

**THIS PRINT COVERS CALENDAR ITEM NO. 10.4**

**SAN FRANCISCO  
MUNICIPAL TRANSPORTATION AGENCY**

**DIVISION:** Sustainable Streets

**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.
- The requested change would remove the shared Muni shuttle zones on Polk Street at Post and O’Farrell Streets and on Eddy Street at Van Ness Avenue, as well as the shuttle only zone on Gough Street at Bush Street.
- New shuttle only zones would be established on the west side of Larkin Street at Post Street, the north side of Pine Street at Van Ness Avenue, the south side of Bush Street at Franklin Street, and the south side of Bush Street at Larkin Street.
- The San Francisco Planning Department has determined that the Commuter Shuttle Program is exempt from environmental review.

**ENCLOSURES:**

1. SFMTAB Resolution
2. Maps of shuttle zones

**APPROVALS:**

DIRECTOR  \_\_\_\_\_

**DATE**

10/30/2017

SECRETARY  \_\_\_\_\_

10/30/2017

**ASSIGNED SFMTAB CALENDAR DATE:** November 7, 2017

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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 1.3: Improve the safety of the transportation system.

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

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

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 vehicle and display a “how is my driving?” sticker
- The program is enforced by SFMTA Parking Control Officers 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

The Commuter Shuttle Program includes 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**

The SFMTA is proposing to remove the shared Muni shuttle zones on the west side of Polk Street at O'Farrell Street, the east side of Polk Street at Post Street, the north side of Eddy Street at Van Ness Avenue, and the south side of Eddy Street at Van Ness Avenue. The SFMTA has been asked by the community to remove shuttle stops from Polk Street in order to reduce potential conflicts with cyclists and pedestrians as well as conflicts with construction on the Polk Streetscape Project. The shared Muni zones on Eddy Street are no longer used by shuttles. Removing Muni zones from the commuter shuttle network does not require SFMTA Board approval. The SFMTA is also proposing to remove the shuttle only white zone on the west side of Gough Street at Bush Street, which would restore parking at four Residential Parking Permit (RPP) parking spaces. Since November, 2016 this stop has only been open to shuttles under 35 feet in length and as a result has seen little usage. Neighbors have expressed a strong desire to restore parking in these spaces for nearby residents.

The SFMTA is proposing to create four new shuttle zones to both replace the zones that are to be removed as well as to provide additional options for existing zones that are experiencing high levels of usage and expand stop coverage.

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A new shuttle only zone is proposed on the south side of Bush Street at Larkin Street. The shuttle stop would be in effect Monday through Friday from 6:00 a.m. to 10:00 a.m. and would restrict parking at four metered parking spaces. This would provide an additional stop serving the Lower Nob Hill area, much of which has not had a shuttle stop within a one-half mile walk since stops were removed from Van Ness Avenue in mid-2016. A new shuttle only zone is proposed on the south side of Bush Street east of Franklin Street. The shuttle stop would be in effect Monday through Friday from 6:00 a.m. to 10:00 a.m. and would restrict parking at five metered parking spaces. This stop would provide an alternative for those shuttles using the existing stop on Gough Street at Geary Boulevard in the morning which sees high levels of congestion and would replace the stop on Gough Street at Bush Street.

A new shuttle only zone is proposed on the east side of Larkin Street, north of Post Street. This stop would replace the Polk and Post Streets shared zone. The shuttle stop would be in effect Monday through Friday from 4:00 p.m. to 10:00 p.m. and would restrict parking at four metered parking spaces. A new shuttle only zone is proposed on the north side of Pine Street, east of Van Ness Avenue. This stop would improve stop coverage in the Lower Nob Hill area, much of which has not had a shuttle stop within one-half mile walk since stops were removed from Van Ness Avenue in mid-2016. It would also reduce congestion at the evening stop at Franklin and Bush Streets by providing an alternative stop location. The shuttle stop would be in effect Monday through Friday from 4:00 p.m. to 10:00 p.m. and would restrict parking at three metered parking spaces and two metered commercial loading spaces.

Items A, B, C, and D were presented at a duly noticed Engineering Public Hearing on October 6, 2017. These changes require SFMTA Board approval:

- A. RESCIND - TOW-AWAY NO PARKING, PERMITTED COMMUTER SHUTTLE BUS ZONE, 6 AM TO 10 AM, MONDAY THROUGH FRIDAY - Gough Street, west side, from Bush Street to 78 feet southerly
- B. ESTABLISH - TOW-AWAY NO PARKING, PERMITTED COMMUTER SHUTTLE ZONE ONLY, 6 AM TO 10 AM, MONDAY THROUGH FRIDAY - Bush Street, south side, from 15 feet to 123.5 feet east of Franklin Street
- C. ESTABLISH - TOW-AWAY NO PARKING, PERMITTED COMMUTER SHUTTLE ZONE ONLY, 6 AM TO 10 AM, MONDAY THROUGH FRIDAY - Bush Street, south side, from Larkin Street to 80 feet easterly
- D. ESTABLISH - TOW-AWAY NO PARKING, PERMITTED COMMUTER SHUTTLE ZONE ONLY, 4 PM TO 10 PM, MONDAY THROUGH FRIDAY  
Larkin Street, east side, from 9 to 92 feet north of Post Street and Pine Street, north side, from 42 to 141 feet east of Van Ness Avenue

## **STAKEHOLDER ENGAGEMENT**

Items A, B, C, and D were discussed at the October 6, 2017 Engineering Public Hearing. Before the October 6, 2017, hearing, notices were posted on nearby light poles and postcards were sent to 707 addresses within a one- to two-block radius of the proposed stops.

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Prior to bringing these items to the Engineering Public Hearing, SFMTA staff reached out to businesses adjacent to the proposed stop locations. One business expressed concern about the potential effect of the stop on the south side of Bush Street at Franklin Street on the business's driveway, but staff was able to address this concern by reducing the length of the stop and removing the evening hours. No other businesses expressed concerns. Prior to the hearing, staff received two emails from residents expressing opposition to the shuttle zones located on Bush Street at Larkin Street and Post Street at Larkin Street due to concerns over bus fumes and loss of parking. In addition, staff has been working with the Middle Polk Neighborhood Association since February 2017, to find replacement locations for the existing stops on Polk Street amid concerns over shuttle vehicle conflicts with cyclists and pedestrians as well as conflicts with construction on the Polk Streetscape Project.

At the hearing, the business owner adjacent to the stop on the south side of Bush Street at Franklin Street expressed concern over their driveway being impacted and as noted above, staff was able to address this issue by shortening the stop and removing the evening hours. One resident, also expressed concern about the proposed stops, specifically increased traffic along Bush Street and the potential for conflicts with pedestrians as there are a number of older adults living nearby. In order to reduce the amount of shuttle traffic on Bush Street staff revised the proposal to make the stop a morning stop rather than a morning and evening stop as originally proposed. The chair of the Middle Polk Neighborhood Association spoke in support of the proposed changes.

## **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 or 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:

- Larkin and O'Farrell Streets: Blue zone would preclude a far side shuttle stop
- Larkin and Geary Streets: Trees extending over the roadway at far side of intersection would make a shuttle zone difficult
- Larkin and Sutter Streets: Painted safety zone and trees extending over roadway at far side of intersection would preclude a shuttle stop

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- Larkin and Bush Streets: Would block active commercial driveways and impact adjacent auto repair shop
- Pine and Polk Streets: Painted safety zone and blue zone at far side of intersection
- Pine at Franklin: A stop in this location would block driveways serving an auto repair business, and a tree trunk extends out over the roadway, potentially preventing shuttles from pulling all the way to the curb. In addition, the block is relatively steep, and shuttles would have to cross three lanes of traffic in one block in order to turn left onto Gough and continue towards the freeway
- Bush Street and Van Ness Avenue: would not be able to serve shuttles continuing north on Van Ness Avenue
- Various intersections along Hyde Street: Widespread ground-floor residential uses could cause significant impacts on residents
- Various intersections along Post and Sutter Streets: Shuttle stops along bus-only lanes could negatively impact Muni service

**FUNDING IMPACT**

All costs associated with the Commuter Shuttle Program are recovered through the Designated Stop Use and Permit 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. RESCIND - TOW-AWAY NO PARKING, PERMITTED COMMUTER SHUTTLE BUS ZONE, 6 AM TO 10 AM, MONDAY THROUGH FRIDAY - Gough Street, west side, from Bush Street to 78 feet southerly
- B. ESTABLISH - TOW-AWAY NO PARKING, PERMITTED COMMUTER SHUTTLE ZONE ONLY, 6 AM TO 10 AM, MONDAY THROUGH FRIDAY - Bush Street, south side, from 15 feet to 123.5 feet east of Franklin Street
- C. ESTABLISH - TOW-AWAY NO PARKING, PERMITTED COMMUTER SHUTTLE ZONE ONLY, 6 AM TO 10 AM, MONDAY THROUGH FRIDAY - Bush Street, south side, from Larkin Street to 80 feet easterly
- D. ESTABLISH - TOW-AWAY NO PARKING, PERMITTED COMMUTER SHUTTLE ZONE ONLY, 4 PM TO 10 PM, MONDAY THROUGH FRIDAY  
Larkin Street, east side, from 9 to 92 feet north of Post Street and Pine Street, north side, from 42 to 141 feet east of Van Ness Avenue

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,

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 to D 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 November 7, 2017.

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Secretary to the Board of Directors  
San Francisco Municipal Transportation Agency