

THIS PRINT COVERS CALENDAR ITEM NO. : 10.6

**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.
- On March 1, 2016, the SFMTA Board adopted revisions to the Commuter Shuttle Program which permits eligible commuter shuttle operators to use a designated network of stops in San Francisco. The current Commuter Shuttle Program went into effect on April 1, 2016 and will expire on March 31, 2017.
- The current Commuter Shuttle Program was established after an 18-month pilot program that evaluated a regulatory framework for commuter shuttles in San Francisco. The current Program includes a number of changes, including a requirement that shuttles over 35 feet in length travel only on Caltrans-designated arterial streets.
- The requested changes include establishing a permitted commuter shuttle bus zone on Lombard Street at Scott Street; on Lombard Street at Scott Street and on Gough Street at Turk Street.
- The San Francisco Planning Department has determined that the Commuter Shuttle Program is exempt from environmental review.

ENCLOSURES:

1. SFMTAB Resolution

APPROVALS: **DATE**

DIRECTOR		<u>8/8/16</u>
SECRETARY		<u>8/8/16</u>

ASSIGNED SFMTAB CALENDAR DATE: August 16, 2016

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PURPOSE

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

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 2.3: Increase use of all non-private auto modes

DESCRIPTION

Commuter Shuttle Program Overview

On March 1, 2016, the SFMTA Board approved revisions to the Commuter Shuttle Program which 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 current Commuter Shuttle Program went into effect on April 1, 2016 and will expire on March 31, 2017.

The SFMTA conducted an 18-month pilot from August 2014 through January 2016 to evaluate a regulatory framework in which eligible commuter shuttle operators that pay a fee and comply with permit terms are permitted to stop in designated shared Muni zones and shuttle-only loading zones. The new Commuter Shuttle Program expanded on the Pilot and will inform any future changes in commuter shuttle regulation.

The 2016-2017 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

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- 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.

Scott and Lombard Locations

There are currently four commuter shuttle zones along the Lombard Street corridor: a shared Muni zone in each direction at Pierce, an extra westbound shuttle-only white zone at Pierce, and an eastbound shared Muni zone at Divisadero.

In order to eliminate conflicts between Muni and commuter shuttles, the SFMTA is proposing to create two shuttle only zones at Lombard Street and Scott Street (Item A and Item B). The shuttle only zone on the south side of Lombard Street would be in effect during the morning peak period and the shuttle only zone on the north side of Lombard Street would be in effect during the evening peak period. The zone on the south side would extend across a driveway. These stops would be the only locations where commuter shuttles would be permitted to stop in the Lombard corridor.

In addition, the proposed shuttle stops reflect the shuttle stop locations recommended as part of the Lombard Street Safety Project, which the SFMTA Board approved in March. The Lombard Street Safety Project includes a package of treatments to make Lombard Street safer for all road users. See Alternatives Considered for further discussion of the alternative shuttle stop locations considered as part of this project.

Gough and Turk Location

In order to accommodate Van Ness Bus Rapid Transit (BRT) construction, the SFMTA is relocating a number of commuter shuttle zones from Van Ness Avenue to Franklin and Gough Streets. The SFMTA Board approved four new shuttle stops on Franklin and Gough Streets to replace the four stops along Van Ness Avenue between Grove and Sacramento Streets that were removed in early June to allow BRT preconstruction work to proceed.

Staff have observed capacity issues at the two commuter shuttle zones along Gough Street in the morning peak period, causing shuttles to block travel lanes while loading and leading to sidewalk crowding. The recently legislated stop at Gough Street and Bush street is one such stop where

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crowding has occurred. As such the SFMTA Board directed staff to review this stop and investigate other potential stop locations in the area. In order to provide extra capacity in the corridor, the SFMTA is proposing to add one additional commuter shuttle zone on Gough Street at Turk Street. The zone would be in effect from 6 to 10 am Monday-Friday. This replaces an earlier proposal for a stop at Gough and Ellis.

These proposed changes would remain in effect only for the duration of the current Commuter Shuttle Program.

The proposed items were presented at duly noticed public hearing on July 1, 2016.

These changes require SFMTA Board approval:

- A. ESTABLISH – TOW-AWAY NO PARKING, PERMITTED COMMUTER SHUTTLE BUS ZONE, 6 AM TO 10 AM, MONDAY THROUGH FRIDAY – Lombard Street, south side, from Scott Street to 144 feet easterly (restricts parking at 5 metered parking spaces)
- B. ESTABLISH – TOW-AWAY NO PARKING, PERMITTED COMMUTER SHUTTLE BUS ZONE, 4 PM TO 8 PM, MONDAY THROUGH FRIDAY – Lombard Street, north side, from Scott Street to 125 feet westerly (restricts parking at 6 metered parking spaces)
- C. ESTABLISH – TOW AWAY NO STOPPING PERMITTED COMMUTER SHUTTLE BUS ZONE, 6 AM TO 10 AM, MONDAY THROUGH FRIDAY – Gough Street, west side, from 75 feet to 205 feet south of Turk Street (restricts parking at 6 metered spaces)

STAKEHOLDER ENGAGEMENT

Items A, B and C were discussed at the July 1, 2016 engineering public hearing. There was no public comment regarding Item C at the hearing. One member of the public expressed concern regarding Items A and B, specifically the potential negative effect that removing parking could have on adjacent and nearby businesses. Public notices for Items A, B, and C were posted on light posts with information about the proposed change and hearing on June 21, 2016. Postcards with further details about the proposed change and hearing were mailed to all addresses nearby of each proposed stop location.

Notices were also hand delivered to local businesses directly adjacent to the proposed stop locations in Items A and B. In addition, information on Items A and B was sent by email to Lombard Street neighbors and stakeholders.

Additional outreach was conducted for Items A and B. A proposal to move the Lombard Street shuttle stops to a shared commuter shuttle-Muni stop at Laguna Street was discussed at the first Lombard Street Safety Project meeting in July 2015. Based on feedback received during and after that meeting, the SFMTA proposed an alternate commuter shuttle stop location at Scott Street to address community concerns regarding parking loss and sharing Muni stops with commuter shuttles. The revised proposal was presented to the community at the November 2015 Lombard Street Safety Project outreach meeting.

ALTERNATIVES CONSIDERED

The SFMTA carefully considered a number of potential locations before proposing the creation of these 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 other 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 neighborhood parking supply
- Reduction of conflicts between Muni buses and commuter shuttle vehicles
- Centrality of location for shuttle riders

Scott and Lombard (Items A and B) Alternatives Considered

The placement of commuter shuttle stops was evaluated as part of the Lombard Street Safety Project. During the first Lombard Street Safety Project meeting in July 2015, the suggested relocation for the shuttle stops was to Laguna Street which would have resulted in an extended transit bulb to allow for both Muni buses and shuttle buses to stop; consequently, this would have required more permanent parking loss than just accommodating the Muni buses. From that first meeting, the community communicated that they would prefer not to have the joint stop as it would remove more parking. Additionally, in working with the commuter shuttle stakeholders, they also indicated they would prefer a more central location. With the feedback to minimize parking loss, avoid having shuttle stops share with Muni stops, and have it centrally located, additional review was completed to identify a feasible alternative and Scott Street was identified.

Scott Street offers a more central location, does not share a stop with Muni and only requires temporary restrictions on parking. As such, it was found to be the best location for addressing the concerns raised regarding parking supply but also meeting the needs of those choosing to take a commuter shuttle rather than driving to work. SFMTA staff shared the Scott Street alternative at the Lombard Street Safety Project outreach meeting in November 2015 and explained that it would be recommended to the Commuter Shuttle Program, which is now in the process of advancing that recommendation.

In addition to the alternatives discussed as part of the Lombard Street Safety Project, SFMTA staff evaluated other potential shuttle stop locations along the Lombard corridor.

- Richardson and Francisco: Existing MUNI bus zones north-bound (NB) and south-bound (SB) for the 28 and 28 R

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- Richardson and Chestnut: Residential. Farside curb space is not long enough to establish NB shuttle zone.
- Lombard and Broderick: No feasible option for west-bound (WB) shuttle zone
- Lombard and Divisadero: Existing MUNI bus zones for east-bound (EB) and WB 28 and 43 bus lines
- Lombard and Pierce: Existing MUNI bus zones for EB and WB 28 and 43 bus lines
- Lombard and Steiner: Future pedestrian bulbouts proposed at all corners. Not ideal to propose two length shuttle length zone
- Lombard and Fillmore: Existing MUNI and Golden Gate Transit stop EB and WB
- Lombard and Webster: Commercial/residential area. Lack of curb space in EB direction
- Lombard and Buchanan: Commercial/residential area. Lack of curb space in EB direction to accommodate two length shuttle bus zone.
- Lombard and Laguna: 28 Lombard proposed to stop EB and WB at this location. Lack of curb space EB to accommodate two length shuttle bus zone
- Lombard and Octavia: Residential area. Curb space in EB and WB direction not ideal to accommodate two length shuttle bus zone
- Lombard and Gough: Existing MUNI bus zone for 28 in EB and WB.
- Lombard and Franklin: Residential area in WB direction.

Gough and Turk (Item C) Alternatives Considered

- Gough and Ellis: Previously proposed, SFMTA Board asked staff to look at alternatives due to potential conflicts with Sacred Heart Cathedral Preparatory School student drop-off.
- Gough and Eddy: Steep grade, causing potential visibility problems. In addition, substantial tree limbs extend out over street and would have to be removed to allow shuttles to pull in to the curb.
- Gough and Golden Gate: Residential building extends to edge of sidewalk, very close to existing Gough and Grove stop.

FUNDING IMPACT

All costs associated with the Commuter Shuttle Program are being 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.

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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 permitted commuter shuttle 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 Pilot program as follows:

- A. ESTABLISH – TOW-AWAY NO PARKING, PERMITTED COMMUTER SHUTTLE BUS ZONE, 6 AM TO 10 AM, MONDAY THROUGH FRIDAY – Lombard Street, south side, from Scott Street to 144 feet easterly (restricts parking at 5 metered parking spaces)
- B. ESTABLISH – TOW-AWAY NO PARKING, PERMITTED COMMUTER SHUTTLE BUS ZONE, 4 PM TO 8 PM, MONDAY THROUGH FRIDAY – Lombard Street, north side, from Scott Street to 125 feet westerly (restricts parking at 6 metered parking spaces)
- C. ESTABLISH – TOW AWAY NO STOPPING PERMITTED COMMUTER SHUTTLE BUS ZONE, 6 AM TO 10 AM, MONDAY THROUGH FRIDAY – Gough Street, west side, from 75 feet to 205 feet south of Turk Street (restricts parking at 6 metered spaces)

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 through C 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 August 16, 2016.

Secretary to the Board of Directors
San Francisco Municipal Transportation Agency