

THIS PRINT COVERS CALENDAR ITEM NO. : 10.11

**SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY**

DIVISION: Transit

BRIEF DESCRIPTION:

BRIEF DESCRIPTION:

Request for approval of additional service to address crowding and pass ups on the heavily used F Market/Wharves historic streetcar line.

SUMMARY:

- The F Market/Wharves streetcar line is heavily used by local customers and tourists with 21,000 weekday boardings, among one of the routes with the fastest growing ridership.
- As the northeast waterfront continues to be developed with projects such as the Exploratorium, the demand for F line service will continue to expand.
- On October 15, 2011, the SFMTA staff increased the frequency of the F line. Midday service was improved from every 7 to 5 minutes and p.m. peak service was improved from every 6 to 5 minutes. This service change was implemented 7 days a week.
- Four additional cars required to support this increase in service will come from the Brooville PCC rehabilitation program which is currently underway. Seven cars were retrofitted and delivered to SFMTA. They are going through acceptance testing and safety certification to be ready for service in January 2012.
- As of the October 15th service change, the revenue hours on the F line were increased by 26 percent. Title VI Equity analysis was done confirming that the increase would not result in a disparate impact.
- SFMTA is partnering with the Market Street Railway to make the service improvement permanent and to ensure high quality customer service.

ENCLOSURES:

1. SFMTAB Resolution

APPROVALS:

DATE

DIRECTOR _____ 12/01/11

SECRETARY _____ 12/01/11

ADOPTED RESOLUTION

BE RETURNED TO Julie Kirschbaum

ASSIGNED SFMTAB CALENDAR DATE: December 6, 2011

PURPOSE

Authorize an increase to the F Market/Wharves service to reduce overcrowding and pass-ups, in order to better serve the tourists, residents and workers in the Upper Market/Castro, along Market Street, at the Ferry Building, and along The Embarcadero and Northeastern Waterfront.

GOAL

Increasing service on the F Market/Wharves will address existing crowding and attract new customers to the system. As a result, approving the service change would address the following strategic goals:

- Goal 1: To provide safe, accessible, clean and environmentally sustainable service, and encourage the use of auto-alternative modes through the Transit First Policy;
Objective: 1.1 Improve accessibility across transit services
- Goal 2: To get customers where they want to go, when they want to get there;
Objectives: 2.1 Improve transit reliability to meet the 85% on-time performance standard
2.2 Ensure efficient transit connectivity and span of service
2.4 Reduce congestion on major corridors
- Goal 3: To improve the customer experience and community value, and enhance the image of the SFMTA, as well as ensure that the SFMTA is a leader in its industry;
Objective: 3.2 Pursue internal and external customer satisfaction through proactive outreach and heightened communication conduits



DESCRIPTION

The F Market/Wharves streetcar line is heavily used by local customers and tourists with approximately 21,000 average weekday boardings. It is our 12th highest ridership route and connects people from Upper Market/Castro to Fisherman's Wharf. The route travels through many low-income census tracts and provides access to low-income service workers traveling to jobs along Fisherman's Wharf. Ridership has increased significantly over the past five years, resulting in crowding during midday and p.m. peak service hours. As the northeast waterfront continues to be developed with projects such as the Exploratorium, the demand for F line service will continue to expand.

The maximum weekday loads occur along the Embarcadero north of the Ferry Building. Our planning standard for passenger loads on the F line is 60 passengers per vehicle; however, during the p.m. peak period our average loads exceed 70 passengers per vehicle. Midday crowding is also heavy, particularly during the summer months. The heavy demand leads to pass ups and crowding seven days a week.

The Transit Division is systematically evaluating crowding and performance on all transit routes as part of the Operations Scorecard presented to the SFMTA Board of Director's Policy Advisory Group (PAG) each month. Special attention is being given to routes serving minority and low-income customers. The need for incremental service improvements on the F line were identified as part of this analysis. The improvements discussed below are part of the larger route performance evaluation program that includes incremental changes on the 28/28L implemented in October and the planned improvements for the 29 Sunset and the 14/14L Mission.

On October 15, 2011, SFMTA staff increased the frequency of the F line as a temporary measure to improve service. Midday service was improved from every 7 to 5 minutes and p.m. peak service was improved from every 6 to 5 minutes. This service change was implemented seven days a week. This increase requires four additional cars during the weekday PM peak (increasing from 20 to 24). After the October 15th schedule was implemented, staff determined that the change increased revenue hours on the F line by 26 percent. Because this change is more than 25 percent, it meets the Agency's definition of a major service change. Major service changes require that a Title VI equity analysis be conducted to ensure no disparate impacts to low income and minority communities and a public hearing and approval by the SFMTA Board of Directors. In order to consider making the F line service improvements permanent, a public hearing before the SFMTA Board has been scheduled for December 6th. To continue the service change, SFMTA Board approval is needed.

The proposed schedule adds four trips per hour during the daytime base service and two trips per hour during the p.m. peak on weekdays. Four additional cars are required to operate the service during weekday p.m. peak (increasing from 20 to 24). The historic streetcars are a dedicated fleet. Additional vehicles will be available as part of the Brookville PCC rehabilitation program currently underway. New F line operators are also in training to meet the increased demand. In the near-term, some F line service may be delivered with buses in order to minimize service gaps.

The additional service will be coupled with additional supervision to ensure high quality customer-service. An extra supervisor will be assigned to the route and it will be monitored closely. Furthermore, staff is currently investigating opportunities to promote off-board fare collection at three high volume stops, especially on the weekend. Key locations include Ferry Building inbound (toward Fisherman's Wharf), 4th and Market inbound and the Beach and Stockton outbound stop opposite Pier 39.



Providing more opportunities to buy tickets off vehicle is particularly important on the F line because of the high volume of tourist boardings, who tend to slow down boarding with cash payment and have questions for the operators.

The City Attorney has reviewed this report.

ALTERNATIVES CONSIDERED

Staff considered supplementing F line service with buses instead of additional street cars. However, given the unsmooth roadway surface and narrow lanes, buses were not recommended. Additionally, some customers who desire the historic streetcar experience will let buses pass by in order to ride on the streetcars.

Staff also considered an early implementation of the E Embarcadero to address crowding on the F line. However, the E line requires double ended vehicles because there is no terminal loop on the southern end of the route. E line service is currently being planned to begin in conjunction with the America's Cup races.

FUNDING IMPACT

The adopted 2012 budget includes a total of 3.5 million scheduled service hours. The additional hours on the F line represents 0.6 percent of the total service budget. We have missed 100,000 hours, which allows us to operate additional hours on the F line and stay within our amended service budget.

OTHER APPROVALS RECEIVED OR STILL REQUIRED

Public 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, advertisements were placed in the City's official newspaper to provide notice that the Board of Directors will hold a public hearing on December 6, 2011, to consider the above modifications. The advertisement ran in the San Francisco Examiner beginning on November 20, 2011 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.

Environmental Clearance

Modifications in transit service are subject to the California Environmental Quality Act (CEQA). CEQA provides a categorical exemption from environmental review for the operation, repair, and maintenance of existing public facilities involving negligible or no expansion of use beyond

that existing at the time of the lead agency's determination pursuant to CEQA implementing guidelines, Title 14 of the California Code of Regulations section 15301. The proposed action will not result in any change to the route or hours of operation. It will add four street cars during the peak hours to a line that now runs 20 street cars during peak hours. As a result, the San Francisco Planning Department determined that the proposed increase in F Market/Wharves service is categorically exempt from further environmental review.

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 disparate impact on such communities and that low-income and minority communities and customers are benefiting where possible. Increasing revenue hours on a route by more than 25 percent falls under SFMTA's definition of a major service change. SFMTA conducted an equity analysis and determined that increasing service on the F Market/Wharves would not result in a disparate impact. It was also determined that low-income customers would be beneficiaries of the supplemental service, given the fact that the majority of the F line stops are located in low-income census tracts.¹ Additionally, low-income workers use the F line to reach service-related jobs in Fisherman's Wharf. Furthermore, evaluation of passenger loads throughout the Muni system identified the F Market/Wharves as one of Muni's most crowded services.

Information about the proposed service change is available on the SFMTA website in English, Spanish and Chinese to provide an opportunity for customers to provide feedback on the improvements. The City's multilingual 311 Customer Service line is listed as an additional source of information and outlet for gathering customer comments regarding the service improvement.

RECOMMENDATION

It is recommended that the SFMTA Board of Directors authorize the service increase to the F Market/Wharves streetcar line.

¹ If the percent of low-income residents in a census tract is higher than the San Francisco Citywide average, than it is defined as a low-income census tract in the SFMTA Title VI Program.

SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY
BOARD OF DIRECTORS
RESOLUTION No. _____

WHEREAS, The F Market/Wharves is one of the most crowded routes in the system and continually experiences pass ups and crowding; and

WHEREAS, Adding additional service has the potential to attract new customers to transit and serve new activity generators planned for the northeast waterfront; and

WHEREAS, The Brookville Streetcar rehabilitation program currently underway will increase the fleet availability for the F line; and

WHEREAS, Service improvements will be paired with line management changes to improve on-time performance; and

WHEREAS, The SFMTA has analyzed the impacts of increasing service on the F line on low-income and minority communities in San Francisco and determined that it does not create discriminatory impacts under Title VI and low-income customers would be beneficiaries of the supplemental service, given the fact that the majority of the F line stops are located in low-income census tracts; and

WHEREAS, Modifications in transit service are subject to the California Environmental Quality Act (CEQA); and,

WHEREAS, The Planning Department evaluated the F Market/Wharves service increase and determined that the proposal is an alteration to an existing public facility involving negligible expansion of use beyond that existing at the time of this determination and is therefore, categorically exempt from further environmental review pursuant to CEQA implementing guidelines, Title 14 of the California Code of Regulations section 15301; and

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

WHEREAS, Pursuant to Charter Section 16.112 advertisements ran in the City's official newspaper for a five-day period beginning on November 20, 2011 to provide notice that the Board of Directors would hold a public hearing on December 6, 2011 to consider the F Market/Wharves service increase; and

WHEREAS, Pursuant to Charter Section 16.112 a public hearing was held on December 6, 2011; now, therefore, be it

RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors authorizes the Director of Transportation to increase service on the F Market/Wharves to every 5 minutes from 10 a.m. to 5:30 p.m. seven days per week.

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

Secretary to the Board of Directors

San Francisco Municipal Transportation Agency