

THIS PRINT COVERS CALENDAR ITEM NO.: 10.2

**SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY**

DIVISION: Taxis and Accessible Services

BRIEF DESCRIPTION:

Approving permitted commuter shuttle bus zone modifications associated with the Commuter Shuttle Program.

SUMMARY:

- The SFMTA Board of Directors has authority to adopt changes to parking and traffic regulations.
- The SFMTA adopted a Commuter Shuttle Program, which allows the SFMTA to regulate operations of commuter shuttles in San Francisco and charge a per-stop fee beyond March 31, 2017.
- In response to changes being made as part of the 28 19th Avenue Rapid Project as approved by SFMTA Board Resolution 15-107, changes to several Designated Stops are necessary.
- The requested change would remove the shared Muni bus zone Designated Stops at northbound 19th Avenue and Wawona, northbound 19th avenue at Noriega, southbound 19th avenue at Noriega, northbound 19th Avenue at Kirkham and southbound 19th Avenue at Kirkham.
- New shuttle only zones will be established at northbound 19th Avenue and Wawona, northbound 19th Avenue at Moraga, northbound 19th Avenue at Kirham, southbound 19th Avenue at Moraga and southbound 19th Avenue at Kirkham. The peak extension zone currently located at southbound 19th and Kirkham will be incorporated into the shuttle only new zone.
- The San Francisco Planning has determined that the Commuter Shuttle Program is exempt from environmental review.

ENCLOSURES:

1. SFMTAB Resolution

APPROVALS:

DIRECTOR

SECRETARY

DATE

September 8, 2020

September 8, 2020

ASSIGNED SFMTAB CALENDAR DATE: September 15, 2020

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PURPOSE

Approve permitted commuter shuttle bus zone modifications to support the Commuter Shuttle Program.

STRATEGIC PLAN GOALS AND TRANSIT FIRST POLICY PRINCIPLES

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

Goal 1: Create a safer transportation experience for everyone

Objective 1.2: Improve the safety of the transportation system.

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

Objective 2.3: Manage congestion and parking demand to support the Transit First Policy

This action supports the following Transit First Policy Principles:

1. To ensure quality of life and economic health in San Francisco, the primary objective of the transportation system must be the safe and efficient movement of people and goods.
9. The ability of the City and County to reduce traffic congestion depends on the adequacy of regional public transportation. The City and County shall promote the use of regional mass transit and the continued development of an integrated, reliable, regional public transportation system.
10. The City and County shall encourage innovative solutions to meet public transportation needs wherever possible and where the provision of such service will not adversely affect the service provided by the Municipal Railway.

DESCRIPTION

Commuter Shuttle Program Overview

On March 1, 2016, the SFMTA Board approved revisions to the Commuter Shuttle Program based on findings from the evaluation of the Commuter Shuttle Pilot Program which ran from August 2014 to January 2016. The Commuter Shuttle Program permits eligible commuter shuttle operators to use a designated network of stops including both designated Muni stops and a number of permitted commuter shuttle-only loading zones in San Francisco. The Commuter Shuttle Program went into effect on April 1, 2016 with a one-year term limit. On February 21, 2017 the SFMTA Board voted to approve the Commuter Shuttle Program. The vote allows the SFMTA to continue regulating operations of commuter shuttles in San Francisco and charging a per-stop fee beyond March 31, 2017.

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The Commuter Shuttle Program includes the following characteristics:

- A network of up to 125 shuttle stop locations, including shared Muni zones and shuttle-only loading zones
- Large shuttles over 35 feet in length may travel and load only on the arterial network as designated by the California Department of Transportation
- Shuttle service providers apply for a permit to use network, and pay a permit fee based on the number of stops made at authorized locations, with the permit fee covering the SFMTA's costs for administering and enforcing the program
- Permittees are responsible for ensuring that their operators comply with agreed-upon operating guidelines
- Shuttles must display permit placards on four sides of each vehicle and display a “how is my driving?” sticker
- The program is enforced by SFMTA Parking Control Officers, Taxi Investigators and Muni Inspectors, including a dedicated team of Parking Control Officers focused solely on commuter shuttles
- Permittees are required to share data on operations with the SFMTA, following specifications established by the SFMTA
- Permittees must submit a Service Disruption Prevention Plan with their permit application

Commuter Shuttles are under the jurisdiction of the California Public Utilities Commission; participation in the Commuter Shuttle Program is voluntary. In exchange for access to designated stops, program participants agree to abide by permit terms including clear and enforceable guidelines for shuttle loading and unloading which lead to increased safety when shuttles interact with other road users, reduced vehicle miles traveled (VMT) and associated emissions reduction and lessening of congestion, as well as minimal impact on Muni service.

Proposal

In response to changes made to the shared Muni bus zones by the 28 19th Avenue Rapid Project, the SFMTA is removing Muni bus zones currently located at northbound 19th Avenue and Wawona, northbound 19th Avenue at Noriega, southbound 19th Avenue at Noriega, northbound 19th Avenue at Kirkham and southbound 19th Avenue at Kirkham. The SFMTA proposes to replace the shared zones with shuttle-only zones at 19th Avenue and Wawona, northbound 19th Avenue at Kirkham and southbound 19th Avenue at Kirkham. The SFMTA also proposes establishing new shuttle-only zones at northbound 19th Avenue at Moraga and southbound 19th Avenue at Moraga, as pedestrian changes being made at 19th and Noriega necessitate that the shuttle zones be moved. The proposed changes should not impact the current traffic pattern on this corridor.

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Changes to these shared stops serve several important policy goals:

- Keeps shuttle activity on 19th Avenue, a street that is part of an arterial network. These zones allow passengers who reside in the Sunset district to access shuttles rather than taking trips in single passenger vehicles.
- Eliminates shared Muni zones on 19th Avenue, keeping shuttle and Muni buses in separate zones, which is in alignment with the 28 19th Avenue Rapid Project. As part of Muni Forward, SFMTA is making transit priority and pedestrian safety improvements along 19th Avenue that will make it safer to walk, increase the frequency and reliability of Muni service, and enhance the customer experience on and off the bus. The project will remove Muni stops at Wawona and Kirkham to allow faster service. Transit bulbs will be installed at Noriega, so the Commuter Shuttle stop must be moved.

The new shuttle-only zones proposed on southbound 19th Avenue would be in effect Monday through Friday from 6:00 a.m. to 10:00 a.m. and would replace three shared Muni stops. The new shuttle-only zones proposed on northbound 19th Avenue would be in effect Monday through Friday from 4:00 p.m. to 10:00 p.m. and would replace two shared Muni stops. The 19th Avenue Rapid Project is removing Muni stops at these locations. No parking spaces will be lost.

Items A through H were presented at a duly noticed Color Curb Public Hearing on August 28, 2020. These changes require SFMTA Board approval:

- A. ESTABLISH – TOW AWAY, NO STOPPING, PERMITTED COMMUTER SHUTTLE ZONE ONLY, 4:00 PM TO 10:00 PM, MONDAY THROUGH FRIDAY, 19th Avenue, eastside from 0 feet to 115 feet south of Wawonath Street.
- B. RESCIND – TOW AWAY, NO STOPPING, PERMITTED COMMUTER SHUTTLE ZONE ONLY, 4:00 PM TO 10:00 PM, MONDAY THROUGH FRIDAY, 19th Avenue, east side, from 0 feet to 75 feet south of Noriega Street.
- C. ESTABLISH – TOW AWAY, NO STOPPING, PERMITTED COMMUTER SHUTTLE ZONE ONLY, 4:00 PM TO 10:00 PM, MONDAY THROUGH FRIDAY, 19th Avenue, east side, from 0 feet to 74 feet south of Moraga Street.
- D. RESCIND – TOW AWAY, NO STOPPING, PERMITTED COMMUTER SHUTTLE ZONE ONLY, 6:00 AM TO 10:00 AM, MONDAY THROUGH FRIDAY, 19th Avenue, west side, from 0 feet to 75 feet south of Noriega Street.
- E. ESTABLISH – TOW AWAY, NO STOPPING, PERMITTED COMMUTER SHUTTLE ZONE ONLY, 6:00 AM TO 10:00 AM, MONDAY THROUGH FRIDAY, 19th Avenue, west side, from 0 feet to 71 feet north of Moraga Street.
- F. ESTABLISH – TOW AWAY, NO STOPPING, PERMITTED COMMUTER SHUTTLE ZONE ONLY, 4:00 PM TO 10:00 PM, MONDAY THROUGH FRIDAY, 19th Avenue, east side, from 0 feet to 75 feet north of Kirkham Street.
- G. ESTABLISH – TOW AWAY, NO STOPPING, PERMITTED COMMUTER SHUTTLE ZONE ONLY, 6:00 AM TO 10:00 AM, MONDAY THROUGH FRIDAY, 19th Avenue, west side, from 0 feet to 75 feet north of Kirkham Street.

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- H. RESCIND – TOW AWAY, NO STOPPING, PEAK EXTENSION PERMITTED
COMMUTER SHUTTLE ZONE ONLY, 6:00 AM TO 10:00 AM, MONDAY THROUGH
FRIDAY, 19th Avenue, west side, from 75 feet to 151 feet north of Kirkham Street.

STAKEHOLDER ENGAGEMENT

Items A through H were discussed at the August 28, 2020 Color Curb Hearing. Before the August 28, 2020 hearing notices were sent to 1,722 addresses within a one to two-block radius of the proposed stops. Based upon public feedback received requesting the removal of the peak extension zone, at the Color Curb Hearing, staff amended the proposal on the west side of 19th Avenue at Kirkham. The original design included a peak extension zone to 151 feet north of Kirkham, which is no longer necessary as the zone will no longer include Muni buses. Accordingly, the zone was adjusted to remove the peak extension zone.

ALTERNATIVES CONSIDERED

The SFMTA carefully considered alternative locations before proposing the creation of the new commuter shuttle zones. Alternatives were evaluated based on a number of criteria, with the highest priority being the safety of people walking, biking and driving in the area. Specific factors include, among others:

- Adjacency to an intersection – shuttle zones located at the “near-side” of an intersection can obstruct right-turning drivers’ view of pedestrians in a crosswalk
- Curb access – tree limbs extending over the roadway or zones located in the middle of a block can prevent shuttles from pulling all the way to the curb, leading to blocked travel lanes
- Driveways and parking – the SFMTA works to minimize shuttle zones’ impact on driveways and on parking supply
- Reduction of conflicts between Muni buses and commuter shuttle vehicles
- Minimizing impacts to street trees

Specific alternatives considered include the following locations:

Southbound

- 19th Avenue, west side, extending south from Ortega Street. Drawbacks: installation of new pedestrian bulbs make location not feasible for shuttle loading
- 19th Avenue, west side, extending south from Pacheco Street. Drawbacks: location was too far from the current stop and the Moraga location is closer to transit on Noriega
- 19th Avenue, west side, extending south from Lawton Street. Drawbacks: location was too far from the current stop and the Moraga location is closer to transit on Noriega. This location is also close to Kirkham, which makes it redundant.

Northbound

- 19th Avenue, east side, extending north from Ortega Street. Drawbacks: installation of new

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pedestrian bulbs make location not feasible for shuttle loading

- 19th Avenue, east side, extending north from Pacheco. Drawbacks: location was too far from the current stop and the Moraga location is closer to transit on Noriega.
- 19th Avenue, east side, extending south from Lawton. Drawbacks: location was too far from the current stop and the Moraga location is closer to transit on Noriega. This location is also close to Kirkham, which makes it redundant.

FUNDING IMPACT

All costs associated with the Commuter Shuttle Program are recovered through the Designated Stop Use Fee.

ENVIRONMENTAL REVIEW

On October 22, 2015, the San Francisco Planning Department determined (Case Number 2015-007975ENV) that the Commuter Shuttle Program is categorically exempt from CEQA pursuant to Title 14 of the California Code of Regulations Section 15301 and Section 15308.

The Planning Department's determination is on file with the Secretary to the SFMTA Board of Directors.

OTHER APPROVALS RECEIVED OR STILL REQUIRED

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

RECOMMENDATION

Staff recommends that the SFMTA Board of Directors approve the proposed bus zone modifications, to remain in effect for the duration of Commuter Shuttle Program.

SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY
BOARD OF DIRECTORS

RESOLUTION No. _____

WHEREAS, The San Francisco Municipal Transportation Agency has identified a need for parking modifications in support of the Commuter Shuttle Program as follows:

- A. ESTABLISH – TOW AWAY, NO STOPPING, PERMITTED COMMUTER SHUTTLE ZONE ONLY, 4:00 PM TO 10:00 PM, MONDAY THROUGH FRIDAY, 19th Avenue, eastside from 0 feet to 115 feet south of Wawona Street.
- B. RESCIND – TOW AWAY, NO STOPPING, PERMITTED COMMUTER SHUTTLE ZONE ONLY, 4:00 PM TO 10:00 PM, MONDAY THROUGH FRIDAY, 19th Avenue, east side, from 0 feet to 75 feet south of Noriega Street.
- C. ESTABLISH – TOW AWAY, NO STOPPING, PERMITTED COMMUTER SHUTTLE ZONE ONLY, 4:00 PM TO 10:00 PM, MONDAY THROUGH FRIDAY, 19th Avenue, east side, from 0 feet to 74 feet south of Moraga Street.
- D. RESCIND – TOW AWAY, NO STOPPING, PERMITTED COMMUTER SHUTTLE ZONE ONLY, 6:00 AM TO 10:00 AM, MONDAY THROUGH FRIDAY, 19th Avenue, west side, from 0 feet to 75 feet south of Noriega Street.
- E. ESTABLISH – TOW AWAY, NO STOPPING, PERMITTED COMMUTER SHUTTLE ZONE ONLY, 6:00 AM TO 10:00 AM, MONDAY THROUGH FRIDAY, 19th Avenue, west side, from 0 feet to 71 feet north of Moraga Street.
- F. ESTABLISH – TOW AWAY, NO STOPPING, PERMITTED COMMUTER SHUTTLE ZONE ONLY, 4:00 PM TO 10:00 PM, MONDAY THROUGH FRIDAY, 19th Avenue, east side, from 0 feet to 75 feet north of Kirkham Street.
- G. ESTABLISH – TOW AWAY, NO STOPPING, PERMITTED COMMUTER SHUTTLE ZONE ONLY, 6:00 AM TO 10:00 AM, MONDAY THROUGH FRIDAY, 19th Avenue, west side, from 0 feet to 75 feet north of Kirkham Street.
- H. RESCIND – TOW AWAY, NO STOPPING, PEAK EXTENSION PERMITTED COMMUTER SHUTTLE ZONE ONLY, 6:00 AM TO 10:00 AM, MONDAY THROUGH FRIDAY, 19th Avenue, west side, from 75 feet to 151 feet north of Kirkham Street; and,

WHEREAS, On October 22, 2015, the San Francisco Planning Department determined (Case Number 2015- 007975ENV) that these traffic and parking modifications are categorically exempt from CEQA pursuant to Title 14 of the California Code of Regulations Section 15301 and Section 15308; and,

WHEREAS, The Planning Department’s determination is on file with the Secretary to the SFMTA Board of Directors; and,

WHEREAS, The Commuter Shuttle Program established by the SFMTA Board of Directors calls for the creation of a network of designated stops, composed of shared existing Muni zones, and to include extensions of existing Muni zones and permitted commuter shuttle only loading zones as needed; and,

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

RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors approves the permitted commuter shuttle bus zone modifications listed as A through H above, to remain in effect for the duration of Commuter Shuttle Program.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of September 15, 2020.

Secretary to the Board of Directors
San Francisco Municipal Transportation Agency