

File No. 220560 Committee Item No. 9  
Board Item No. \_\_\_\_\_

**COMMITTEE/BOARD OF SUPERVISORS**  
AGENDA PACKET CONTENTS LIST

Committee: Land Use and Transportation Committee Date September 19, 2022

Board of Supervisors Meeting Date \_\_\_\_\_

**Cmte Board**

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|-------------------------------------|--------------------------|--|
| <input type="checkbox"/>            | <input type="checkbox"/> | Motion                                       |
| <input type="checkbox"/>            | <input type="checkbox"/> | Resolution                                   |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | Ordinance                                    |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | Legislative Digest                           |
| <input type="checkbox"/>            | <input type="checkbox"/> | Budget and Legislative Analyst Report        |
| <input type="checkbox"/>            | <input type="checkbox"/> | Youth Commission Report                      |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | Introduction Form                            |
| <input type="checkbox"/>            | <input type="checkbox"/> | Department/Agency Cover Letter and/or Report |
| <input type="checkbox"/>            | <input type="checkbox"/> | MOU  |
| <input type="checkbox"/>            | <input type="checkbox"/> | Grant Information Form                       |
| <input type="checkbox"/>            | <input type="checkbox"/> | Grant Budget                                 |
| <input type="checkbox"/>            | <input type="checkbox"/> | Subcontract Budget                           |
| <input type="checkbox"/>            | <input type="checkbox"/> | Contract/Agreement                           |
| <input type="checkbox"/>            | <input type="checkbox"/> | Form 126 – Ethics Commission                 |
| <input type="checkbox"/>            | <input type="checkbox"/> | Award Letter                                 |
| <input type="checkbox"/>            | <input type="checkbox"/> | Application                                  |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | Public Correspondence                        |

**OTHER (Use back side if additional space is needed)**

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| <input checked="" type="checkbox"/> | <input type="checkbox"/> | <u>Referral CEQA 011822</u>      |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | <u>Referral PC 011822</u>        |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | <u>CEQA Determination 012022</u> |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | <u>PC Transmittal 032522</u>     |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | <u>Hearing Notice 091222</u>     |
| <input type="checkbox"/>            | <input type="checkbox"/> | _____                            |
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Completed by: Erica Major Date September 15, 2022  
Completed by: Erica Major Date \_\_\_\_\_

1 [Urging the MTA to Promote Unobstructed Pedestrian Access for Riders Boarding Public  
2 Transit]

3 **Resolution urging the Municipal Transportation Agency (MTA) to develop and**  
4 **implement a plan to promote unobstructed pedestrian access for boarding public**  
5 **transit by eliminating parking in bus stops and making other necessary infrastructure**  
6 **improvements.**

7  
8 WHEREAS, There are approximately 3,000 bus stops in the City and County of San  
9 Francisco, and some bus stop curbs are painted red (prohibiting parking) while others are not  
10 painted red and allow vehicle parking in the bus stop, thereby obstructing pedestrian access  
11 to the bus and preventing buses from pulling into bus stops; and

12 WHEREAS, In July 2021, Marcel E. Moran, a Ph.D. Candidate at the University of  
13 California, Berkeley, published 'Are Shelters in Place? Mapping the Distribution of Transit  
14 Amenities via a Bus-Stop Census of San Francisco' in the Journal of Public Transportation,  
15 Volume 23, Number 3; the report was based on an in-person census of 2,964 San Francisco  
16 Municipal Transportation Agency (SFMTA) street-level bus stops across San Francisco; and

17 WHEREAS, Moran's study attempts to analyze two important empirical questions on  
18 what bus stop amenities -- such as places to sit, clear signage, shelters for inclement weather,  
19 and unobstructed curbs -- are present, and how are they distributed across systems, which  
20 may reveal neighborhood or route-specific disparities; and

21 WHEREAS, Moran's study also found that census tracts with a higher than average  
22 share of white residents were more likely to feature clear curbs in comparison to tracts with  
23 higher than average populations of people of color; and

24 WHEREAS, Moran's study also found that routes with the most frequent service, or  
25 shorter "headways" (10 minutes or less between arrivals), had the highest share of

1 unobstructed curbs (88%); in contrast, routes with the least frequent service (20 to 30 minutes  
2 between bus arrivals or the longest headways) had the lowest percentage of stops with  
3 unobstructed curbs (44%); and

4 WHEREAS, Moran also found that 32% of bus stops were obstructed by on-street  
5 parking, meaning that there was not enough space for buses to pull up or riders to board  
6 safely from the curb, which forces riders to step into the street to board, and often navigate  
7 through parked cars; and

8 WHEREAS, Allowing parking in bus stops and failing to provide unobstructed access to  
9 public transit undermine San Francisco's transit-first policy, and pose particular hardship for  
10 seniors and people with disabilities; and

11 WHEREAS, SFMTA is aware of Moran's report with respect to parking in bus stops,  
12 but has not developed a comprehensive plan to address this public access issue; now,  
13 therefore, be it

14 RESOLVED, That the Board of Supervisors urges the SFMTA to promptly develop and  
15 implement a plan to promote unobstructed Muni access, including painting bus stop curbs red  
16 where parking is currently obstructing access, and, be it

17 FURTHER RESOLVED, That the Board of Supervisors urges the SFMTA to consult  
18 with vulnerable communities, including communities of color, people with disabilities, and  
19 seniors, all of whom are disproportionately impacted, in developing its plan to ensure  
20 unobstructed access to Muni vehicles; and, be it

21 FURTHER RESOLVED, That the SFMTA should act with urgency in making bus stop  
22 improvements to promote unobstructed Muni access; and, be it

23 FURTHER RESOLVED, That the SFMTA should report back to the Board of  
24 Supervisors within 90 days with data on the number of bus stops citywide where curbs are not  
25 painted red and where there is unobstructed Muni access, the number by district, the history

1 regarding why parking is allowed in bus stops, and any plans or policies to make prompt  
2 improvements to promote unobstructed Muni access; and be it

3 FURTHER RESOLVED, That the Clerk of the Board shall transmit a copy of this  
4 Resolution to the SFMTA and the SFMTA Board.

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**City and County of San Francisco**

**Tails  
Resolution**

City Hall  
1 Dr. Carlton B. Goodlett Place  
San Francisco, CA 94102-4689

**File Number:** 211210

**Date Passed:** November 30, 2021

Resolution urging the Municipal Transportation Agency (MTA) to develop and implement a plan to promote unobstructed pedestrian access for boarding public transit by eliminating parking in bus stops and making other necessary infrastructure improvements.

November 30, 2021 Board of Supervisors - ADOPTED

Ayes: 11 - Chan, Haney, Mandelman, Mar, Melgar, Peskin, Preston, Ronen, Safai, Stefani and Walton

File No. 211210

**I hereby certify that the foregoing Resolution was ADOPTED on 11/30/2021 by the Board of Supervisors of the City and County of San Francisco.**

f Angela Calvillo  
Clerk of the Board

**Unsigned**

London N. Breed  
Mayor

**12/10/2021**

Date Approved

I hereby certify that the foregoing resolution, not being signed by the Mayor within the time limit as set forth in Section 3.103 of the Charter, or time waived pursuant to Board Rule 2.14.2, became effective without her approval in accordance with the provision of said Section 3.103 of the Charter or Board Rule 2.14.2.

  
Angela Calvillo  
Clerk of the Board

12/10/2021

Date

On November 30, 2021 the San Francisco Board of Supervisors passed resolution No. 537-21 urging the San Francisco Municipal Transportation Agency (SFMTA) to develop and implement a plan to promote unobstructed pedestrian access for boarding public transit by eliminating parking in bus stops and making other necessary infrastructure improvements.

This memo provides data regarding: the number of bus stops by type, both citywide and by supervisor district; a discussion of the current bus stop access policy; next steps for an update to this policy; and an implementation strategy to make prompt improvements to promote unobstructed Muni access.

**Current transit stop access infrastructure**

Muni vehicles stop at the following types of stops:

1. Flag stops – Flag stop means that the transit vehicle stops in an active travel lane to board/alight passengers. Most of these locations allow curb parking, however, there are some locations (ie Sunset Boulevard) where no on street parking exists. Flag stops are delineated by yellow bands painted on utility poles and/or a rectangular yellow bar painted on the street. They may have transit shelters and transit stop signage but do not have dedicated curb space for the transit vehicle to load.
  
2. Box zones – Box zones are defined as transit stops where curb parking is prohibited and consist of a painted red curb with a long white box painted in the curb lane (usually parking lane) indicating where the box zone is. Box zone stops also have either a painted pole or on-street bar to indicate the stop location, and many have transit shelters and transit stop signage. Box zones are typically 40 to 60 feet longer than the length of the bus to allow space for the bus to pull into or out of the box zone. (For reference, a good rule of thumb is that a parking space is about 20 feet long).

**BOX ZONES RECOMMENDED LENGTHS BY TYPE/LOCATION**

Stop Position	Type of Vehicle and Appropriate Zone Length (Ft.)			
	40' Bus	2x40' Bus	60' Bus	2x60' Bus
Farside	80	125	100	165
Nearside	100	145	120	185
Midblock	120	185	140	205
Farside (After right turn)	140	145	160	230

3. Transit bulbs – Transit bulbs are stops where the sidewalk is extended into the parking lane, which allows the bus to pick up passengers without leaving the travel lane. Transit bulbs are a major component of the Muni Forward program and can be used to improve transit vehicles' reliability and can eliminate the blockage of bus stops caused when vehicles illegally park in box zones. Transit bulbs also consume slightly less curb frontage than box zones and can be as short as 40' and still support effective and accessible boarding.

**TRANSIT BULB RECOMMENDED LENGTHS BY TYPE/LOCATION**

Stop Position (Bus bulbs)	Bus Type and Recommended Length (Ft.)				Additional space for transition (ft)
	40' Bus	2x40' Bus	60' Bus	2x60' Bus	
Farside	45	90	65	130	15 to 25
Nearside	35	80	55	115	15 to 25
Midblock	35	80	55	115	30 to 50
Farside (after right turn)	Case-by-case basis				15 to 25

4. Boarding island – Boarding islands have traditionally been used on the Muni light rail system to provide a location for waiting and boarding passengers to stand out of moving traffic. The Muni Forward program has installed a number of boarding islands, especially on streets that also have a type II or better bikeway, for example 11th Street in SOMA. Boarding islands are used when there is a lane of traffic between the lane the bus uses and the curb. Boarding islands are typically the same length as a bus bulb, and require removing parking for the length of the boarding island as well as the length of the lane shift, approximately 60 to 100 feet.

The SFMTA currently has approximately 1,500 flag stops, 1,100 box zones, 200 boarding islands and 100 boarding bulbs systemwide, as is outlined below.

**STOP TYPES BY SUPERVISOR DISTRICT**

Supervisor District	Flag Stop	Box Zones	Transit Bulbs	Boarding Island	Other	Total
1	67	155	17	1	-	240
2	75	137	1	2	-	215
3	159	129	15	21	2	326
4	142	56	1	24	-	223
5	44	133	14	7	-	198
6	38	123	11	56	8	236
7	263	89	2	25	4	383
8	227	78	6	29	6	346
9	105	103	29		-	237
10	322	99	7	32	-	460
11	149	54	3	16	-	222
<b>Total</b>	<b>1,591</b>	<b>1,156</b>	<b>106</b>	<b>213</b>	<b>20</b>	<b>3,086</b>

**Current policy**

The *San Francisco Municipal Railway Bus Stop Guidelines* identifies the current policy and procedures for bus stop placement and access characteristics for each stop.

Generally, box zone (or transit bulb/boarding island) stops are preferred on all Rapid, Frequent routes and on Grid and Connector lines in either commercial or dense residential neighborhoods. Flag stops are only preferred on low-frequency Grid and Connector routes on residential streets, and in circumstances where transit vehicles are making turns or other special maneuvers in commercial and residential areas.

The current policy specifies that box zones (or transit bulbs/boarding islands) should be provided at locations that meet any of the following criteria:

1. All transfer point stops, including transfer points to other transit operators, intercity carriers, regional carriers, etc.;
2. All terminals;
3. Stops servicing major traffic generators, e.g.; senior centers, schools, hospitals, etc.;
4. Stops with a pattern of boardings by wheelchair users, other disabled persons or seniors;
5. Stops with a minimum of 100 riders per day (combined boardings and alightings);
6. Stops with a combined boarding/alighting average of 2 passengers per scheduled trip; or
7. Any stop where safety or operational concerns could be remedied with a box zone.

The Accessible Stops section of the existing *Bus Stop Guidelines* notes that “Flag stops are considered accessible if there are curb cuts adjacent to the stop, if the street grade does not exceed the standard (greater than 8%), and if the street crown is not too pronounced (greater than 2%). Each stop is considered on an individual basis as stops with a high street crown can often be served.”

## **Next Steps**

SFMTA will be taking several steps to address issues identified in the Resolution, starting with updating policy, followed by several phases to implement the updated policy. Each of the approximately 1,500 flag stops identified in the Muni system will require site investigation, legislation, outreach, and implementation by SFMTA shops crews. Implementing these changes will require a significant amount of staff time and is anticipated to cost between \$3-5 million in staff time and materials. Consequently, full implementation will need to be completed through a phased approach.

### *Phase 1 – Policy Update*

The *Bus Stop Guidelines* have not been updated since 2011. The Box Zone policy is still appropriate as written, but the Accessible Stop section of the *Guidelines* would be restructured to add additional guidance in response to Resolution No. 537-21.

Specifically, we will add to the end of the Flag Stop section that “each stop in the system should have at least 20’ red curb to provide unobstructed access to the front door of a bus or train. When applicable, SFMTA Accessible Services shall request, and prioritize, locations for front



door transit bulbs that have a pattern of boarding by wheelchair users, other disabled persons or seniors”.

This policy change will be presented to the SFMTA Board for consideration as part of the SFMTA Short Range Transit Plan update scheduled to go to the MTA Board for approval in the Fall.

*Phase 2 – Implement Bus Zone upgrades (March 2022 - March 2026)*

The top priority of flag stop conversion will be to focus on flag stops 1) on Frequent routes, or 2) located within a commercial zone. Based on our data, there are approximately 506 flag stops that meet these criteria and they are enumerated, by district, in the chart below.

**TOP PRIORITY FOR FLAG STOP CHANGES BY SUPERVISOR DISTRICT**

Supervisor District	Transit Stops	Flag Stops	Flag Stops on Frequent Route or in a Commercial Zone*	% Flag Stops
1	240	67	38	28%
2	215	75	40	35%
3	326	159	72	48%
4	223	142	47	64%
5	198	44	22	22%
6	236	38	24	16%
7	383	263	47	68%
8	346	227	65	66%
9	237	105	26	44%
10	460	322	94	70%
11	222	149	31	67%
<b>Total</b>	<b>3,086</b>	<b>1,591</b>	<b>506</b>	<b>51%</b>

\* Commercial zone defined as a SF Planning Neighborhood Commercial District.

SFMTA staff will work closely with District staff during the evaluation process so concurrence can be reached on next steps depending on specific circumstances of each stop.

Recommendations will include 1) maintaining as a flag stop, 2) converting to a 20' red curb for front door boarding or 3) converting to a full box zone, or 4) consolidation or deletion of the flag stop(s).

Converting to a 20' clear zone for the front door will remove 1 parking space and would be legislated through the City Traffic Engineers current authority. Converting a flag stop to a box zone requires 80-120' of red curb legislation (depending on type of bus stop and location) and several months of outreach and administrative processes before obtaining parking approval legislation from the SFMTA Board.

Due to the staff and financial resources required to advance phase 2, SFMTA is committing to review 100-125 stop locations a year identified in phase 2. Consequently, we anticipate this phase taking four years to complete. As can be seen in the chart above, Districts in the west and southern part of the city (D4, D7, D8, D10 and D11) have a higher proportion of flag stops, so SFMTA staff will focus on these areas first.

*Phase 3 – Red curb at all remaining flag stops (September 2022 - March 2029)*

Aside from the 506 flag stops that will be addressed as part of the phase 2 process, there is approximately 1,085 flag stop locations to be analyzed in phase 3. These stops are mostly located in residential neighborhoods and on low frequency (20 min or more) transit lines and therefore do not warrant box zones. All of these locations, however, will be reviewed for a 20' clear zone to support front door boarding/alighting in accordance with the new policy guidance as outlined above.

Concurrently with phase 2, phase 3 locations will be reviewed by SFMTA staff in concert with District staff at approximately 125-150 phase 3 locations a year. Consequently, we anticipate it will take approximately 7 years to evaluate these locations. Implementation of a front door clear zone will remove 1 parking space and would be legislated through the City Traffic Engineers current authority.

Additionally, SFMTA Accessible Services shall request, and prioritize, locations for front door bus bulbs that have a pattern of boarding by wheelchair users, other disabled persons or seniors. In these locations, the red curb will be converted to a front door bulb using the Accessible Stops Spot Improvement program in the SFMTA Transit Optimization Capital Improvement Plan (CIP) and we currently anticipate approximately \$25,000 a year, as needed, will be dedicated for this effort.

BOARD of SUPERVISORS



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1 Dr. Carlton B. Goodlett Place, Room 244  
San Francisco, CA 94102-4689  
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TDD/TTY No. (415) 554-5227

## MEMORANDUM

TO: Jeffrey Tumlin, Executive Director, Municipal Transportation Agency

FROM: Erica Major, Assistant Clerk, Land Use and Transportation Committee

DATE: May 18, 2022

SUBJECT: HEARING MATTER INTRODUCED

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The Board of Supervisors' Land Use and Transportation Committee has received the following hearing request, introduced by Supervisor Preston on May 10, 2022:

**File No. 220560**

**Hearing to discuss San Francisco Municipal Transportation Agency's (SFMTA) Report to develop and implement a plan to promote unobstructed pedestrian access for boarding public transit by eliminating parking in bus stops and making other necessary infrastructure improvements; and requesting the SFMTA to report.**

If you have any comments or reports to be included with the file, please forward them to me at the Board of Supervisors, City Hall, Room 244, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102.

cc: Kate Breen, Municipal Transportation Agency  
Janet Martinsen, Municipal Transportation Agency  
Joel Ramos, Municipal Transportation Agency  
Ricardo Olea, Municipal Transportation Agency

# Introduction Form

By a Member of the Board of Supervisors or Mayor

Time stamp  
or meeting date

I hereby submit the following item for introduction (select only one):

- 1. For reference to Committee. (An Ordinance, Resolution, Motion or Charter Amendment).
- 2. Request for next printed agenda Without Reference to Committee.
- 3. Request for hearing on a subject matter at Committee.
- 4. Request for letter beginning : "Supervisor  inquiries"
- 5. City Attorney Request.
- 6. Call File No.  from Committee.
- 7. Budget Analyst request (attached written motion).
- 8. Substitute Legislation File No.
- 9. Reactivate File No.
- 10. Topic submitted for Mayoral Appearance before the BOS on

Please check the appropriate boxes. The proposed legislation should be forwarded to the following:

- Small Business Commission
- Youth Commission
- Ethics Commission
- Planning Commission
- Building Inspection Commission

**Note: For the Imperative Agenda (a resolution not on the printed agenda), use the Imperative Form.**

Sponsor(s):

Subject:

The text is listed:

Signature of Sponsoring Supervisor:

For Clerk's Use Only