

THIS PRINT COVERS CALENDAR ITEM NO. : 11

**SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY**

DIVISION: Transit Division

BRIEF DESCRIPTION:

Authorizing system-wide transit schedule improvements to restore Municipal Railway service to some bus routes and rail lines affected by the May 8, 2010 service changes.

SUMMARY:

- On February 26, 2010 the San Francisco Municipal Transportation Agency (SFMTA) Board of Directors approved a reduction in service hours of approximately 10 percent as part of a comprehensive cost-savings plan to address the FY2009-10, FY2010-11 and FY2011-12 budgets.
- The service changes were implemented Saturday, May 8, 2010 and included frequency reductions and reduced hours of service on routes throughout the Municipal Railway system.
- Due to stronger than expected revenue streams, operational efficiencies and new grant opportunities, staff recommends restoring service on some routes and lines in September 2010.
- The proposal to restore service is consistent with the Transit Effectiveness Project (TEP) and is based on customer feedback, technical analysis and other policy matters.
- If approved, the changes would go into effect September 4, 2010 and would reduce crowding on busy routes, improve connectivity throughout the system and improve critical lifeline access for late night and Owl customers.

ENCLOSURES:

1. SFMTAB Resolution
2. Attachment A – Service Restoration Details

APPROVALS:

DATE

DIRECTOR OF DIVISION

PREPARING ITEM _____

FINANCE _____

EXECUTIVE DIRECTOR/CEO _____

SECRETARY _____

ADOPTED RESOLUTION

BE RETURNED TO John Haley

ASSIGNED SFMTAB CALENDAR DATE: _____

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PURPOSE

Public hearing to consider and authorize system-wide transit schedule improvements to restore Municipal Railway service to some bus routes and rail lines affected by the May 8, 2010 service changes.

GOAL

The proposed service restorations were designed to improve transit service in a cost-effective manner; they will make transit a more attractive option for residents and visitors of San Francisco. As a result, the proposed improvements support the following goals in the SFMTA's strategic plan:

Goal 1 – Customer Focus: To provide safe, accessible, clean and environmentally sustainable service and encourage the use of auto-alternative modes through the *Transit First* Policy.

Goal 2 – System Performance: To get customers where they want to go, when they want to be there.

Goal 4 – Financial Capacity: To ensure financial stability and effective resource utilization.

DESCRIPTION

On February 26, 2010, the SFMTA Board of Directors approved a reduction in service hours of approximately 10 percent as part of a comprehensive cost-savings plan needed to bridge the operating budget deficit for Fiscal Year 2009-10 that ended on June 30, 2010. These changes also aided the reconciliation of the projected budget deficit for Fiscal Year 2010-11, which began on July 1, 2010.

The service changes were implemented Saturday, May 8, 2010 and included frequency reductions and reduced hours of service on routes throughout the Muni system. Service reductions to the rail system were approved, but a modified set of changes were implemented because of the St. Francis Circle Rail Replacement Construction Project. This project began on May 17, 2010 and is expected to be completed by September 1, 2010.

The May 2010 service changes represented difficult choices, as any reduction in service has a negative impact on our customers. To minimize these impacts, the changes were developed based on community input and technical analysis using tools developed during the Transit Effectiveness Project (TEP). As a result, frequency reductions and span of service changes were minimized during commute hours and on the heaviest ridership routes to strategically minimize crowding and system disruptions.

As part of the Fiscal Year 2011-12 budget, the SFMTA Board of Directors approved a partial service restoration to go into effect in July 2011. However, due to stronger than expected revenue streams, operational efficiencies and new grant opportunities, staff is recommending that the July 2011 service restoration be implemented earlier. By restoring service in September 2010, our customers

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will benefit from improved service ten months sooner than anticipated.

Since the May 2010 service changes were implemented, service planning and operations staff have analyzed performance data and conducted site inspections throughout the system. In addition, 311 customer feedback has been monitored on a daily basis. Initially, the comments helped to identify issues that could be addressed immediately, such as improved signage and operator training. Subsequently, customer concerns have focused on two key areas – the need for more service on select routes to improve reliability and reduce crowding and late night travel challenges on community routes and other local routes where service hours were reduced.

Based on data collected and technical analysis conducted during the TEP and additional analysis of the impact of the May 8 service changes, a proposed set of service improvements are outlined in Attachment A. This set of changes represents approximately a 50 percent rollback of the service reductions that went into effect on May 8. The changes emphasize cost-effective ways to increase service and minimize additional runs. For example, midday frequency improvements are proposed on several routes where operators currently have excess standby time. In addition, capacity changes focus on weekday improvements, where crowding is most acute.

The Agency's goal is service restoration throughout the city in a manner that is consistent with the TEP. Keeping that in mind, staff has considered technical data, community feedback and other considerations, such as distributing resources equitably to low income and minority customers, to guide these recommendations. The capacity changes focus on weekday improvements, where crowding levels are highest. Service hours and late night frequency changes are proposed to be implemented seven days per week. If implemented, these investments in service would reduce crowding on the busiest routes, improve connectivity throughout the system and improve critical lifeline access for late night and Owl customers. Customer pass-ups would be reduced and wait times on some routes would be reduced.

If approved, the proposed changes would be implemented in September 2010 to coincide with the completion of the St. Francis Circle Rail Replacement Construction Project. Similar to the December 2009 and May 2010 service changes, SFMTA staff will conduct a broad multilingual public information effort to inform customers about the September 2010 service changes.

Public Notice

Charter Section 16.112 requires published notice and hearing before any significant change in the operating schedule of a street railway, bus route, trolley bus route or cable car line is adopted. In compliance with this requirement, an advertisement ran in the San Francisco Examiner on Friday, July 2, 2010 for the July 6, 2010 hearing date.

Environmental Clearance

Modifications in transit service are subject to the California Environment Quality Act (CEQA). CEQA provides a statutory exemption from environmental review for the reduction of transit service if implemented as a result of a declared fiscal emergency caused by the failure of revenues to adequately fund an agency's programs, facilities, and operations pursuant to California Public

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Resources Code section 21080.32 and CEQA implementing guidelines, Title 14 of the California Code of Regulations section 15285.

On April 21, 2009, the SFMTA Board of Directors declared a fiscal emergency for FY 2009-2010. On February 4, 2010, the Planning Department issued a statutory exemption to address environmental clearance for a reduction in service of up to 325,000 annual service hours to begin May 8, 2010. The statutory exemption was appealed to the Board of Supervisors on March 2, 2010. On April 13, 2010, the Board of Supervisors upheld the statutory exemption and denied the appeal.

As a result of stronger than expected revenue streams, operational efficiencies and new grant opportunities, the SFMTA is now proposing restoring service on some routes and lines making the net service hour reduction significantly less than 325,000. The Planning Department has determined that this restoration of service falls within the February 4, 2010 statutory exemption since the restoration of service is merely a refinement of the May 8, 2010 service reductions.

The City Attorney has reviewed this report.

ALTERNATIVES CONSIDERED

In developing this proposal, staff evaluated customer feedback, site observations and technical data for each route affected by the May 8 service changes. The recommended proposal represents the highest need and most cost-effective service restorations. In addition, staff considered a minimum investment package, which would have required less resources, while still addressing the most pressing issues identified in the aftermath of the May 8 service changes. Although these improvements would have provided some relief to the most crowded routes in the system, they would not have achieved the same level of mobility that this recommended package provides.

FUNDING IMPACT

The SFMTA Budget for FY2010-11 does not set aside funds for service restoration. The service restoration proposed for September is enabled by one time sources outlined in Table 1. The FY2011-12 operating budget includes \$14 million for service restorations, which will enable the Agency to continue the service changes outlined in Attachment A.

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Table 1: Service Restoration Plan for FY2010-11 and FY2011-12

Funding Source	FY2010-11	FY2011-12
SFMTA Budget	\$0	\$14,000,000
SFCTA (one time funding)	\$7,000,000	\$0
MTC (one time funding)	\$4,000,000	\$0
Operational Efficiencies	\$900,000	\$900,000
Total	\$11,900,000	\$14,900,000
Service Restored	5%	0%*

Notes:

Assumes service restoration beginning in September 2010

Scenario calculates 10 months of the fiscal year September 2010 through June 2011

*Service levels maintained at 5 percent in FY2011-12

OTHER APPROVALS RECEIVED OR STILL REQUIRED

No additional approvals are necessary to implement the proposed service changes.

RECOMMENDATION

It is recommended that the SFMTA Board of Directors authorize system-wide transit schedule improvements to restore service to some bus routes and rail lines affected by the May 8 service changes as described in Attachment.

ATTACHMENT A – Service Restoration Details

The following improvements are proposed to restore service to some bus routes and rail lines affected by the May 8 service changes. The plan distributes resources city-wide and focuses on areas that will have the most benefit to customers by: 1) restoring Owl service to 30-minute headways; 2) reinstating evening end times to community routes and select local routes; and 3) responding to customer comments and observations related to crowding. All changes are proposed for seven days per week, except for the daytime capacity improvements, which would be implemented primarily from Monday to Friday, unless otherwise noted.

Restore Owl Service to Every 30 Minutes¹

- L Owl
- N Owl
- 22 Fillmore Owl
- 90 San Bruno Owl
- 91 Owl

Restore End Times for Community Routes

- 17 Parkmerced
- 35 Eureka
- 36 Teresita
- 37 Corbett
- 39 Coit (weekends only²)
- 52 Excelsior
- 66 Quintara
- 67 Bernal Heights

Restore End Times for Local and Rapid Routes

- F Market/Wharves
- 9 San Bruno
- 19 Polk
- 21 Hayes
- 27 Bryant
- 28 19th Avenue
- 29 Sunset
- 43 Masonic
- 44 O'Shaughnessy
- 54 Felton

¹ The 108 Treasure Island would continue to operate on a 45-minute headway, which is consistent with service levels prior to the May 2010 changes.

² Hours of operation on the 39 Coit are not proposed to change on weekdays, but weekend service would be extended to match the weekday service hours.

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Add Capacity to Reduce Weekday Crowding

- F Market/Wharves³ (midday and pm peak)
- 1 California (midday and pm peak)
- 5 Fulton (all day)
- 8X/AX/BX Bayshore Expresses (all day)
- 14L Mission Limited (all day)
- 18 46th Avenue (midday)
- 24 Divisadero (all day)
- 33 Stanyan (am/pm peak and midday)
- 35 Eureka (pm peak)
- 37 Corbett (am peak)
- 43 Masonic (midday)
- 44 O'Shaughnessy (midday and pm peak)
- 52 Excelsior (pm peak)
- Rail System (all day)⁴

Restore Service Frequency at Night

- 5 Fulton
- 8X Bayshore Express
- 9 San Bruno
- 14 Mission
- 22 Fillmore
- 28 19th Avenue
- 31 Balboa
- 44 O'Shaughnessy
- 49 Van Ness/Mission

Add Capacity to Reduce Weekend Crowding

- 8X/AX/BX Bayshore Expresses
- 30 Stockton
- 45 Union/Stockton

³ The additional F Market/Wharves capacity would be achieved by operating the historic vehicles (3 runs per day) along the full route and would be implemented seven days per week.

⁴ As much service as possible will be restored on the rail system based on resources and vehicle availability.

SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY
BOARD OF DIRECTORS

RESOLUTION No. _____

WHEREAS, On February 26, 2010, the San Francisco Municipal Transportation Agency (SFMTA) Board of Directors approved a package of service reductions as part of a comprehensive cost-savings plan; and,

WHEREAS, The service changes were implemented on Saturday, May 8, 2010, and included frequency reductions and reduced hours of service on routes throughout the Municipal Railway System; and,

WHEREAS, Resources are available to add back a portion of the service hours; and,

WHEREAS, SFMTA staff has developed a package of service improvements that provide city-wide benefits and restore service in a manner that is consistent with the Transit Effectiveness Project (TEP), as well as customer input, technical analysis and other requirements, such as Title VI; and,

WHEREAS, San Francisco City Charter Section 16.112 requires that notice be given and public hearings be held before any significant change in the operating schedule of a street railway, bus route, trolley bus route or cable car line is adopted; and,

WHEREAS, The SFMTA has provided notice and conducted outreach to inform the public of the service changes, pursuant to Charter Section 16.112, and conducted a public hearing regarding such changes on July 6, 2010; and,

WHEREAS, CEQA provides a statutory exemption from environmental review for the reduction of transit service if implemented as a result of a declared fiscal emergency caused by the failure of agency revenues to adequately fund an agency's programs, facilities, and operations; and,

WHEREAS, On February 4, 2010, the Planning Department issued a statutory exemption for the reduction of service that began on May 8, 2010; and,

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

WHEREAS, The Planning Department has determined that the proposed restoration of

service is a refinement of the prior service reductions and falls within the statutory exemption issued by the Planning Department on February 4, 2010, as provided by California Public Resources Code section 21080.32 and CEQA implementing guidelines, Title 14 of the California Code of Regulations section 15285; 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, Adding back service would reduce crowding on busy routes, improve connectivity throughout the system and improve critical lifeline access for late night and Owl customers; now, therefore, be it

RESOLVED, That the SFMTA Board of Directors authorizes the Executive Director/CEO to implement the modifications and changes to Municipal Railway public transit services as itemized in Attachment A.

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