

NEXT STOP: JUSTICE

Race and
Environment at the
Center of Transit
Planning



POWER • DATACENTER • URBAN HABITAT

DECEMBER 2012

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INTRODUCTION: WHY BUSES?

Public transit serves as the circulatory system of a city. Bus routes, trains, and subways are as vital to healthy civic life as blood to the body—and just as blood has to nourish all the organs of the body, transit needs to reach into all neighborhoods of a city.

A city's least privileged residents depend most heavily on the transit lifeline, particularly the bus routes. Low-income working people, people of color, youth, seniors and disabled people all rely on the bus to carry on their daily lives. Shoddy and expensive service dramatically restricts their access to resources and opportunities.

But cities and transit agencies that want to maintain healthy bus service have to contend with funding priorities at all levels of government that favor automobile use over transit, and rail over bus service. More than 80 percent of federal transportation funds go to highways, only 20 percent to public transit—and the law severely restricts use of federal transit funds for day-to-day operations. The Metropolitan Transportation Commission, which is responsible for distributing federal and state transportation moneys in the nine-county Bay Area, allots just 6 percent of its expansion funds to bus service.

San Francisco has one of the oldest and most developed public transit infrastructures in the country. More than 60 percent of Muni riders are people of color, though they show more class diversity than riders on other transit systems.¹ But the debates over how best to run Muni that

have roiled since the early 1990s show the same pattern as those in other cities. Equity gets pitted against efficiency, and the interests of working-class communities who depend on public transit are pitted against those of professional and managerial commuters and “choice riders.”

Mainstream initiatives to reform Muni have advocated fare increases and service cuts. Recent initiatives call for “efficiencies” as a way to fix Muni, but changes that make the system move faster may hurt service that people depend on. Cutting the number of bus stops, for example, can make taking the bus significantly harder for people with mobility issues—whether they are wheelchair users, seniors or mothers traveling with small children. To make matters worse, working-class bus riders are largely unorganized, which means they aren't at the table when decision-makers shape the future of transit in the city.²

That situation is beginning to change. In the last few years African American, Latino, Chinese, Pacific Islander and working-class white bus riders have started to organize. One of the most powerful expressions of this new political force making change from the grassroots up is the Free Muni for Youth Coalition. POWER, along

with the Adopt-An-Alleyway project of the Chinatown Community Development Center, the San Francisco Youth Commission, Jamestown Community Center, Urban Habitat and many others, has been fighting to win free public transit for youth ages 5–17, with San Francisco Supervisor David Campos as a key ally. In a period of “austerity” we are advancing a public transit policy that will help equalize access and opportunities for over 40,000 low-income youth across the city and help create a new generation of transit users.

The Free MUNI for Youth campaign embodies the core principle of this report: that putting the needs of transit-dependent riders at the center of reforms in Muni will bring the greatest benefit for all transit users. Affordable, accessible and reliable transit for all will

bring great environmental and economic benefits to San Francisco as a whole.

As Muni celebrates its 100th birthday and looks to the future, key questions hang in the balance. Will working-class bus riders be at the center of our transit policy priorities, or will public transit become a privilege accessible only to those who can afford the rising fares? Will expanding bus service take precedence over expensive capital construction projects? Will our city and the region choose to invest in public transit as a green economy growth sector, and one of the largest employers of black workers? We hope that Next Stop: Justice will help guide the creation of the transportation system we know is both possible and urgently needed for our communities and our future.

RESEARCH TOOLS AND MAJOR FINDINGS

Tools

The research partners on this study—POWER, Urban Habitat and DataCenter—utilized multiple research methods to analyze San Francisco’s transit system and policies, and the impact those have on everyday riders, particularly low-income people and people of color. Our tools included:

Literature review: We thoroughly reviewed existing transit studies, transit agency meeting minutes, media articles, and city, county and agency reports.

Census data: We compiled key census data on ridership and demographics from the American Community Survey Five-year sample (2005–2009).

Bus rider survey: POWER, with support from DataCenter, developed a short survey of bus riders. Staff and volunteers canvassed on major buses lines throughout San Francisco and collected 727 surveys of bus riders in English and in Spanish.

The report focuses on the three core issues that frame POWER’s Transit to the People campaign: equity and racial justice; the environment; and employment and economic opportunity. We are offering this as both a strategy document and a grassroots policy and research paper. It reflects the lessons we have learned from our members’ experience and our multi-pronged research, as well as our vision for a truly just mass transit system.

Findings

- 1. Nearly half of the 727 bus riders surveyed in San Francisco’s low-income communities and communities of color said they could not afford Muni’s rising fares.** Nearly three-fourths of the survey participants reported that they had seen someone cited and removed from transit for non-payment of fares.
- 2. San Francisco spends \$9.5 million per year to implement its “Proof of Payment” (POP) fare enforcement program, and recovers only \$1 million in lost fares. Clearly, this is not effective revenue generation—but it is a tool for spreading fear and discrimination.** Accounts from bus riders and the SFPD-SFMTA liaison indicate that Muni tends to deploy more uniformed officers to enforce fares in working-class communities of color.
- 3. Public transit can move the local economy.** Investment in transit operations and service—and in bus drivers, mechanics and support staff—is an efficient and effective economic development strategy. An analysis of federal stimulus spending showed that transit operations created 72 percent more jobs than similar investments in transit capital;³ \$10 million invested in transit operations produces \$30 million in increased business sales.

4.Reducing transit fares can help San Francisco reach its climate objectives by increasing ridership. The city has set ambitious goals for reducing auto trips, but has yet to enact the policy changes that will spur a significant shift from auto use to transit. In San Francisco, as in Los Angeles and London, we see that when fares increase, transit ridership decreases—and vice versa. Free Muni rides enticed more than 200,000 San Franciscans to leave their cars at home during the first two Spare the Air days in 2007, for example.⁴ Every 10 percent increase in fares decreases ridership by 4 percent, according to the American Public Transportation Association.⁵

5.Bus riders in the core communities of color in San Francisco are impacted by long waits and overcrowded buses. Comparing the MTA’s data on the core lines that POWER members ride with the MTA’s recorded system average we found that overwhelmingly, the on-time performance on each of these lines in southeast San Francisco is significantly worse than the system average.



EQUITY & TRANSIT RACISM

Our analysis of public transit in San Francisco centers on the experiences of POWER’s constituency in the Black, Latino, Asian and Pacific Islander communities of the Mission, Bayview Hunters Point, Excelsior and Visitacion Valley. Through our work in these neighborhoods and our 727 bus rider surveys, we identified the most pressing transit issues in communities of color: expensive, overcrowded and insufficient transit service, and aggressive fare enforcement. This section of the report explores both of these issues in greater depth.

RIDERS PAY MORE FOR LESS

“The cost of the bus is very high. I cannot afford the Fast Pass at this cost. This affects my work, my children’s participation in after-school or summer programs, or our medical appointments. If you look, it affects everything. I have to buy less food for my family, not vegetables or not fruit, because we need to get to our work or school.”

—Delia Sanchez, who rides the 52-Excelsior line

Delia Sanchez doesn’t carry the burden of high Muni fares alone: 48 percent of the riders who took the POWER survey said they didn’t have enough money for transportation in the last month. And like Sanchez, the riders surveyed use public transportation for a whole range of tasks and activities. This includes school (57 percent), appointments (41 percent), work (40 percent), grocery shopping (35 percent), after-school appointments (15 percent) and childcare (8 percent).

Muni’s basic adult fare doubled in 2007, going from \$1 to \$2. The cost of the monthly Youth Fast Pass has more than doubled in the last three years. It shot up from \$10 in 2009 to \$22 in 2012. The spike in the cost of the Youth Pass came just as the San Francisco Unified School District began to phase out yellow school bus service. Students have to rely on Muni to get to school, and their families have to pay another bill.

Crowded buses, long waits

“The 54 only comes every 30 minutes. If the bus is off schedule my trip can take a lot longer. The T-train at night usually means at least 20-30 minutes waiting. Then often when the train does come, it’s only running from downtown to 23rd Street. It turns around before it even gets to Bayview. The buses that affect the poorest communities are the buses that run the slowest and least often.”—Lorren Dangerfield

Riders not only have to come up with higher fares—but they also put up with long waits and often-overcrowded buses. More than half of the bus riders surveyed (54 percent) reported waiting, on average, 10 to 20 minutes for a bus, and 16 percent reported waiting more than 20 minutes.

In a comparison of on-time performance in fiscal year 2011, nine of eleven bus lines often used by POWER members ran late more often than the average bus, according to data from the SFMTA. (See “POWER Bus Lines Compared Against System Average” in the appendix.)

Long wait times can be more than mere inconveniences, especially for workers in low-wage service industries with strict on-time attendance rules. For these workers, a bus

delayed can mean a job lost—so to compensate for unreliable transit, they need to leave home much earlier. This cuts into the time they can spend taking care of themselves and their families.

Passengers on the bus lines surveyed by POWER also reported that overcrowding often makes their trips more trying. Two-thirds of the survey respondents said that they experienced overcrowding on their bus within the past week, either always or frequently. POWER members report consistent overcrowding on the 14 Mission, 30 Stockton, and 8X Bayshore Express. Muni buses do have automatic passenger-counters, but the SFMTA hasn’t used the counts to see which lines get overloaded and when. (See “POWER Bus Lines Compared Against System Average” in the appendix.)

14 MISSION



Name: Alma Merlin

My 14 Mission Experience: The 14 bus is most crowded around 3:30pm because students get out of school at that time. I usually try to catch it at 24th and Mission. Usually my friends and I ride this bus, youth and elders. I see a lot of Latin@s and a lot of low-income people riding this bus. People get really angry at each other because it’s so crowded and they start pushing each other, in the front and the back of the bus.

There was this one time when they pushed me: They were trying to get past me and I couldn’t move, so they tried to fit in even though I didn’t have any more room. I think if there were more 14 buses things would be less crowded. I like riding this bus when it’s not so crowded because I don’t feel safe when it’s crowded and people get very violent. I like this bus because it takes me where I want to go but it gets too crowded sometimes.

How the 14 Mission can be better:

- Fix overcrowding



LINE PROFILE

Daily Ridership: 22,809

Daily Ridership Rank: 6th of 64 buslines

On-time: 68% of trips

Headway (scheduled time between buses) adherence: 51% of trips

Service Areas: Downtown (Civic Center, Financial District, Union Square); Mission (the Mission, Bernal Heights, Excelsior, Ingleside); SoMa (South of Market, Mission Bay, Potrero Hill, Transbay Terminal).

Overcrowding can compound wait times by bypassing stops, forcing passengers to wait for the next bus. It also feeds conflict among passengers and decreases safety, especially for women passengers, who run a greater risk of experiencing inappropriate sexual contact on a packed bus.

Class, race and transit costs

A quick scan of three San Francisco maps shows that high and rising transportation costs put the heaviest burden on the city's low-income families of color. Figure 1 shows the income distribution in the city, and Figure 2 shows race and ethnicity (both in the appendix).

The five neighborhoods of Chinatown, the Mission, Bayview Hunter's Point, Excelsior, and Visitacion Valley loosely form a strip running north to south on the eastern side of San Francisco, with some of the city's

lowest per capita incomes and highest proportions of immigrants and people of color (Figures 1 and 2). Families in these same neighborhoods were spending 20-24 percent of their total household income on transportation in 2005, which was before the bus fare doubled (Figure 3, in the appendix).⁸

Escalating Muni fares contribute to the high and rising cost of living that is eroding communities and pushing low-income families of color out of San Francisco. Lack of affordable and reliable transit touches every aspect of life for transit-dependent people who remain in the city. It restricts access to jobs, health care, education and recreation, exacerbates isolation, and enforces segregation. It so deeply affects people's equal participation in society that it constitutes a violation of civil rights.

T-THIRD



Name: Lorren Dangerfield

My T-Third Experience: Last year, I was a senior at June Jordan School for Equity. I rode the bus because it was my only option. I don't have a car, and there was no one else to take me, so the bus it was. I took the bus to school, to work, anywhere I had to go. Generally it would take me an hour to get anywhere. That's with no problems or having to wait for a bus for a long time. The 54 only comes every 30 minutes. If the bus is off

schedule my trip can take a lot longer. The T train at night usually means at least 20-30 minutes waiting. Then often when the train does come, it's only running from downtown to 23rd Street. It turns around before it even gets to Bayview. I can end up waiting for hours. One night I waited for two hours at 20th and Third Street, waiting for a train that was completing the full line and going into Bayview. All the lines I take, except for the 14, don't run often at all. The buses that affect the poorest communities are the buses that run the slowest and least often.

How the T-Third can be better:

- Less Overcrowding
- More service
- Shorter commute times



LINE PROFILE

Daily Ridership: 30,033

Daily Ridership Rank: 2nd highest of 6 light rail lines.

On-time: 58% of trips

Headway (scheduled time between buses) adherence: 45.3% of trips

Overcrowded during AM Peak: 17% of trips

Service Areas: Caltrain Depot; Central SF/north (the Castro, the Haight, Inner Noe, Hayes Valley); Central SF/west (West Portal, Saint Francis Wood); Downtown (Civic Center, Financial District, Union Square); SoMa (South of Market, Mission Bay Potrero Hill, Transbay Terminal); Southeast SF (Bayview, Hunters Point, Portola, Visitacion Valley); Western SF (the Sunset

30 STOCKTON



Name: Anna L.

My 30 Stockton Experience: I am a high school student at Galileo, and live in the Tenderloin. Muni is the primary way I get around the city—going to school, visiting family and friends, volunteering at an event, or outreaching in my community. There are several bus lines accessible to me, but there are often long wait times and over-crowding. Riding the 30 Stockton is

especially frustrating; it is chaos on wheels. Because of the massive amount of people trying to get on the bus at once it is extremely difficult to get off the bus. People push and shove and I am often stepped on. There are also many elders riding the 30 bus that the seats allocated for senior citizens are quickly taken by young people and aunties and uncles that had just finished grocery shopping. Elders also are hesitant to move to the back of the coach, so they crowd the front. We need to have enough buses running in Chinatown to make sure seniors have seats and that riding Muni can be efficient and safe.

How the 30 Stockton can be better:

- Less overcrowding/pass-ups
- More service



LINE PROFILE

Daily Ridership: 31,395

Daily Ridership Rank: Highest of 64 buslines

On-time: 82% of trips

Service Area: Chinatown, Fisherman's Wharf, Caltrain Depot, Downtown (Civic Center, Financial District Union Square); Northern SF (Marina, Nob Hill, North Beach, Western Addition); SoMa (South of Market, Mission Bay, Potrero Hill, Transbay Terminal).

44 O'SHAUGHNESSY



Name: Tina Sataraka

My 44 O'Shaughnessy Experience: I'm a senior at Balboa High School. I will turn 18 in December, so that means that the Free Muni for Low-Income Youths will not apply to me. I take the bus to school, to my community work, and for all the errands I run for my family. I have had problems with buses on the 44 line passing me up because it was no longer in service or overcrowded.

After waiting for 30 minutes for a bus, if you get passed up it is very irritating!! This happens a lot in the evening too, at 8 or 9pm. Sometimes, then, the next bus driver won't let me on because my transfer expired in that time I was waiting. I have also been on the 44 two different times when it broke down in the morning. I had to get off and walk the rest of the way. The 44 line runs through the Excelsior, Bayview and Twin Peaks. A lot of high school students, elders, and workers ride this bus. If it would run every 15 minutes, then buses would be less crowded and that would be a lot better.

How the 44 O'Shaughnessy can be better:

- Less Overcrowding – Pass ups
- More Service
- Less Fare Enforcement
- Shorter Commutes



LINE PROFILE

Daily Ridership: 13,802

Daily Ridership Rank: 12th highest of 64 buslines

On-time: 67% of trips

Service Areas: Golden Gate Park; Central SF/middle (Outer Noe, Glen Park, Twin Peaks); Central SF/west (West Portal, Saint Francis Wood); Mission (the Mission, Bernal Heights, Excelsior, Ingleside); Northwest SF (the Richmond, Laurel Heights, the Presidio); Southeast SF (Bayview, Hunters Point, Portola, Visitacion Valley); Western SF (the Sunset, Parkside, Forest Hill).

(UN)FARE ENFORCEMENT: POP BREEDS FEAR, LOSES MONEY

"I got a ticket on the 8X. I told the fare enforcement officers, 'I don't have \$100 to pay the ticket.' The worst thing about fare enforcement is that, when you live in SF, it feels like you're already paying so much for everything, and the cost of the fine is ridiculous.." —Lamar Middlebrooks

The SFMTA began implementing proof-of-payment fare enforcement (POP) in the mid-1990s on Muni's light rail lines. In 2005 the agency expanded POP to bus lines. Uniformed and armed San Francisco Police Department (SFPD) officers began boarding the buses and handing out tickets that carried substantial fines.^{11,12} This aggressive enforcement, on top of the fare hikes and service cuts, restricts access to transit in low-income communities and communities of color.

San Francisco's POP program departs from typical transit agency practice, and the city's own transit culture. Nationally, POP is rare on non-rapid bus lines,¹³ and stories from long-time Muni riders describe a much more humane attitude before POP.

"We always paid, but if you didn't have fare it wasn't like you had to sneak on the bus," said Deltrice, a native San Franciscan and long-time rider. "We always had respect for the bus drivers. We would approach the driver and ask if we could have a courtesy ride. At least 75 percent of the time, the bus driver would say okay if you asked," she said.

But Deltrice noticed a marked change when she returned to San Francisco after college.^{14,15} "Seems like Muni went into a budget crisis and we started seeing all these officers on the buses," she said. "I feel like things changed the minute Muni started hiking up the fares. Before the fare for adults was \$1, now it's \$2. And times are harder now. Transfer time got shorter, the cost of fare went up, and they started ticketing people all at once. Now you

14 MISSION



**photo taken on the 14 line on the day that Tere was ticketed.*

Name: Tere Molina

My 14 Mission Experience: I am a single mother with five children and I live in Sunnydale in Visitacion Valley. I rely on the bus to get everywhere I go. I am disabled so I buy a discounted pass for disabled people. I pay \$20 every month for my pass and I load it at the beginning of the month, as soon as I have enough money. I loaded my pass this month at Walgreens like I always do. Then a couple of days later I was riding the 14 bus. At 30th and Mission some fare

enforcement officers got on the bus and when they read my card their machine said my card wasn't valid. They made me get off the bus and they gave me a \$100 ticket. There is no way I can pay this ticket, and I don't deserve it. I was so angry because I know I had loaded my card. It's frustrating because the next day, on the next bus, my card worked. The fare enforcement officers said I had to go to the MTA office to contest it. Once I got there, they told me that I can only contest it in writing in English (which I do not speak) by mail. I wrote to them contesting my ticket and I just received a letter back from them saying I have to pay the \$100 anyway. There was money loaded on my card but because the reader was broken or their system doesn't work, I got a ticket and there's nothing I can do about it.

How the 14 Mission can be better:

- Less Fare Enforcement



LINE PROFILE

Daily Ridership: 22,809

Daily Ridership Rank: 6th of 64 buslines

On-time: 68% of trips

Headway (scheduled time between buses) adherence: 51% of trips

Service Areas: Downtown (Civic Center, Financial District, Union Square); Mission (the Mission, Bernal Heights, Excelsior, Ingleside); SoMa (South of Market, Mission Bay, Potrero Hill, Transbay Terminal).

see people all the time watching out for officers, because people can't afford the fare." Cumulatively, these policy changes have resulted in numerous social and financial consequences, especially for working-class communities of color who depend on public transit for access to work, school, quality healthcare, food and recreation.

Communities of color feel the sting

The expansion of proof-of-payment fare enforcement has fostered widespread fear and decreased access to public transit among working-class Black, Latino, Asian and Pacific Islander communities in east and southeast San Francisco—the same neighborhoods where families were spending 21–24 percent of their total household income on transportation even before the bus fare doubled (Figure 3, in the appendix).¹⁶ Now, bus fare is less affordable and more aggressively enforced. Accounts from bus riders as well as the police department's liaison to the SFMTA indicate that Muni tends to deploy more uniformed officers to enforce fares in working class communities of color.¹⁷

"In the Bayview, the biggest (transit-related) problems were fare evasion issues," Deputy Chief John Murphy told an SFMTA committee in May 2010. "Thus, the Bayview station monthly calendar relied heavily on a strong visual

presence of officers in uniform." In the POWER survey of bus riders, 72 percent of respondents said they had seen someone taken off the bus for not having money for fare or not having proof of payment.

In the most aggressive type of fare enforcement, eight to ten transit fare inspectors plus two to four SFPD officers demand to see riders' proof-of-payment and identification.¹⁸ On Muni lines that serve large numbers of immigrants, these "saturation stings" have had the same effect as ICE (Immigration and Customs Enforcement) raids. Because the SFPD participates in the federal "Secure Communities" program, these stings have led to several cases where bus riders were detained and transferred to ICE for deportation.¹⁹

One extreme incident of aggressive POP enforcement and racial profiling claimed the life of a young Black man in the Bayview in July 2011.²⁰ Police shot Kenneth Harding after he took off running when they demanded to see his proof of payment.

Harding was 19. Had he been younger, he would have faced the stigma of criminal charges. Youth under the age of 18 face the added threat of being charged with a criminal offense if they are fined for fare evasion.

T-THIRD



Name: Greg Fields

My T-Third Experience: I am a former fare enforcement inspector. I started training in 2008. It's an eight-week training. It kind of desensitizes you to hearing the concerns of people. They tell you, you are going to hear every excuse out the book. I was working two jobs at the time. I was a security guard during the graveyard shift and working for Muni during the day. When I started, it was more customer service oriented. It was

not as focused on writing citations. Now what I see is all citation writing. We used to pay attention to quality of life concerns. If a person was homeless and didn't have the means to pay, we would take that into account. Now when I ride the bus, I see the enforcement officers making people on guard. You see people stressed, trying to get to GA or other appointments. Before you might have had the option to get off the bus. Now they will write the citation either way.

How the T-Third can be better:

- Less discrimination in fare enforcement



LINE PROFILE

Daily Ridership: 30,033

Daily Ridership Rank: 2nd highest of 6 light rail lines.

On-time: 58% of trips

Headway (scheduled time between buses) adherence: 45.3% of trips

Overcrowded during AM Peak: 17% of trips

Service Areas: Caltrain Depot; Central SF/north (the Castro, the Haight, Inner Noe, Hayes Valley); Central SF/west (West Portal, Saint Francis Wood); Downtown (Civic Center, Financial District, Union Square); SoMa

Overall, the aggressive surveillance and policing characteristic of POP operations have contributed to a sense of fear and lack of safety among communities of color.²¹

Immigrant and civil rights groups and community members have organized to protest to Muni's expanded, police-oriented fare enforcement. The SFMTA acknowledged the fear and harassment many riders experience, and issued a temporary saturation moratorium in order to provide "sensitivity training" to transit fare inspectors and encourage the use of multi-lingual materials.²² However, these superficial remedies do not address the main issues of unaffordable fares and the deportations and violence facilitated by SFPD fare enforcement. As Immigrant Rights Commissioner Ana Perez asserted, all departments must review their policies for providing services to San Franciscans to ensure compliance with the Sanctuary Ordinance.²³

San Francisco's Sanctuary Ordinance, adopted in 1989, is one of the city's most important human rights policies. The ordinance prohibits city employees from helping Immigration and Customs Enforcement (ICE) with

immigration investigations or arrests unless such help is required by federal or state law or a warrant. This allows all residents, regardless of their immigration status, to feel comfortable accessing the city services that they need, without fear of detention or deportation. The ICE detentions and deportations that resulted from fare enforcement on Muni undermine the basic foundation of the City's Sanctuary City policy. Furthermore, the SFMTA should not utilize police officers to compel riders to show identification.

High cost, low return

POP saddles San Francisco with a heavy financial burden on top of the social costs. The funds spent on the program far outweigh the revenue recovered.

From 2006–2010, the SFMTA increased the POP program budget 77 percent.²⁴ In FY 2009–10, POP cost the city \$9.5 million, but captured only about \$1 million in fee revenue (See Figure 4).²⁵

POP runs an even greater deficit than these figures reveal, since the program's budget does not include the substantial

29 SUNSET



Name: Paulo Acosta

My 29 Sunset experience: I am a student at Balboa High School. I ride the 29 bus to school. They do a lot of fare enforcement on the 29 when people are leaving school, transferring from BART or going home. I see them do it more with people of color. They wait for people at the stop, and ask them to show their ticket on the way out. If you don't have a transfer they tell you, "Where's your

ID? Where's your ID, check your pockets!" They stopped a woman and when she didn't have her transfer, they demanded she show ID. She only had a City College ID. They actually went through her book bag to try and find one. She was angry and she said, "I want that officer's name!" They think that because they have a badge they can harass people. It makes me mad and it makes me not want to walk around with ID. I have hopped on the back of the bus because, I mean, I didn't have enough money. There needs to be a better approach when it comes to fare enforcement.

How the 29 could be better: • Less fare inspection and harassment from fare enforcement



LINE PROFILE

Daily Ridership: 20,724

Daily Ridership Rank: 8th highest of 64 buslines

On-time: 70% of trips

Service Area: Golden Gate Park; City College of San Francisco [Ocean Campus]; Mission [the Mission, Bernal Heights, Excelsior, Ingleside]; Northwest SF [the Richmond, Laurel Heights, the Presidio]; Southeast SF [Bayview, Hunters Point, Portola, Visitacion Valley]; Southwest SF [Lake Merced]; Western SF [the Sunset, Parkside, Forest Hill]

cost of work orders.²⁶ The SFMTA contracts with other city agencies through the work order process to get services that support its operations. In FY 2010–11, it paid out more than \$12 million to the SFPD, according to an audit by the City Controller’s Office.²⁷

Despite this already severe deficit, the SFMTA plans to keep expanding the POP program—and lose an additional \$700,000—in FY 2012–13.²⁸ In its current state, POP fare enforcement on buses is socially unjust and financially unfeasible. It should be discontinued.

Figure 4. Proof of Payment Chart²⁹

Fiscal Year	2006-07	2007-08	2008-09	2009-10	Increase FY 2006-07 to FY 2009-10	Percent Increase
Salaries & Benefits	\$5,261,088	\$5,936,708	\$8,250,459	\$8,750,035	\$3,488,947	66%
Non-salary expenditures	\$133,995	\$204,867	\$163,376	\$790,264	\$656,269	490%
Total Budgeted Costs	\$5,395,083	\$6,141,575	\$8,413,835	\$9,540,299	4,145,216	77%
Fee revenue generated	\$178,000	\$159,000	\$720,000	\$1,242,491		
Deficit	\$5,217,083	\$5,982,575	\$7,693,835	\$8,297,808		

8X BAYSHORE EXPRESS



Name: Lamar Middlebrooks

My 8X experience: The 8 is super-crowded in the morning and sometimes there will be more than two buses in a row. They don’t follow the schedule. For an 8, I’ve waited up to 25 minutes. Fare enforcement on the 8X downtown happens right on the side of Old Navy. They know people are trying to get to work, so it’s a hub. I got a ticket on the 8X. I had been doing some community service, and I was by Happy Donut

near 6th and Bryant. I was on the back of the bus. I had already paid but I couldn’t find my transfer. There was a woman I was talking to, but I saw the fare enforcement officers get on the bus. In a bus full of people, they came straight toward me. They were searching my pockets. They didn’t even ask anybody else about their transfers. I told them I lost my transfer, but they were being really sarcastic like, “Oh, you lost your transfer? Really?” I told them, “I don’t have \$100 to pay the ticket.” It’s like, if you caught me and I didn’t pay, fine, but I had paid—it was unfair. I think the worst thing about fare enforcement is that, when you live in SF, it feels like you’re already paying so much for everything, and the cost of the fine is ridiculous.

How the 8X can be better:

- Stop racial profiling and harassment in fare enforcement
- More frequent bus service



LINE PROFILE:

Daily Ridership: 21,944

Daily Ridership Rank: 7th highest of 64 buslines

On-time: 76%

Headway [scheduled time between buses] adherence: 60.2%

Service Areas: Chinatown, Fisherman’s Wharf, City College of San Francisco (Ocean campus), Downtown (Civic Center, Financial District, Union Square), Mission (the Mission, Bernal Heights, Excelsior, Ingleside), Northern SF (Marina, Nob Hill, North Beach, Western Addition), SoMa (South of Market, Mission Bay, Potrero Hill, Transbay Terminal), Southeast SF (Bayview, Hunters Point, Portola, Vis Valley)



ENVIRONMENTAL BENEFITS OF TRANSIT: LOCAL SOLUTIONS FOR GLOBAL POLLUTION

Effective and user-friendly public transit has a vital role to play in fighting global warming. It can help cut air pollution and avert serious environmental and health problems.³⁰ San Francisco can make a difference locally by ensuring that public transportation is affordable and accessible, and by giving residents an incentive to use it. In doing so, the city would not only benefit the environment, but also the poor and working-class communities and communities of color that bear more than their share of the pollution burden.

"Sometimes I am forced to drive. When I look up the next bus and I see 45 minutes, then I'm forced to drive. After all the rising costs of the bus passes it would cost my family \$200 for all of us to get the monthly pass for two adults and two kids. When I drive I don't spend that much on gas. Muni has gotten so expensive that for me it's actually less expensive to drive. If we want to get more people using Muni, something has to be done about the cost."

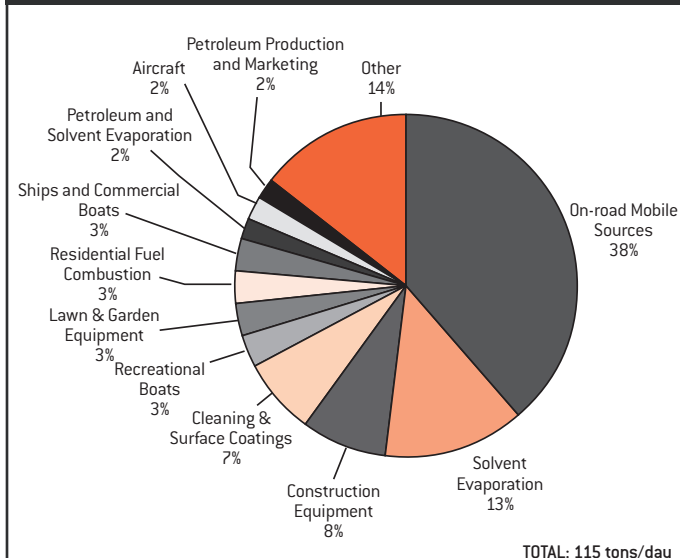
—Joanne Abernathy, who rides the 23-Monterey line

National and regional impacts

The United States has only 5 percent of the world's population, yet it emits nearly one quarter of the world's greenhouse gases (GHGs).³¹ Cars contribute approximately 20 percent of the nation's greenhouse gases. Predicted impacts of global warming include decreased food production and the displacement of communities by more frequent and intense heat waves, droughts, and rising sea levels.³²

A stronger public transit system is especially needed in the San Francisco Bay Area, where personal vehicle exhaust is a leading source of greenhouse gas emissions and toxic air pollutants.³³ In 2007, cars and light trucks accounted for 78 percent of transportation sector GHG emissions area-wide.³⁴ In the city of San Francisco, transportation sources produce 50 percent of all GHG emissions; by the end of 2012, emissions from cars and light trucks will have increased by around 12 percent from 1990 levels.³⁵

Figure 5. Average Daily Toxic Air Contaminant Emissions by Source Category, San Francisco Bay Area (2005)³⁸



Note: The "other" source category in Figure 5 consists mostly of non-road mobile sources such as transportation refrigeration units, industrial equipment, and commercial equipment.

Passenger vehicles contribute nearly four times more to global warming than heavy-duty trucks, ships, and aircraft combined.³⁶ Vehicle exhaust also poses serious health risks. Road vehicles are the most significant source of daily toxic air contaminants in the Bay Area (Figure 5). These airborne toxins are strongly associated with cancer and multiple diseases of the heart, lungs, liver, and kidneys.³⁷

The effects of pollution extend beyond the Bay Area to the Central Valley, where farming communities suffer from the worst air quality in the nation. Over a quarter of emissions in the northern portion of the Valley are transported from the Bay Area and Sacramento areas. Exhaust from San Francisco traffic also reaches the central and southern regions of the Valley, further exacerbating racial and class health disparities.³⁹ A majority of the residents of the Central Valley—including Fresno, Kern, Kings, Madera, Merced, San Joaquin, Stanislaus, and Tulare counties—are people of color, and more than 21 percent live below the poverty line.⁴⁰ The area has the second-highest concentration of Latinos in the state.⁴¹

In San Francisco, poor and working-class people and people of color are disproportionately impacted by poor air quality, because they tend to live next to high-volume roadways. Residents of Chinatown,

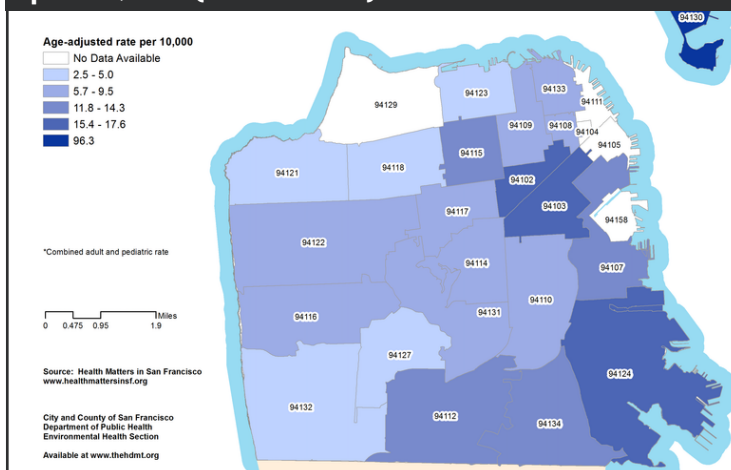
the Mission, Bayview-Hunters Point, the Excelsior, and Visitacion Valley suffer severe health burdens from pollutant exposure.⁴² One study of 12,000 residents in the Bayview revealed rates of cervical and breast cancer double those in other parts of the Bay Area, and hospitalization rates for heart failure, hypertension, diabetes, and emphysema more than three times the statewide average.⁴³ San Francisco Department of Public Health figures show startlingly higher rates of asthma hospitalizations in these neighborhoods than in wealthier ones. (Fig. 6)

Local action

Cities and countries worldwide have developed plans to reduce GHG emissions and blunt the impact of climate change. Currently, approximately 60 percent of all trips in San Francisco are taken in a private vehicle. Muni aims to reduce this to 30 percent by 2030.⁴⁵ This is a step in the right direction for San Francisco, which takes pride in leading the nation with progressive social and environmental policies, such as the SFMTA Board's recent approval of free Muni passes for low-income youth.⁴⁶

Yet other recent SFMTA policy decisions, such as increasing transit fare and decreasing bus service, severely undermine this target and threaten to erode the gains in public transit ridership over the years. Every 10 percent increase in fares decreases ridership by 4 percent, according to the American Public Transportation Association. To improve air quality, encourage San Franciscans to drive less, support the health of working-class communities of color, and ensure the vitality of future generations, the SFMTA needs to make Muni more accessible, affordable, and reliable.

Figure 6. Asthma Hospitalization Rate, per 10,000 (2007-2009)⁴⁴



To expand transit operations and reduce fares, existing transportation funds must be redirected toward mass transit rather than highways, and public transit budgets must prioritize service over capital and construction projects. Current federal and state transportation spending favors commuters and auto owners over the urban poor, the working class, the lowest income communities of color, the elderly, high school students, and the disabled. The Los Angeles Bus Riders Union (BRU) and other grassroots groups around the country launched an innovative campaign to correct this balance.

“Equity demands a mass movement of funds from the highway and rail interests to bus systems, from suburban commuters, corporate developers, and rail contractors to the urban working class of color,” writes Eric Mann, leader of the BRU’s planning committee.⁴⁷

Expanding transit operation and reducing fares is fundamentally a question of redirecting existing transit funds toward mass transit rather than highways and ensuring that

public transit funds primarily support service over capital and construction projects. In San Francisco our transit funds are also misdirected. Muni has lost millions not only from the POP program, but also from lax oversight of capital projects⁴⁸ and the over-use of work orders, which end up covering the budgets of other city departments at Muni’s expense.

With adequate funding for mass transit, cities like San Francisco could create affordable, efficient public transit systems available to the public at all hours. Where affordable transit options exist, cities can also implement auto-free zones and bus-only lanes that further privilege mass transit over individual cars, but care must be taken with implementing such strategies.

POWER does not support road pricing strategies that disproportionately restrict mobility for working-class and poor communities while giving wealthy drivers very little incentive to abandon individual car use. A more equitable policy approach would focus on low-cost, high-quality

52 EXCELSIOR



Name: Delia Sanchez

My 52 Excelsior experience: I am a mother of six children and a worker. I live in the Excelsior and I take the 52 bus to go to my work, my children’s school, and doctors’ appointments. It takes almost an hour to pass, so if I miss it, I will be very late to my work or appointment. The 52 is nearly always overcrowded. I don’t understand why it’s

so infrequent when it serves so many families and individuals.

The cost of the bus is also really high. I can’t afford the Fast Pass at this price, or if I get the Pass I have to buy less fresh foods and fruits and vegetables for my family, because I really don’t have enough money. This affects my work, my children’s participation in after-school or summer programs, and our medical appointments. If you look, it affects everything.

The 280 and the 101 freeways surround my neighborhood. We breathe that air from all these passing cars. In my family there are five people with asthma: my son, my husband, and three nephews. Black soot from the freeways covers the windows and the furniture all the time and I have to clean my home constantly. We have to cross this freeway at a dangerous intersection even to catch the bus.

How the 52 could be better:

- Run more frequently
- Affordable passes
- Less freeways and car exhaust



LINE PROFILE

Daily Ridership: 1,841

Daily Ridership Rank: 43rd highest of 64 buslines

On-time: 66% of trips

Service Area: Central SF/middle (Outer Noe, Glen Park, Twin Peaks); Central SF/west (West Portal, Saint Francis Wood); Mission (the Mission, Bernal Heights, Excelsior, Ingleside); Southeast SF (Bayview, Hunters Point, Portola, Vis Valley); Western SF (the Sunset, Parkside, Forest Hill).

public transit with bus priority zones on existing infrastructure.

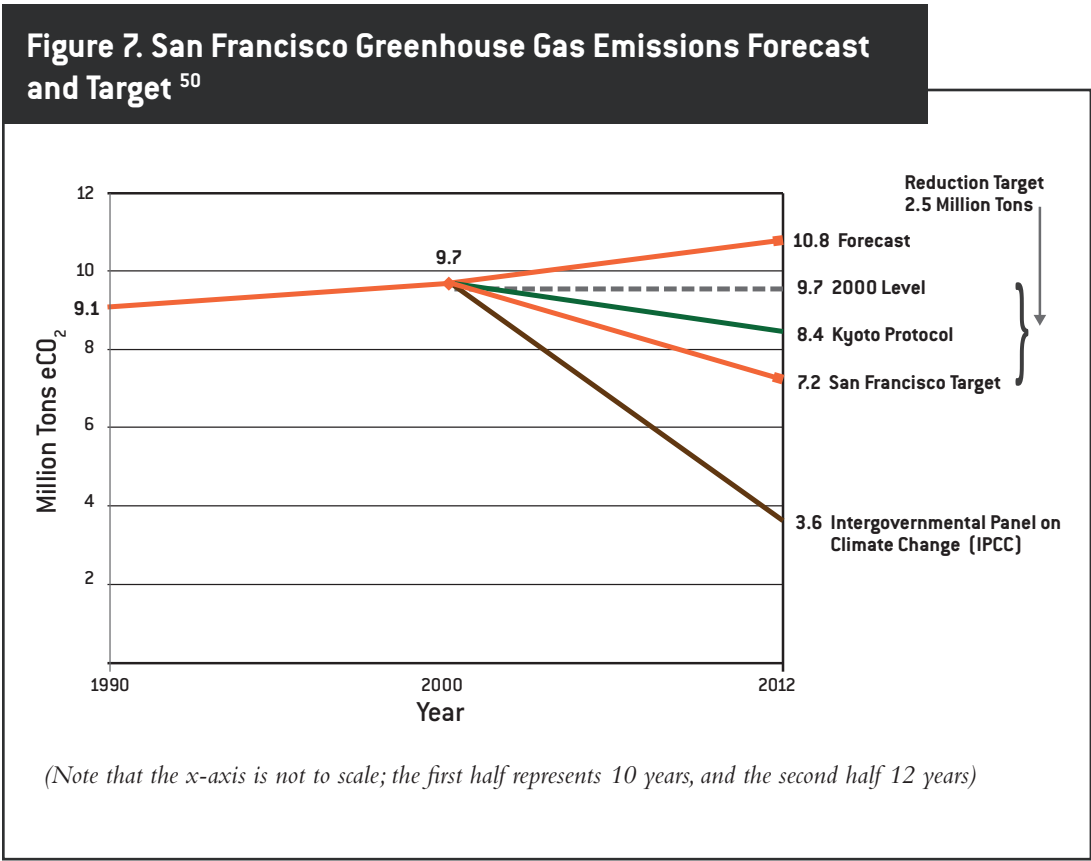
San Francisco should also consistently track and evaluate the air quality emissions of our buses, and make use of the cleanest fuel technology available. For example, Seoul, South Korea added electric buses to its fleet in 2010, and several countries produce full electric battery mass transit buses. These could replace San Francisco’s entire diesel fleet.⁴⁹ Electric buses are much more fuel efficient, and as California turns increasingly towards renewable energy, emissions from both electricity generation and autos can be reduced to zero.

POWER joins the BRU, Grassroots Global Justice, Movement Generation, the Climate Justice Alignment campaign and others around the country in calling for a “just transition” from extreme energy to sustainable alternatives. For the health of the planet and future generations, we must transition out of the extreme energy economy—an economy dependent on fossil fuels, incineration, agro-fuels, nuclear energy and other risky industries causing ecological disruption, public health crises and economic

impoverishment due to their industrialized extraction, production, pollution and waste practices. The transition from a culture of auto-centered transportation to prioritizing mass transit is a key component of this shift toward sustainability and away from dirty energy.

Climate change is no longer something that might occur in the future. It is already here, manifest in extreme and destructive weather events such as Superstorm Sandy, Hurricane Katrina, and the severe droughts in areas as distant as sub-Saharan Africa and the U.S. Midwest. Our communities have been and remain in the crosshairs of corporate greed and environmental destruction.

Just as focusing on transit-dependent riders will bring the most benefits to all San Franciscans, developing environmental policy with the health of communities of color and the survival of Third World nations at the center will do most to genuinely save the earth. The United States in particular must slash our ravenous consumption of world resources, beginning with fossil fuels. Now is the time to take bold action to end the primacy of the auto and replace it with mass transit.



23 MONTEREY



Name: Joanne Abernathy

My Experiences on the 23, the 54, and the

T-train: The 23 bus line runs through my community in Bayview Hunters Point. People in this community can't afford the bus. Most youth look for a driver they know who won't harass them to pay fare so they can get to school. Adults who

ride the 23 have a lot of problems because it doesn't run often enough so that you can make it to your appointments. Most people in the Bayview take the 23 to Third Street and transfer to the T-train or the 44. The 23 is supposed to run every 21 minutes, but you see people wait nearly an hour. It seems like there is always a broken or missing bus on this line. I even see the drivers turn around on Third Street and not complete the route up the hill to Hunters Point.

When I look up the next bus and I see a 45 minute wait, then I'm forced to drive. After all the rising costs of the bus passes it would cost \$200 to get the monthly pass for the two adults and two kids in my family. Muni has gotten so expensive that for me it's actually less expensive to drive and pay for gas. A lot of people in my neighborhood are deciding between \$2 for Muni fare or \$2 for milk. Of course you are going to choose to buy milk, and then we never get to make it out of our neighborhood. If we want to get more people using Muni, something has to be done about the cost.

How the 23 could be better:

- More frequent service
- Affordable passes
- Create a shuttle that runs frequently from Third Street up the hill to Hunters Point and back



LINE PROFILE

Daily Ridership: 4,367

Daily Ridership Rank: 33 out of 64.

On-time performance: 74.9%

Headway (scheduled time between buses) adherence: 88.5%

Service areas (approximate): Central SF/ middle (outer Noe, Glen Park, Twin Peaks) Central SF/west (West Portal, Saint Francis Wood) Mission (the Mission, Bernal Heights, Excelsior, Ingleside), Southeast SF (Bayview, Hunters Point, Portola, Vis Valley), Southwest SF (Lake Merced), Western SF (the Sunset, Parkside, Forest Hill)



ECONOMIC BENEFITS: PUBLIC TRANSIT CAN MOVE THE LOCAL ECONOMY

In the current age of “austerity,” the very concept of public or mass transit is being challenged. The Republican Congress introduced a bill in spring 2012 that would have eliminated all dedicated federal funding for mass transit. Between 2006 and 2009, the California State Legislature swiped over \$3 billion in state transit assistance rather than raise taxes to fill the general fund deficit. Such attacks on public sector unions and services shrink economic opportunity and social mobility for workers, students, seniors and those who depend on public transit. Cutting transit operations also stifles a vital source of green jobs and economic stimulus.

“Muni was a great job for anybody to get in the city. Period. I bought two houses with it. I sent two kids to college. Muni was an opening for Black workers because a lot of people thought it was low to drive a bus.”

—Betty Higgins, retired driver on the 54-Felton line

In the ongoing Wall Street-led depression, local sales tax revenues have collapsed, drastically reducing one of the main funding sources for public transit. From 2008 through 2010, nearly 90 percent of all the transit systems in the U.S. had to raise fares or cut service. Ten of the 25 largest transit operators raised fares more than 13 percent.⁵¹ As a direct result of these service cuts, 97,000 U.S. transit workers lost their jobs in 2009. By September 2010 an additional 78,000 jobs were lost.

Cuts in transit service mean job cuts for unionized drivers, mechanics and support staff. The impact of these cuts ought to be one of the fundamental points of political unity and solidarity for transit riders and transit unions.

In San Francisco, the transit operators’ union, Transport Workers Union (TWU) Local 250-A has one of the highest percentages of African American members of any union in the city. It plays a vital role in securing family-wage jobs that help stabilize communities of color.

Yet far too often politicians seek to divide riders and drivers by blaming service cuts on union contracts instead of addressing structural problems in transit funding. These include the huge bias towards highway construction in federal transportation spending, and restrictions on use of many funding sources to subsidize operations.

The choice to fund transit construction and capital projects over operations is rooted in several political dynamics.

Many politicians, under the influence of deep-pocketed developers who make big campaign contributions, continue to favor spending on capital projects. They prefer to pose for pictures holding gold shovels at construction sites rather than make investments to maintain and expand essential bus service that primarily serves low-income and working-class communities of color.

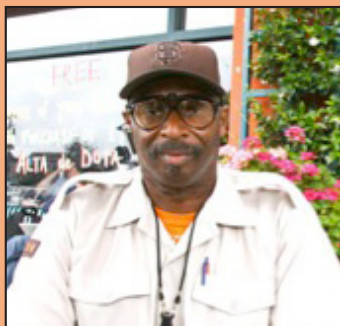
The economic impact of transit austerity politics goes beyond job cuts for bus drivers and mechanics. In addition to the direct jobs lost by cutting transit service, every \$1 in service cuts caused by operating deficits bleeds \$10 from the local economy in lost wages and increased transportation costs. These cuts hit transit-dependent people the hardest.⁵²

Conversely, investment in transit operations and service—and in bus drivers, mechanics and support staff—is one of

the most efficient and effective economic development strategies we have. Ten million dollars invested in transit operations produces \$30 million in increased business sales. This strong multiplier effect yields both additional jobs in the local economy and increased sales tax revenues for state and local governments.⁵³ An analysis of federal stimulus spending showed that transit operations created 72 percent more jobs than similar investments in transit capital.⁵⁴

The economic analysis is clear. An increased investment in transit operations and Muni service is one of the best equitable economic development strategies for supporting working-class families and addressing “family flight” from San Francisco. It will create real green jobs with good wages as it provides the affordable transit service needed for all San Francisco residents to access job opportunities throughout the city.

8X BAYSHORE EXPRESS (14L Mission and 38 Geary)



Name: Howard Nelson, Transit Workers Union Local 250A member, Flynn Division (Accordion Buses)

I have been a driver for 15 years. I drove the 8X, and now drive the 14L and the 38. Being a Muni driver is a good skill to have because, just like people need food, people will always need public transportation. At one time driving the bus was one of the only jobs that any minority could get. Muni drivers today are still majority

Black and Latino and increasingly also Asian. Before, no one ever wanted to be a driver. It is a hard job. In a new class of 25–30 operators, Muni is lucky if 5–6 of them stay on as drivers. It’s particularly hard now because you can’t get the weekends off. If you have kids, they have games, events, things you want to show up for. I have a son and daughter. If I could have 2–3 holiday weekends off it would make a huge difference.

I would also like to see the MTA invest in our buses. There are new models of buses that are much easier for elderly people and people with disabilities to enter, and I know I will get older myself one day. If the MTA can spend money on a light rail, the Transbay Terminal and the America’s Cup, they can afford to buy some new buses. When we look at the bigger question of raising more revenue for public transit, I think Obama is on the right track. No one needs to die a billionaire—what good does that do you? People making over \$250,000 a year can afford to pay more taxes to fund things like transit.



LINE PROFILE

Daily Ridership: 21,944

Daily Ridership Rank: 7th highest of 64 buslines

On-time: 76%

Headway (scheduled time between buses) adherence: 60.2%

Service Areas: Chinatown, Fisherman’s Wharf, City College of San Francisco (Ocean campus), Downtown (Civic Center, Financial District, Union Square), Mission (the Mission, Bernal Heights, Excelsior, Ingleside), Northern SF (Marina, Nob Hill, North Beach, Western Addition), SoMa (South of Market, Mission Bay, Potrero Hill, Transbay Terminal), Southeast SF (Bayview, Hunters Point, Portola, Vis Valley)

54 FELTON



Name: Betty Higgins

My 54 Felton Experience: I am the 54 line. I drove the 54 bus from when they first started it until I retired in 2001. No one else wanted it because it was in the Bayview neighborhood. But I couldn't wait to get on that line. Muni was a great job for anybody to get in the city. Period. The people were fair. As long as you did your job and got there every morning it was great. I bought two houses with it. I sent two kids to college. Muni was an opening for Black workers because a lot of people thought it was low

to drive a bus. My father-in-law was a bus driver, my brother-in-law, I have two nieces driving now as we speak. You had to take the civil service test and then you could apply. You also have a lot of women who were able to become drivers. We women at that time we were secretaries. I worked in nursery school for a while. I wasn't thinking about driving a bus until I saw that Muni was hiring and I applied. Muni has the best bus drivers anywhere, because we have buses on hills and streets you would think two people couldn't walk on, but we find a way to drive them.



LINE PROFILE

Daily Ridership: 6,348

Daily Ridership Rank: 27th highest of 64 buslines

On-time: 64%

Headway (scheduled time between buses) adherence: 86.3%

Service Areas: City College of San Francisco (Ocean campus), Mission (the Mission, Bernal Heights, Excelsior, Ingleside), Southeast SF (Bayview, Hunters Point, Portola, Vis Valley), Southwest SF (Lake Merced)



POLICY RECOMMENDATIONS: A ROUTE TO TRANSIT JUSTICE

1. Increase investment in San Francisco's public transportation by taxing large developers and corporations.

The city should seriously investigate the following options: increasing the impact fee on new development to a more appropriate level, taxing technology companies, creating a transit assessment district, and taxing sports franchises for transit services. For too long, the city has balanced its transit budget on the backs of riders and drivers. Corporations need to pay their fair share so that we can lower public transit fares. Large developers and corporations already benefit from how public transit increases property values and brings workers and customers. They have a responsibility to invest in the system as a whole.

2. Make the necessary investments to expand and improve transit in San Francisco's eastern neighborhoods.

The SFMTA must commit to improving transit service in working-class communities of color in order to meet the needs of the city's residents who rely on transit the most. The lack of service, long waits, and overcrowding that plague the eastern neighborhoods affect all riders, especially low-income parents, seniors, and people with disabilities. Deeply investing in the eastern neighborhoods is essential to making San Francisco family-friendly and increasing connectivity in the city.

Steps toward this goal would include restoring cuts to bus service in these neighborhoods made over the last five years; scheduling all runs on the T-train to go all the way to the Bayview; reducing wait time on the 54, 52, and 44 lines, which serve the more geographically isolated Bayview; and addressing the overcrowding on the 14, 8X, 30 and the 45.

3. Scale back aggressive fare enforcement on Muni. Reinvest any resources saved to improve service.

The SFMTA spends more than \$9.5 million per year on its POP fare enforcement program, and recovers less than \$1 million. The agency cannot justify POP by claiming revenue impacts because it failed to track the program's effectiveness, according to a 2009 Management Audit by the San Francisco Board of Supervisors Budget and Legislative Analyst.

SFPD officers saturating bus stops and boarding buses to see if bus riders have paid generates far more fear than fares; it criminalizes people for trying to ride while poor and Black, Latino or Asian-Pacific Islander. Muni should stop using armed police officers as fare inspectors and return to the model it used for 92 years, up until 2005. The money saved by cutting out the POP program should go towards improving service.

4. Reduce transit fares as a central strategy for reaching San Francisco's climate objectives.

American cars and pickup trucks put out nearly half of the greenhouse gases that are emitted by automobiles globally—emissions that contribute to catastrophic climate change. To reverse this trend, federal, state and regional transportation policy will need to change direction and begin prioritizing mass transit over automobiles. San Francisco has set ambitious goals for reducing auto trips, but has yet to enact the policy changes that will spur a significant shift from auto use to transit. In San Francisco, as in Los Angeles and London, we see that when fares increase, transit ridership decreases—and vice versa. Free Muni rides enticed more than 200,000 San Franciscans to leave their cars at home during the first two Spare the Air days in 2007, for example.

In order to make transit the first choice for workers, youth, and families we have to make public transit truly affordable and accessible. An important first step towards this goal is establishing permanent funding for free Muni passes for all youth in San Francisco.

5. Expand transit as a green job growth sector.

Public transit not only supports the environment, but also sustains a racially diverse unionized workforce that earns living wages—making it a model of a green jobs sector. The Muni drivers' union, TWU local 250-A, has the highest percentage of African American workers of any union in the city. Muni workers have health benefits, pensions and wages that allow them to support their families and remain in San Francisco despite the rising cost of living. An analysis of federal stimulus spending showed that transit operations created 72 percent more jobs than similar investments in transit capital. Putting money into maintaining the system and expanding service not only creates jobs for drivers, but for permanent unionized maintenance workers as well. To expand transit jobs, San Francisco should prioritize use of transit resources for operations, rather than large capital investments.

6. Shift transportation policy to prioritize public transit over car travel

Local, regional and national transportation policy needs to shift to prioritize public transit over car

travel. Now 80 percent of federal transportation spending goes to freeways and automobiles, and only 20 percent towards public transportation. That balance, which prioritizes investment in the auto, is wrong and should be reversed. Where possible, the city should shift away from privileging the auto, implement auto-free zones in areas where transit and alternative mobility options exist to encourage people to use transit, and expand the bus priority zones. San Francisco should also close tax loopholes that privilege wealthy drivers, including increasing the tax on corporate downtown parking garages, and closing the valet loophole in the city's parking tax. Both the city and the region need to prioritize operations and maintenance needs for public transit over freeways and capital projects.

7. Collect and publish race, class, and gender demographic data about transit riders in San Francisco.

Equity in public transportation is a basic civil and human rights issue. Low-income communities and communities of color have the highest rates of transit dependency, but the SFMTA doesn't consistently track information about the ethnicity, gender, or income levels of riders. San Francisco should look to the data-tracking and transparency practices of Los Angeles and other cities to find ways to ensure that public transit serves the communities that depend on transit the most.

8. Create a mechanism for greater democracy and community accountability within the SFMTA

Currently all seven members of the SFMTA Board of Directors are appointed by the mayor. This means that board members have little accountability to transit riders as a whole. The SFMTA manages a multi-million dollar budget, and decisions made by its board have huge public impacts. Its board should be publicly elected, like the Board of Education and the Community College Board. Even splitting appointments to the SFMTA board between the mayor and the Board of Supervisors would allow for greater public accountability and more motivation to refocus transportation priorities on the needs of the environment and the community.

CONCLUSION

This report grows out of a grassroots organizing campaign in which San Francisco bus riders are identifying a vision and taking action to make public transportation in our city a model of equity and sustainability. We see opportunities in the current political moment to join forces with bus riders in Los Angeles, Boston, and many other parts of the country where similar multi-racial grassroots membership organizations of bus riders are already advancing campaigns for transit justice. We see this report as part of that larger political project, and welcome responses, comments and questions. To contact us and support our work, please visit our website.

www.peopleorganized.org • email: power@peopleorganized.org • twitter @POWER415

APPENDIX

Figure 1. Median Per Capita Income (2006)⁶

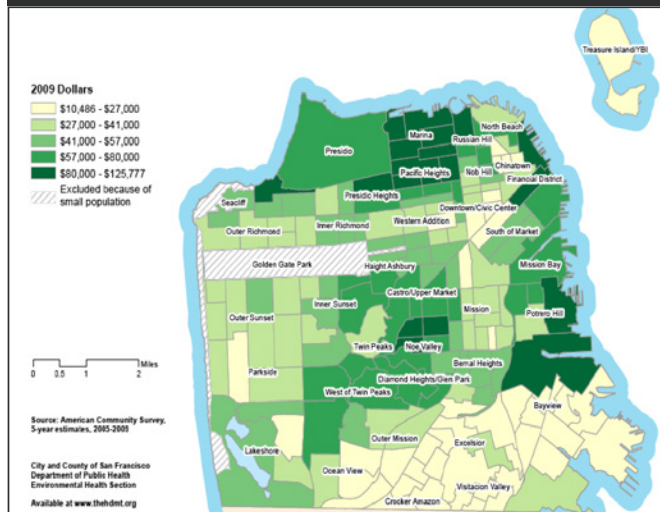


Figure 2. Race/ethnicity by Census Block (2010)⁷

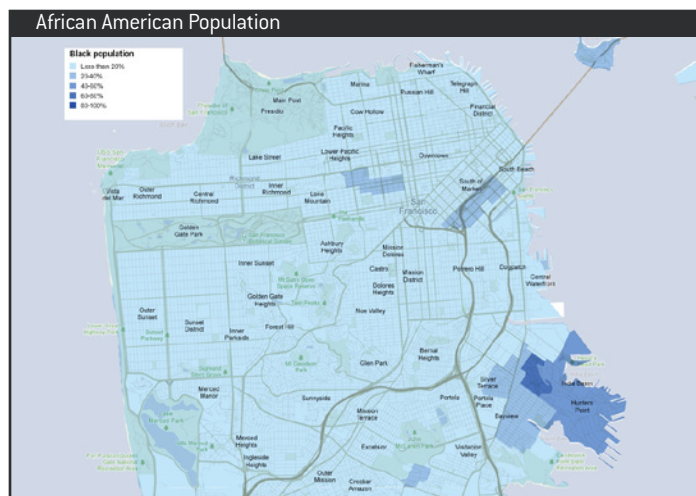
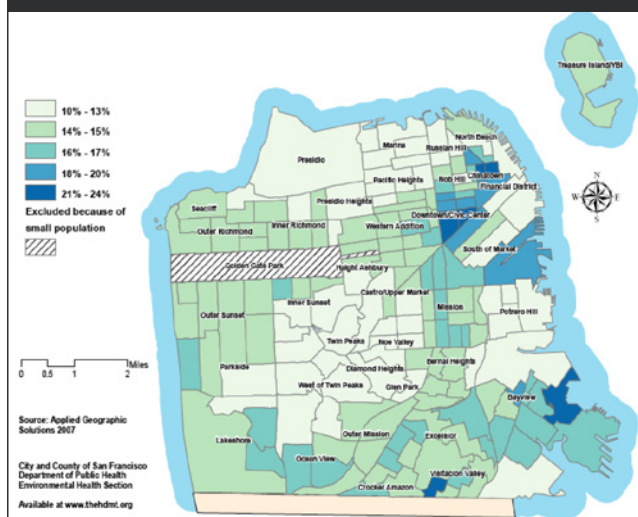


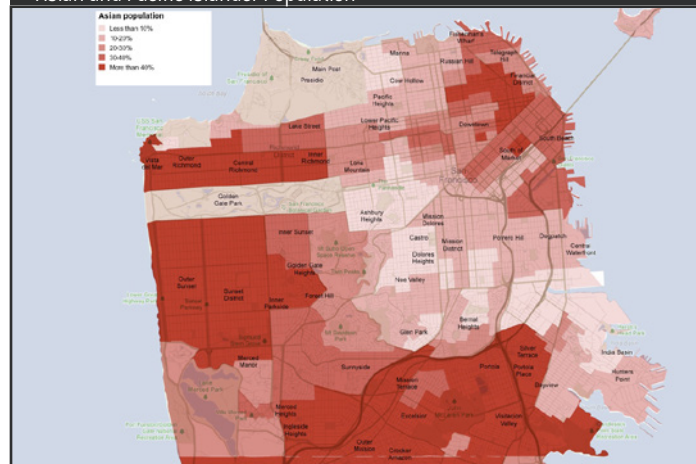
Figure 3. Proportion of Average Household Income Spent on Transportation Expenses⁹



Latino Population



Asian and Pacific Islander Population



POWER Buslines Compared Against System Average

Line	Mode	Service Area	On-time Performance FY2011	Time between buses FY2011 Q4	Morning Over-crowding	Evening Over-crowding
8X Bayshore Express	MC	Bayview, Visitacion Valley,	WORSE	WORSE		
9 San Bruno	MC	Excelsior	SIMILAR	WORSE	—	—
10 Townsend	MC	Chinatown, SoMa	WORSE	—	—	—
14 Mission	TC	Mission, Excelsior	WORSE	WORSE	—	—
29 Sunset	MC	Sunset	WORSE	—	—	—
30 Stockton	TC	Chinatown	BETTER	—	—	—
44 O'Shaughnessy	MC	Crosstown	WORSE	—	—	—
45 Union-Stockton	TC	Chinatown, Visitacion Valley	WORSE	—	—	—
52 Excelsior	MC	Visitacion Valley	WORSE	—	—	—
54 Felton	MC	Excelsior, Ingleside, Bayview	WORSE	BETTER	—	—
K-Ingleside/T-Third	LRV	Bayview	WORSE	WORSE	WORSE	BETTER

Muni operates two different types of buses: trolley coaches, which get their power from overhead electric cables, and motor coaches. In FY2011, MUNI trolley coaches and motor coaches carried 489,688 daily riders, in a city with just over 800,000 residents.¹ This made up almost three-quarters of the system's total daily ridership. MUNI bus lines carry an average of 7,651 passengers daily; half carry more than 4,856 passengers per day, and half carry fewer. A few very heavily used lines push the average up.

Muni reviews its quality of service in a "Service Standards Scorecard" that it issues quarterly. Two important attributes of service performance analyzed in this report are "On-Time Performance" and "Load Factor". Both "Schedule Adherence" and "Headway (scheduled time between buses) adherence" measure on-

time performance. ("Headway" is the amount of time between buses or trains on a line. When three buses come one after the other, they are not keeping the proper headway between them.) Muni's goal is for its bus and rail services to adhere to schedules and scheduled headways for over 85 percent of trips.

"Load Factor" refers to overcrowding on vehicles, measured during peak morning and evening periods. Muni's threshold for overcrowding is set at 125 percent of vehicle capacity. Its operating goal is to ensure vehicles do not exceed 125 percent of their load factor for more than 4 percent of trips.

1. San Francisco had an estimated population of 812,826 in 2011, according to the U.S. Census Bureau. [Found at: <http://quickfacts.census.gov/qfd/states/06/06075.html>]

Survey Respondent Demographics

Race/ Ethnicity	percent
Latino/Latina	36 percent
Black/African American	21 percent
Asian or Pacific Islander	23 percent
White	16 percent
American Indian	1 percent
Indigenous From Another Area	< 1 percent
Some Other Race/Ethnicity	3 percent

Gender	percent
Female	63 percent
Male	36 percent
Transgender	1 percent
Other	< 1 percent

Yearly Income	percent
\$0–\$20,000	60 percent
\$20,000–\$40,000	23 percent
\$40,000–\$80,000	11 percent
\$80,000 and Above	6 percent

Respondent's Age	percent
0 – 17	9 percent
18 – 22	48 percent
23 – 35	20 percent
36 – 45	10 percent
46 – 64	10 percent
65 and Above	3 percent
No Response	13 percent

NOTES

- 1 MTC 2006 Transit Passenger Demographic Survey, p. 4.10–24. Found at: http://www.mtc.ca.gov/maps_and_data/datamart/survey/TPDS/Chapter_4-System-Level_Key_Findings.pdf. Just over half (50.3 percent) of San Francisco residents are people of color, according to the 2010 census. Found at: <http://www.bayareacensus.ca.gov/counties/SanFranciscoCounty.htm>
- 2 Supervisor Scott Wiener repeatedly suggests that transit funding should only be used on system improvements and not directed toward lowering fares and increasing the accessibility of the system for low-income communities. The Supervisor pits the issue of equity against efficiency, stating, “If you give people a free Muni pass, but the bus doesn’t come, that doesn’t make much sense.” Reisman, Will. (2012, Oct. 30). Wiener says Muni needs fixes, not youth passes. San Francisco Examiner. Found at: <http://www.sfoxaminer.com/local/transportation/2012/10/wiener-says-muni-needs-fixes-not-youth-passes>
- 3 Smart Growth America, Center for Neighborhood Technology and U.S. PIRG. (2010) “What We Learned from the Stimulus.” Found at: <http://www.smartgrowthamerica.org/research/the-best-stimulus-for-the-money/what-we-learned-from-the-stimulus/>
- 4 The Metropolitan Transportation Commission and the Bay Area Air Quality Management District teamed up with Bay Area transit operators on the Spare the Air campaign between 2004 and 2007. Commuters got free transit rides on the first four weekdays when unhealthy levels of air pollution were predicted. Transit use went up 22 percent region-wide on the first two “Spare the Air” days in August 2007. See Lee, Terry. (November 2007). Ridership Soars During Spare the Air/Free Transit Campaign. Found at: <http://www.baycrossings.com/dispnews.php?id=1905>.
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- 8 City and County of San Francisco Department of Public Health. (2007). Healthy Development Measurement Tool – Indicator ST.2.d Transportation: Proportion of Average Household Income Spent on Transportation Expenses. Found at: <http://www.thehdmt.org/indicators/view/49>
- 9 Ibid.
- 10 San Francisco had an estimated population of 812,826 in 2011, according to the U.S. Census Bureau. Found at: <http://quickfacts.census.gov/qfd/states/06/06075.html>
- 11 Lee, Jason. (2012). “Uncovering San Francisco, California, Muni’s Proof-of-Payment Patterns to Help Reduce Fare Evasion.” Transportation Research Record, 2216, 75–78. doi:10.3141/2216-09
- 12 According to Off-Board Fare Payment Using Proof-of-Payment Verification, a synthesis of transit practice compiled by the Transit Cooperative Research Program (TCRP) and sponsored by the Federal Transit Administration, POP operations “typically require a transit rider to purchase fare media off-board the transit vehicle, and then with a valid ticket or pass in hand, the customer is permitted to board the transit vehicle through any door. The customer does not have to show the proof-of-payment to the driver, and there are no conductors on board. As a result, enforcement of fare payment through inspection is a necessary function of POP to ensure fare compliance. The enforcement relies on fare enforcement/inspection personnel who randomly ask riders to show proof-of-payment. Passengers unable to do so may be issued citations imposing a fine as a deterrent to fare evasion.” Larwin, Thomas & Koprowski, Yung. (2012). *Off-Board Fare Payment Using Proof-of-Payment Verification* (Transit Cooperative Research Program Synthesis 96). Washington, D.C.: Federal Transit Administration. Found at: http://onlinepubs.trb.org/onlinepubs/tcrp/tcrp_syn_96.pdf
- 13 Ibid, 7. Of 33 North American transportation systems, only 5 use POP fare enforcement on non-rapid transit buses.
- 14 San Francisco Municipal Transit Authority. (2009, December 17). SFMTA Advises Customers of Muni Fare Increases for January 2010. Found at: <http://www.sfmta.com/cms/apress/SFMTAAdvisesCustomersofMuniFareIncreasesforJanuary2010.htm>
- 15 A notable exception to this trend is the decriminalization of adult fare evasion in January 2008, although “between February 1, 2008, and March 31, 2009, the Muni Response Team issued 54 criminal infraction citations to adults, although the revised Traffic Code ... prohibited uniformed officers, fare inspectors, or anyone else from filing criminal infraction citations” (City and County of San Francisco Board of Supervisors Budget Analyst, 2009, p.101). Youth fare evasion remains a criminal offense. San Francisco Municipal Transit Authority. (2008). SFMTA Announces Decriminalization of Transit Citations. Found at: <http://www.sfmta.com/cms/apress/SFMTAAnnouncesDecriminalizationofTransitCitations.htm>
- 16 City and County of San Francisco Department of Public Health. (2007). Healthy Development Measurement Tool – Indicator ST.2.d Transportation: Proportion of Average Household Income Spent on Transportation Expenses. Found at: <http://www.thehdmt.org/indicators/view/49>
- 17 Addressing an SFMTA committee in May 2010, SFPD’s liaison to the agency, Deputy Chief John Murphy, stated: “At central station, the biggest transit related problems were larcenies (pickpockets on buses). To best address these crimes, the station would utilize plain-clothes officers. While in the Bayview, the biggest problems were fare evasion issues. Thus, the Bayview station monthly calendar relied heavily on a strong visual presence of officers in uniform.” San Francisco Municipal Transit Authority. (2010, May 20). Muni Accessibility Advisory Committee Minutes, May 20, 2010. Found at: <http://www.sfmta.com/cms/cmaac/maacminutes05202010.htm>
- 18 San Francisco Municipal Transit Authority. (2009, October 20). Presentation to the Board of Directors: Fare Evasion Proof of Payment Program. Found at: <http://www.sfmta.com/cms/rpop/documents/11-3-09Item13FareEvasion.pdf>
- 19 Immigrant Rights Commission Chair Angus McCarthy recalled “four or five cases of riders caught for fare evasion, then arrested on other charges, and then reported to immigration authorities. In one case, a phone technician on his way to work on the bus was stopped by officers who grew suspicious because the man was carrying many phones. They found he had no proof of payment and no ID. The technician was arrested and then reported to

- Immigration and Customs Enforcement for deportation proceeding.” Other personal accounts describe enforcement officers issuing citations for tickets that had expired just minutes before the sting took place, and to non-English-speaking immigrants who didn’t understand what they were being cited for. If riders are unable to provide identification, they may be subject to arrest and therefore to a citizenship check. Under the federal “Secure Communities” program, as of June 2010 fingerprints of every person booked by local police are automatically sent to U.S. Immigration and Customs Enforcement Agency (ICE), even if he or she is wrongly arrested, never charged with a crime, or a minor offender. Thus, saturation stings have resulted in at least two but potentially five or more deportations.
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 - 23 City and County of San Francisco Immigrant Rights Commission. (2010, April 12). San Francisco Immigrant Rights Commission: Full Commission Meeting Minutes. Found at: <http://www.sfgov2.org/index.aspx?page=2259>
 - 24 City and County of San Francisco Board of Supervisors Budget Analyst. (2009, May 27). Management Audit of the San Francisco Municipal Transportation Agency Proof of Payment Program. Found at: http://www.harveyrose.com/news/recent-projects/REPORT.SFMTA_percent20Proof_percent20of_percent20Payment_percent20Program.pdf
 - 25 Muni recovered \$1,242,491 million in proof of payment fee revenue. San Francisco Municipal Transit Authority. (2010). Revenue Details with Narrative, Fiscal Years 2010-2011 and 2011-2012, Subobject 25305. Found at: <http://www.sfmta.com/cms/rbudget/FY2011andFY2012/RevenueFY2011andFY2012TotalWithExplanationWActualsMYP.html>
 - 26 The exact costs of SFPD involvement in the POP program are not available since work orders are inadequately documented and not itemized. However, of SFMTA’s \$83 million total work order expenditures from 2009-2010, the SFPD’s sum was the largest at nearly \$19 million. Goebel, Bryan. (2009, August 5). Supervisor Dufty Blasts SFPD Over MTA Work Orders. Found at: <http://sf.streetsblog.org/2009/04/09/supervisor-dufty-blasts-sfpd-over-mta-work-orders/>
 - 27 City and County of San Francisco, Office of the Controller (2011, October 4). Review of San Francisco Municipal Transportation Agency Fiscal Year 2010-11 Work Orders. Found at: <http://www.sfcontroller.org/Modules/ShowDocument.aspx?documentid=2569>. SFMTA paid out \$12,254,666 to the SFPD, more than it gave to any other agency except for the City Attorney’s Office. It did not have a “work order budget” that detailed the SFPD services it paid for.
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 - 37 Reid, Stephen B. (2008, February 15). Technical Memorandum: Final documentation of the preparation of year-2005 emission inventories of toxic air contaminants for the San Francisco Area. Bay Sonoma Technology Emissions Assessment Group. Found at: http://www.baaqmd.gov/~media/Files/Planning_percent20and_percent20Research/CARE_percent20Program/STI_2005_TAC_EI_TechMemo_Final.ashx
 - 38 *Ibid.*
 - 39 According to the Fresno Metro Ministry, “Air pollution transported from the San Francisco Bay and Sacramento areas account for approximately 27 percent of the total emissions in the Northern portion of the Valley (San Joaquin, Stanislaus, and Merced Counties). In the Central region (Fresno, Madera and Kings Counties), the percentage drops to 11 percent, and in the south valley (Kern and Tulare Counties), transported air pollution accounts for 7 percent of the total problem. Found at: <http://fresno-metmin.org/airquality.php>

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- 41 Race and Ethnicity in California: Demographics Report Series—No. 5 (December 2001) Latino Communities of the Central Valley: Population, Families, and Households Center for Comparative Studies in Race and Ethnicity. Stanford University. Found at: http://ccsre.stanford.edu/reports/exec_summary5.pdf
- 42 In the Excelsior, PODER (People Organizing to Demand Environmental and Economic Rights) collaborated with the San Francisco Department of Public Health and the University of California, Berkeley to assess health hazards of I-280 traffic exposure. A key finding is that 23 percent of Excelsior neighborhood residents live within 500 feet of busy roadways, compared to only 4 percent citywide. The California Air Resources Board recommends against residential developments located within 500 feet of a highway with more than 100,000 vehicles per day, and the average annual daily traffic for Highway 280 at the Excelsior site is 180,000 vehicles.

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- 51 Transportation for America and the Transportation Equity Network. (August 2009) Stranded at the Station: The Impact of the Financial Crisis in Public Transportation. Found at: <http://t4america.org/resources/stranded/>
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- 53 Cambridge Systematics, Inc. and Economic Development Research Group. (1999). Qualitative Analysis of Public Transportation's Economic Impact.
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ABOUT THE PARTNERS

POWER

POWER (People Organized to Win Employment Rights) is a multi-racial, multi-lingual grassroots organization led by workers, families and youth. Since our founding in 1997, POWER members have been organizing to improve the conditions in our neighborhoods, worksites and schools. Our mission is to win concrete campaigns and develop leaders who are building a larger movement to tackle the root causes of poverty and oppression. In December 2010, POWER members voted to launch a joint organizing project for transit justice in response to rising fares and the increased policing and fare enforcement on the buses in San Francisco. POWER's Transit To The People bus rider organizing campaign is rooted in our vision of racial, environmental and gender justice.

www.peopleorganized.org

DataCenter

DataCenter is a national research and training organization for social justice movements and grassroots organizing. Rooted in progressive social movements and grounded in values of justice and self-determination for communities, DataCenter uses research as a tool to centralize community power and transform society. DataCenter believes in advancing the concept and strategy of Research Justice—a theory and practice for social change that validates all forms of knowledge, and puts information in the hands of communities organizing for justice. With over 30 years of experience in Research Justice, the DataCenter provides critical research support for community based organizations and social justice movements.

www.datacenter.org

Urban Habitat

Urban Habitat has worked for 23 years to help empower low-income communities and communities of color by combining education, advocacy, research and coalition-building to advance environmental, economic, and social justice in the Bay Area. We believe that effective public transportation plays a key role in connecting people to the resources, opportunities and services they need to thrive—and that access to transit is not only a core survival issue, but also a basic civil right. We work with a range of groups around the region to help their members understand the complexities of transportation policy-making and mobilize effectively to hold decision-makers accountable for promoting equity, diversity and sustainability.

<http://urbanhabitat.org>

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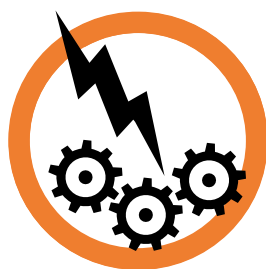
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