THIS PRINT COVERS CALENDAR ITEM NO.: 12

SAN FRANCISCO MUNICIPAL TRANSPORTATION AGENCY

DIVISION: Transit Services

BRIEF DESCRIPTION:

Authorizing the Director of Transportation to implement 5 Fulton Limited and short line transit service on a twelve month temporary basis, and approving associated bus stop, parking and traffic modifications along the route for the purpose of gathering information and data to study the effects of these changes on transit service, ridership, local traffic circulation, and safety.

SUMMARY:

- The existing 5 Fulton service operates between the temporary Transbay Terminal and LaPlaya/Cabrillo streets. Additionally, a peak period "5 Short" service is also provided during some periods of the day between the temporary Transbay terminal and a turnaround at 6th Avenue.
- The existing route is served by trolley coaches, operating with approximately 5-8 minute headways in the peak period west of 6th Avenue and 4-5 minutes peak period headways east of 6th Avenue. The service takes approximately 50 minutes from terminus to terminus with 48 stops in each direction.
- The portion of the route from Arguello Boulevard to Market Street is highly crowded, especially during peak periods, which leads to service reliability issues and customer passups. The Transit Effectiveness Project (TEP) identified the need to provide limited stop overlay service along the 5 Fulton corridor to address the crowding issues as well as implement a number of bus stop, parking and traffic changes to improve the route's reliability and reduce travel times and gather data associated with TEP proposals.
- Staff proposes to add 5 Fulton Limited and short line on a twelve month temporary basis.
- In addition, staff proposes to implement traffic modifications to improve the route's reliability, reduce travel times and improve safety.

ENCLOSURES:

- 1. SFMTAB Resolution
- 2. Overview of 5 Fulton Pilot Project

APPROVALS:	DATE
DIRECTOR	_10/07/13
SECRETARY	_10/07/13

ASSIGNED SFMTAB CALENDAR DATE: October 15, 2013

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PURPOSE

To implement a 5 Fulton Limited and short line transit service on a twelve month temporary basis, and approve associated bus stop, parking and traffic modifications along the route for the purpose of gathering information and data collection to study the effects of these changes on transit service, ridership, local traffic circulation, and safety that will help inform future implementation of TEP transit service changes and street design treatments.

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 2.1: Improve customer service and communications.
 - Objective 2.2: Improve transit performance.
 - Objective 2.3: Increase use of all non-private auto modes.
- Goal 3: Improve the environment and quality of life in San Francisco Objective 3.2: Increase the transportation system's positive impact to the economy.

DESCRIPTION

The existing 5 Fulton service operates between the temporary Transbay terminal and LaPlaya/Cabrillo streets. A peak period "5 Short" service is also provided during some periods of the day between the temporary Transbay terminal and a turnaround at 6th Avenue. The existing 5 Fulton route is served by trolley coach vehicles, operating with approximately 5-8 minute headways in the peak period west of 6th Avenue and 4-5 minutes peak period headways east of 6th Avenue. The service takes approximately 50 minutes from terminus to terminus with 48 stops in each direction. Additionally, the portion of the route from Arguello Boulevard to Market Street is highly crowded with over 20% of the PM peak period trips over capacity, leading to customer pass ups. The length of the trip, number of stops and traffic congestion along the corridor results in service reliability issues. On time performance is approximately 65% and there is an average gap in service of approximately 13%.

The purpose of this pilot is to implement transit service and roadway changes identified in the TEP along the 5 Fulton corridor. This pilot will support data collection to study the effects of these changes on transit service, ridership, local traffic circulation, and safety that will help inform future implementation of TEP proposals. The SFMTA seeks to understand how this package of service improvements and infrastructure investments affects transit operations and service delivery. Data

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will be collected and analyzed after the first six months and again one year after the start of the pilot.

Transit Service

Staff is proposing to replace the current service pattern with a 5 Fulton Limited and a 5 Fulton Short line service as outlined below. The end result will be more frequent service between 6th Ave and the Transbay Terminal where we experience the most overcrowding.

The proposed transit service changes are shown on the map below and include:

- Weekday early morning, evening, and weekend service would be similar to existing service, with all electric trolley buses making all stops.
- Weekdays from approximately 7AM-7PM, the 5 Fulton Limited service provided by electric trolley buses would make all stops between La Playa/Cabrillo Streets and Fulton Street/6th Avenue, limited stops between Fulton Street/6th Avenue and McAllister/Leavenworth streets, and all stops between McAllister/Leavenworth streets and the Temporary Transbay Terminal.
- Weekdays from approximately 7AM-7PM, the 5 Fulton short line service would be provided by motor coach buses and would serve all stops between Fulton Street/6th Avenue and the Temporary Transbay Terminal.



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With this revised service pattern, frequency on the portion of the line between 8th Avenue and downtown would increase, providing more capacity to address the crowding conditions faced along this segment of the line. The table below summarizes the frequency increases.

	Current Frequency		Proposed Frequency	
	Beach to 6 th Av	6 th Av to Downtown	Beach to 6 th Av	6 th Av to Downtown
AM Peak	5-8 min	4-5 min	6 min	3 min
Midday	8 min	8 min	10 min	5 min
PM Peak	4.5-9 min	4-5 min	7.5 min	4 min

Frequency Changes

Roadway Changes

In addition to the new transit service, staff is also proposing to optimize bus stop lengths and placement to reduce delays, consolidate some bus stops to better match SFMTA's stop spacing guidelines, and add turn pockets and clearance zones to keep buses free of congestion. Although permanent infrastructure will not be installed during the twelve month period, these proposed changes will remove 114 parking spaces while adding 98 new spaces, resulting in a net reduction of 16 spaces along the five mile corridor.

As part of the proposed parking and traffic modifications, traffic lane reconfigurations would be implemented on Fulton Street from Stanyan Street to Baker Street. On Fulton Street between Stanyan Street and Central Avenue, the number of travel lanes would be reduced from four lanes to three including one in each direction and a two-way center left-turn lane, with left-turn pockets or pedestrian refuge islands at intersection approaches. This reconfiguration would allow for wider travel lanes to better accommodate the width of the buses to allow for safer travel. On Fulton Street between Central Avenue and Baker Street, the number of travel lanes would be reduced from three lanes to two, including one lane in each direction and reconfiguration of the on-street parking on the north side of Fulton Street from parallel to perpendicular.

Staff anticipates that the proposed changes will result in reduced crowding, reduced transit travel times, and improved transit reliability. The proposed changes will also improve pedestrian and transit safety through longer bus zones and reduced side swipe vehicle incidents on Fulton Street between Stanyan Street and Central Avenue.

Tradeoffs include the fact that approximately 9% of the existing customers will need to walk one block further (on average) due to bus stop consolidation and there is a net loss of 16 on- street parking spaces.

While all of the proposals identified are reversible, short term, and designed for studying the efficacy of longer-term implementation of these and similar proposals, the TEP also identifies additional proposals that would be implemented along this route. For example, one long term

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proposal that differs from what staff is now proposing involves the installation of bypass wires, supporting a service plan that would allow for trolley coaches to serve both the limited and local transit service routes. The proposals recommended through the TEP are currently undergoing separate environmental review, which is expected to be finalized in the spring of 2014.

FUNDING IMPACT

Funds for this pilot have been included in the FY14 operating budget.

ALTERNATIVES CONSIDERED

Staff considered a number of options when developing proposals to improve the 5 Fulton during the TEP planning phase. The set of projects proposed above were finalized through a robust technical analysis and vetted through a community involvement process. While individually these proposals have relatively small impacts on transit running time, reliability and crowding, a holistic application of these types of improvements along an entire line has not been implemented in San Francisco. Therefore the purpose in piloting these proposals is to record observed impacts associated with the improvements that will inform permanent implementation of 5 Fulton proposals as well as provide quantifiable tradeoffs for finalizing TEP proposals throughout the City. If this pilot is not implemented as presented, data collection efforts will be hindered and knowledge of future TEP proposal impacts in other corridors throughout the City may be compromised.

PUBLIC OUTREACH

In order to gather input on the proposed changes, SFMTA staff used a range of public outreach techniques. Staff posted information about the proposed changes on the agency's website in August 2013, made presentations to the SFMTA Citizens Advisory Committee and Multimodal Accessibility Advisory Committee in July 2013, emailed notice of the proposed service changes to the TEP electronic mailing list, held two public meetings to discuss the changes (one public meeting in both District 1 and District 5) in August 2013, and held a public hearing on September 27, 2013. The proposed service changes were also vetted broadly during the initial planning phase of the TEP in 2008 and again in 2011.

From these community meetings and other efforts and opportunities to solicit feedback from the public, about 52 individual comments were incorporated into an integrated summary. Of the 52 comments received, nine comments expressed favorable views of the project. As for the other comments, the major issues of concern are:

- Proposed tow-away zone (7am to 5pm) on the east side of Central Avenue
- Bus stop consolidation and removal along the route, including removal on Central Avenue.
- Congestion related to the truck loading on Central Avenue.

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- Bus zone extensions encroaching on driveways and the loss of neighborhood parking supply.
- Bus operator training.
- Congestion related to the proposed reconfiguration of traffic lanes on Fulton Street.
- Air quality concerns related to addition of diesel buses for the limited service provided by motor coach buses

Ten comments expressed opposition to the proposed tow-away zone on the east side of Central Avenue. The proposal would provide additional street width, allowing trucks to maneuver in and out of the Lucky Supermarket loading dock with more ease. This would also minimize the delay associated with the 5 Fulton bus waiting for these trucks to clear the street.

Five comments related to stop consolidation highlighted stakeholder concerns regarding additional hardship on elderly and disabled populations, but also revealed support among 5 Fulton riders that strategic stop consolidation is necessary to improve the reliability of transit service. Two of these comments were in favor of stop removal. Three speakers at the September 27th public hearing who were opposed to bus zone extensions noted that these changes would limit driveway access and also remove parking spaces in their neighborhoods.

Five comments referred to the two options for Central Ave. on McAllister. The first option involves bus stop relocation to the nearside of the McAllister Street intersection with Central Ave in both the inbound and outbound direction. A second possible option entails bus stop removal at Central Ave. and Baker St. and the addition of bus stops at Lyon St. All five comments showed support for the second option to move stops to Lyon Street as a way to alleviate some of the congestion at Central Avenue. Staff is proposing to implement a stop at Lyon Street and remove the Central Ave. stop.

Other issues raised by the public included bus operator training, congestion related to the reconfiguration of traffic lanes on Fulton Street, and air quality. Two comments referred to bus operator training as a priority to address the lack of driver compliance to protocols such as pulling into the bus zone completely. Two speakers at the public hearing emphasized air quality impacts of adding a diesel bus on the route. Two stakeholders expressed concern at the reduction of two inadequately narrow lanes on Fulton to one wider lane and inquired about potential congestion on adjacent streets. Overall, residents along the route were generally neutral regarding the proposed reconfiguration of traffic lanes on Fulton Street without any major opposition raised.

Published Notice

Charter Section 16.112 requires published notice and a public hearing before the SFMTA may institute any significant change in the operating schedule or route of a street railway, bus line, trolley bus line or cable car line. Pursuant to Charter Section 16.112, an advertisement was

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placed on October 4, 2013, in the City's official newspaper to provide notice that the SFMTA Board of Directors would hold a public hearing on October 15, 2013, to consider the above modifications. The advertisement ran in the San Francisco Examiner for 5 days.

In addition to the required legal notice, advertisements were placed in Chinese and Spanish in the Sing Tao and El Mensajero papers to reach our limited-English proficient customers and advise them of the Board meeting where they could seek further information and register comments and concerns, if any. The meeting notice was also posted on the SFMTA website in English, Spanish and Chinese and the multilingual 311 Customer Service line was listed as an additional source of information and outlet for gathering customer comments. Additionally, notices were posted in English, Spanish and Chinese at the bus stops along the 5 Fulton route prior to the two public meetings and the public hearing.

OTHER APPROVALS RECEIVED OR STILL REQUIRED

Environmental Clearance

On September 27, 2013, the San Francisco Planning Department determined that the proposed implementation of 5 Fulton Limited and short line transit service for a twelve month period, and associated bus stop, traffic and parking modifications along the 5 Fulton bus route were exempt from environmental review pursuant to Title 14 of the California Code of Regulations Section 15306 as a Class 6 (Information Collection) categorical exemption. The Planning Department's environmental review determination is on file with the Secretary to the SFMTA Board of Directors.

The proposed transit service changes and parking and traffic modifications will provide the opportunity for the SFMTA to gather information and collect data to study the effects of these changes on transit service, ridership, local traffic circulation, and safety that will help inform future implementation of TEP transit service changes and street design treatments.

Title VI Compliance

Under Title VI of the Civil Rights Act of 1964 and FTA requirements, the SFMTA must analyze the impacts and benefits of major service changes on low-income and minority communities to ensure that such service changes do not result in a disproportionate burden on low-income populations or a disparate impact on minority populations, and that low-income and minority communities and customers are benefiting from the proposed service changes whenever possible. Since the proposed service change is for a 12 month period, it does not meet the SFMTA's definition of a major service change as set forth in the agency's Major Service Change Policy. The SFMTA follows FTA's guidance and defines "a major service change" as a change in transit service that would be in effect for more than a 12-month period. (FTA C. 4702.1B, Chap. IV-13) Consequently, a formal service equity analysis is not being submitted at this time. However, should the proposed service change be made permanent, a Title VI service equity analysis will be conducted prior to submission to the MTA Board for approval.

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

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RECOMMENDATION

Staff recommends the San Francisco Municipal Transportation Agency (SFMTA) Board of Directors authorizes the Director of Transportation to implement 5 Fulton Limited and short line transit service on a twelve month temporary basis, and approves associated bus stop, traffic and parking modifications along the 5 Fulton bus route for the purpose of gathering information and data to study the effects of these changes on transit service, ridership, local traffic circulation, and safety that will help inform future implementation of TEP transit service changes and street design treatments.

SAN FRANCISCO MUNICIPAL TRANSPORTATION AGENCY BOARD OF DIRECTORS

RESOLUTION No.

WHEREAS, Current 5 Fulton bus service has reliability, travel time, and crowding issues;

and

WHEREAS, Implementing the proposed 5 Fulton Limited and short line transit service on a twelve month temporary basis would, in the aggregate, address these issues and is consistent with the recommendations of the Transit Effectiveness Project (TEP); and

WHEREAS, In addition to the new transit service, staff proposes to implement bus stop, parking and traffic changes along the existing 5 Fulton bus route as follows:

A. ESTABLISH – PART-TIME BUS ZONE (6 AM TO 8 PM, MONDAY THROUGH FRIDAY) Howard Street, south side, from 44 feet to 206 feet west of Beale Street (162-foot zone removing parking meters #305, #307, #309, #311, #313, #315, #317, #319).

B. RESCIND - BUS ZONES

McAllister Street, south side, from Polk Street to 50 feet westerly McAllister Street, south side, from Octavia Street to 75 feet easterly McAllister Street, north side, from Octavia Street to 80 feet westerly McAllister Street, south side, from Webster Street to 77 feet easterly McAllister Street, north side, from Webster Street to 80 feet westerly McAllister Street, south side, from Broderick Street to 75 feet westerly McAllister Street, north side, from Broderick Street to 75 feet easterly McAllister Street, south side, from Baker Street to 70 feet westerly McAllister Street, north side, from Baker Street to 80 feet easterly Central Avenue, west side, from McAllister Street to 80 feet southerly Fulton Street, south side, from Masonic Avenue to 75 feet westerly Fulton Street, south side, from 12th Avenue to 75 feet easterly Fulton Street, north side, from 12th Avenue to 75 feet westerly Fulton Street, south side, from 16th Avenue to 75 feet easterly Fulton Street, north side, from 16th Avenue to 75 feet westerly Fulton Street, south side, from 18th Avenue to 75 feet westerly Fulton Street, south side, from 20th Avenue to 75 feet easterly Fulton Street, north side, from 20th Avenue to 70 feet westerly Fulton Street, south side, from 36th Avenue to 80 feet easterly Fulton Street, south side, from 43rd Avenue to 100 feet westerly

C. RESCIND – BUS FLAG STOPS

McAllister Street, southeast corner at Central Avenue

Fulton Street, northeast corner at 28th Avenue Fulton Street, northeast corner at 30th Avenue Fulton Street, northeast corner at 38th Avenue Fulton Street, northeast corner at 40th Avenue Fulton Street, northeast corner at 43rd Avenue

D. ESTABLISH – BUS ZONES

McAllister Street, south side, from Leavenworth Street to 145 feet westerly (extends existing 100-foot bus zone to 145 feet)

McAllister Street, south side, from Van Ness Avenue to 125 feet easterly (extends existing 80foot bus zone to 125 feet)

McAllister Street, north side, from Van Ness Avenue to 125 feet westerly (extends existing 75foot bus zone to 125 feet)

McAllister Street, north side, from Gough Street to 80 feet westerly (extends existing 65-foot bus zone to 80 feet)

McAllister Street, south side, from Laguna Street to 100 feet westerly (extends existing 75-foot bus zone to 100 feet)

McAllister Street, north side, from Laguna Street to 100 feet easterly (extends existing 75-foot bus zone to 100 feet)

McAllister Street, south side, from Fillmore Street to 125 feet easterly (extends existing 70-foot bus zone to 125 feet)

McAllister Street, north side, from Fillmore Street to 125 feet westerly (extends existing 65-foot bus zone to 125 feet)

McAllister Street, south side, from Pierce Street to 100 feet westerly (extends existing 65-foot bus zone to 100 feet)

McAllister Street, north side, from Pierce Street to 100 feet easterly (extends existing 75-foot bus zone to 100 feet)

McAllister Street, south side, from Divisadero Street to 145 feet westerly (extends existing 60foot bus zone to 145 feet)

McAllister Street, north side, from Divisadero Street to 145 feet easterly (extends existing 75foot bus zone to 145 feet)

McAllister Street, north side, from Lyon Street to 100 feet easterly

McAllister Street, south side, from Lyon Street to 100 feet westerly

Fulton Street, south side, from Masonic Avenue to 125 feet easterly

Fulton Street, north side, from Masonic Avenue to 145 feet easterly (extends existing 80-foot bus zone to 145 feet)

Fulton Street, north side, from Clayton Street to 100 feet westerly (extends existing 75-foot bus zone to 100 feet)

Fulton Street, south side, from Parker Avenue/Shrader Street to 125 feet easterly (extends existing 80-foot bus zone to 125 feet)

Fulton Street, north side, from Parker Avenue/Shrader Street to 125 feet westerly (extends existing 85-foot bus zone to 125 feet)

Fulton Street, south side, from Stanyan Street to 145 feet easterly (extends existing 70-foot bus zone to 145 feet)

Fulton Street, north side, from Arguello Boulevard to 125 feet westerly (extends existing 75-

foot bus zone to 125 feet) Fulton Street, south side, from 6th Avenue to 125 feet easterly (extends existing 80-foot bus zone to 125 feet) Fulton Street, south side, from 18th Avenue to 80 feet easterly Fulton Street, south side, from 25th Avenue/Crossover Drive to 80 feet easterly (extends existing 65-foot bus zone to 80 feet) Fulton Street, north side, from 25th Avenue/Crossover Drive to 80 feet westerly (extends existing 65-foot bus zone to 80 feet) Fulton Street, north side, from 28th Avenue to 80 feet westerly Fulton Street, north side, from 30th Avenue to 80 feet westerly Fulton Street, north side, from 33rd Avenue to 80 feet westerly (replaces existing flag stop) Fulton Street, south side, from 37th Avenue to 100 feet easterly (shifts existing 100-foot bus zone from within stem of tee intersection to farside of intersection) Fulton Street, north side, from 40th Avenue to 80 feet westerly Fulton Street, south side, from 43rd Avenue to 80 feet easterly Fulton Street, north side, from 43rd Avenue to 80 feet westerly La Playa Street, east side, from Fulton Street to 140 feet northerly (extends existing 75-foot bus zone to 140 feet)

- E. ESTABLISH TOW-AWAY NO STOPPING ANYTIME McAllister Street, south side, from Fillmore Street to 60 feet westerly McAllister Street, north side, from Fillmore Street to 70 feet easterly Fulton Street, south side, from Masonic Avenue to 60 feet easterly
- F. ESTABLISH RIGHT LANE MUST TURN RIGHT EXCEPT MUNI Eastbound McAllister Street at Fillmore Street Westbound McAllister Street at Fillmore Street Eastbound Fulton Street at Masonic Avenue
- G. ESTABLISH LEFT LANE MUST TURN LEFT Westbound Fulton Street at Masonic Avenue Eastbound Fulton Street at Masonic Avenue Westbound Fulton Street at Ashbury Street/Hemway Terrace Westbound Fulton Street at Clayton Street Westbound Fulton Street at Cole Street Eastbound Fulton Street at Parker Avenue/Shrader Street
- H. ESTABLISH TWO-WAY LEFT-TURN LANE Fulton Street between Central Avenue and Parker Avenue/Shrader Street
- I. RESCIND LEFT LANE MUST TURN LEFT Eastbound Fulton Street at Central Avenue
- J. ESTABLISH YELLOW METERED LOADING (8AM TO 3PM, MONDAY THROUGH FRIDAY)

Divisadero Street, east side, from 22 feet to 66 feet south of McAllister Street (44-foot zone at parking meters #828 and #826)

K. REVOKE – YELLOW METERED LOADING ZONE (9AM TO 6PM, MONDAY THROUGH FRIDAY)

Divisadero Street, east side, from 126 feet to 147 feet south of McAllister Street (21-foot zone at parking meter #816)

- L. ESTABLISH YELLOW ZONE (7 AM TO 5 PM, MONDAY THROUGH SATURDAY, 30-MINUTE LIMIT)
 Central Avenue, west side, from 43 feet to 80 feet south of McAllister Street (extends existing 40-foot yellow zone to 77 feet)
- M. ESTABLISH RED ZONE Central Avenue, west side, from McAllister Street to 20 feet southerly
- N. ESTABLISH TOW-AWAY NO STOPPING, 7 AM to 5 PM, MONDAY THROUGH FRIDAY Central Avenue, east side, from 56 feet to 167 feet north of Fulton Street
- O. ESTABLISH PERPENDICULAR PARKING Fulton Street, north side, from Baker Street to Central Avenue; and

WHEREAS, Funding for the pilot project is included in the FY14 operating budget; and

WHEREAS, Pursuant to Charter Section 16.112, on October 4, 2013, advertisements were placed in the City's official newspaper for a five-day period to provide notice of the SFMTA Board of Directors' public hearing on October 15, 2013, to consider implementing 5 Fulton Limited and short line transit service on a twelve month temporary basis; and

WHEREAS, Multilingual notices of the public hearing were also placed at the affected bus stops and advertisements were placed in Spanish and Chinese newspapers to alert customers with Limited English Proficiency; and

WHEREAS, Pursuant to the SFMTA's Major Service Change Policy adopted by the SFMTA Board and the requirements contained in the Federal Transit Administration's (FTA) Circular 4702.1A, "Title VI and Title VI-Dependent Guidelines for FTA Recipients," a service equity analysis is not required to be conducted since the proposed transit service change does not meet the definition of a major service change; and

WHEREAS, The proposed transit service changes and parking and traffic modifications are subject to the California Environmental Equality Act (CEQA) and will provide the opportunity for the SFMTA to gather information and collect data to study the effects of these changes on transit service, ridership, local traffic circulation, and safety that will help inform future implementation of Transit Effectiveness Project (TEP) transit service changes and street design treatments; and

WHEREAS, The proposed changes were reviewed by the San Francisco Planning Department and determined to be categorically exempt from environmental review under Title 14 of the California Code of Regulations Section 15306 as a Class 6 (Information Collection) categorical exemption; and,

WHEREAS, Said CEQA determination is on file with the Secretary to the SFMTA Board of Directors and is incorporated herein by this reference; now, therefore, be it

RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors authorizes the Director of Transportation to implement 5 Fulton Limited and short line transit service on a twelve month temporary basis, and approves associated bus stop, traffic and parking modifications along the 5 Fulton bus route, as set forth in items A-O above, for the purpose of gathering information and data to study the effects of these changes on transit service, ridership, local traffic circulation, and safety that will help inform future implementation of Transit Effectiveness Project (TEP) transit service changes and street design treatments.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of October 15, 2013.

Secretary to the Board of Directors San Francisco Municipal Transportation Agency