases of the project.

The SFMTA recently conducted an additional round of multilingual outreach across the City to share the proposals that have been modified as a result of the feedback received prior to Board consideration. This multilingual campaign began in January 2014 and included widely noticed neighborhood meetings, an online tool for submitting comments, meetings with members of the Board of Supervisors and their staff, and citywide meetings to share potential revisions to the proposed changes staff is considering.

From early February to mid-March 2014, SFMTA held 12 community evening and weekend meetings with at least one community meeting held in each Board of Supervisor district across San Francisco. SFMTA also held two citywide open houses to discuss the proposals and any revisions that were made based on the initial community meetings, and to record additional feedback. Outreach community meetings concluded on March 12. Translators were available upon request in multiple languages including Spanish and Chinese. Translators were used at several meetings by Spanish and Chinese speakers. Each meeting was open to the public and focused on the service changes that were proposed for that meeting's corresponding district. The meeting format provided explanations to attendees and collected feedback from stakeholders about the proposals. Over 800 people attended the outreach meetings.

<b>Outreach Meeting Dates</b>
Wednesday, February 12, 2014
Tuesday, February 18, 2014
Wednesday, February 19, 2014
Saturday, February 22, 2014
Monday, February 24, 2014
Tuesday, February 25, 2014
Wednesday, February 26, 2014
Thursday, February 27, 2014
Saturday, March 01, 2014
Monday, March 03, 2014
Wednesday, March 05, 2014
Thursday, March 06, 2014
Saturday, March 08, 2014
Wednesday, March 12, 2014

In addition to the neighborhood meetings and open houses, SFMTA held two SFMTA Board of Director meetings, two SFMTA Citizen Advisory Council meetings and one SFMTA Multimodal Accessibility Advisory Committee (MAAC) meeting regarding the proposed service changes. These meetings were open to the public and provided another opportunity for public comment and involvement. Agendas for the meetings are available 72 hours in advance and are posted at City Hall, the San Francisco Main Library, and on [www.sfmta.com](http://www.sfmta.com). All meetings have a public comment period and translators are available upon request. The Board of Director meetings were held in City Hall, which is easily accessible by transit and all other meetings were held at SFMTA's offices at 1 South Van Ness Avenue. Regular SFMTA Board meetings and selected other meetings are broadcast on cable via SFGTV and streamed on the Internet. Board Agendas and Minutes are available to the public at [www.sfmta.com](http://www.sfmta.com).



All meeting notifications were available in ten languages – English, Spanish, Chinese (Mandarin and Cantonese), Japanese, Russian, Korean, Tagalog, Thai, Vietnamese, and French. Newspaper ads were also taken out in English, Spanish, Chinese, and Russian newspapers.

The SFMTA Board of Directors will consider legislating the proposed service changes on Friday, March 28, 2014.

<b>Meeting Name</b>	<b>Date/Time</b>
Citizen’s Advisory Committee (CAC)	Thursday, March 6, 2014 at 5:30 P.M.
SFMTA Board of Director’s Meeting	Friday, March 14, 2014 at 9:00 A.M.
Multimodal Accessibility Advisory Committee (MAAC)	Thursday, Mach 20, 2014 at 2:00 P.M.
Citizen’s Advisory Committee (CAC)	Thursday, March 20, 2014 at 5:30 P.M.
Policy & Governance Committee (PAG)	Friday, March 21, 2014 at 9:00 A.M.
SFMTA Board of Director’s Meeting	Friday, March 28, 2014 at 8:00 A.M.

In addition to federal guidelines, Charter Section 16.112 requires published notice and a public hearing prior to 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, advertisements were placed starting on March 25, 2014, in the City’s official newspaper, the San Francisco Chronicle, for four days to provide notice that the SFMTA Board of Directors will hold a public hearing on March 28, 2014, to consider the modifications detailed in the previous section.

In addition to the required legal notice, information about the hearing was posted on the SFMTA Website in nine languages to reach customers with Limited English Proficiency, and multilingual (English, Spanish and Chinese) announcements were posted on the bus stops that would be most affected by the changes. Advertisements were also placed in the Examiner, as well as Spanish, Chinese and Russian language papers: El Mensajero, Sing Tao and Ktsati. Additionally, the March 28<sup>th</sup> public hearing was announced at each of the 14 community workshops and an email was sent to the TEP list serv.

In addition to attending meetings, hundreds of residents provided feedback about the proposals through the online input tool at [www.TellMuni.com](http://www.TellMuni.com). The TellMuni website feedback portal is available in ten languages – English, Spanish, Chinese (Mandarin and Cantonese), Japanese, Russian, Korean, Tagalog, Thai, Vietnamese, and French. Other means of providing feedback have been through Muni’s multi-lingual Customer Service Line (3-1-1), through the TEP email address ([tep@sfmta.com](mailto:tep@sfmta.com)), and all proposals are publically available through [www.sfmta.com/tep](http://www.sfmta.com/tep).

Additionally, the outreach process includes one open house held at each Muni operating division for the purpose of collecting proposal-related input from operators and other front line personnel.

### ***Results of Outreach***

In response to customer feedback, while considering previously-conducted planning, coordination, outreach efforts, and analysis, SFMTA developed revisions to some of its service change proposals, which were presented to the public during the two citywide outreach meetings and are also posted on the project website at [www.sfmta.com/tep](http://www.sfmta.com/tep).

The modified proposals went to the Board of Directors on March 28, 2014. These modifications aim to retain the benefits of the initial proposals, while addressing key community concerns. Several of the modifications were on low income and/or minority routes.

- **3 Jackson:** The original recommendation proposed eliminating the 3 Jackson line due to low ridership west of Fillmore Street and to reinvest service from the 3 Jackson onto the 2 Clement. Based on community feedback, this segment of the 3 Jackson is not proposed for elimination. Instead, the proposal is to decrease frequency on the route to better match demand and service will be increased on the 2 Clement.
- **6 Parnassus:** Under the original TEP proposal, the 6 line would be discontinued in Ashbury Heights along Masonic Avenue, Frederick Street, Clayton Street, and a portion of Parnassus Avenue. The 6 line would be rerouted onto Haight and Stanyan Streets in order to increase service capacity on a major transit corridor. Based on community concern over loss of transit service in a hilly neighborhood, the proposal to reroute the 6 will not be pursued. Instead, service will be reduced on the 6 line and service will be added to the 71 line in order to improve transit capacity on Haight Street.
- **8X Bayshore Express:** The original proposal discontinued service on the 8X Bayshore Express north of Broadway. The proposal was created to address crowding concerns on the 8X and start service in Chinatown with empty buses in order to provide seats and capacity through Chinatown. Based on community feedback, the new 8X proposal will continue to provide service north of Broadway on every other trip.

*The 8X Bayshore Express is a minority and low income route.*

- **17 Parkmerced:** The original proposal eliminated service on Lake Merced Boulevard and extended the route to Daly City BART via John Daly Boulevard to provide a connection to Westlake Plaza. Based on community feedback, staff is proposing an alternative that will shift service to a portion of Lake Merced Boulevard and use Brotherhood Way to access the Daly City BART Station.

*The 17 Parkmerced is a minority and low income route.*

- **27 Bryant/11 Downtown Connector:** The original proposal eliminated service on Bryant Street in the Mission District on the 27 Bryant and moved the service to Folsom Street. SFMTA created this proposal to eliminate a relatively unproductive north-south transit corridor in the Inner Mission and to maintain service on Folsom Street due to the elimination of the 12 Folsom/Pacific. We will not pursue this proposal and service will remain on Bryant Street on the 27 Bryant Line as it is today. The 11 Downtown

Connector will be extended from SOMA onto Folsom Street to cover the portion of the route that the 12 Folsom/Pacific provides today.

*The 27 Bryant is a minority and low income route.*

- 28/28L 19<sup>th</sup> Avenue: The original proposal discontinued 28 19<sup>th</sup> Avenue service in the Marina and had the route end at the Golden Gate Bridge. The 28L 19<sup>th</sup> Avenue Limited maintained service east of the Golden Gate Bridge. With community feedback, SFMTA amended the proposal and the 28 19<sup>th</sup> Avenue will continue to serve the Marina and will be extended to Van Ness Avenue as the 28L was originally planned to do. The 28L 19<sup>th</sup> Avenue Limited will terminate in the Richmond at California Street under the revised proposal.

*The 28/28L 19<sup>th</sup> Avenue is a minority and low income route.*

- 35 Eureka: The original proposal eliminated service on Moffitt, Farnum, Addison, and Bemis Streets in order to provide a new, direct connection to Glen Park and the BART Station via Diamond Street. In working closely with the community, a new community supported alternative maintains service on Moffitt, Farnum, Addison, and Bemis and extends the route to Glen Park via Miguel and Chenery Streets.
- 36 Terasita: Under the original proposal, service on Warren Drive would be eliminated. With the elimination of Warren Drive and shortened travel distance, service would be increased from every 30 minutes to every 20 minutes. Based on community feedback and concerns on the steep terrain on Warren Drive, service will remain on Warren Drive and the service frequency will remain unchanged from its current 30 minute frequency.
- 43 Masonic: Due to concerns about rerouting the 43 Masonic into the Presidio off of Lombard Street raised by the senior community, the proposal was updated to maintain access to a senior living facility on Lombard Street at Lyon Street and serve the Presidio Transit Center via another routing.
- 56 Rutland: The 56 Rutland proposal significantly changed the route and discontinued service to Executive Park, Sunnysdale Avenue, and Visitation Avenue. By discontinuing service on some segments of the route, service would be concentrated where most customers currently ride and the frequency would be increased due to the shorter route length. Based on community feedback however, the proposal will not be pursued.

*The 56 Rutland is a minority and low income route.*

## **VII. Summary**

For proposed frequency increases, increased service is distributed equitably across customers and no disparate impact or disproportionate burden has been found. Proposed frequency decreases have a higher impact on non-minority and non-low income customers and as a result, no disparate impact or disproportionate burden has been found.

For proposed route changes, no disparate impact or disproportionate burden has been found.

**Appendix A:** SFMTA Board Resolution Accepting the Major Service Change, Disparate Impact, and Disproportionate Burden Policies

SAN FRANCISCO  
MUNICIPAL TRANSPORTATION AGENCY  
BOARD OF DIRECTORS

RESOLUTION No. 13-192

WHEREAS, Title VI of the Civil Rights Act of 1964 addresses discrimination in almost all aspects of public services and programs administered or funded by the federal government in the United States, such as SFMTA's public transit service; and

WHEREAS, The SFMTA receives federal funds through the Federal Transit Administration (FTA) and is required to have in place a Title VI program that ensures that the level and quality of public transportation service is provided in a nondiscriminatory manner, promotes full and fair participation in public transportation decision-making without regard to race, color, or national origin, and ensures meaningful access to transit-related programs and activities by persons with limited English proficiency; and

WHEREAS, The FTA's updated Title VI Circular (FTA C 4702.1B), issued on October 1, 2012, requires that the governing board of a transit agency approve a Major Service Change Definition and Disparate Impact and Disproportionate Burden policies; and

WHEREAS, As part of FTA's Title VI Program requirements, SFMTA must perform a service equity analysis when a major service change is proposed or any fare change that will exceed six months to determine if the change will adversely affect minority and low-income populations; and

WHEREAS, Based on data from the 2010 U.S. Census, 58 percent of San Francisco residents are minority and 31 percent of San Francisco households are at or below 200 percent of the federal poverty level; and

WHEREAS, If the service or fare equity analysis identifies a potential disparate impact on minority populations or customers, SFMTA is required to consider alternative proposals to avoid, minimize, or mitigate the disparate impact and the service or fare changes can only be implemented if (1) a substantial legitimate justification for the service or fare change exists, (2) there are no comparably effective alternative practices that would result in a less disparate impact on minority populations, and (3) the justification for the service change is not a pretext for discrimination; and

WHEREAS, If a disproportionate burden is found, the service or fare change may only be carried out if further mitigation measures or alternatives that would reduce the disproportionately high and adverse effects on low-income populations are not practicable; and

WHEREAS, SFMTA has performed multilingual community and peer outreach during the development of these policies; and

WHEREAS, After reviewing demographic data, characteristics of system ridership and conducting peer reviews/comparisons, a threshold of eight percent was determined to be the appropriate proposed threshold for both the Disparate Impact Policy and Disproportionate Burden Policy; and

WHEREAS, SFMTA staff recommend the following Major Service Change Definition be adopted by the SFMTA Board of Directors:

Major Service Change - A change in transit service that would be in effect for more than a 12-month period and that would consist of any of the following criteria:

- A schedule change (or series of changes) resulting in a system-wide change in annual revenue hours of five percent or more implemented at one time or over a rolling 24 month period;
- A schedule change on a route with 25 or more one-way trips per day resulting in:
  - Adding or eliminating a route;
  - A change in annual revenue hours on the route of 25 percent or more;
  - A change in the daily span of service on the route of three hours or more; or
  - A change in route-miles of 25 percent or more, where the route moves more than a quarter mile.

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

- The implementation of a New Start, Small Start, or other new fixed guideway capital project, regardless of whether the proposed changes to existing service meet any of the criteria for a service change described above; and

WHEREAS, SFMTA staff recommends that the following Disparate Impact Policy be adopted by the SFMTA Board of Directors:

Disparate Impact 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; and

WHEREAS, SFMTA staff recommends that the following Disproportionate Burden Policy be adopted by the SFMTA Board of Directors:

Disproportionate Burden 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 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; now, therefore, be it;

RESOLVED, That the SFMTA Board of Directors approves the Major Service Change Definition and Disparate Impact and Disproportionate Burden policies that are required to be adopted pursuant to the FTA's updated Circular 4702.1B issued on October 1, 2012.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of August 20, 2013.

*R. Bowmer*

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Secretary to the Board of Directors  
San Francisco Municipal Transportation Agency

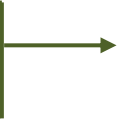


## **Appendix B:** SFMTA 2013 On-Board Customer Survey Instrument

ABOUT YOU (CONTINUED)

16. How well do you speak English?

- Very well
- Well
- Not well
- Not at all



Language(s) spoken in the home:

- Mandarin
- Cantonese
- Spanish
- Other (specify) \_\_\_\_\_

17. Do you own a smartphone (e.g. iPhone, Android, etc.)?

- Yes
- No

18. Do you typically access the Internet . . . ?

- Daily
- Several times a week
- Less than once a week
- Never

19. Do you own or have access to a vehicle?

- No
- Yes →  Own  Shared (e.g. ZipCar)  Other \_\_\_\_\_

20. Home ZIP Code \_\_\_\_\_

Outside USA

COMMENTS

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Thank you for your responses! You can complete this survey by:

- Returning it to the surveyor on the bus;
- Using the QR Code on the front of this questionnaire (Use the Run ID on the front);
- Visiting [www.sfmta.com/munisurvey](http://www.sfmta.com/munisurvey) (use the Run ID on the front); OR
- Mailing it to SFMTA Survey, c/o Corey, Canapary & Galanis, 447 Sutter Street, Penthouse North, San Francisco, CA 94108.

# Muni Customer Survey 2013



Muni would like your input. Please take a few moments to complete this survey. Thank you!

ABOUT THIS TRIP ON MUNI

Please provide as much information as possible. It will be used to improve access to Muni.

1. Starting Point. Where did you BEGIN this trip?

*(such as home or work – before arriving at stop/station)*

a. Address or Nearest Intersection \_\_\_\_\_

b. City:  San Francisco  Other (specify) \_\_\_\_\_

c. Place Name or Landmark \_\_\_\_\_  
*(e.g. "AT&T Park," "Cliff House," "home," or "school")*

2. Destination. Where will you END this trip?

*(final destination – such as home or work)*

a. Address or Nearest Intersection \_\_\_\_\_

b. City:  San Francisco  Other (specify) \_\_\_\_\_

c. Place Name or Landmark \_\_\_\_\_  
*(e.g. "AT&T Park," "Cliff House," "home," or "school")*



[www.sfmta.com/munisurvey](http://www.sfmta.com/munisurvey)

Run ID: \_\_\_\_\_

**3. Getting to/from Muni.**

**3a. How did you get to this Muni vehicle?**

- Walked all the way
- Biked
- BART
- Caltrain
- Transferred from another Muni route
- Drove alone and parked
- Carooled (including dropped off)
- Other (specify) \_\_\_\_\_

**3b. How will you get to your final destination after you exit this vehicle?**

- Walk all the way
- Bike
- BART
- Caltrain
- Transfer to another Muni route
- Drive alone and park
- Carpool (including being picked up)
- Other (specify) \_\_\_\_\_

**4. Transfers.**

**4a. Did you transfer from a different Muni route to this one?**

- No
- Yes → Route transferred from \_\_\_\_\_

**4b. Will you transfer to another Muni route after getting off?**

- No
- Yes → Route will transfer to \_\_\_\_\_

**5. Payment. How did you pay your fare?**

- |   |   |
|---|---|
| <b>By Clipper®</b>                                | <b>By cash or paper</b>                                   |
| <input type="checkbox"/> Cash value on Clipper®   | <input type="checkbox"/> Cash                             |
| <input type="checkbox"/> Monthly Pass on Clipper® | <input type="checkbox"/> Paper transfer                   |
| <input type="checkbox"/> Other Clipper® _____     | <input type="checkbox"/> Single fare or round-trip ticket |
|   | <input type="checkbox"/> Passport or CityPASS             |
|   | <input type="checkbox"/> Other cash or paper _____        |

**6. Fare Category. What type of fare did you pay for this trip?**

- Adult
- Youth
- Senior
- Disabled/Medicare Card Holder (RTC)
- Other \_\_\_\_\_

**7. Trip Purpose. What is the primary purpose of your trip?**

- Commute to/from work
- Work-related event
- School
- Medical/Dental
- Shopping
- Social/recreation/entertainment
- Personal errands
- Escorting others (children, elderly)
- Other \_\_\_\_\_

**YOUR OPINION OF MUNI**

8. Please rate the following features of Muni services on a 5-point scale. (5=Excellent is the highest rating; 1=Poor is the lowest rating.)

	Excellent	←—————→			Poor
<b>a. Frequency of service</b>	5	4	3	2	1
<b>b. On-time performance</b>	5	4	3	2	1
<b>c. Total trip time</b>	5	4	3	2	1
<b>d. Overall Experience</b>	<b>5</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>

**ABOUT YOU**

**9. How long have you been using Muni?**

- 5 or more years
- 1 to 4 years
- Less than 1 year
- Visitor – first time user

**10. How often do you typically ride Muni?**

- 5+ days/week
- 3-4 days/week
- 1-2 days/week
- 1-3 times/month
- Less than once a month

**11. Gender**  Male  Female  Other \_\_\_\_\_

**12. Race/Ethnicity** (Check all that apply)

- African American
- Asian
- Hispanic/Latino
- White
- American Indian or Alaska Native
- Native Hawaiian or Pacific Islander
- Other \_\_\_\_\_

**13. Age**

- Under 12
- 12 - 17
- 18 - 24
- 25 - 34
- 35 - 44
- 45 - 54
- 55 - 64
- 65 and older

**14. Annual Household Income**

- Under \$15,000
- \$15,000 - \$24,999
- \$25,000 - \$34,999
- \$35,000 - \$49,999
- \$50,000 - \$99,999
- \$100,000 - \$149,999
- \$150,000 - \$199,999
- \$200,000 and above

**15. How many people are in your household?**

- 1
- 2
- 3
- 4
- 5
- 6+

**THIS PRINT COVERS CALENDAR ITEM NO.: 12**

**SAN FRANCISCO  
MUNICIPAL TRANSPORTATION AGENCY**

**DIVISION:** Transit Services

**BRIEF DESCRIPTION:**

Authorizing the Director of Transportation to implement an extension in daily service hours for portions of the 44 O'Shaughnessy and 48 Quintara-24<sup>th</sup> Street routes during the Owl time period and approving the SFMTA's Title VI Service Equity Analysis of this service change.

**SUMMARY:**

- The SFMTA's Muni Owl Network, which provides late night transit service, operates every 30 minutes and is within a half mile walk of most homes. However, the existing network has some with gaps in service that require residents to walk more than half a mile to an Owl bus stop.
- To address this issue, SFMTA proposes to implement Owl Service on portions of the 44 O'Shaughnessy and 48 Quintara-24<sup>th</sup> Street Owl routes. These portions of the existing routes are proposed to extend service 24 hours a day, 7 days a week with Owl service from midnight to 5:00 a.m. every 30 minutes as provided on other routes within the existing Owl Network.
- In 2014, the SFMTA received a Lifeline Transportation Program grant to fund the implementation of these transit routes. The grant will also fund 25 Owl service improvements and other overall service reliability enhancements for all night service. The proposed extension represents an increase in daily service hours of more than three hours, which meets SFMTA's definition of a major service change and requires a Title VI service equity analysis. The analysis found that the extension in daily span of service along the proposed portions of these routes will not result in a disparate impact to minority communities or a disproportionate burden to low-income communities.
- This service will start April 23, 2016 with the spring 2016 Service Improvements.
- The proposed action 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://aca.accela.com/ccsf/Cap/CapDetail.aspx?Module=Planning&TabName=Planning&capID1=16CAP&capID2=00000&capID3=0031E&agencyCode=CCSF> (CEQA Determination)

**APPROVALS:**

**DATE**

DIRECTOR \_\_\_\_\_ 4/11/16

SECRETARY R. Boomer \_\_\_\_\_ 4/11/16

**ASSIGNED SFMTAB CALENDAR DATE:** April 19, 2016

## PURPOSE

The San Francisco Municipal Transportation Agency (SFMTA) Board of Directors authorizes the Director of Transportation to implement an extension in daily service hours for portions of the 44 O'Shaughnessy and 48 Quintara-24<sup>th</sup> Street routes during the Owl time period and approves the SFMTA's Title VI Service Equity Analysis of this service change.

## GOAL

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

Goal 1: Create a safer transportation experience for everyone

Objective 1.3: Improve the safety of the transportation system.

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

Objective 2.2: Improve transit performance.

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

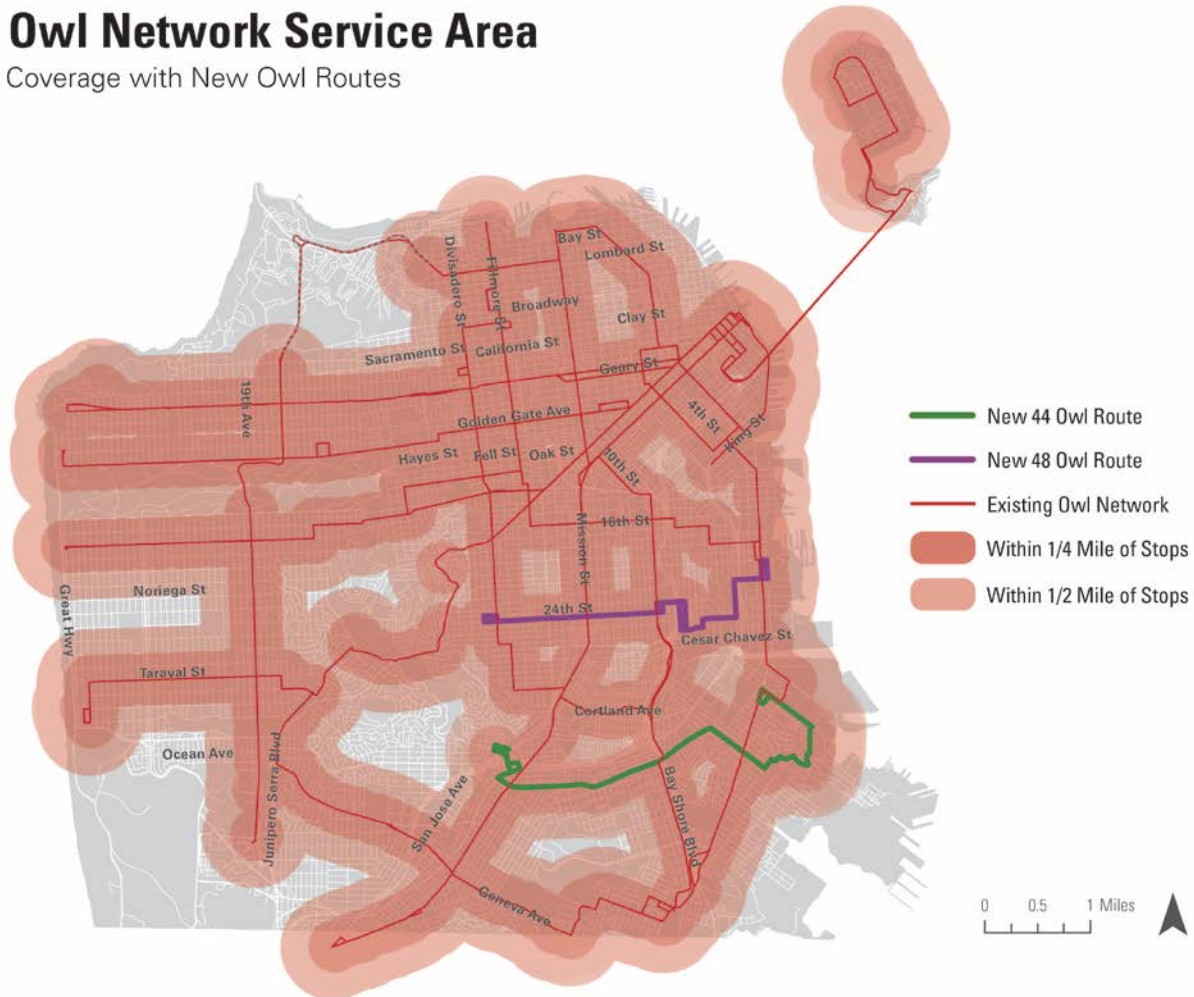
## DESCRIPTION

The SFMTA's Muni system includes a dense network of transit service and generous service standards designed to enable people to live and work in San Francisco with minimal need for a private automobile. Most residents live within a quarter mile of a transit stop and the majority of SFMTA's service operates at least 18 hours per day.

The Muni system also includes an "Owl Network" consisting of ten routes that operate 24 hours a day. Owl service provides critical access to transit-dependent customers traveling between midnight and 5:00 am. Low-income customers in particular depend on the Owl Network as they are more likely to be employed in service-oriented and industrial jobs, with late night or early morning start and end times. Approximately 64% of Owl customers self-identify as minority and 60% come from households making less than 200% of the Federal poverty level. In comparison to systemwide demographics, 58% of Muni customers self-identify as minority and 51% come from households making less than 200% of the Federal poverty level. (Muni On-Board Survey, 2014). In comparison to citywide demographics, 51% of residents self-identify as minority and 28% come from households making less than 200% of the Federal poverty level. (U.S. Census, 2014 American Community Survey).

## Owl Network Service Area

Coverage with New Owl Routes



In many parts of the City, residents can access the Owl Network by walking less than half a mile to a bus stop. Additionally, SFMTA’s policy allows customers to request a drop off anywhere along a route after 8:00 pm, however there are still gaps in the Owl Network that require some customers to walk longer distances. Key gaps in service were found to exist in the Metropolitan Transportation Commission’s (MTC) identified communities of concern, such as the Mission/Potrero neighborhoods, including Potrero Terrace public housing, as well as portions of the Bayview/Hunters Point neighborhoods, including Hunters View and Alice Griffith public housing.

To address this service gap the SFMTA proposes to expand service along portions of the 44 O’Shaughnessy and 48 Quintara-24th Street transit routes which both run through these identified communities of concern. Due to demographic and rider characteristics of the neighborhoods covered by these routes, these two neighborhoods would benefit more than others with increased overnight transit service. Both of these routes will be incorporated into the existing Muni Owl Network and will provide service every 30 minutes. In 2014, the SFMTA received a Lifeline Transportation Program (LTP) grant from the MTC to fund this service increase. This grant will also fund improvements to the 25 Treasure Island Owl frequency (45 min to 30 min), as well as running time adjustments to enhance reliability for the late-night service network as a whole. These changes are relatively minor and do not require SFMTA Board approval, as they do not meet the definition of a major service change. Implementation of the 44 O’Shaughnessy and 48 Quintara-24th Street Owl routes will become effective April 23, 2016 in conjunction with the spring 2016

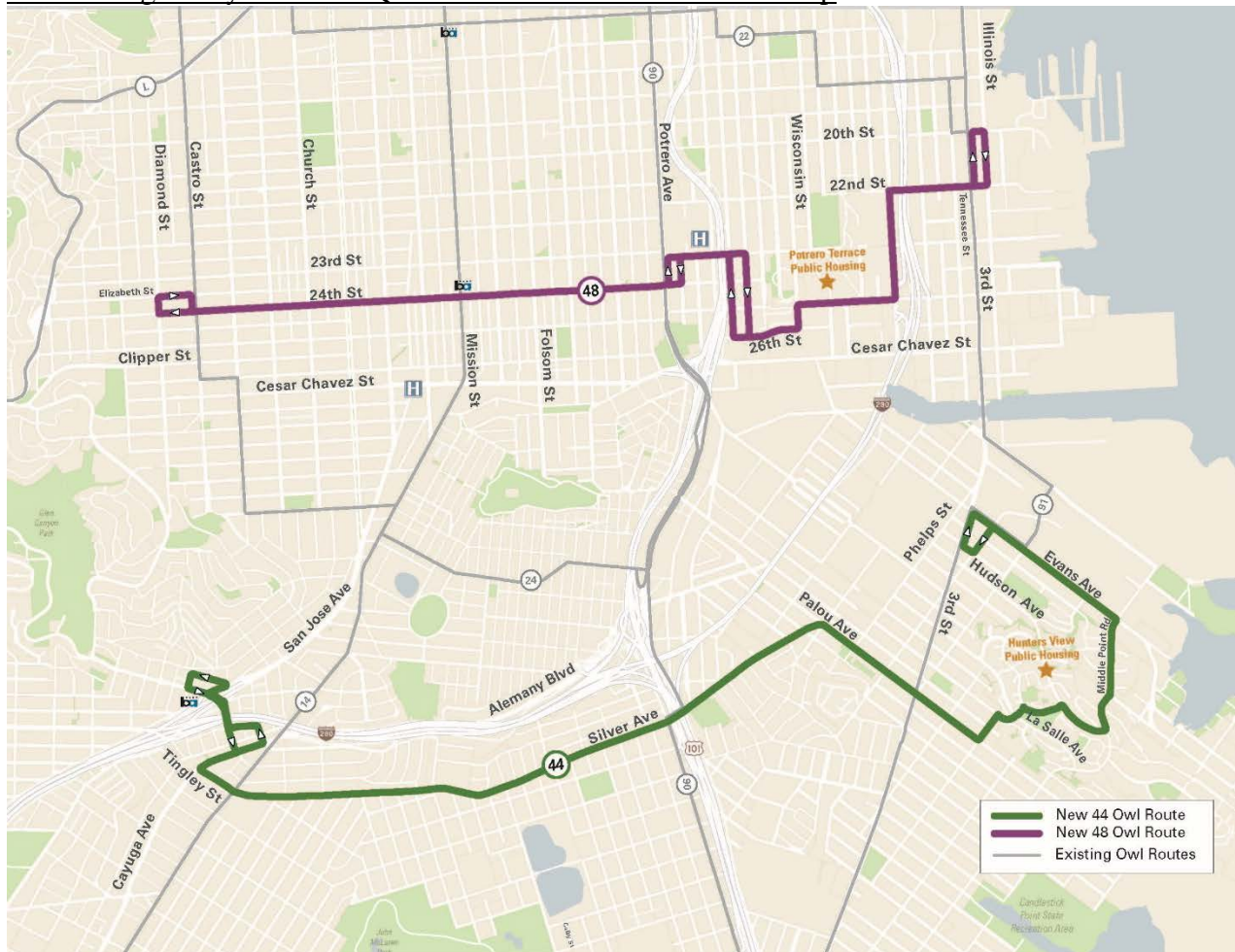


service improvements.

Below summarizes the proposed changes in the daily service hours and the portions of existing transit service for the two lines that will be added to the Owl Network beginning April 23, 2016:

Route	Current Daily Span	Proposed Additional Daily Span	Route Portion of Service
44 O’Shaughnessy	5:00 AM-12:30AM	12:30 AM- 5:00 AM	Glen Park BART Station to Evans Ave & 3 <sup>rd</sup> St.
48 Quintara-24th Street	6:00 AM-11:30 PM	12:00 AM- 6:00 AM	24 <sup>th</sup> St. & Castro St. to 3 <sup>rd</sup> St. & 22 <sup>nd</sup> St.

44 O’Shaughnessy Owl & 48 Quintara-24th Street Owl Route Map



The proposed new Owl routes follow a portion of the routes of the two transit routes existing daytime service. The Eastern terminals for each route do not change from their current locations. The Western terminal of the 44 O’Shaughnessy Owl route requires rerouting on Wilder Street, Arlington Street, and Diamond Street. The Western terminal of the 48 Quintara-24th Street Owl route requires rerouting on Elizabeth Street, Diamond Street and Castro Street. SFMTA evaluated the new routing patterns for each route and concluded that changes did not require any new transit

engineering treatments.

**TITLE VI ANALYSIS**

Under SFMTA’s Major Service Change Policy, the proposed change constitutes a major service change because it is more than a 3 hour increase in daily service hours. Any major service change requires a Title VI service equity analysis. 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. In accordance with FTA’s Title VI requirements and SFMTA’s Major Service Change Policy, SFMTA performed a Title VI service equity analysis for the proposed extension in service hours needed to add portions of two transit routes -- the 44 O’Shaughnessy and 48 Quintara-24th Street --to Muni’s Owl Network. The Title VI analysis evaluates the service change to determine if the proposed new service has a disparate impact on minority populations or a disproportionate burden on low-income populations. The full Title VI analysis is provided as Appendix A. Pursuant to FTA requirements, the SFMTA Board is required to approve the Title VI analysis.

On-board customer survey data from the most recent 2013-14 On-Board Customer Survey was used to analyze the proposed Owl routes impact on existing ridership. Since the Owl service will operate on only a portion of the daytime routes, U.S. Census, 2014 American Community Survey (2014 ACS) data was also used to analyze the proposed routes impact on the population of their service area. Based on the 2013-14 On-Board Customer Survey, 58% of riders systemwide self-identified as minority and 51% of riders live in low income households. Based on 2014 ACS data, 51% of San Francisco residents self-identify as minority and 28% live in low-income households. Analyzing riders impacted by the proposed service change from the 2013-14 On-board Customer Survey, 71% of riders of these routes self-identify as minority and 62% live in low income households. Analyzing the population of the service area impacted by the proposed service change using 2014 ACS data, 53% of the population self-identified as minority and 26% live in low income households.

	<b>2013-2014 On-Board Survey</b>	<b>2013-2014 On-Board Survey</b>	<b>2014 ACS Data</b>	<b>2014 ACS Data</b>
<b>Percent Impacted</b>	<b>Systemwide</b>	<b>Impacted Riders</b>	<b>Citywide</b>	<b>Impacted Population</b>
% Minority	58%	71%	51%	53%
<b>Disparate Impact?</b>		<b>No</b>		<b>No</b>
% Low Income Households	51%	62%	28%	26%
<b>Disproportionate Burden?</b>		<b>No</b>		<b>No</b>

Note: based on the census analysis, the proposed changes have a slightly lower benefit to low income households compared to citywide households but still well within the SFMTA Board’s adopted disproportionate burden threshold of 8%.



As a result, the proposed expansion of daily service hours during the Owl period has a higher benefit to customers who self-identify as minority than the systemwide ridership and city wide population. Additionally the service change has a higher benefit to customers from low income households than the systemwide ridership and slightly lower benefit to low income households compared to citywide households but still within the SFMTA Board's adopted disproportionate burden threshold of 8%. As a result, the Title VI analysis did not find a disparate impact or disproportionate burden.

## **PUBLIC OUTREACH**

The package of Lifeline grant improvements, including the proposed new Owl service, were presented to the Late Night Transportation Task Force in 2014. This Task Force was convened by the San Francisco Board of Supervisors and identified a need to improve late night service for key neighborhoods. Members of the Task Force submitted letters of support, which helped secure funding for this work.

The proposals were also presented to and received positive feedback from the Muni Equity Task Force, the SFMTA Citizens' Advisory Council and Multimodal Accessibility Advisory Committee and the Executive Board of the Transit Riders Union. The proposals are included in the SFMTA's Muni Service Equity Policy, which analyzed transit needs in the Inner Mission and Bayview neighborhoods.

Multilingual notices on the service were sent to all addresses along the new service area advertising the service and directing residents to the SFMTA website for more information. The website also includes information about the SFMTA Board meeting on April 19<sup>th</sup> for public comment. The website was also promoted through social media developed by the SFMTA. Additionally, street teams have been out in the system during the evenings handing out flyers and talking to customers. The feedback provided by customers on the bus has been very positive. To date, no written comments have been received.

## **ALTERNATIVES CONSIDERED**

Other alternatives to address this issue were considered, however closing service gaps and expanding coverage of the existing Owl network was found to be the most valuable option both to the existing Owl Network and to Muni customers.

## **FUNDING IMPACT**

The expanded service hours in the Owl time period on the 44 and 48 routes will cost approximately \$1.7 million per year. Eighty percent of this cost is covered by the Lifeline Transportation Grant, the remaining \$350,000 is already programmed into the existing service budget, as part of the last service increase in FY15. Grant funds have been identified for up to 21 months of service. At the time that the funds are exhausted, we could apply for a second round, absorb into the operating budget or discontinue the service.

## **PUBLIC NOTICE**

Charter Section 16.112 requires published notice and a public hearing prior to 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, advertisements were placed on April 7, 2016 in the City's official newspaper, the San Francisco Chronicle, for five days to provide notice of the public hearing. In addition to the required legal notice, information about the hearing was posted on the SFMTA website in nine languages to reach customers with Limited English Proficiency.

### **ENVIRONMENTAL REVIEW**

The proposed Owl service expansion for transit routes 44 and 48 is subject to the California Environmental Quality Act (CEQA). CEQA provides an exemption from environmental review for the institution or increase of passenger or commuter services on rail or highway rights-of-way already in use as defined in Title 14 of the California Code of Regulations Section 21080(b)(10).

On March 24, 2016, the Planning Department, determined (Case Number 2016-003938ENV) that the Owl service expansion for routes 44 and 48 is exempt from environmental review under the California Environmental Quality Act (CEQA) pursuant to Title 14 of the California Code of Regulations Section 21080(b)(10). The Planning Department's 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. The proposed action is the Approval Action as defined by the San Francisco Administrative Code Chapter 31.

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

### **RECOMMENDATION**

The San Francisco Municipal Transportation Agency (SFMTA) Board of Directors authorizes the Director of Transportation to implement an extension in daily service hours for portions of the 44 O'Shaughnessy and 48 Quintara-24<sup>th</sup> Street routes during the Owl time period and approves the SFMTA's Title VI Service Equity Analysis of this service change.

SAN FRANCISCO  
MUNICIPAL TRANSPORTATION AGENCY  
BOARD OF DIRECTORS

RESOLUTION No. \_\_\_\_\_

WHEREAS, The SFMTA has a dense network of transit service including an expansive Owl Network that operates every 30 minutes per route and connects most residents to a bus stop within a half mile walk; and,

WHEREAS, SFMTA has identified service gaps within the existing Owl Network, particularly in communities of concern including the Mission/Potrero and Bayview/Hunters Point neighborhoods; and,

WHEREAS, SFMTA proposes to expand daily service hours in the Owl time period for portions of the existing 44 O'Shaughnessy and 48 Quintara-24th Street transit routes to improve service to the communities near the service change; and,

WHEREAS, SFMTA received a 2014 Lifeline Transportation Program grant to fund the eighty percent of the costs of this service change; 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 change to expand the daily service hours for portions of the 44 O'Shaughnessy and 48 Quintara-24th Street transit lines in the Owl Period on minority and low-income communities in San Francisco and has determined that it does not create a disparate impact on minority communities or a disproportionate burden on low income communities under Title VI; and,

WHEREAS, The proposed expansion in daily service hours for portions of the 44 O'Shaughnessy and 48 Quintara-24th Street transit lines during the Owl time period are subject to the California Environmental Quality Act (CEQA); and,

WHEREAS, On March 24, 2016, the Planning Department, determined (Case Number 2016-003938ENV) that the expansion in daily service hours for portions of the 44 O'Shaughnessy and 48 Quintara-24th Street transit lines in the Owl Period are exempt from environmental review under the California Environmental Quality Act (CEQA) pursuant to Title 14 of the California Code of Regulations Section 21080(b)(10), an exemption from environmental review for the institution or increase of passenger or commuter services on rail or highway rights-of-way already in use; the proposed action is the Approval Action as defined by 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 are incorporated herein by reference; and,

WHEREAS, A copy of the San Francisco Planning Department's CEQA determinations are on file with the Secretary to the SFMTA Board of Directors.

WHEREAS, Pursuant to Charter Section 16.112, advertisements were placed in the City's official newspaper for a five-day period, more than the minimum 72 hours required, that the Board of Directors would hold a public hearing on April 19, 2016, to consider the extensions in daily transit service hours on two transit lines – the 44 O'Shaughnessy and 48 Quintara-24th Street; and therefore be it

RESOLVED, That the SFMTA Board approves the implementation of an extensions in daily service hours for portions of 44 O'Shaughnessy and 48 Quintara-24th Street during the Owl time period; and it be further

RESOLVED, That the SFMTA Board approves the Title VI service equity analysis of the impacts of the increase in service hours for portions of 44 O'Shaughnessy and 48 Quintara-24th Street during the Owl time period on minority and low-income communities in San Francisco which determined that there is no disparate impact to minority populations or disproportionate burden to low-income populations under Title VI.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of April 19, 2016.

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Secretary to the Board of Directors  
San Francisco Municipal Transportation Agency

Enclosure 2

**TITLE VI SERVICE EQUITY ANALYSIS  
OF  
44 O'SHAUGHNESSY &  
48 QUINTARA-24TH STREET  
OWL SERVICE**

March 11, 2016

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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)

The analysis within this document 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.

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, the historic streetcar line, 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:

- A description of the daily service hours increase and background on why the changes are being proposed;
- An analysis based on On Board Survey and U.S. Census data to determine the number and percent of minority and low-income residents impacted by the proposal;
- A summary of public outreach and engagement efforts to support this proposal.

## **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 2015 Federal poverty level. The table below shows the 2015 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.

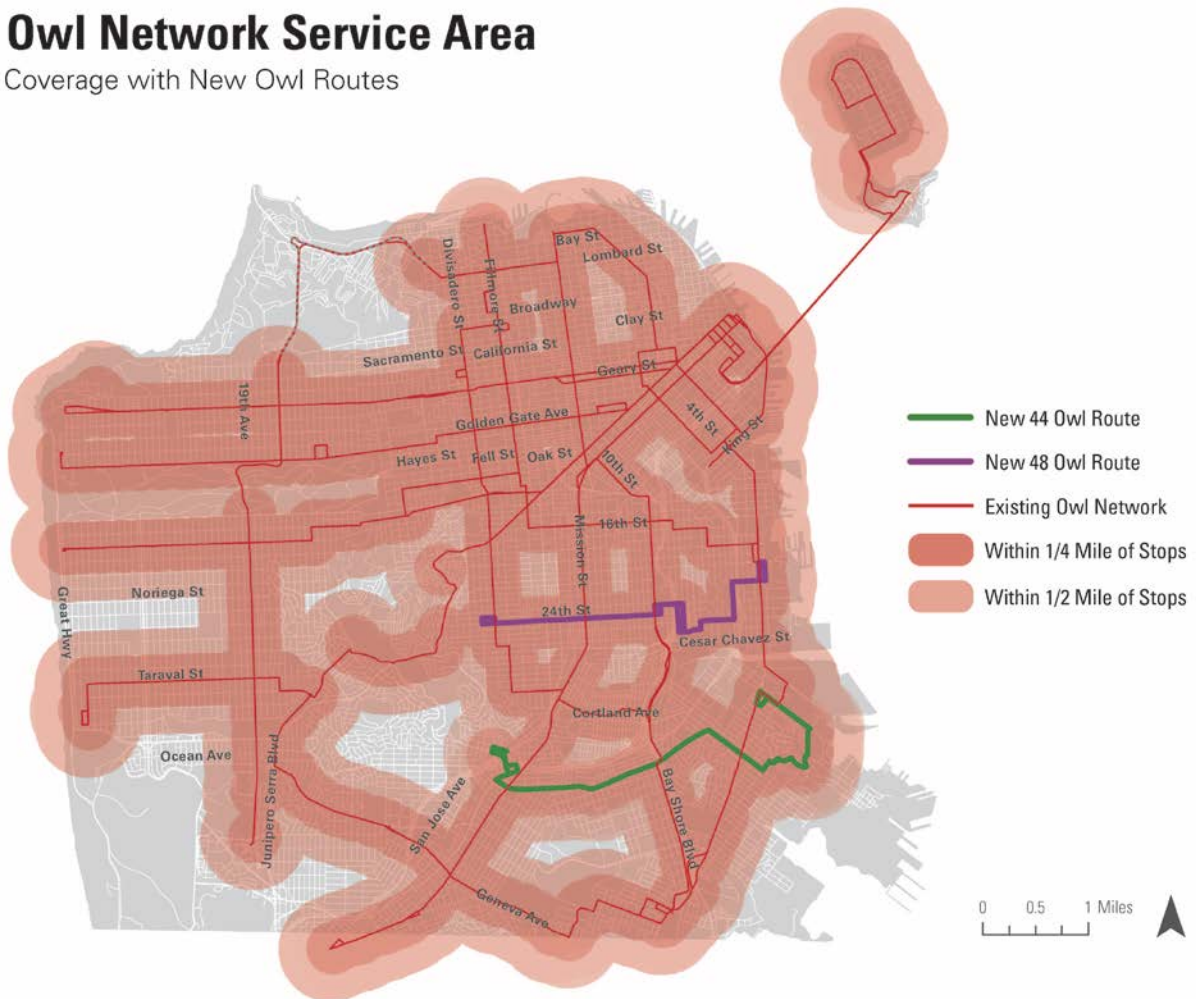
Household Size	Household Income 200% of the 2015 Federal Poverty Level
1	\$23,540
2	\$31,860
3	\$40,180
4	\$48,500
5	\$56,820
6	\$65,140
7	\$73,460
8	\$81,780
For each additional person, add:	\$8,320

**III. Proposed New Owl Routes**

The SFMTA’s Muni system includes a dense network of transit service and generous service standards designed to enable people to live and work in San Francisco with minimal access to private automobiles. Most residents are within a quarter mile of a transit stop and the majority of our service operates at least 18 hours per day. The Muni system also includes an “Owl Network” consisting of 10 routes that operate 24 hours a day. “Owl” service provides critical access to transit-dependent customers traveling between midnight and 5 am. Low-income customers in particular depend on the Owl Network as they are more likely to be employed in service-oriented and industrial jobs, with late night or early morning start and end times. Approximately 60% of Owl customers come from households making less than 200% of the Federal poverty level and 64% self-identify as minority (Muni On-Board Survey, 2014). The existing Owl Network is faced with several challenges, one of which is lack of coverage.

## Owl Network Service Area

Coverage with New Owl Routes

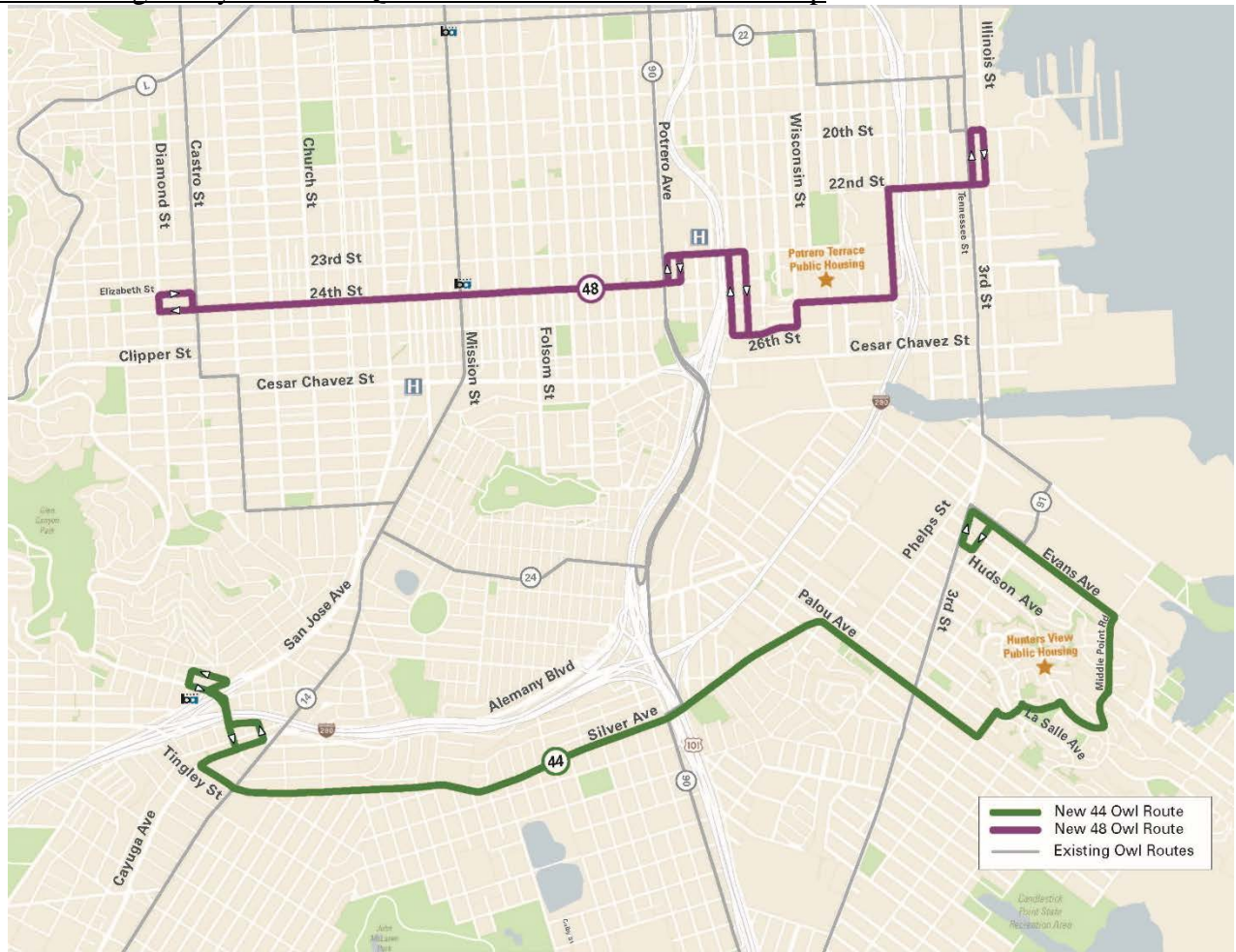


In many parts of the City, residents can access the Owl Network by walking less than half a mile to a bus stop. Additionally, SFMTA's policy allows customers to request a drop off anywhere along a route after 8:00 pm, however there are still gaps in the Owl Network that require some customers to walk longer distances. Key gaps in service were found to exist in the Metropolitan Transportation Commission's (MTC) identified communities of concern, such as the Mission/Potrero neighborhoods, including Potrero Terrace public housing, as well as portions of the Bayview/Hunters Point neighborhoods, including Hunters View and Alice Griffith public housing. To address this service gap the SFMTA proposes to expand service along portions of the 44 O'Shaughnessy and 48 Quintara-24th Street transit routes which both run through these identified communities of concern. Due to demographic and rider characteristics of the neighborhoods covered by these routes, these two neighborhoods would benefit more than others with increased overnight transit service. Both of these routes will be incorporated into the existing Muni Owl Network and will provide service every 30 minutes. In 2014, the SFMTA received a Lifeline Transportation Program (LTP) grant from the MTC to fund this service increase. This grant will also fund 25 Owl improvements and other service reliability enhancements that benefit the late-night service network as a whole. Implementation of the 44 O'Shaughnessy and 48 Quintara-24th Street Owl routes will become effective April 23, 2016 in conjunction with the Spring 2016 Service Improvements.

Below summarizes the proposed changes in the daily service hours and the portions of existing transit service for the two lines that will be added to the Owl Network beginning April 23, 2016:

Route	Current Daily Span	Proposed Additional Daily Span	Route Portion of Service
44 O'Shaughnessy	5:00 AM-12:30AM	12:30 AM- 5:00 AM	Glen Park BART Station to Evans Ave & 3 <sup>rd</sup> St.
48 Quintara-24th Street	6:00 AM-11:30 PM	12:00 AM- 6:00 AM	24 <sup>th</sup> St. & Castro St. to 3 <sup>rd</sup> St. & 22 <sup>nd</sup> St.

44 O'Shaughnessy Owl & 48 Quintara-24th Street Owl Route Map



#### IV. Change in Daily Service Hours Title VI Analysis

Launching the proposed 44 O'Shaughnessy Owl and 48 Quintara-24th Street Owl routes triggers criteria in SFMTA's Major Service Change definition:

- The daily span of service on the route is changed three hours or more

##### Methodology

The SFMTA relies on customer on-board survey data for service change analyses by using the route's ridership demographics. However, since the Owl service will operate on only a portion of the daytime routes, U.S. Census, 2014 American Community Survey 5-Year Estimates (2014 ACS) data was also used to analyze the impact of the proposed routes on the population of the routes' service area.

##### *Impacted Ridership Analysis*

The customer on-board survey data collects the respondent's demographic data including race/ethnicity and household income by route. This information is used to assess the impacts of the service change proposal by comparing the route's ridership demographic data to the systemwide ridership demographic data. The comparison determines if the change has a disparate impact on minority populations or disproportionate burden on low income households. The most recent data comes from the 2013-14 Customer On-Board Survey. For the systemwide demographic data, 58% of survey respondents self-identified as minority and 51% of respondents reported that they live in a low income household.

##### 2013-14 SFMTA On-Board Customer Survey

- Percent Minority Residents: 58%
- Percent Low Income Residents: 51%

##### *Impacted Population Analysis*

The impacted population for this analysis was determined by the service area of these routes and boundaries of the service areas were defined using census block groups. Ethnicity/race and household income data from the 2014 ACS was gathered to assess impacts to minority and low income household populations at the block group level.

To determine which block groups were included in the service areas of these routes, the proposed Owl routes were first mapped. All block groups within a quarter mile of the existing 44 O'Shaughnessy and 48 Quintara-24th Street route stops were selected. The block groups selected were then grouped together to make up the service area for each route and demographic data within these block groups was analyzed. The total number of minority and low income households within the block groups of the service area was then totaled and compared to the citywide total numbers. This comparison was used to determine if this expansion in daily span of service had a disparate impact on the minority population or disproportionate burden on low income households living within a quarter mile of the routes compared to the city's proportion.

For the citywide demographic data, 51% of San Francisco residents self-identified as minority and 28% of residents reported that they live in a low income household (making less than 200% of the Federal poverty level).

2014 U.S. Census American Community Survey 5-Year Data

- Percent Minority Residents: 51%
- Percent Low Income Residents: 28%

To determine if the service change has a disparate impact or disproportionate burden, both the proportions of impacted ridership and impacted population of minority and low income households were compared to the systemwide and citywide totals. 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% of the proportions systemwide or citywide. In addition, this service change is an increase in service so a difference of more than 8% would mean a higher benefit to minority and low income household ridership or population. Since this proposed daily span in service included two routes, the totals were calculated separately and then aggregated to calculate the minority population and low income households impacted by this service change for both impacted ridership and impacted population.

Disparate Impact Analysis for Minority Populations

Customer survey on-board data shows riders who self-identify as minority make up 71% of riders on both these routes compared to 58% systemwide.

**Impacted Ridership**

Route	Total Ridership	Minority Ridership	Non-Minority Ridership	% Minority	% Non-Minority
44 O’Shaughnessy Owl	16,400	12,300	4,100	75%	25%
48 Quintara-24th Street Owl	8,100	5,100	3,000	63%	37%
<b>Total</b>	<b>24,500</b>	<b>17,400</b>	<b>7,100</b>	<b>71%</b>	<b>29%</b>
Systemwide				58%	42%
<b>Disparate Impact?</b>	<b>No</b>				

*Source: 2013-14 SFMTA On-Board Customer Survey*

Additionally, based on the analysis of Census Block Groups within a quarter of a mile of the routes, over 129,600 people benefit from the proposed service changes and almost 69,000 of the total self-identified as a minority on the 2014 ACS or 53%.

**Impacted Population**

<b>Route</b>	<b>Total Population</b>	<b>Minority Population</b>	<b>Non-Minority Population</b>	<b>% Minority</b>	<b>% Non-Minority</b>
44 O'Shaughnessy Owl	69,188	48,052	21,136	69%	31%
48 Quintara/24 <sup>th</sup> Street Owl	60,503	20,874	39,629	35%	65%
<b>Total</b>	<b>129,691</b>	<b>68,926</b>	<b>60,765</b>	<b>53%</b>	<b>47%</b>
Citywide				51%	49%
<b>Disparate Impact?</b>	<b>No</b>				

*Source: U.S. Census Bureau 2014 American Community Survey 5-year estimates*

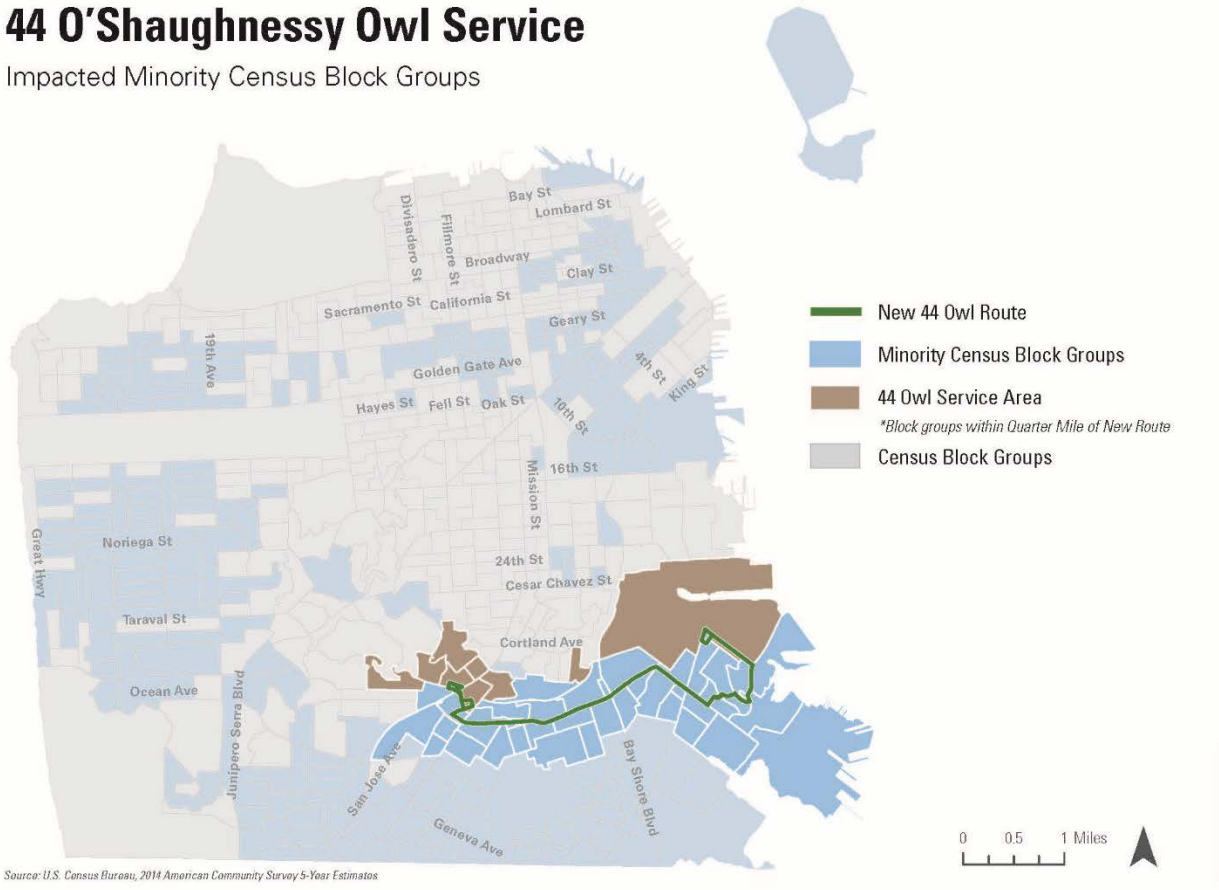
As a result of both of these analyses, the proposed route provides a higher benefit to minority populations in comparison to the systemwide/citywide proportions. Looking both at impacted ridership and populations, the aggregate percentage of minorities impacted for these routes is within 8% or more of the systemwide/citywide percentage of minorities and therefore no disparate impact is found.

The following maps show the minority population analysis at the Census Block Group level for the routes' service areas. Those labeled Minority Census Block Groups are block groups in the route's service area that exceed the citywide minority population proportions.



# 44 O'Shaughnessy Owl Service

Impacted Minority Census Block Groups

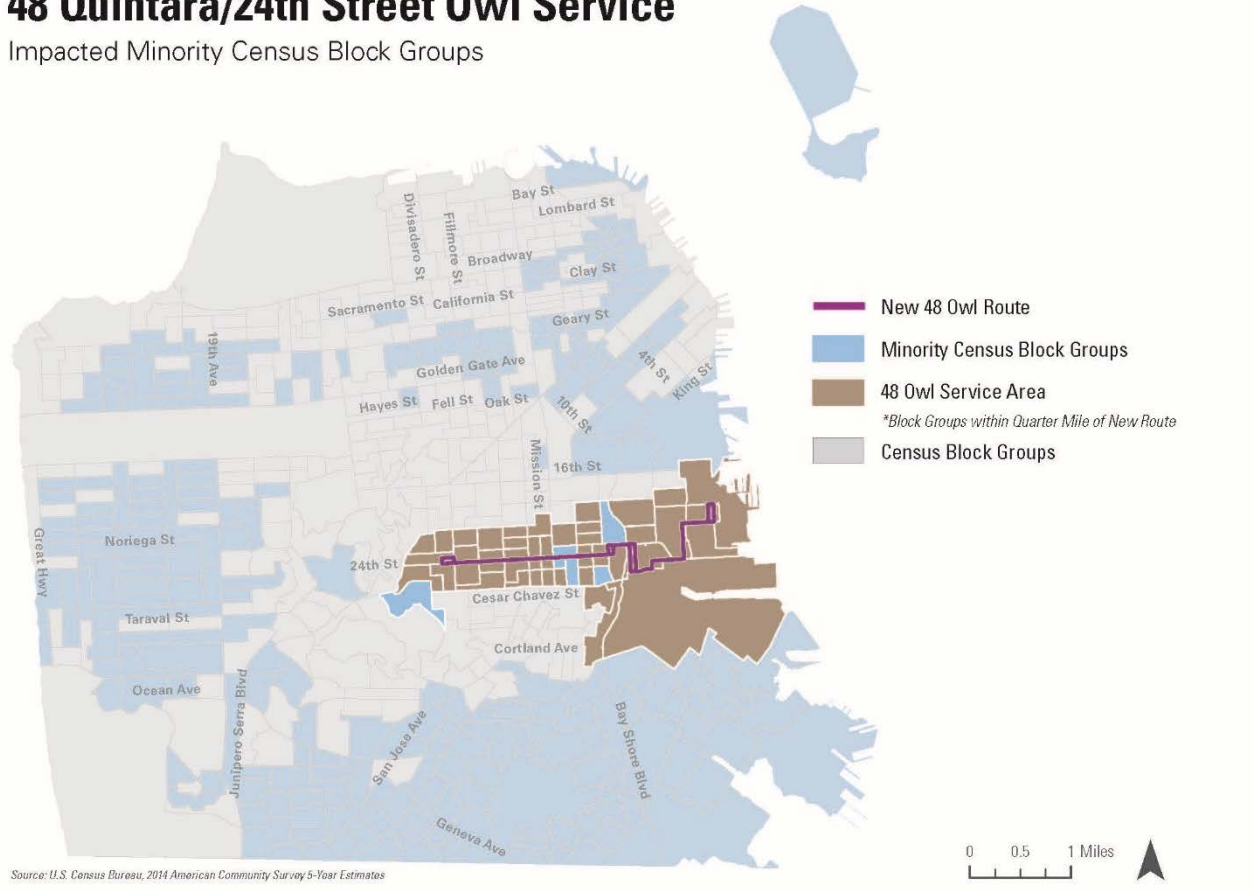


Source: U.S. Census Bureau, 2014 American Community Survey 5-Year Estimates



## 48 Quintara/24th Street Owl Service

Impacted Minority Census Block Groups



Source: U.S. Census Bureau, 2014 American Community Survey 5-Year Estimates

### Disproportionate Burden Analysis on Low-Income Populations

Customer survey data shows riders who live in low income households make up 62% of riders on both these routes compared to 51% systemwide.

### Impacted Ridership

Route	Total Households	Low Income Households	Non-Low Income Households	% Low Income	% Non-Low Income
44 O’Shaughnessy Owl	16,400	10,500	5,900	64%	36%
48 Quintara/24 <sup>th</sup> Street Owl	8,100	4,700	3,400	58%	42%
<b>Total</b>	<b>24,500</b>	<b>15,200</b>	<b>9,300</b>	<b>62%</b>	<b>38%</b>
Systemwide				51%	49%
<b>Disproportionate Burden?</b>	<b>No</b>				

Source: 2013-2014 SFMTA On-Board Customer Survey

Additionally, based on the analysis of Census Block Groups within a quarter of a mile of the routes, over 45,600 households will benefit from the proposed service changes and over 11,800 households reported household incomes below 200% of the federal poverty level or 26% of the total. Based on 2014 ACS, 28% of San Francisco’s households are low-income.

**Impacted Population**

<b>Route</b>	<b>Total Households</b>	<b>Low Income Households</b>	<b>Non-Low Income Households</b>	<b>% Low Income</b>	<b>% Non-Low Income</b>
44 O'Shaughnessy Owl	21,169	7,273	13,896	34%	66%
48 Quintara/24 <sup>th</sup> Street Owl	24,507	4,596	19,911	19%	81%
<b>Total</b>	<b>45,676</b>	<b>11,869</b>	<b>33,807</b>	<b>26%</b>	<b>74%</b>
Citywide				28%	72%
<b>Disproportionate Burden?</b>	<b>No</b>				

*Source: U.S. Census Bureau 2014 American Community Survey 5-year estimates*

*Note:* based on the census analysis, the proposed changes have a slightly lower benefit to low income households compared to citywide households but still within the SFMTA Board's adopted disproportionate burden threshold of 8%.

As a result of the impacted ridership analysis, the proposed route provides a higher benefit to low income household riders in comparison to the systemwide proportions. As a result of the impacted population analysis, the proposed route provides a slightly lower benefit to low income households in comparison to the citywide proportions but still within the SFMTA Board's adopted disproportionate burden threshold of 8%. Looking both at impacted low income household ridership and populations, no disproportionate burden is found.

The following maps show the income analysis at the Census Block Group level for the routes' service areas. Those labeled Low Income Census Block Groups are block groups in the route's service area that exceed the citywide low income household proportions.

# 44 O'Shaughnessy Owl Service

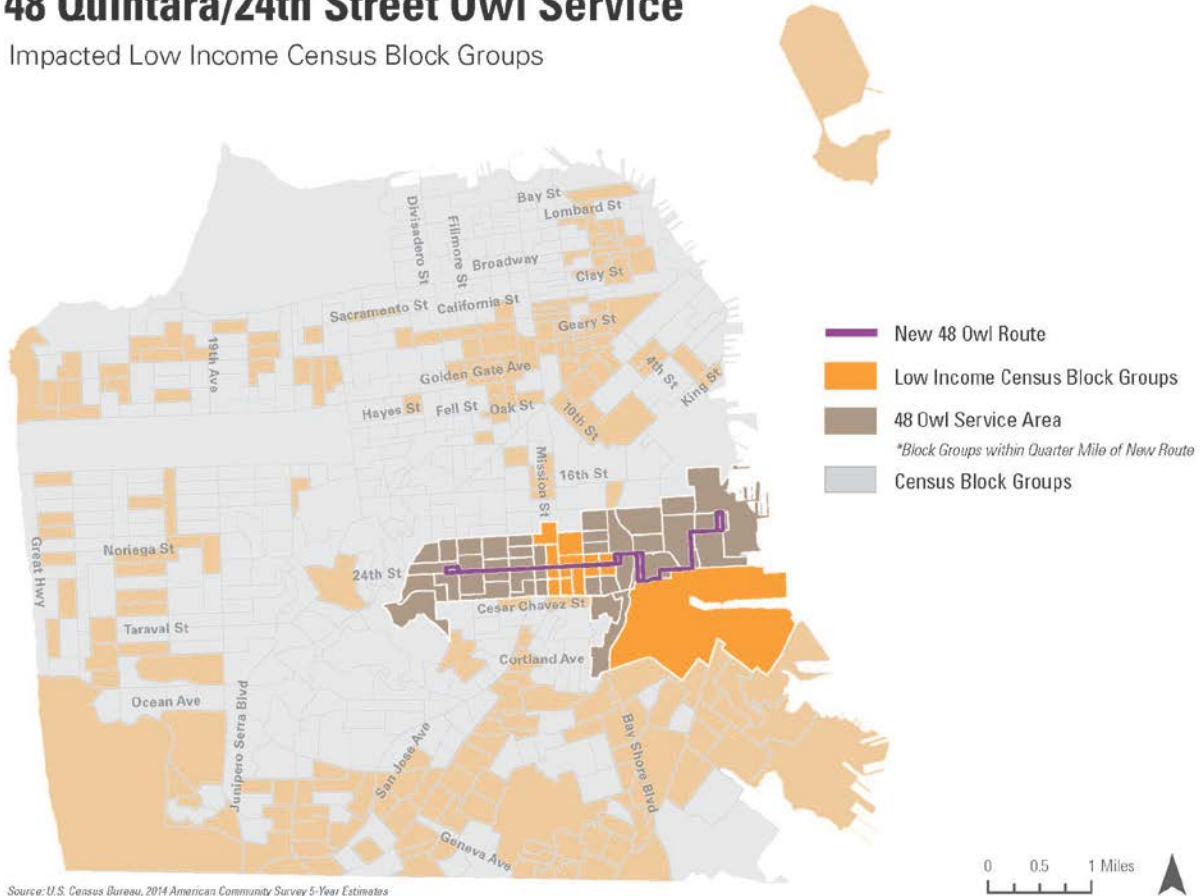
Impacted Low Income Census Block Groups



Source: U.S. Census Bureau, 2014 American Community Survey 5-Year Estimates

## 48 Quintara/24th Street Owl Service

Impacted Low Income Census Block Groups



### V. Outreach Summary

The proposed routes were presented to the Late Night Transportation Task Force. This Task Force was convened by the San Francisco Board of Supervisors and the Task Force identified a need to improve late night service for key neighborhoods. This need was supported by advocacy led efforts including a 2012 report by the community organization People Organized to Win Employment Rights (“POWER”) calling for expanding and improving transit in San Francisco’s eastern neighborhoods including the Bayview and the Mission and the SFCTA’s work in Treasure Island. The title of the report is Next Stop: Justice, 2012; Treasure Island Transportation Implementation Plan, 2011.

The proposals were also presented to the Muni Equity Task Force, the SFMTA Citizens’ Advisory Council and Multimodal Accessibility Advisory Committee and the Executive Board of the Transit Riders Union. The proposals are included in the SFMTA’s Muni Service Equity Policy, which analyzed transit needs in the Inner Mission and Bayview neighborhoods.

Multilingual notices on the service were sent to all addresses along the new service area advertising the service and directing residents to the SFMTA website for more information and to the MTAB meeting on April 19<sup>th</sup> for public comment. The website was also promoted through social media developed by the SFMTA.

**VI. Summary**

Based on the Title VI Service Equity Analysis conducted, the proposed change in daily span of service and addition to the Owl Network of the 44 O'Shaughnessy and 48 Quintara-24th Street Owl routes, the service change does not appear to disparately impact minority riders and populations or disproportionately burden low income riders and populations.

# **APPENDIX: 55 16<sup>th</sup> Street Title VI Report**

# **55 16<sup>th</sup> Street Title VI Report**

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**San Francisco Municipal Transportation Agency (SFMTA)**

**January 2015**

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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)

The analysis within this document 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.

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 and the eighth largest in the nation, with over 700,000 passenger boardings per day and serving over 220 million customers a year. The Muni fleet includes: historic streetcars, 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, the historic streetcar line, 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:

- A description of the new bus line proposed 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 the proposal;
- A summary of public outreach and engagement efforts to support this proposal.

## **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 consist of any of the following criteria:

- 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.

#### Stakeholder Outreach and Engagement

As part of the SFMTA's process to develop the proposed policies, SFMTA conducted a multilingual stakeholder outreach campaign to receive input on the proposed policies and engage the public in the decision making process for adoption of these policies by the SFMTA Board. This effort included presentations to the SFMTA Citizens Advisory Council (CAC) and Muni Accessible Advisory Committee (MAAC), as well as two public workshops. The workshops were promoted through email, telephone calls to community groups and in nine languages on the SFMTA website. Outreach was also targeted to approximately 30 Community Based Organizations and transportation advocates with broad representation among low-income and minority communities. Staff also offered to meet with some community groups if they were unable to attend the public workshops. In addition staff presented the Title VI recommendations at the SFMTA Board of Directors meeting on Tuesday, July 16, 2013. The policies were approved at the Board of Directors meeting on August 20, 2013. A copy of the SFMTA Board of Directors resolution approving the Title VI policy is provided at the conclusion of this document.

#### *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:

- 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.

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

And the proposed changes negatively impact minority and low-income populations.

*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 200% below the 2013 Federal poverty level. The table below shows the 2013 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.

<b>Household Size</b>	<b>Household Income 200% of the 2013 Federal Poverty Level</b>
1	\$22,980
2	\$31,020
3	\$39,060
4	\$47,100
5	\$55,140
6	\$63,180
7	\$71,220
8	\$79,260
For each additional person, add:	\$8,040

### **III. Proposed New Route – 55 16<sup>th</sup> Street**

The proposed 55 16<sup>th</sup> Street line is a key component of Muni Forward, a major SFMTA initiative to improve Muni and meet our City's Transit First goals - originally adopted by the Board of Supervisors in 1973, and reaffirmed by voters in 1999, 2007, and 2010. The Muni Forward program was born from an extensive data collection, analysis, and public feedback received through the multi-year Transit Effectiveness Program (TEP) planning effort. The TEP identified two key issues that need attention:

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

The Muni Forward Program, San Francisco's Transit First Policy, and the SFMTA Strategic Plan are geared towards making more attractive, and encouraging the use of, more sustainable modes like transit, walking, bicycling, and taxis, which will allow San Francisco to continue to grow and flourish into the future.

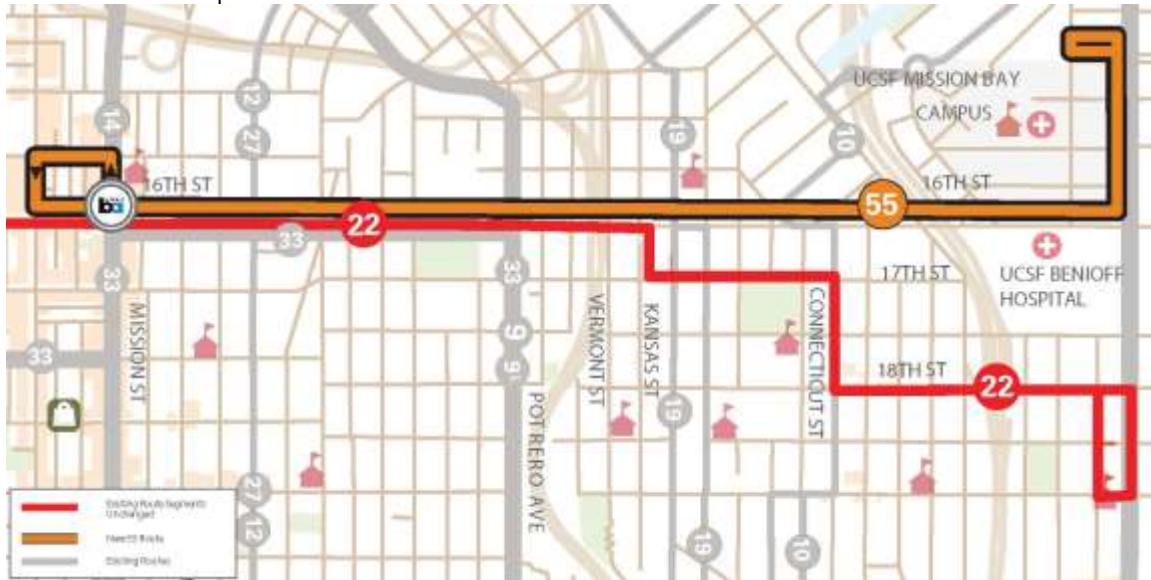
To address these problems identified in the TEP planning effort, staff developed numerous strategies with extensive community outreach and engagement, including proposals for specific service changes that would improve neighborhood connectivity. The implementation of the 55 16<sup>th</sup> Street line is a key component of improving connections to neighborhoods and major destinations.

The proposed 55 16<sup>th</sup> Street line will connect 16<sup>th</sup> Street Mission BART, a major regional and local transit hub in the heart of San Francisco's Mission District, to the growing Mission Bay community and employment hub. The new line will serve local stops along the 16<sup>th</sup> Street corridor between Mission Street and Fourth Street. If approved, the line is scheduled to launch on January 31, 2015, in time for the February 1, 2015 opening of the new UCSF Benioff Children's Hospital. The route will provide essential connections from the Mission and minority communities to new services such as the new hospital and employment hubs in Mission Bay.

Service is planned to initially operate seven days per week from approximately 6 A.M. to midnight every 15 minutes during the day on weekdays and every 20 minutes on weekday evenings and on weekends.

The following page shows a map of the proposed route.

## 55 16<sup>th</sup> Street Map



The SFMTA Board of Directors approved the TEP service changes, including a comprehensive Title VI analysis, on March 28, 2014. The Environmental Impact Report (EIR) included the motor coach connection between 16<sup>th</sup> Street Mission BART and Mission Bay (now called the 55 16<sup>th</sup> Street line) but the specific route implementation was not approved by the SFMTA Board on March 28, 2014. In addition, the TEP Title VI report analyzed the end result of the Muni Forward improvement program to extend the 22 Fillmore to Mission Bay but did not analyze the 55 16<sup>th</sup> Street interim solution to connect the Mission and BART to Mission Bay. As a result, SFMTA is performing this Title VI analysis of the proposed line in order to determine impacts, if any, to minority and low income populations and will also go to the SFMTA Board of Directors on January 6, 2015 to hold a public hearing for the proposed line, results of the Title VI report, and required traffic and parking changes required for the new line.

### IV. New Service Title VI Analysis

Launching the new proposed 55 16<sup>th</sup> Street line triggers criteria in SFMTA's Major Service Change definition:

- Adding or eliminating a route

#### Methodology

The SFMTA relies on customer survey data for frequency change analyses for current transit routes. For proposed new routes like the 55 16<sup>th</sup> Street, no customer survey data exists because the line has not launched and as a result does not have customers yet. For the proposed 55 16<sup>th</sup> Street line analysis, 2010 U.S. Census data was used to assess impacts to minority populations and the more recent 2011 U.S. Census 5-Year American Community

Survey data was used to assess impacts to low income populations. The 2011 U.S. Census American Community Survey data includes information on household income but not on ethnicity/race. Data is used on the most detailed level available – block groups for ethnicity/race and Census tracts for household income.

To assess the impacts of the proposal, the new line was mapped. U.S. Census demographic information was analyzed on the Census tract or block group level for all tract or block groups within a quarter of a mile of the new route. Using the Census data, the number of low income and minority residents within a quarter mile of the new route was determined and totaled for all Census tracts or block groups surrounding the new route. The proportion of low income and minority residents impacted by the proposed new route was compared to the San Francisco city low income and minority resident proportions based on 2010 U.S. Census data to determine a disparate impact or disproportionate burden.

According to the U.S. Census data for San Francisco, 58% of San Francisco residents self-identified as a minority and 32% of residents reported that they live in a low income household (making less than 200% of the Federal poverty level).

2010 U.S. Census Demographics:

- Percent Minority Residents: 58%

2011 5-Year U.S. Census 5-Year American Community Survey Data

- Percent Low Income Residents: 32%

Disparate Impact Analysis for Minority Populations

Based on the analysis of Census Block Groups within a quarter of a mile of the additional route segments, almost 21,000 people benefit from the proposed new route and over 12,000 of the total self-identified as a minority on the 2010 U.S. Census or 59%. As a result, the proposed route additions/extensions provide a higher benefit to minority populations than the citywide average of 58%. No disparate impact is found.

Line	Total Population	% Minority	% Non-Minority	Minority Population	Non-Minority Population
55 16 <sup>th</sup> Street	20,948	59%	41%	12,321	8,627
Systemwide Average		58%	42%		
Disparate Impact?	No				

Disproportionate Burden Analysis on Low-Income Populations

Based on the analysis of Census Tracts within a quarter of a mile of the additional route segments, over 10,000 households will benefit from the proposed new route. Of these households, over 3,000 households reported household incomes below 200% of the federal

poverty level or 29% of the total. Based on U.S. Census data, 32% of households are low-income in San Francisco. Because 29% is within 8% of the citywide average of low-income households, no disproportionate burden is found.

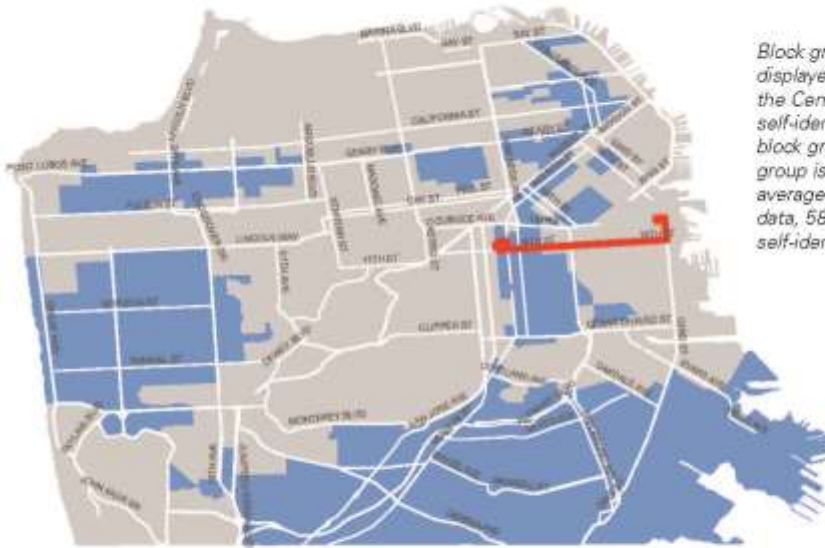
<b>Line</b>	<b>Total Household</b>	<b>% Low Income</b>	<b>% Non-Low Income</b>	<b>Low Income Households</b>	<b>Non-Low Income Households</b>
55 16 <sup>th</sup> Street	10,612	29%	71%	3,065	7,547
Systemwide Average		32%	68%		
Disproportionate Burden?	No				

The following page shows a map of the minority and income analyses.



## Impact of Service Changes on Minority Census Block Groups

■ 55 16th Street      ■ Block Groups Above Citywide Average



*Block groups by demographics are displayed based on the percentage of the Census respondents who self-identified as non-white within the block group and whether the block group is above or below the Citywide average. Based on 2010 U.S. Census data, 58% of San Franciscans self-identify as a minority.*

## Impact of Service Changes on Low-Income Census Tracts

■ 55 16th Street      ■ Census Tracts Above Citywide Average



*Income by Census tracts is displayed based on the percentage of households above and below 200% of the 2013 federal poverty level. Based on 2011 5-year American Community Survey data, 31.8% of San Francisco households are low income based on the 200% 2013 federal poverty level.*

## V. Outreach Summary

Given the diversity of the SFMTA's service area and ridership, and pursuant to Title VI of the Civil Rights Act of 1964 and its implementing regulations, the SFMTA takes responsible steps to ensure meaningful access to the benefits, services, information, and other important portions of SFMTA's programs and activities for low-income, minority, and Limited-English Proficient individuals, and regardless of race, color or national origin.

Outreach for the TEP, including the motor coach service connecting 16<sup>th</sup> Street Mission BART to Mission Bay, began in 2008 and TEP recommendations have been communicated through extensive multilingual outreach campaigns and modified based on thousands of comments received over multiple years and various phases of the project.

From early February to mid-March 2014, SFMTA held 12 community evening and weekend meetings with at least one community meeting held in each Board of Supervisor district across San Francisco including Districts 6, 9, and 10 where the proposed 55 16<sup>th</sup> Street line operates. SFMTA also held two citywide open houses to discuss the proposals and any revisions that were made based on the initial community meetings, and to record additional feedback. Outreach community meetings concluded on March 12. Translators were available upon request in multiple languages including Spanish and Chinese. Translators were used at several meetings by Spanish and Chinese speakers. Each meeting was open to the public and focused on the service changes that were proposed for that meeting's corresponding district. The meeting format provided explanations to attendees and collected feedback from stakeholders about the proposals. Over 800 people attended the outreach meetings.

<b>Outreach Meeting Dates</b>
Wednesday, February 12, 2014
Tuesday, February 18, 2014
Wednesday, February 19, 2014
Saturday, February 22, 2014
Monday, February 24, 2014
Tuesday, February 25, 2014
Wednesday, February 26, 2014
Thursday, February 27, 2014
Saturday, March 01, 2014
Monday, March 03, 2014
Wednesday, March 05, 2014
Thursday, March 06, 2014
Saturday, March 08, 2014
Wednesday, March 12, 2014

In addition to the neighborhood meetings and open houses, SFMTA held two SFMTA Board of Director meetings, two SFMTA Citizen Advisory Council meetings and one SFMTA Multimodal Accessibility Advisory Committee (MAAC) meeting regarding the proposed service changes. These meetings were open to the public and provided another opportunity for public comment and involvement. Agendas for the meetings are available 72 hours in advance and are posted at City Hall, the San Francisco Main Library, and on [www.sfmta.com](http://www.sfmta.com). All meetings have a public comment period and translators are available upon request. The Board of Director meetings were held in City Hall, which is easily accessible by transit and all other meetings were held at SFMTA's offices at 1 South Van Ness Avenue. Regular SFMTA Board meetings and selected other meetings are broadcast on cable via SFGTV and streamed on the Internet. Board Agendas and Minutes are available to the public at [www.sfmta.com](http://www.sfmta.com).

All meeting notifications were available in ten languages – English, Spanish, Chinese (Mandarin and Cantonese), Japanese, Russian, Korean, Tagalog, Thai, Vietnamese, and French. Newspaper ads were also taken out in English, Spanish, Chinese, and Russian newspapers.

The SFMTA Board of Directors approved the Environmental Impact Report on Friday, March 28, 2014 which included the bus connection between 16<sup>th</sup> Street Mission BART and Mission Bay (now called the 55 16<sup>th</sup> Street line).

<b>Meeting Name</b>	<b>Date/Time</b>
Citizen's Advisory Committee (CAC)	Thursday, March 6, 2014 at 5:30 P.M.
SFMTA Board of Director's Meeting	Friday, March 14, 2014 at 9:00 A.M.
Multimodal Accessibility Advisory Committee (MAAC)	Thursday, March 20, 2014 at 2:00 P.M.
Citizen's Advisory Committee (CAC)	Thursday, March 20, 2014 at 5:30 P.M.
Policy & Governance Committee (PAG)	Friday, March 21, 2014 at 9:00 A.M.
SFMTA Board of Director's Meeting	Friday, March 28, 2014 at 8:00 A.M.

In addition to federal guidelines, Charter Section 16.112 requires published notice and a public hearing prior to 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, advertisements were placed starting on March 25, 2014, in the City's official newspaper, the San Francisco Chronicle, for four days to provide notice that the SFMTA Board of Directors will hold a public hearing on March 28, 2014, to consider the modifications detailed in the previous section.

In addition to the required legal notice, information about the hearing was posted on the SFMTA Website in nine languages to reach customers with Limited English Proficiency, and

multilingual (English, Spanish and Chinese) announcements were posted on the bus stops that would be most affected by the changes. Advertisements were also placed in the Examiner, as well as Spanish, Chinese and Russian language papers: El Mensajero, Sing Tao and Ktsati. Additionally, the March 28<sup>th</sup> public hearing was announced at each of the 14 community workshops and an email was sent to the TEP list serv.

Hundreds of residents provided feedback about the proposals through the online input tool at [www.TellMuni.com](http://www.TellMuni.com). The TellMuni website feedback portal is available in ten languages – English, Spanish, Chinese (Mandarin and Cantonese), Japanese, Russian, Korean, Tagalog, Thai, Vietnamese, and French. Other means of providing feedback have been through Muni’s multi-lingual Customer Service Line (3-1-1), through the TEP email address ([tep@sfmta.com](mailto:tep@sfmta.com)), and all proposals are publically available through [www.sfmta.com/tep](http://www.sfmta.com/tep).

#### Recent Outreach

Because the SFMTA Board of Directors approval of the EIR and Service Changes did not specifically approve the implementation of the 55 16<sup>th</sup> Street line, SFMTA staff performed additional outreach for the new line.

Staff contacted community stakeholder groups in November 2014 including the Potrero Hill Boosters, North East Mission Business Association (NEMBA), Dogpatch Neighborhood Association, Mission Bay Community Advisory Committee, Rebuild Potrero, and the Potrero Dogpatch Merchants Association to disseminate information on the proposed new route. On Thursday, December 18, staff presented the proposed service details to NEMBA members. News of the proposed new service was well received.

On November 5 and 7, 2014, staff went door to door to neighbors on 16<sup>th</sup> Street surrounding proposed new 55 16<sup>th</sup> Street bus stops to discuss the proposed route and parking and traffic legislation. Staff has also worked extensively over the last several months with staff from the University of California, San Francisco (UCSF) Mission Bay to create a convenient, community supported proposal.

On Friday, November 20, 2014 a public hearing was held to hear comments on proposed parking and traffic legislation changes associated with the implementation of the 55 16<sup>th</sup> Street line. Some concerns were voiced regarding the elimination of parking spots on 16<sup>th</sup> Street at Missouri Street in order to establish a safe, convenient customer bus zone.

On January 6, 2015, the SFMTA Board of Directors will hold a public hearing for implementation of the 55 16<sup>th</sup> Street line at the Board Meeting at 1pm. Charter Section 16.112 requires published notice and a public hearing prior to 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, advertisements were placed on December 29, 2014 through January 2, 2015, in the City’s official newspaper, the San Francisco Chronicle, for five days to provide notice of the public hearing. The public notice was also placed in the Spanish and Chinese papers: El Mensajero and Sing Tao.

In addition to the required legal notice, information about the hearing was posted on the SFMTA Website in nine languages to reach customers with Limited English Proficiency.

## **VI. Summary**

Based on the above analysis, the proposed new 55 16<sup>th</sup> Street line does not appear to disparately impact minority populations or disproportionately burden low income populations.

**SFMTA Board Resolution Accepting the Major Service Change,  
Disparate Impact, and Disproportionate Burden Policies**

SAN FRANCISCO  
MUNICIPAL TRANSPORTATION AGENCY  
BOARD OF DIRECTORS

RESOLUTION No. 13-192

WHEREAS, Title VI of the Civil Rights Act of 1964 addresses discrimination in almost all aspects of public services and programs administered or funded by the federal government in the United States, such as SFMTA's public transit service; and

WHEREAS, The SFMTA receives federal funds through the Federal Transit Administration (FTA) and is required to have in place a Title VI program that ensures that the level and quality of public transportation service is provided in a nondiscriminatory manner, promotes full and fair participation in public transportation decision-making without regard to race, color, or national origin, and ensures meaningful access to transit-related programs and activities by persons with limited English proficiency; and

WHEREAS, The FTA's updated Title VI Circular (FTA C 4702.1B), issued on October 1, 2012, requires that the governing board of a transit agency approve a Major Service Change Definition and Disparate Impact and Disproportionate Burden policies; and

WHEREAS, As part of FTA's Title VI Program requirements, SFMTA must perform a service equity analysis when a major service change is proposed or any fare change that will exceed six months to determine if the change will adversely affect minority and low-income populations; and

WHEREAS, Based on data from the 2010 U.S. Census, 58 percent of San Francisco residents are minority and 31 percent of San Francisco households are at or below 200 percent of the federal poverty level; and

WHEREAS, If the service or fare equity analysis identifies a potential disparate impact on minority populations or customers, SFMTA is required to consider alternative proposals to avoid, minimize, or mitigate the disparate impact and the service or fare changes can only be implemented if (1) a substantial legitimate justification for the service or fare change exists, (2) there are no comparably effective alternative practices that would result in a less disparate impact on minority populations, and (3) the justification for the service change is not a pretext for discrimination; and

WHEREAS, If a disproportionate burden is found, the service or fare change may only be carried out if further mitigation measures or alternatives that would reduce the disproportionately high and adverse effects on low-income populations are not practicable; and

WHEREAS, SFMTA has performed multilingual community and peer outreach during the development of these policies; and

WHEREAS, After reviewing demographic data, characteristics of system ridership and conducting peer reviews/comparisons, a threshold of eight percent was determined to be the appropriate proposed threshold for both the Disparate Impact Policy and Disproportionate Burden Policy; and

WHEREAS, SFMTA staff recommend the following Major Service Change Definition be adopted by the SFMTA Board of Directors:

Major Service Change - A change in transit service that would be in effect for more than a 12-month period and that would consist of any of the following criteria:

- A schedule change (or series of changes) resulting in a system-wide change in annual revenue hours of five percent or more implemented at one time or over a rolling 24 month period;
- A schedule change on a route with 25 or more one-way trips per day resulting in:
  - Adding or eliminating a route;
  - A change in annual revenue hours on the route of 25 percent or more;
  - A change in the daily span of service on the route of three hours or more; or
  - A change in route-miles of 25 percent or more, where the route moves more than a quarter mile.

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

- The implementation of a New Start, Small Start, or other new fixed guideway capital project, regardless of whether the proposed changes to existing service meet any of the criteria for a service change described above; and

WHEREAS, SFMTA staff recommends that the following Disparate Impact Policy be adopted by the SFMTA Board of Directors:

Disparate Impact 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; and

WHEREAS, SFMTA staff recommends that the following Disproportionate Burden Policy be adopted by the SFMTA Board of Directors:

Disproportionate Burden 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 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; now, therefore, be it;



RESOLVED, That the SFMTA Board of Directors approves the Major Service Change Definition and Disparate Impact and Disproportionate Burden policies that are required to be adopted pursuant to the FTA's updated Circular 4702.1B issued on October 1, 2012.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of August 20, 2013.

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Secretary to the Board of Directors  
San Francisco Municipal Transportation Agency

**APPENDIX K: SERVICE MONITORING – VEHICLE LOADS**

<b>Route Number</b>	<b>Route Name</b>	<b>Service Category</b>	<b>AM Peak Hour Capacity Utilization</b>	<b>PM Peak Hour Capacity Utilization</b>	<b>Minority Classification</b>	<b>Low Income Classification</b>
1	1 California	Rapid & Local Frequent	74%	81%	Non-Minority	Non Low Income
2	2 Clement	Grid	68%	64%	Non-Minority	Non Low Income
3	3 Jackson	Grid	61%	51%	Non-Minority	Non Low Income
5	5 Fulton	Grid	80%	73%	Non-Minority	Low Income
6	6 Haight-Parnassus	Grid	86%	75%	Non-Minority	Non Low Income
7	7 Haight-Noriega	Rapid & Local Frequent	74%	67%	Non-Minority	Low Income
8	8 Bayshore	Rapid & Local Frequent	n/a*	n/a*	Minority	Low Income
9	9 San Bruno	Rapid & Local Frequent	54%	61%	Minority	Low Income
10	10 Townsend	Grid	67%	65%	Non-Minority	Non Low Income
12	12 Folsom-Pacific	Grid	64%	52%	Non-Minority	Non Low Income
14	14 Mission	Rapid & Local Frequent	52%	38%	Minority	Low Income
18	18 46th Ave	Grid	75%	46%	Minority	Low Income
19	19 Polk	Grid	62%	50%	Minority	Low Income
21	21 Hayes	Grid	56%	67%	Non-Minority	Non Low Income
22	22 Fillmore	Rapid & Local Frequent	62%	60%	Non-Minority	Non Low Income
23	23 Monterey	Grid	46%	47%	Minority	Low Income
24	24 Divisadero	Grid	60%	59%	Non-Minority	Low Income
25	25 Treasure Island	Circulator	50%	40%	Minority	Low Income
27	27 Bryant	Grid	63%	42%	Minority	Low Income
28	28 19th Avenue	Rapid & Local Frequent	62%	74%	Minority	Low Income
29	29 Sunset	Grid	67%	69%	Minority	Low Income
30	30 Stockton	Rapid & Local Frequent	67%	55%	Non-Minority	Non Low Income
31	31 Balboa	Grid	64%	70%	Minority	Low Income
33	33 Ashby-18th	Grid	52%	44%	Non-Minority	Low Income
35	35 Eureka	Circulator	50%	60%	Non-Minority	Non Low Income

Route Number	Route Name	Service Category	AM Peak Hour Capacity Utilization	PM Peak Hour Capacity Utilization	Minority Classification	Low Income Classification
36	36 Tereista	Circulator	45%	34%	Non-Minority	Non Low Income
37	37 Corbett	Circulator	81%	78%	Non-Minority	Non Low Income
38	38 Geary	Rapid & Local Frequent	64%	56%	Minority	Low Income
39	39 Coit Tower	Circulator	n/a*	20%	Non-Minority	Non Low Income
41	41 Union	Specialized	44%	74%	Non-Minority	Non Low Income
43	43 Masonic	Grid	83%	66%	Non-Minority	Non Low Income
44	44 O'Shaughnessy	Grid	69%	71%	Minority	Low Income
45	45 Union - Stockton	Grid	67%	78%	Non-Minority	Non Low Income
47	47 Van Ness	Rapid & Local Frequent	76%	50%	Non-Minority	Non Low Income
48	48 Quintara - 24th Street	Grid	75%	60%	Minority	Low Income
49	49 Van Ness - Mission	Rapid & Local Frequent	46%	45%	Non-Minority	Low Income
52	52 Excelsior	Circulator	41%	45%	Minority	Low Income
54	54 Felton	Grid	67%	68%	Minority	Low Income
55	55 16th Street	Grid	10%	19%	Minority	Non Low Income
56	56 Rutland	Circulator	48%	11%	Minority	Low Income
57	57 Parkmerced	Circulator	22%	32%	Minority	Low Income
66	66 Quintara	Circulator	39%	31%	Minority	Low Income
67	67 Bernal Heights	Circulator	50%	44%	Minority	Low Income
88	88 BART Shuttle	Specialized	55%	30%	Minority	Low Income
14R	14R Mission Rapid	Rapid & Local Frequent	74%	68%	Minority	Low Income
14X	14X Mission Express	Specialized	59%	44%	Minority	Low Income
1AX	1AX California "A" Express	Specialized	100%	84%	Non-Minority	Non Low Income
1BX	1BX California "B" Express	Specialized	75%	66%	Non-Minority	Non Low Income
28R	28R 19th Avenue Rapid	Rapid & Local Frequent	60%	32%	Non-Minority	Low Income
30X	30X Marina Express	Specialized	76%	77%	Non-Minority	Non Low Income
31AX	31AX Balboa "A" Express	Specialized	74%	68%	Non-Minority	Non Low Income
31BX	31BX Balboa "B" Express	Specialized	68%	59%	Non-Minority	Non Low Income

Route Number	Route Name	Service Category	AM Peak Hour Capacity Utilization	PM Peak Hour Capacity Utilization	Minority Classification	Low Income Classification
38AX	38AX Geary "A" Express	Specialized	62%	69%	Non-Minority	Non Low Income
38BX	38BX Geary "B" Express	Specialized	82%	74%	Non-Minority	Non Low Income
38R	38R Geary Rapid	Rapid & Local Frequent	79%	75%	Non-Minority	Non Low Income
5R	5R Fulton Rapid	Rapid & Local Frequent	86%	86%	Non-Minority	Low Income
7R	7R Haight Noriega Rapid	Rapid & Local Frequent	80%	70%	Non-Minority	Non Low Income
7X	7X Noriega Express	Specialized	50%	45%	Minority	Non Low Income
81X	81X Caltrain Express	Specialized	40%	0%	Non-Minority	Non Low Income
82X	82X Levi Plaza Express	Specialized	71%	29%	Non-Minority	Non Low Income
83X	83X Midtown Express	Specialized	12%	17%	Non-Minority	Non Low Income
8AX	8AX Bayshore Express	Specialized	65%	63%	Minority	Low Income
8BX	8BX Bayshore Express	Specialized	70%	61%	Minority	Low Income
9R	9R San Bruno Rapid	Rapid & Local Frequent	68%	68%	Minority	Low Income
F	F Market & Wharves	Specialized	94%	131%	Non-Minority	Non Low Income
J	J Church	Rapid & Local Frequent	90%	85%	Non-Minority	Non Low Income
K	K Ingleside (K/T)	Rapid & Local Frequent	104%	119%	Minority	Non Low Income
L	L Taraval	Rapid & Local Frequent	112%	104%	Minority	Non Low Income
M	M Oceanside	Rapid & Local Frequent	110%	116%	Non-Minority	Low Income
N	N Judah	Rapid & Local Frequent	125%	99%	Non-Minority	Non Low Income
NX	NX Judah Express	Specialized	63%	51%	Minority	Non Low Income
T	T Third (K/T)	Rapid & Local Frequent	65%	96%	Minority	Non Low Income

*n/a\*=The 8 Bayshore has split service in the peak direction during both the AM/PM peak. The service is split into the 8AX and 8BX. The 39 Coit starts service outside of the AM peak window.*

**APPENDIX L: SERVICE MONITORING – ON-TIME PERFORMANCE**

*Service Gaps (less than 14%=OTP Standard)*

<b>Route</b>	<b>Route Name</b>	<b>Service Category</b>	<b>% On-Time</b>	<b>Minority Classification</b>	<b>Low Income Classification</b>
1	1 California	Rapid & Local Frequent	11%	Non-Minority	Non Low Income
5R	5R Fulton	Rapid & Local Frequent	9%	Non-Minority	Low Income
7	7 Haight/Noriega	Rapid & Local Frequent	21%	Non-Minority	Low Income
7R	7R Haight/Noriega Rapid	Rapid & Local Frequent	25%	Non-Minority	Non Low Income
8	8 Bayshore Express	Rapid & Local Frequent	16%	Minority	Low Income
9	9 San Bruno	Rapid & Local Frequent	18%	Minority	Low Income
9R	9R San Bruno Limited	Rapid & Local Frequent	19%	Minority	Low Income
14	14 Mission	Rapid & Local Frequent	16%	Minority	Low Income
14R	14R Mission Rapid	Rapid & Local Frequent	16%	Minority	Low Income
22	22 Fillmore	Rapid & Local Frequent	12%	Non-Minority	Non Low Income
28	28 19th Avenue	Rapid & Local Frequent	15%	Minority	Low Income
28R	28R 19th Avenue Rapid	Rapid & Local Frequent	12%	Non-Minority	Low Income
30	30 Stockton	Rapid & Local Frequent	11%	Non-Minority	Non Low Income
38	38 Geary	Rapid & Local Frequent	18%	Minority	Low Income
38R	38R Geary Rapid	Rapid & Local Frequent	12%	Non-Minority	Non Low Income
47	47 Van Ness	Rapid & Local Frequent	19%	Non-Minority	Non Low Income
49	49 Mission/Van Ness	Rapid & Local Frequent	16%	Non-Minority	Low Income
J	J Church	Rapid & Local Frequent	28%	Non-Minority	Non Low Income
K	K Ingleside	Rapid & Local Frequent	27%	Minority	Non Low Income
L	L Taraval	Rapid & Local Frequent	22%	Minority	Non Low Income
M	M Oceanview	Rapid & Local Frequent	31%	Non-Minority	Low Income
N	N Judah	Rapid & Local Frequent	21%	Non-Minority	Non Low Income
T	T Third Street	Rapid & Local Frequent	81%	Minority	Non Low Income

*Schedule Adherence (more than 85%=OTP Standard)*

<b>Route</b>	<b>Route Name</b>	<b>Service Category</b>	<b>% On-Time</b>	<b>Minority Classification</b>	<b>Low Income Classification</b>
2	2 Clement	Grid	62%	Non-Minority	Non Low Income
3	3 Jackson	Grid	59%	Non-Minority	Non Low Income
5	5 Fulton	Grid	66%	Non-Minority	Low Income
6	6 Parnassus	Grid	70%	Non-Minority	Non Low Income
10	10 Townsend	Grid	62%	Non-Minority	Non Low Income
12	12 Folsom/Pacific	Grid	60%	Non-Minority	Non Low Income
18	18 46th Avenue	Grid	70%	Minority	Low Income
19	19 Polk	Grid	57%	Minority	Low Income
21	21 Hayes	Grid	71%	Non-Minority	Non Low Income
23	23 Monterey	Grid	56%	Minority	Low Income
24	24 Divisadero	Grid	67%	Non-Minority	Low Income
25	108 Treasure Island	Circulator	58%	Minority	Low Income
27	27 Bryant	Grid	54%	Minority	Low Income
29	29 Sunset	Grid	55%	Minority	Low Income
31	31 Balboa	Grid	65%	Minority	Low Income
33	33 Stanyan	Grid	69%	Non-Minority	Low Income
35	35 Eureka	Circulator	62%	Non-Minority	Non Low Income
36	36 Teresita	Circulator	65%	Non-Minority	Non Low Income
37	37 Corbett	Circulator	63%	Non-Minority	Non Low Income
39	39 Coit	Circulator	63%	Non-Minority	Non Low Income
41	41 Union	Specialized	64%	Non-Minority	Non Low Income
43	43 Masonic	Grid	62%	Non-Minority	Non Low Income
44	44 O'Shaughnessy	Grid	64%	Minority	Low Income
45	45 Union/Stockton	Grid	71%	Non-Minority	Non Low Income
48	48 Quintara/24th Street	Grid	60%	Minority	Low Income
52	52 Excelsior	Circulator	61%	Minority	Low Income
54	54 Felton	Grid	60%	Minority	Low Income

Route	Route Name	Service Category	% On-Time	Minority Classification	Low Income Classification
55	55 Mission Bay	Grid	60%	Minority	Non Low Income
56	56 Rutland	Circulator	70%	Minority	Low Income
57	17 Parkmerced	Circulator	63%	Minority	Low Income
59	Powell/Mason Cable Car Line	Specialized	11%	Non-Minority	Non Low Income
60	Powell/Hyde Cable Car Line	Specialized	12%	Non-Minority	Non Low Income
61	California Cable Car Line	Specialized	14%	Non-Minority	Non Low Income
66	66 Quintara	Circulator	64%	Minority	Low Income
67	67 Bernal Heights	Circulator	69%	Minority	Low Income
88	88 BART Shuttle	Specialized	72%	Minority	Low Income
90	90 San Bruno Owl	Specialized	87%	Minority	Low Income
91	91 Owl	Specialized	47%	Minority	Low Income
14X	14X Mission Express	Specialized	64%	Minority	Low Income
1AX	1AX California 'A' Express	Specialized	67%	Non-Minority	Non Low Income
1BX	1BX California 'B' Express	Specialized	64%	Non-Minority	Non Low Income
30X	30X Marina Express	Specialized	74%	Non-Minority	Non Low Income
31AX	31AX Balboa 'A' Express	Specialized	78%	Non-Minority	Non Low Income
31BX	31BX Balboa 'B' Express	Specialized	68%	Non-Minority	Non Low Income
38AX	38AX Geary 'A' Express	Specialized	79%	Non-Minority	Non Low Income
38BX	38BX Geary 'B' Express	Specialized	69%	Non-Minority	Non Low Income
76X	76X Marin Express	Specialized	57%	Non-Minority	Non Low Income
7X	7X Noriega Express	Specialized	44%	Minority	Non Low Income
81X	81X Caltrain Express	Specialized	47%	Non-Minority	Non Low Income
82X	82X Levi Plaza Express	Specialized	47%	Non-Minority	Non Low Income
83X	83X Mid-Market Express	Specialized	72%	Non-Minority	Non Low Income
8AX	8AX Bayshore 'A' Express	Specialized	54%	Minority	Low Income
8BX	8BX Bayshore 'B' Express	Specialized	59%	Minority	Low Income
E	E Embarcadero	Specialized	31%	Non-Minority	Non Low Income
F	F Market & Wharves	Specialized	53%	Non-Minority	Non Low Income
NX	NX N Express	Specialized	60%	Minority	Non Low Income

**APPENDIX M: SERVICE MONITORING – HEADWAY PERFORMANCE**

*Weekday*

<b>Route</b>	<b>Route Name</b>	<b>Service Category</b>	<b>Day</b>	<b>Evening</b>	<b>Late Night</b>	<b>Minority Classification</b>	<b>Low Income Classification</b>
1	1 California	Rapid & Local Frequent	5	10	20	Non-Minority	Non Low Income
2	2 Clement	Grid	20	-	-	Non-Minority	Non Low Income
3	3 Jackson	Grid	20	20	30	Non-Minority	Non Low Income
5	5 Fulton	Grid	10	15	20	Non-Minority	Low Income
6	6 Parnassus	Grid	12	20	20	Non-Minority	Non Low Income
7	7 Haight/Noriega	Rapid & Local Frequent	12	20	20	Non-Minority	Low Income
8	8X Bayshore Express	Rapid & Local Frequent	8	15	15	Minority	Low Income
9	9 San Bruno	Rapid & Local Frequent	12	15	20	Minority	Low Income
10	10 Townsend	Grid	15	20	30	Non-Minority	Non Low Income
12	12 Folsom/Pacific	Grid	15	20	30	Non-Minority	Non Low Income
14	14 Mission	Rapid & Local Frequent	9	10	12	Minority	Low Income
18	18 46th Avenue	Grid	20	20	30	Minority	Low Income
19	19 Polk	Grid	15	20	30	Minority	Low Income
21	21 Hayes	Grid	12	20	30	Non-Minority	Non Low Income
22	22 Fillmore	Rapid & Local Frequent	9	15	15	Non-Minority	Non Low Income
23	23 Monterey	Grid	20	30	30	Minority	Low Income
24	24 Divisadero	Grid	9	15	20	Non-Minority	Low Income
25	108 Treasure Island	Circulator	20	20	20	Minority	Low Income
27	27 Bryant	Grid	15	20	30	Minority	Low Income
28	28 19th Avenue	Rapid & Local Frequent	10	20	20	Minority	Low Income



Route	Route Name	Service Category	Day	Evening	Late Night	Minority Classification	Low Income Classification
29	29 Sunset	Grid	12	20	20	Minority	Low Income
30	30 Stockton	Rapid & Local Frequent	4	15	20	Non-Minority	Non Low Income
31	31 Balboa	Grid	15	20	20	Minority	Low Income
33	33 Stanyan	Grid	15	20	30	Non-Minority	Low Income
35	35 Eureka	Circulator	25	25	25	Non-Minority	Non Low Income
36	36 Teresita	Circulator	30	30	30	Non-Minority	Non Low Income
37	37 Corbett	Circulator	20	30	30	Non-Minority	Non Low Income
38	38 Geary	Rapid & Local Frequent	8	8	8	Minority	Low Income
39	39 Coit	Circulator	20	-	-	Non-Minority	Non Low Income
41	41 Union	Specialized	-	-	-	Non-Minority	Non Low Income
43	43 Masonic	Grid	12	20	20	Non-Minority	Non Low Income
44	44 O'Shaughnessy	Grid	12	15	20	Minority	Low Income
45	45 Union/Stockton	Grid	12	15	20	Non-Minority	Non Low Income
47	47 Van Ness	Rapid & Local Frequent	9	12	20	Non-Minority	Non Low Income
48	48 Quintara/24th Street	Grid	15	20	30	Minority	Low Income
49	49 Mission/Van Ness	Rapid & Local Frequent	9	12	20	Non-Minority	Low Income
52	52 Excelsior	Circulator	30	30	30	Minority	Low Income
54	54 Felton	Grid	20	30	30	Minority	Low Income
55	55 Mission Bay	Grid	15	20	20	Minority	Non Low Income
56	56 Rutland	Circulator	30	30	-	Minority	Low Income
57	17 Parkmerced	Circulator	20	20	20	Minority	Low Income
59	Powell/Mason Cable Car Line	Specialized	8	8	8	Non-Minority	Non Low Income
60	Powell/Hyde Cable Car Line	Specialized	8	8	8	Non-Minority	Non Low Income

Route	Route Name	Service Category	Day	Evening	Late Night	Minority Classification	Low Income Classification
61	California Cable Car Line	Specialized	8	12	12	Non-Minority	Non Low Income
66	66 Quintara	Circulator	20	30	30	Minority	Low Income
67	67 Bernal Heights	Circulator	20	20	20	Minority	Low Income
88	88 BART Shuttle	Specialized	-	-	-	Minority	Low Income
90	90 San Bruno Owl	Specialized	-	-	30	Minority	Low Income
91	91 Owl	Specialized	-	-	30	Minority	Low Income
14R	14R Mission Rapid	Rapid & Local Frequent	8	-	-	Minority	Low Income
14X	14X Mission Express	Specialized	-	-	-	Minority	Low Income
1AX	1AX California 'A' Express	Specialized	-	-	-	Non-Minority	Non Low Income
1BX	1BX California 'B' Express	Specialized	-	-	-	Non-Minority	Non Low Income
28R	28R 19th Avenue Rapid	Rapid & Local Frequent	10	-	-	Non-Minority	Low Income
30X	30X Marina Express	Specialized	-	-	-	Non-Minority	Non Low Income
31AX	31AX Balboa 'A' Express	Specialized	-	-	-	Non-Minority	Non Low Income
31BX	31BX Balboa 'B' Express	Specialized	-	-	-	Non-Minority	Non Low Income
38AX	38AX Geary 'A' Express	Specialized	-	-	-	Non-Minority	Non Low Income
38BX	38BX Geary 'B' Express	Specialized	-	-	-	Non-Minority	Non Low Income
38R	38R Geary Rapid	Rapid & Local Frequent	6	-	-	Non-Minority	Non Low Income
5R	5 Fulton Rapid	Rapid & Local Frequent	8	-	-	Non-Minority	Low Income
76X	76X Marin Express	Specialized	0	0	0	Non-Minority	Non Low Income
7R	7R Haight/Noriega Rapid	Rapid & Local Frequent	-	-	-	Non-Minority	Non Low Income
7X	7X Noriega Express	Specialized	-	-	-	Minority	Non Low Income
81X	81X Caltrain Express	Specialized	0	0	0	Non-Minority	Non Low Income
82X	82X Levi Plaza Express	Specialized	-	-	-	Non-Minority	Non Low Income
83X	83X Mid-Market Express	Specialized	-	-	-	Non-Minority	Non Low Income

Route	Route Name	Service Category	Day	Evening	Late Night	Minority Classification	Low Income Classification
8AX	8AX Bayshore 'A' Express	Specialized	-	-	-	Minority	Low Income
8BX	8BX Bayshore 'B' Express	Specialized	-	-	-	Minority	Low Income
9R	9R San Bruno Rapid	Rapid & Local Frequent	8	-	-	Minority	Low Income
E	E Embarcadero	Specialized	20	-	-	Non-Minority	Non Low Income
F	F Market & Wharves	Specialized	7	10	15	Non-Minority	Non Low Income
J	J Church	Rapid & Local Frequent	10	15	20	Non-Minority	Non Low Income
K	K Ingleside	Rapid & Local Frequent	10	15	20	Minority	Non Low Income
L	L Taraval	Rapid & Local Frequent	10	15	20	Minority	Non Low Income
M	M Oceanview	Rapid & Local Frequent	10	15	20	Non-Minority	Low Income
N	N Judah	Rapid & Local Frequent	10	15	15	Non-Minority	Non Low Income
NX	NX N Express	Specialized	-	-	-	Minority	Non Low Income
T	T Third Street	Rapid & Local Frequent	10	15	20	Minority	Non Low Income

*Weekend*

Route	Route Name	Service Category	Day	Evening	Late Night	Minority Classification	Low Income Classification
1	1 California	Rapid & Local Frequent	8	20	20	Non-Minority	Non Low Income
2	2 Clement	Grid	20	-	-	Non-Minority	Non Low Income
3	3 Jackson	Grid	20	20	30	Non-Minority	Non Low Income
5	5 Fulton	Grid	8	15	20	Non-Minority	Low Income
6	6 Parnassus	Grid	12	20	20	Non-Minority	Non Low Income

Route	Route Name	Service Category	Day	Evening	Late Night	Minority Classification	Low Income Classification
7	7 Haight/Noriega	Rapid & Local Frequent	12	20	20	Non-Minority	Low Income
8	8X Bayshore Express	Rapid & Local Frequent	8	15	15	Minority	Low Income
9	9 San Bruno	Rapid & Local Frequent	12	15	20	Minority	Low Income
10	10 Townsend	Grid	20	30	30	Non-Minority	Non Low Income
12	12 Folsom/Pacific	Grid	20	30	30	Non-Minority	Non Low Income
14	14 Mission	Rapid & Local Frequent	10	12	12	Minority	Low Income
18	18 46th Avenue	Grid	20	20	30	Minority	Low Income
19	19 Polk	Grid	15	20	30	Minority	Low Income
21	21 Hayes	Grid	15	20	30	Non-Minority	Non Low Income
22	22 Fillmore	Rapid & Local Frequent	10	15	15	Non-Minority	Non Low Income
23	23 Monterey	Grid	30	30	30	Minority	Low Income
24	24 Divisadero	Grid	15	15	20	Non-Minority	Low Income
25	108 Treasure Island	Circulator	20	20	30	Minority	Low Income
27	27 Bryant	Grid	20	20	30	Minority	Low Income
28	28 19th Avenue	Rapid & Local Frequent	12	20	20	Minority	Low Income
29	29 Sunset	Grid	15	20	20	Minority	Low Income
30	30 Stockton	Rapid & Local Frequent	4	15	20	Non-Minority	Non Low Income
31	31 Balboa	Grid	20	20	20	Minority	Low Income
33	33 Stanyan	Grid	20	20	30	Non-Minority	Low Income
35	35 Eureka	Circulator	25	25	25	Non-Minority	Non Low Income
36	36 Teresita	Circulator	30	30	30	Non-Minority	Non Low Income
37	37 Corbett	Circulator	30	30	30	Non-Minority	Non Low Income

Route	Route Name	Service Category	Day	Evening	Late Night	Minority Classification	Low Income Classification
38	38 Geary	Rapid & Local Frequent	8	10	20	Minority	Low Income
39	39 Coit	Circulator	20	-	-	Non-Minority	Non Low Income
41	41 Union	Specialized	0	-	-	Non-Minority	Non Low Income
43	43 Masonic	Grid	15	20	20	Non-Minority	Non Low Income
44	44 O'Shaughnessy	Grid	15	20	20	Minority	Low Income
45	45 Union/Stockton	Grid	9	15	20	Non-Minority	Non Low Income
47	47 Van Ness	Rapid & Local Frequent	10	12	20	Non-Minority	Non Low Income
48	48 Quintara/24th Street	Grid	20	20	30	Minority	Low Income
49	49 Mission/Van Ness	Rapid & Local Frequent	10	12	20	Non-Minority	Low Income
52	52 Excelsior	Circulator	30	30	30	Minority	Low Income
54	54 Felton	Grid	20	30	30	Minority	Low Income
55	55 Mission Bay	Grid	20	20	20	Minority	Non Low Income
56	56 Rutland	Circulator	30	30	-	Minority	Low Income
57	17 Parkmerced	Circulator	20	20	20	Minority	Low Income
59	Powell/Mason Cable Car Line	Specialized	8	8	8	Non-Minority	Non Low Income
60	Powell/Hyde Cable Car Line	Specialized	8	8	8	Non-Minority	Non Low Income
61	California Cable Car Line	Specialized	10	10	15	Non-Minority	Non Low Income
66	66 Quintara	Circulator	30	30	30	Minority	Low Income
67	67 Bernal Heights	Circulator	20	20	20	Minority	Low Income
88	88 BART Shuttle	Specialized	-	-	-	Minority	Low Income
90	90 San Bruno Owl	Specialized	-	-	30	Minority	Low Income
91	91 Owl	Specialized	-	-	30	Minority	Low Income
14R	14R Mission Rapid	Rapid & Local Frequent	12	-	-	Minority	Low Income

Route	Route Name	Service Category	Day	Evening	Late Night	Minority Classification	Low Income Classification
14X	14X Mission Express	Specialized	0	0	0	Minority	Low Income
1AX	1AX California 'A' Express	Specialized	0	0	0	Non-Minority	Non Low Income
1BX	1BX California 'B' Express	Specialized	0	0	0	Non-Minority	Non Low Income
28R	28R 19th Avenue Rapid	Rapid & Local Frequent	-	-	-	Non-Minority	Low Income
30X	30X Marina Express	Specialized	0	0	0	Non-Minority	Non Low Income
31AX	31AX Balboa 'A' Express	Specialized	0	0	0	Non-Minority	Non Low Income
31BX	31BX Balboa 'B' Express	Specialized	0	0	0	Non-Minority	Non Low Income
38AX	38AX Geary 'A' Express	Specialized	0	-	-	Non-Minority	Non Low Income
38BX	38BX Geary 'B' Express	Specialized	0	-	-	Non-Minority	Non Low Income
38R	38R Geary Rapid	Rapid & Local Frequent	8	-	-	Non-Minority	Non Low Income
5R	5 Fulton	Rapid & Local Frequent	-	-	-	Non-Minority	Low Income
76X	76X Marin Express	Specialized	-	-	-	Non-Minority	Non Low Income
7R	7R Haight/Noriega Rapid	Rapid & Local Frequent	0	0	0	Non-Minority	Non Low Income
7X	7X Noriega Express	Specialized	0	0	0	Minority	Non Low Income
81X	81X Caltrain Express	Specialized	-	-	-	Non-Minority	Non Low Income
82X	82X Levi Plaza Express	Specialized	-	-	-	Non-Minority	Non Low Income
83X	83X Mid-Market Express	Specialized	-	-	-	Non-Minority	Non Low Income
8AX	8AX Bayshore 'A' Express	Specialized	0	0	0	Minority	Low Income
8BX	8BX Bayshore 'B' Express	Specialized	0	0	0	Minority	Low Income
9R	9R San Bruno Rapid	Rapid & Local Frequent	-	-	-	Minority	Low Income
E	E Embarcadero	Specialized	20	-	-	Non-Minority	Non Low Income
F	F Market & Wharves	Specialized	7	15	15	Non-Minority	Non Low Income
J	J Church	Rapid & Local Frequent	12	15	20	Non-Minority	Non Low Income

<b>Route</b>	<b>Route Name</b>	<b>Service Category</b>	<b>Day</b>	<b>Evening</b>	<b>Late Night</b>	<b>Minority Classification</b>	<b>Low Income Classification</b>
K	K Ingleside	Rapid & Local Frequent	12	15	20	Minority	Non Low Income
L	L Taraval	Rapid & Local Frequent	12	15	20	Minority	Non Low Income
M	M Oceanview	Rapid & Local Frequent	12	15	20	Non-Minority	Low Income
N	N Judah	Rapid & Local Frequent	12	15	20	Non-Minority	Non Low Income
NX	NX N Express	Specialized	0	0	0	Minority	Non Low Income
T	T Third Street	Rapid & Local Frequent	12	15	20	Minority	Non Low Income