



SFMTA



# Muni Service Restoration Plan

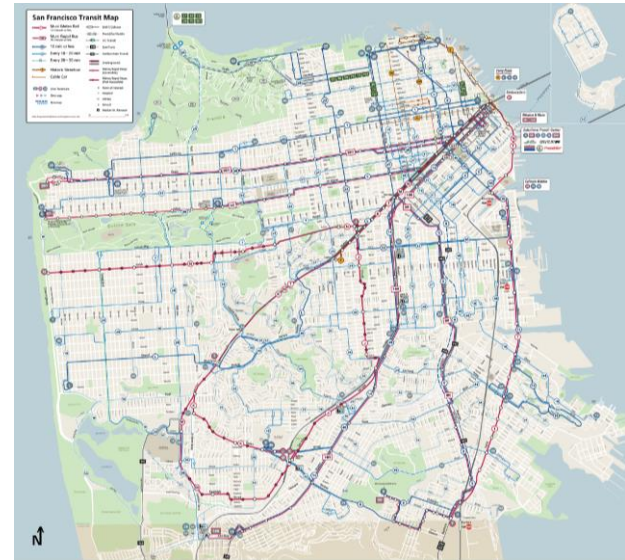
## San Francisco County Transportation Authority

November 16, 2021

# Muni Today



75% Pre-Pandemic Service  
50% Pre-Pandemic Ridership



98% of San Franciscans within 1/4 mile of a stop

62

Number of pre-pandemic lines that have been restored



# Next planned service restoration: Winter 2022

# Hiring Constraints



- Winter 2022 service plan is an incremental step based on pace of hiring
- Hiring is our biggest constraint to faster service expansion
- We have trained 27 operators in recent months and have another 38 in training now
- If we can identify likely new revenue sources, we will continue hiring and training and plan next major service restoration in fall 2022
- Vaccine mandate compounds missed service challenges - in October, missed approximately 70 – 140 shifts/day

# We Asked for Community Input on ...

## Familiar scenario

All-day pre-pandemic Muni routes restored

## Frequent scenario

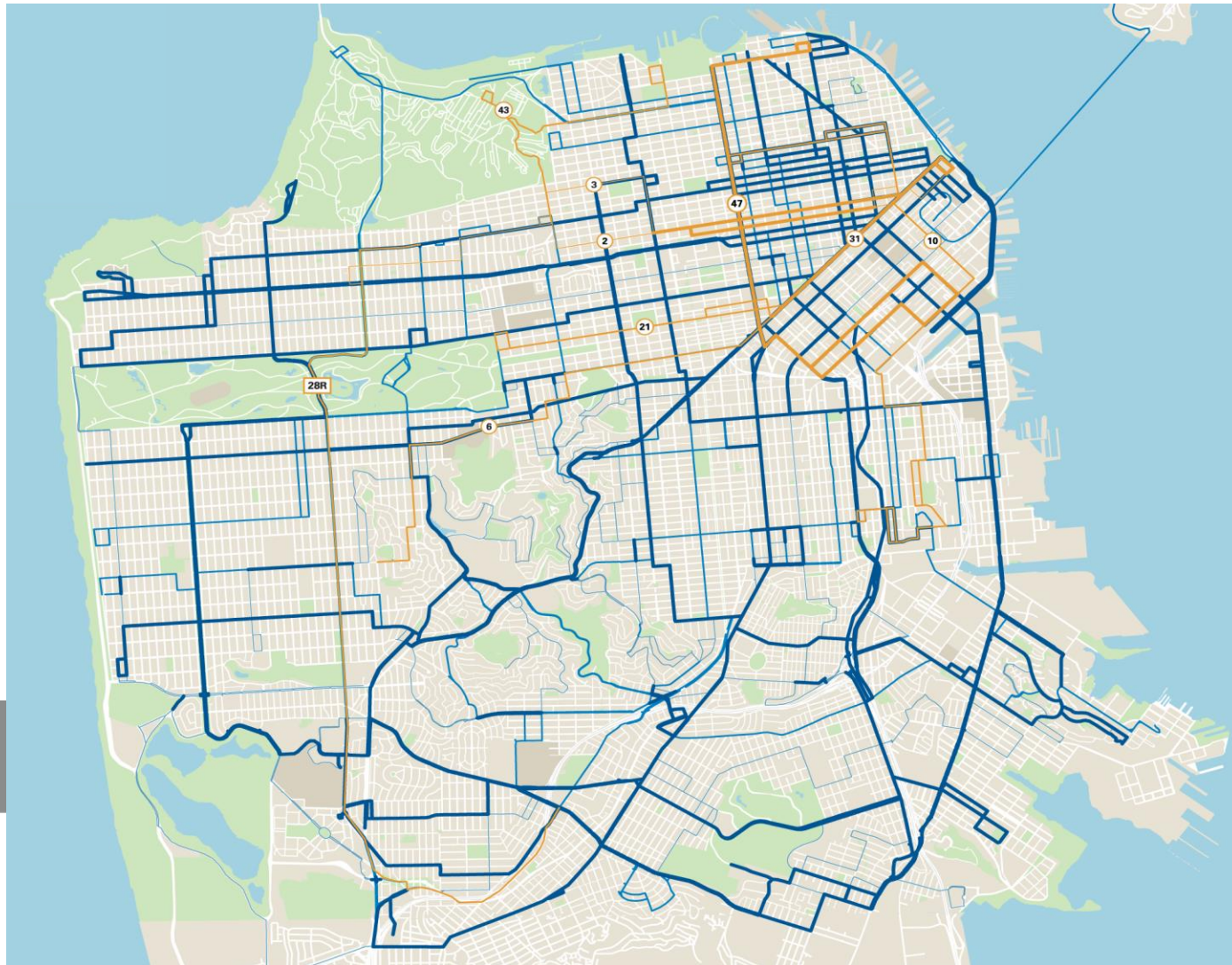
Service increased on high ridership Muni lines and not restoring five of the seven routes.

## Hybrid scenario

Aims to balance the Familiar and Frequent and does not restore two of the routes that have not been yet.

All-day bus routes & route segments not yet restored

- Existing network  
(line width indicates frequency)
- 2019 service not yet restored



# ... and Thousands Responded

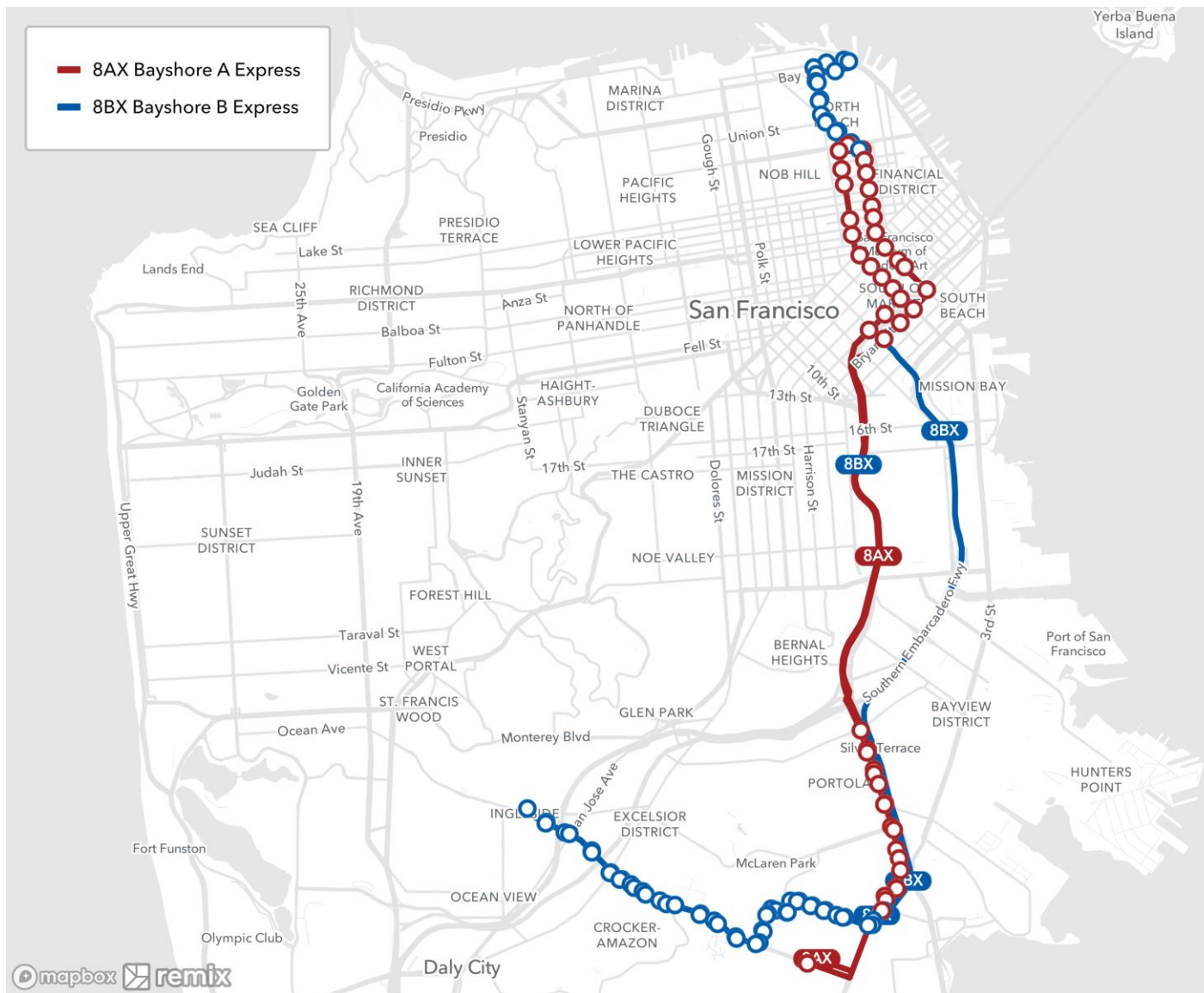
- 5 virtual open houses, 2 office hours in September, October (with interpretation)
- Over 40 briefings with key stakeholders, neighborhood associations and community-based organizations
- Multilingual online website, StoryMap
- Multilingual survey to collect feedback (with 4,500 responses)
- Neighborhood festivals and pop ups
- Multilingual posters at 650 locations across the city
- Multilingual media outreach
- Thousands of multilingual emails to stakeholders
- Blog and social media postings



# What We Heard & What We're Proposing

- ✓ Restore key pre-pandemic connections
  - For example, direct service to St. Mary's Hospital
- ✓ Preserve or restore Muni access in hilly areas
  - For example, Tenderloin, Alamo Square, Ashbury Heights
- ✓ Focus on access for people with disabilities and seniors
  - For example, service on Post and Sutter
- ✓ Find ways to address frequency
  - For example, Geary, Stockton and Mission

# 8AX & 8BX Bayshore Express





# Draft Recommendations

- **Restore in full:** 6 Haight/Parnassus, 8AX/BX Bayshore, 23 Monterey, 28R 19th Avenue Rapid, 43 Masonic
- **Restore with changes:** 2 Clement, 10 Townsend, 21 Hayes, 31 Balboa
- **Do not restore:** 3 Jackson, 47 Van Ness
- **Frequency changes:** 5 Fulton, 12 Folsom/Pacific, 30 Stockton, 38R Geary Rapid, 44 O'Shaughnessy, 48 Quintara/24th Street, 49 Van Ness/Mission, 58 Lake Merced
- **Other changes:** 5R Fulton Rapid, 12 Folsom/Pacific, 27 Bryant, 28 19th Avenue, 35 Eureka, 52 Excelsior, 57 Parkmerced, 58 Lake Merced, 66 Quintara
- **Decisions to be made:** J Church, 48 Quintara/24th Street

# J Church

## What We Heard

- Riders value one-seat ride to downtown
- Transfers can be challenging for people with mobility disabilities
- Some find transfers unsafe

## Planning Considerations

- Removing J Church from subway has improved reliability of all Metro lines inside the subway and reliability on the J Church



# Defining Our Challenge

A system not designed for modern needs

- The Market Street Subway has never performed well.
- Running six metro routes – plus shuttles – along one route is a recipe for problems.
- Most subways run a single route for their length.
- Muni Metro must also contend with inconsistent on-street performance.

Subway issues impact the rider experience for every Muni Metro rider, no matter where they travel



# Possible Solutions

## Solving a decades-old traffic jam

### 1. Reduce number of routes in the subway

- Requires transfers and streetscape improvements

### 2. Make transformative improvements to surface segments

- Likely requiring lane restrictions and parking removal

### 3. Replace the Automatic Train Control System

- Even a modern system would struggle with so many routes

# What is Working?

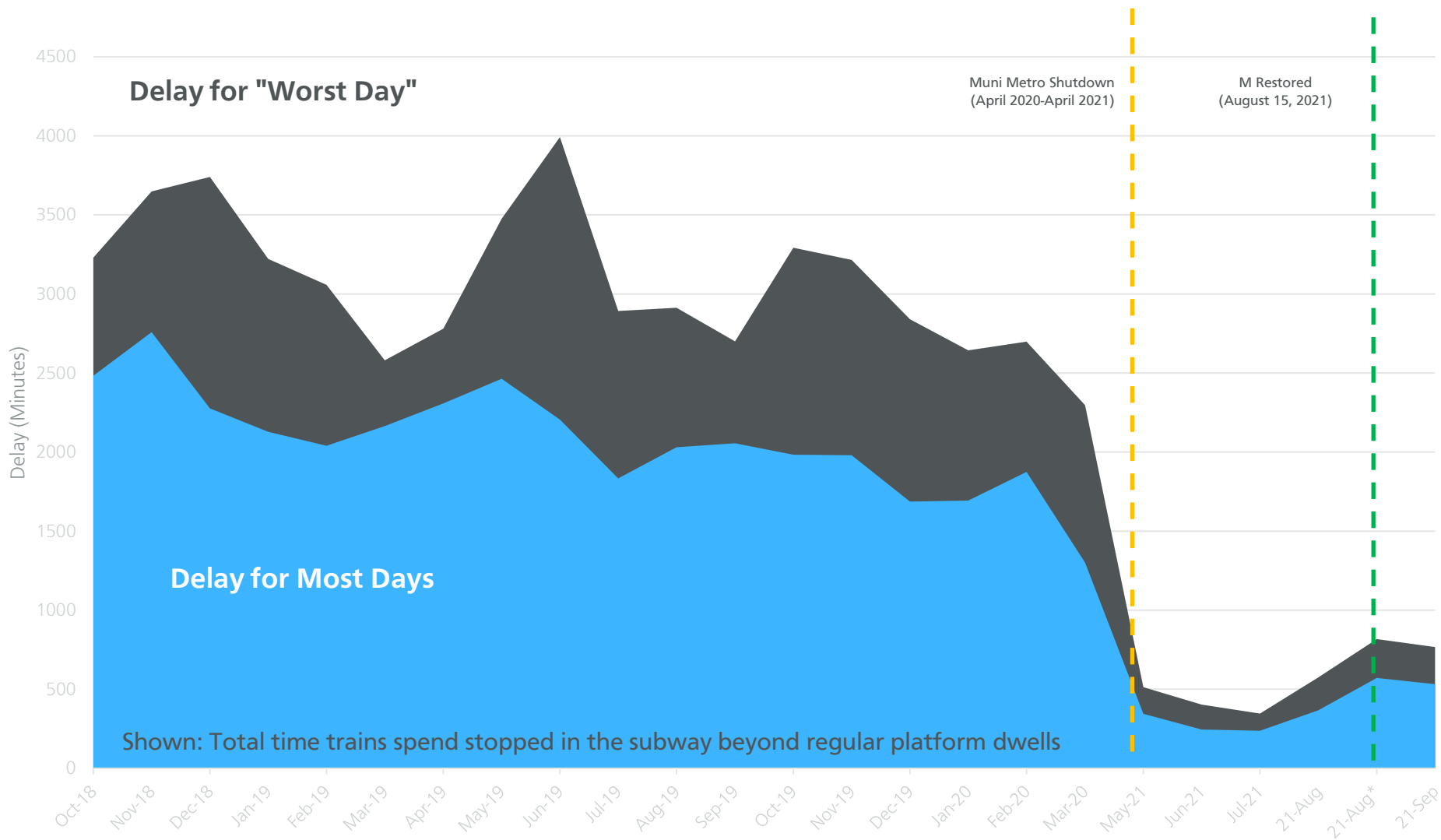
- Removal of two routes (J Church and L Taraval) greatly improving both travel times and variability.
- Median subway travel times improved by 7 min, benefits to median end-to-end travel time described below:

AM Peak (6 am to 9 am)	
J-Church	0 minutes (0% faster)
K-Ingleside/T Third	7 minutes (16% faster)
L-Taraval	Not evaluated
M-Ocean View	9 minutes (18% faster)
N-Judah	14 minutes (21% faster)

- Most train delays between stations have been eliminated and travel time variability has significantly improved (~55%)

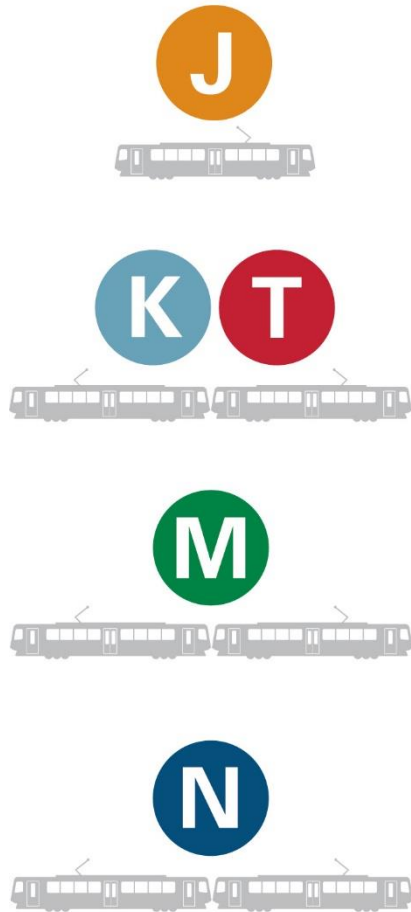
# Reducing Subway Delay

Total delay and variability have declined dramatically



# Metro Ridership

## Metro Weekly Boardings



= 2,500 PASSENGERS



AS OF NOV. 1, 2021

# J Church: Preliminary Pilot Findings

Team is tracking total travel times between 30<sup>th</sup> / Church and Embarcadero Station.

1. Average weekday trips (both eastbound and westbound) take about the same amount of travel time today as they did in 2019.
2. There is **less variation** in weekday trip times (comparing July 2021 to July 2019).
3. In Sep/Oct 2021, **73% of weekday trips had wait times of five minutes or less** while transferring at Church Station.





# J Church

## Option 1:

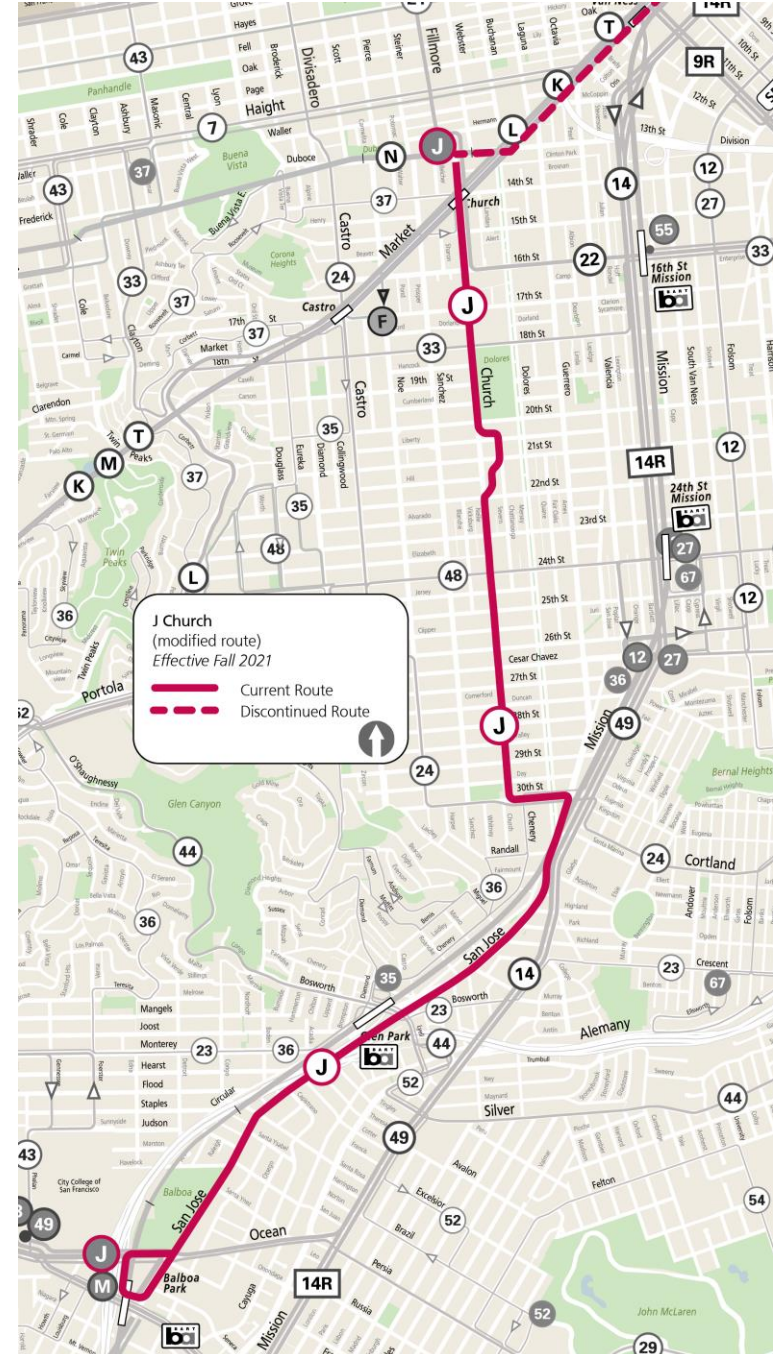
- J Church from Balboa Park to Church/Duboce (10-min frequency) – supported by technical analysis

## Option 2:

- J Church from Balboa Park to Embarcadero (15-min frequency) – support from J Church riders

## Option 3:

- J Church from Balboa Park to Embarcadero evenings; J Church from Balboa Park to Church plus ½ hour bus from 30th/Church to Embarcadero daytime



# Next Steps: Winter 2022

- Continue outreach through the fall
- Seek policy guidance from SFMTA Board and Board of Supervisors
- Dec. 7: Return to SFMTA Board to propose approval
- Feb. 2022: Expected implementation



# Beyond Winter 2022

- Continue to evaluate ridership patterns, crowding and coverage needs
- Evaluate route segments and frequencies not yet fully restored and further frequency improvements to reduce crowding (e.g., 22 Fillmore)
- Explore possibilities for stronger north-south connections
- Consider new rapid routes (such as a 7R Haight Rapid and a 29R Sunset Rapid) and downtown express service
- Continue offering service we added during the pandemic (e.g., 15X)



# Hiring and Funding Needs

- Two obstacles to restoring 100% of pre-pandemic service hours: **hiring and funding**
- With current hiring rate, we are on pace to restore service by fall 2022 – but stable funding needed to sustain new staff
- Working with Controller's Office to confirm timing, duration and depth of our budget gap once federal funds and reserves exhausted
- Developing several options to close budget gap – will need full support of BOS

# Thank You!





# Appendix A

Winter 2022 Muni Network details by neighborhood

# Southwest

23 Monterey, 28R 19th Avenue Rapid, 57 Parkmerced, 58 Lake Merced

## What We Heard

- Some want access to SF Zoo, Ocean Beach restored along Sloat Boulevard
- Some want access to West Portal on the 57 Parkmerced
- Some want service restored along Brotherhood Way
- Some enjoy the new access to Westlake on the 58 Lake Merced

## Planning Considerations

- Restoring the 23 Monterey to Sloat Boulevard and service along Brotherhood Way would preclude service to Westlake



# Southwest

## 23 Monterey, 28R 19th Avenue Rapid, 57 Parkmerced, 58 Lake Merced

- **23 Monterey** restored from Bayview to SF Zoo via Sloat Blvd (20-minute frequency)
- **57 Parkmerced** extended from Junipero Serra to West Portal (20-minute frequency)
- **58 Lake Merced** rerouted from Sloat to Lake Merced Blvd and from Westlake to Brotherhood Way (30-minute frequency)
- **28R 19<sup>th</sup> Avenue Rapid** restored at 10-minute frequency





# Southwest

23 Monterey, 28R 19th Avenue Rapid, 57 Parkmerced, 58 Lake Merced

- Other changes in the Southwest:
  - The 44 O'Shaughnessy, 48 Quintara/24th Street and 49 Van Ness/ Mission to City College will operate more frequently



# The Mission, Excelsior, City College

## 49 Van Ness/Mission

### What We Heard

- 49R Van Ness Rapid would provide fast service between Van Ness, the Mission and City College, but would skip many stops

### Planning Considerations

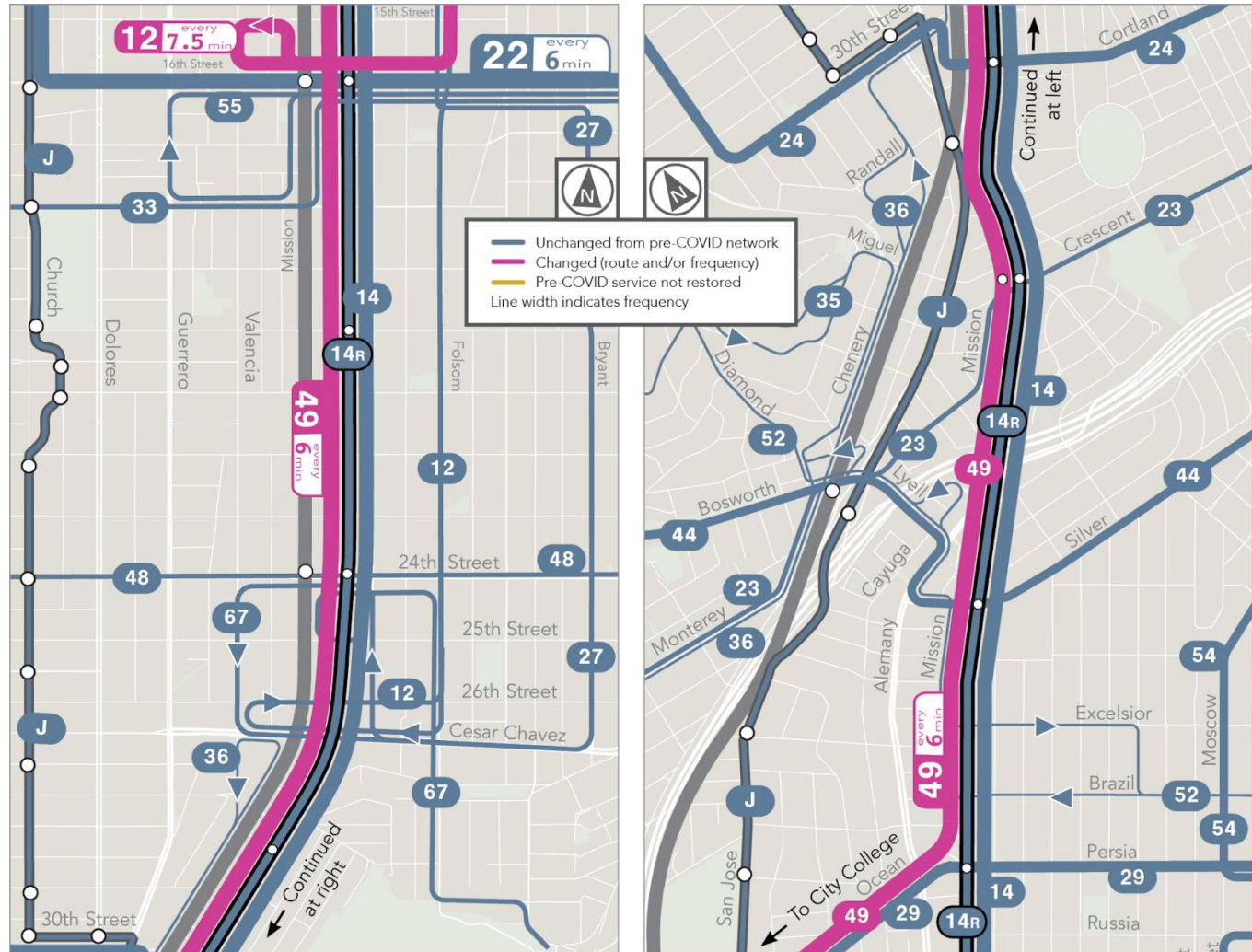
- Demand on Mission Street and Ocean Avenue remains high



# The Mission, Excelsior, City College

## 49 Van Ness/Mission

- 49 Van Ness/Mission maintained at 6-minute frequency (improved from 8-9 minutes pre-pandemic)



# South of Market, Market Street, Financial District

10 Townsend, 12 Folsom/Pacific, 30 Stockton, 31 Balboa, 47 Van Ness, 49 Van Ness/Mission

## What We Heard

- The 10 Townsend provides valuable connection between Potrero Hill and Financial District
- Since 27 Bryant was rerouted, no Muni service on 5th Street where low-income seniors living need connections to social services
- Van Ness and Civic Center need connections to Caltrain
- Demand along Pacific Avenue, Stockton Street and Columbus Avenue is high

## Planning Considerations

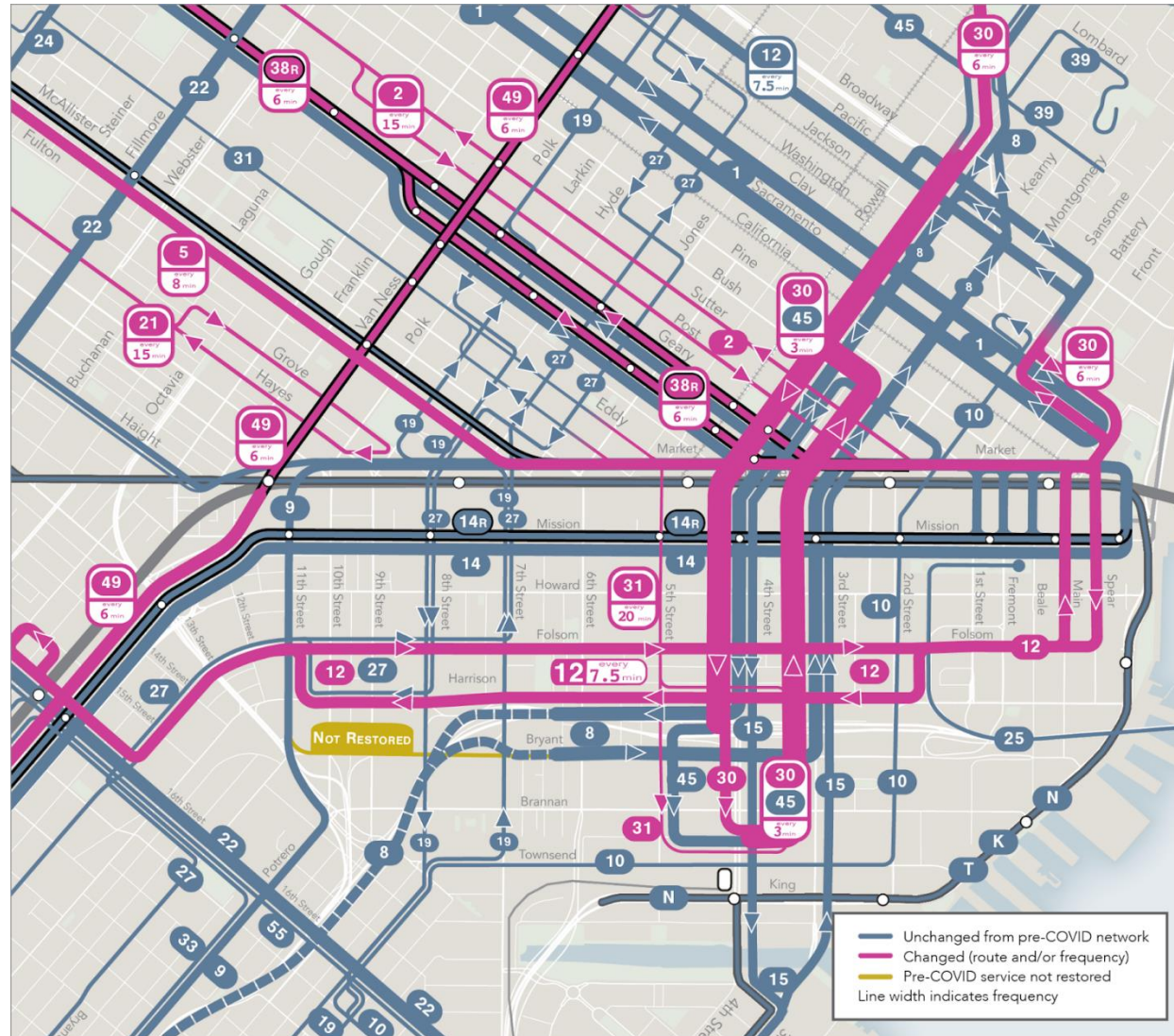
- Frequent 12 Folsom service could serve SoMA from east to west
- SoMA-Chinatown demand remains high
- Downtown demand greatly reduced
- Low-income seniors along 5<sup>th</sup> Street



# South of Market, Market Street, Financial District

12 Folsom/Pacific & 31 Balboa

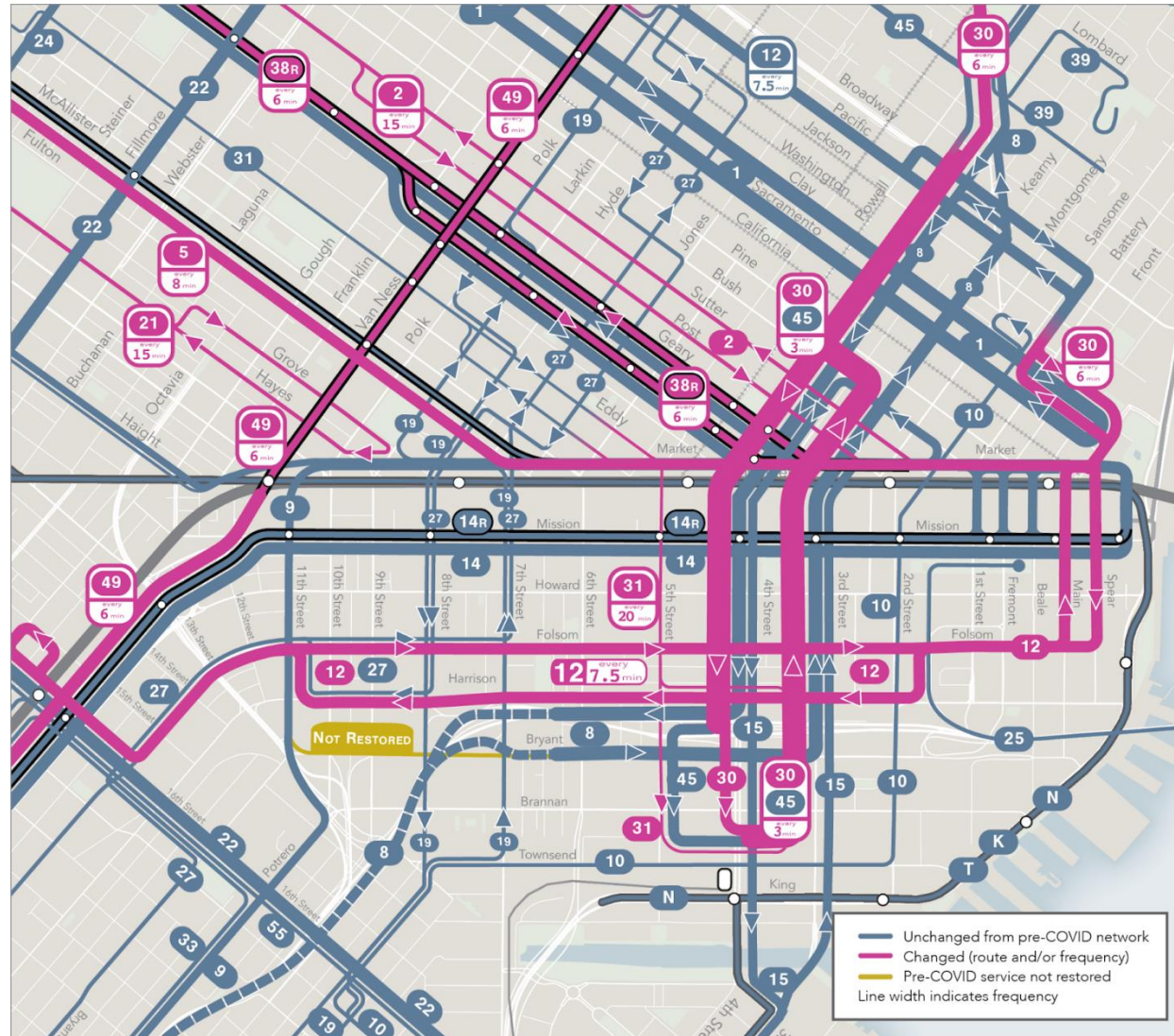
- 12 Folsom/Pacific long line from Fillmore/Jackson to Cesar Chavez/Valencia (15-minute frequency)
- 12 Folsom/Pacific short line from Van Ness/Jackson to 16th St/Mission BART (15-minute frequency)
- 31 Balboa rerouted to Caltrain via 5th St (20-minute frequency)



# South of Market, Market Street, Financial District

10 Townsend & 30 Stockton

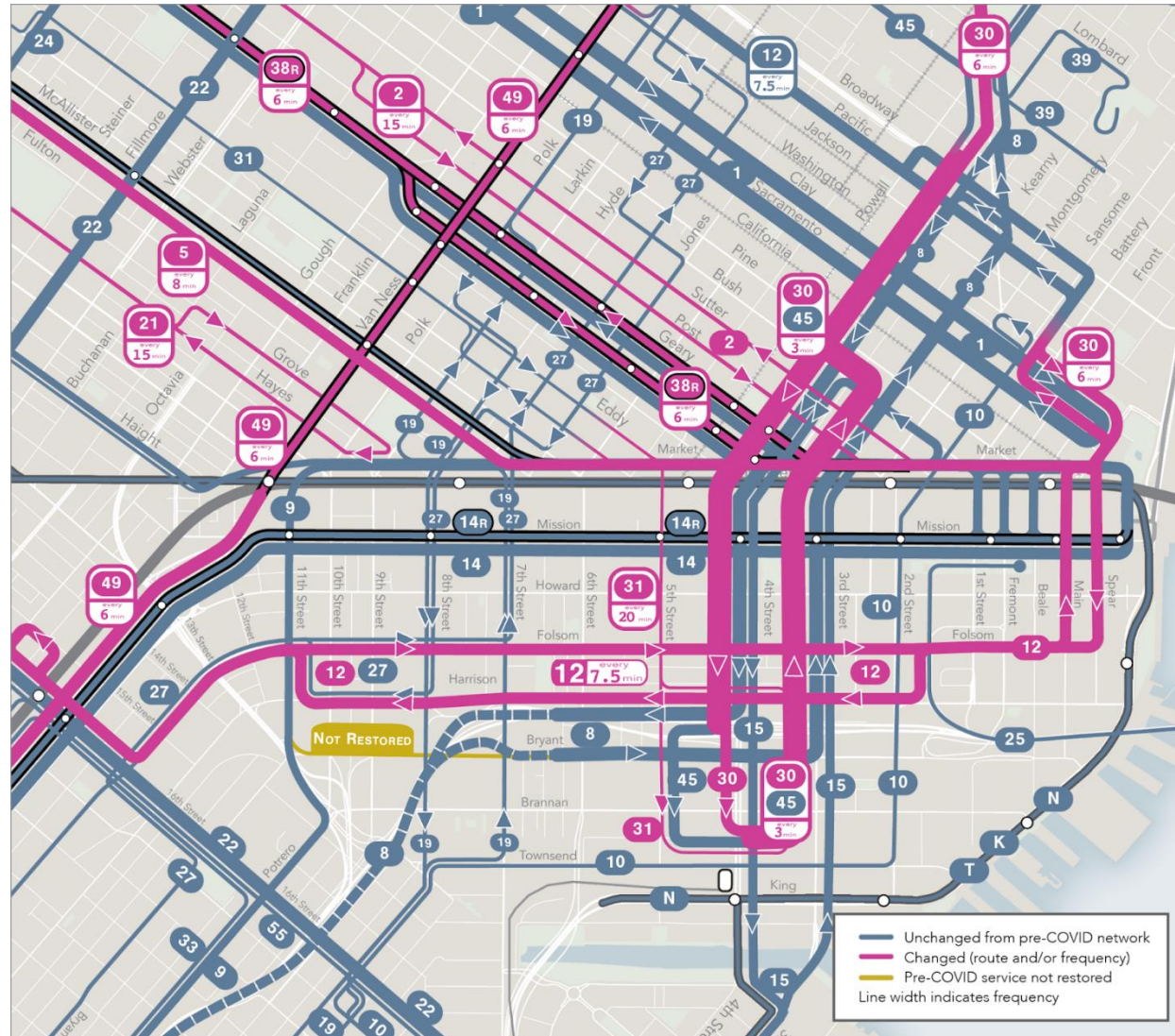
- 10 Townsend restored from SF General Hospital to Transamerica Pyramid (15-minute frequency)
- 30 Stockton short line improved from every 12 to every 6 minutes to reduce wait times and crowding



# South of Market, Market Street, Financial District

47 Van Ness & 49 Van Ness/Mission

- 47 Van Ness not yet restored
- 49 Van Ness/Mission maintained at 6-minute frequency (improved from 8-9 minutes pre-pandemic)



# The Presidio, the Marina, Fisherman's Wharf, Chinatown, North Beach

12 Folsom/Pacific, 22 Fillmore, 28 19th Avenue, 30 Stockton, 43 Masonic, 47 Van Ness, 49 Van Ness/Mission

## What We Heard

- 43 Masonic should return to Presidio and Fort Mason
  - The 28 19<sup>th</sup> Avenue is not an effective replacement for the 43 Masonic because it doesn't provide access to groceries
- Van Ness and Civic Center need connections to Caltrain, western SoMA

## Planning Considerations

- 43 Masonic is the only route serving Fort Mason
- Other routes can replace various segments of 47 Van Ness (28 19<sup>th</sup> Avenue, 12 Folsom, 49 Van Ness)

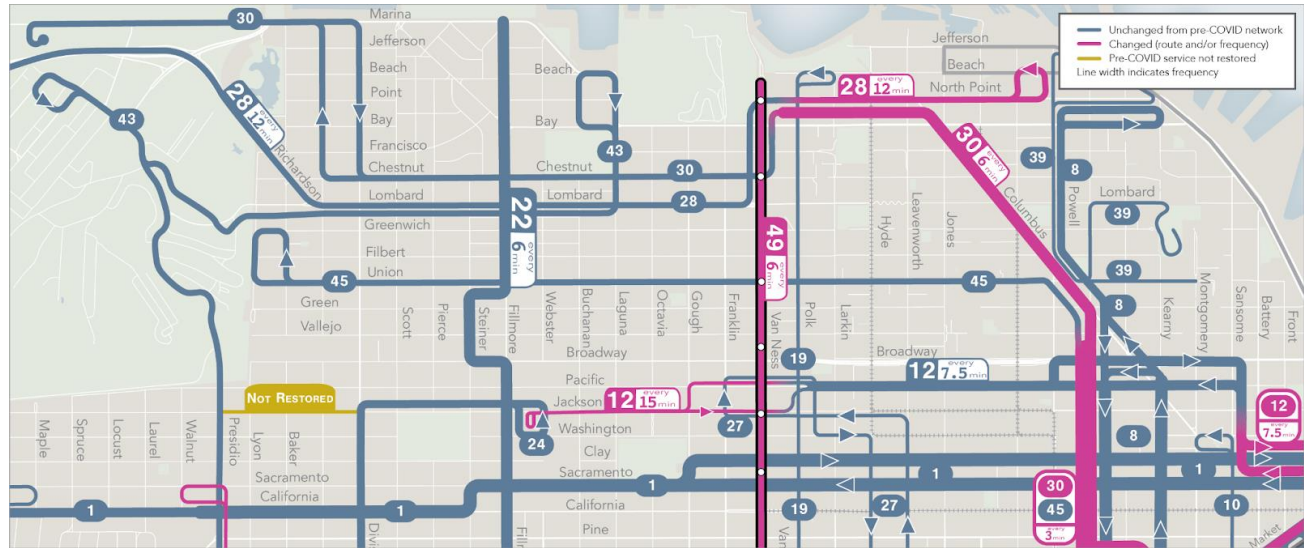




# The Presidio, the Marina, Fisherman's Wharf, Chinatown, North Beach

28 19th Avenue & 43 Masonic

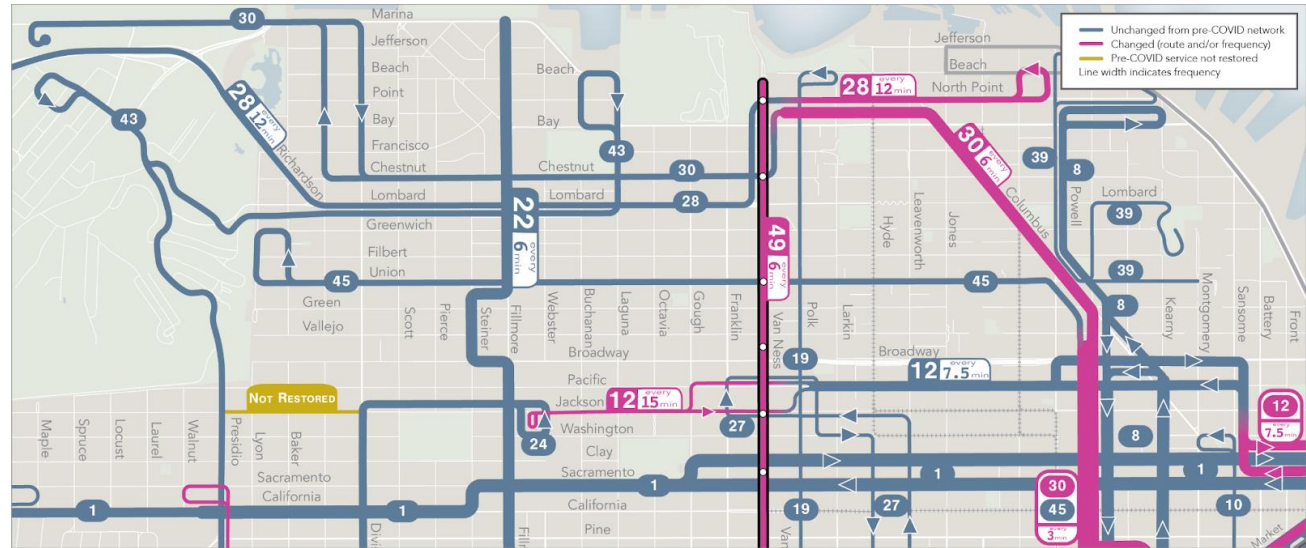
- **28 19th Avenue** extended from Van Ness/North Point to Fisherman's Wharf (12-minute frequency)
- **43 Masonic** restored from Munich/ Geneva to Fort Mason/Marina Safeway (12-minute frequency)



# The Presidio, the Marina, Fisherman's Wharf, Chinatown, North Beach

## 12 Folsom/Pacific

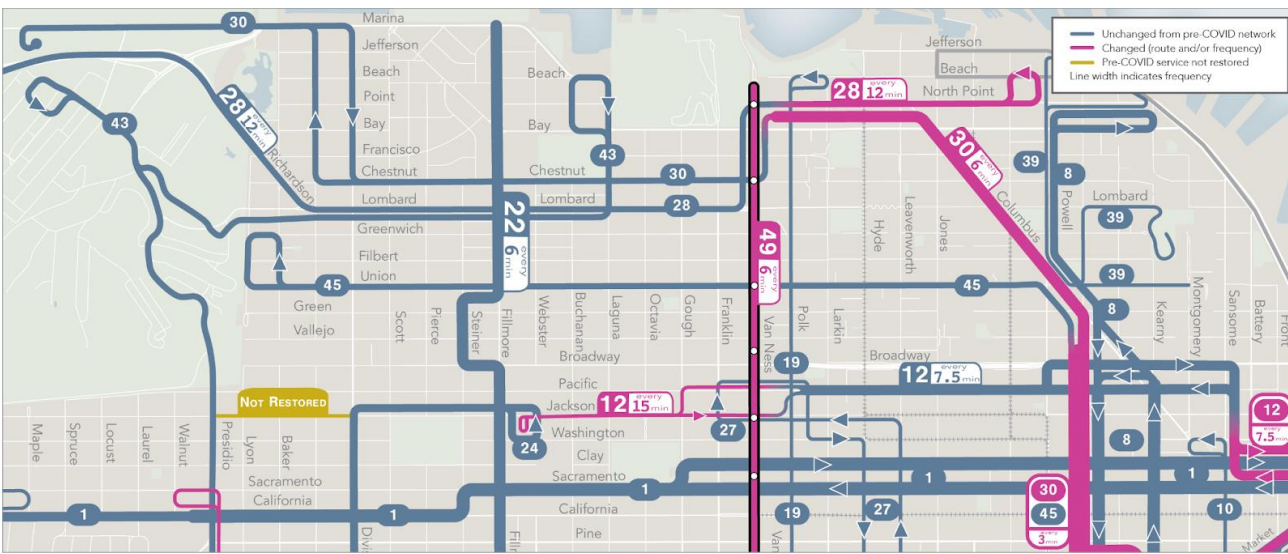
- 12 Folsom/Pacific long line from Fillmore/Jackson to Cesar Chavez/Valencia (15-minute frequency)
- 12 Folsom/Pacific short line from Van Ness/Jackson to 16th St/Mission BART (15-minute frequency)



# The Presidio, the Marina, Fisherman's Wharf, Chinatown, North Beach

## 47 Van Ness & 49 Van Ness/Mission

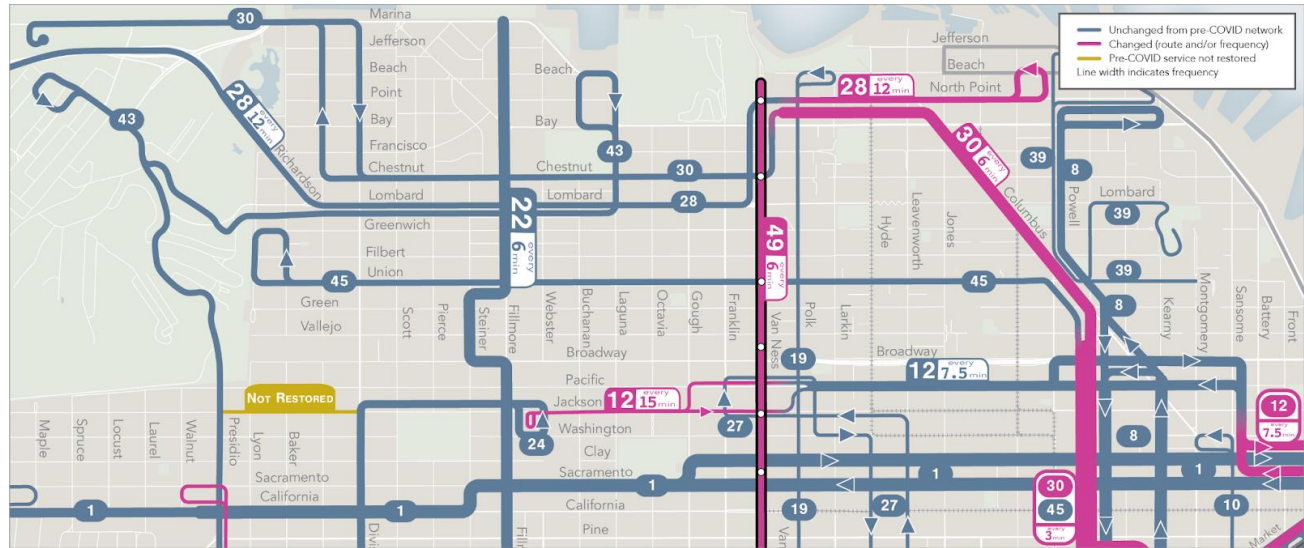
- 47 Van Ness not yet restored
- 49 Van Ness/Mission maintained at 6-minute frequency (improved from 8-9 minutes pre-pandemic)



# The Presidio, the Marina, Fisherman's Wharf, Chinatown, North Beach

22 Fillmore & 30 Stockton

- **30 Stockton** short line improved from every 12 to every 6 minutes to reduce wait times and crowding
- **22 Fillmore** maintained at 6-minute frequency



# The Haight, Parnassus, Golden Gate Heights

6 Haight/Parnassus, 7 Haight/Noriega, 52 Excelsior, 66 Quintara

## What We Heard

- Ashbury Heights is a hilly area, difficult to navigate for seniors and people with disabilities
- Some were concerned that the 52 Excelsior is less frequent than the 6 Parnassus
- Some would prefer an electric trolley for less noise
- Some prefer to use the 6 Parnassus to access UCSF

## Planning Considerations

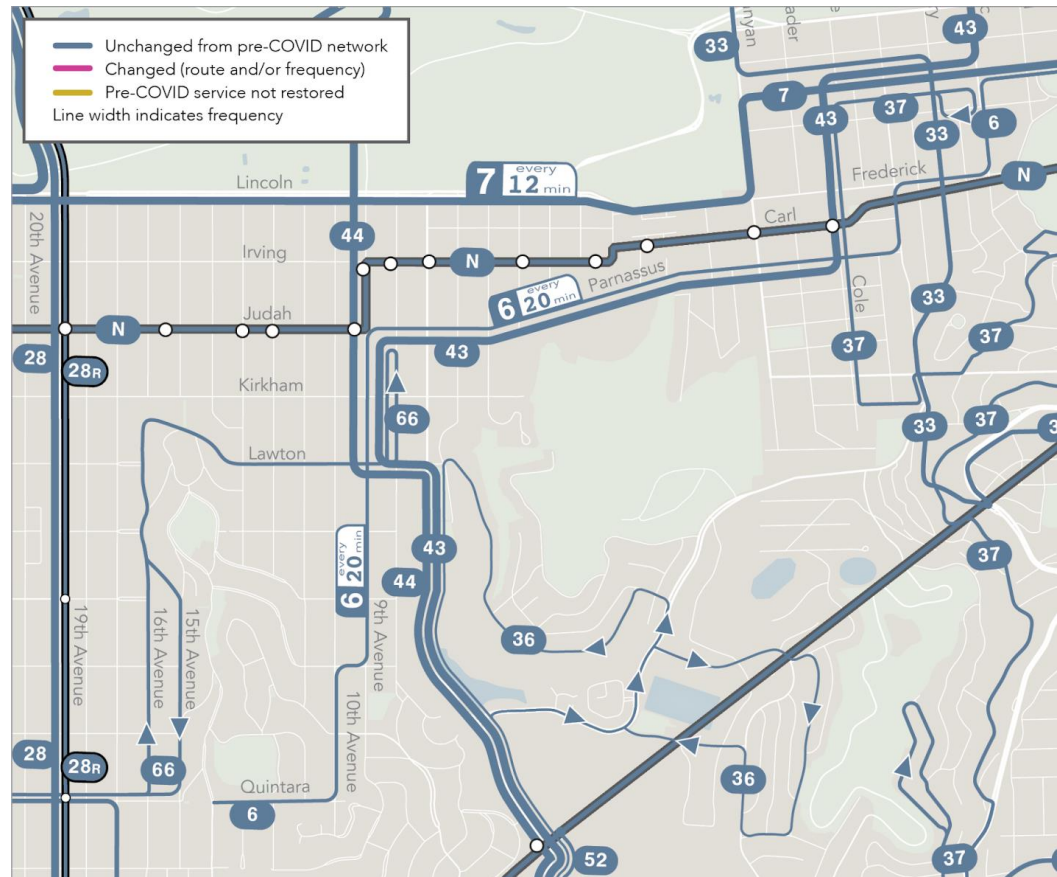
- Pre-pandemic ridership on outer part of 6 was relatively low



# The Haight, Parnassus, Golden Gate Heights

6 Haight/Parnassus, 7 Haight/Noriega, 52 Excelsior, 66 Quintara

- 6 Haight/Parnassus restored from Ferry Building to Quintara/14th Ave (20-minute frequency)
- 7 Haight/Noriega maintained at 12-minute frequency
- 52 Excelsior and 66 Quintara returned to previous alignment and maintained at 20-minute frequency



# Hayes Valley and Western Addition

5 Fulton, 5R Fulton Rapid, 21 Hayes

## What We Heard

- For people with mobility challenges it is difficult to access bus stops on the 5 Fulton because of the Alamo Square hill
- Seniors and people with mobility challenges need easy access to the senior centers and St. Mary's Hospital

## Planning Considerations

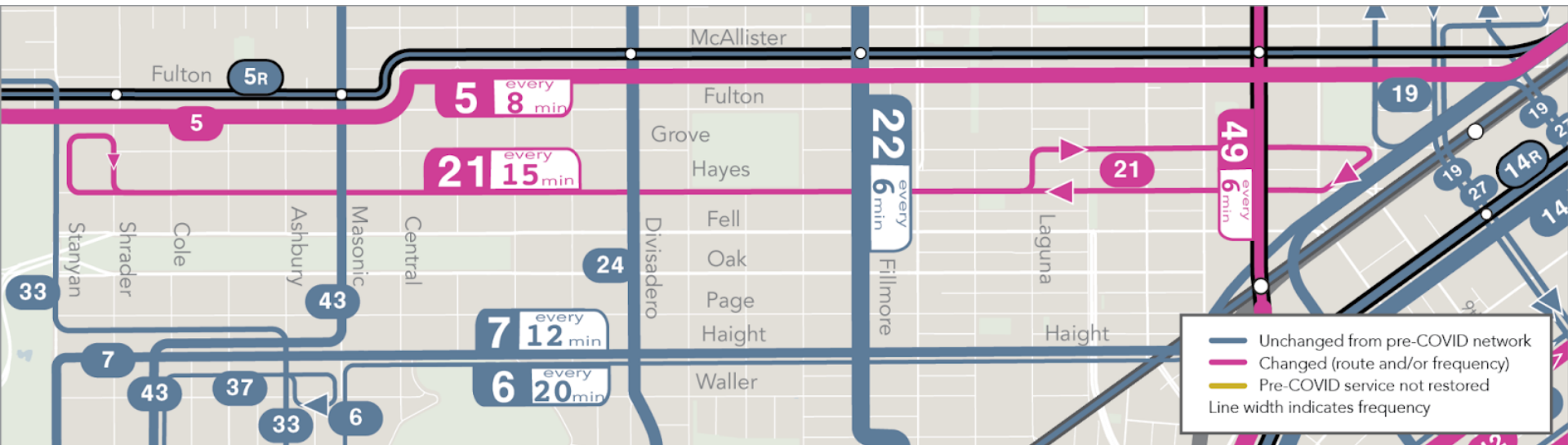
- The 21 Hayes is within 2-3 blocks of more frequent routes (5 Fulton, 5R Fulton Rapid, 7 Haight/Noriega)
- The 21 Hayes provides access to St. Mary's Hospital
- Downtown demand is greatly reduced



# Hayes Valley and Western Addition

## 5 Fulton, 5R Fulton Rapid, 21 Hayes

- **21 Hayes** restored from St. Mary's to Main Library/Civic Center (15-minute frequency)
- **5 Fulton** improved from every 10- to every 8-minute frequency to reduce crowding and wait times (20% increase in capacity)
- **5R Fulton Rapid** articulated buses to address crowding





# Tenderloin, Japantown, The Richmond

2 Clement, 3 Jackson, 5R Fulton Rapid, 12 Folsom/Pacific, 28R 19<sup>th</sup> Avenue Rapid, 38R Geary Rapid

## What We Heard

- Seniors, persons with disabilities value closer stops, especially in hill areas
- Seniors rely on connections from Japantown to the Jewish Community Center for meals
- People rely on Muni to shop on Clement Street

## Planning Considerations

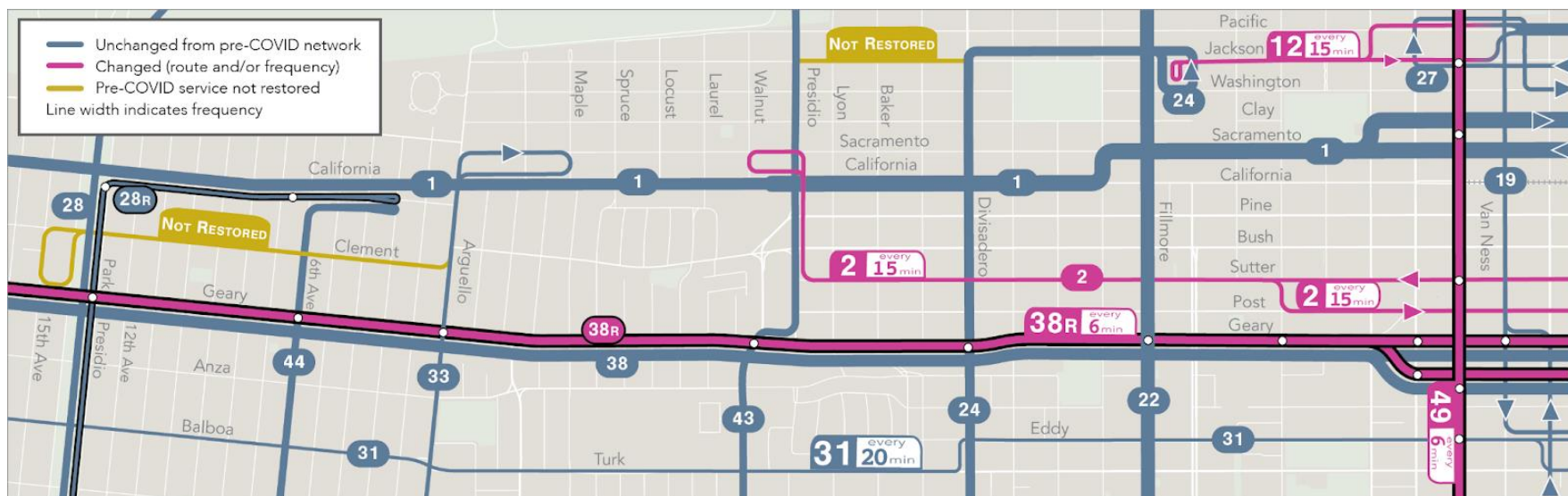
- Most of 2 Clement & 3 Jackson run within 1-2 blocks of more frequent routes (1 California, 38 Geary, 38R Geary Rapid)



# Tenderloin, Japantown, The Richmond

2 Clement, 3 Jackson, 5R Fulton Rapid, 12 Folsom/Pacific, 28R 19<sup>th</sup> Avenue Rapid, 38R Geary Rapid

- 2 Clement restored from Ferry Building to Jewish Community Center (15-minute frequency)
- 3 Jackson not yet restored
- 5R Fulton Rapid articulated buses added to address crowding
- 12 Folsom/Pacific extended to Fillmore/Jackson
- 28R 19<sup>th</sup> Avenue Rapid restored at 10-minute frequency
- 38R Geary Rapid improved from every 8 to every 6 minutes to reduce wait times and crowding (25% increase in capacity)



# Noe Valley

35 Eureka, 48 Quintara/24<sup>th</sup> Street

48 Rerouted for Shelter in Place onto Clipper

## Impacts of Reroute

- Residents on new segments of 35 Eureka along 21<sup>st</sup> Street and 48 Quintara along Clipper Street have significant community opposition due to safety issues and reduced access to 24th Street and decreased foot traffic to businesses
- Increasing congestion on Clipper that has the highest volume of through traffic in Noe Valley including first responders, trucks and commuters on an especially narrow street adding to safety issues to an already perceived dangerous street.

## Staff Rationale for Reroute

- Rerouting the 48 Quintara has reduced travel times and improved reliability



# Noe Valley

## 35 Eureka, 48 Quintara/24<sup>th</sup> Street

- Option 1:
  - 35 Eureka & 48 Quintara/24th Street unchanged from Pre-COVID (30-minute and 15-minute frequencies)
- Option 2:
  - 35 Eureka & 48 Quintara/24th Street unchanged from Shelter in place (30-minute and 15-minute frequencies)
- Option 3 (recommended):
  - 48 Quintara/24th Street on Douglass (requires intersection regrade at 25th)



# Next Steps: Expansions

- Beyond Winter 2022: Service Expansion
  - Continued community dialogue and planning
  - Seek additional funding
- Expansions to explore:
  - Further frequency improvements to reduce crowding
  - Express services, including 8AX Bayshore Express A, 8BX and Bayshore Express Band 41 Union
  - Also including downtown expresses
  - And access to recreational opportunities (76X Marin Headlands Express)
  - New Rapid routes, such as 29R Sunset Rapid
  - Changes to existing routes, such as 18 46th Avenue to Daly City



# Appendix B

Getting to pre-pandemic service levels



# Getting to 100% of pre-pandemic service

# Shared goal: Sustainable transportation service

- Towards that goal, SFMTA implemented 12 service changes over 18-month period
- Barriers to 100% pre-pandemic service levels
  - Time needed to hire and train staff
  - Commitment of new, longer-term resources
- Ridership remains around 50% of pre-pandemic levels



# Hiring Needs & Timeline

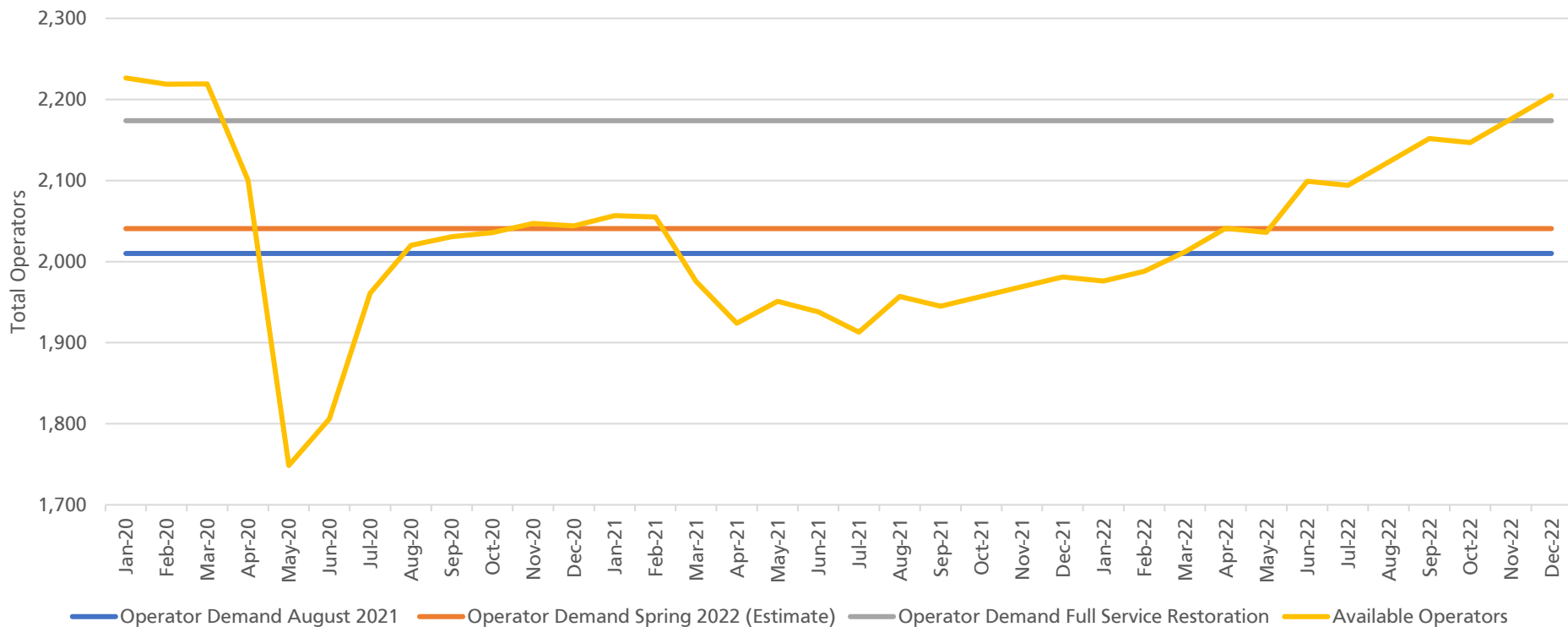


# Hiring Needs - Overview

- Staffing is first key hurdle
- Currently scheduling 75% of pre-pandemic hours
  - 10% (or higher) vacancy rate in Transit Division (recently spiking at 24%)
  - Muni continues to experience daily open shifts
  - Already maximizing operator overtime
- Agency on track for 10% service increase by February 2022

# Current Operator & Training Plan

Current investment to increase operator availability



# Budget Analysis

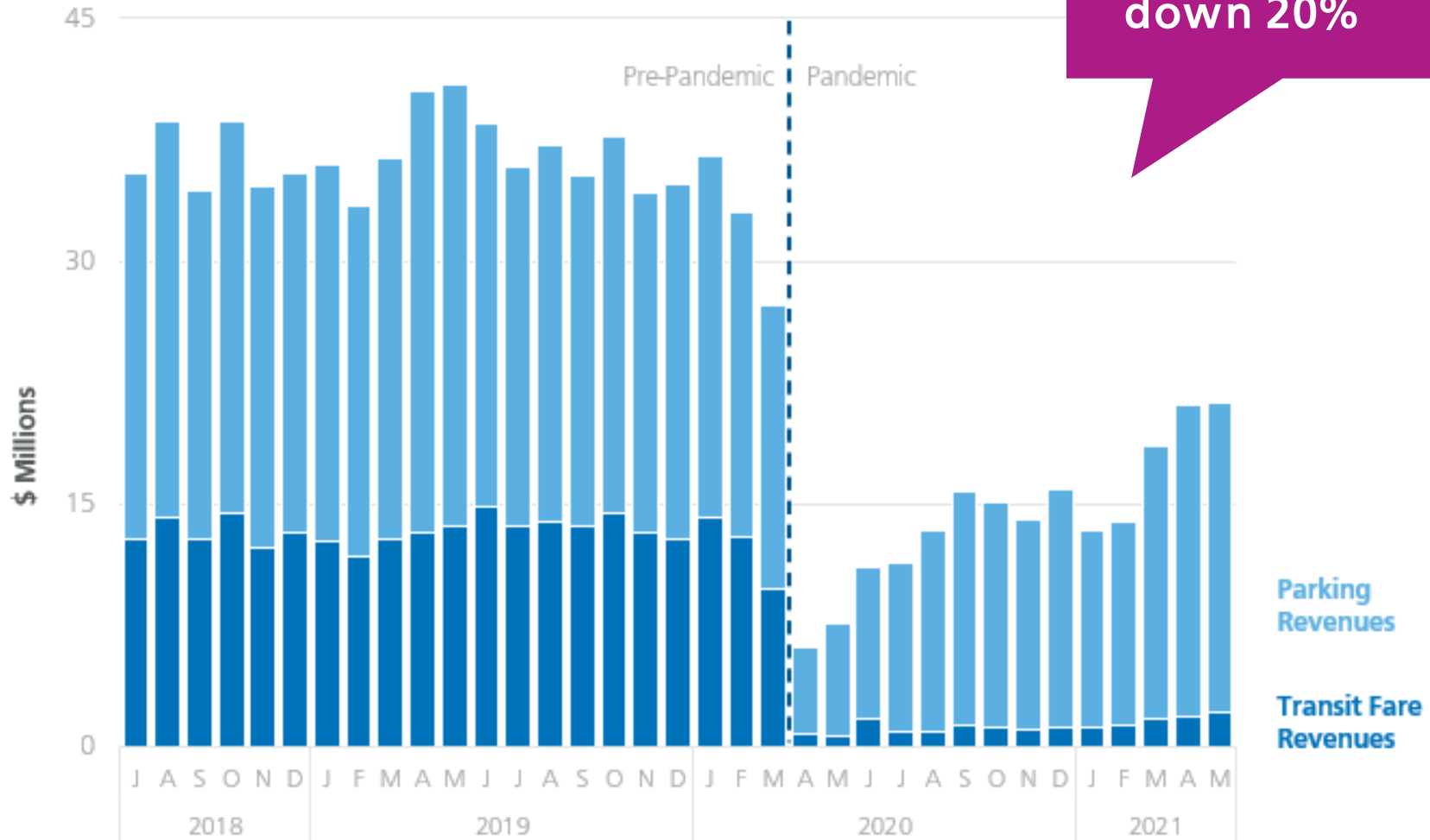


# Budget Analysis for 100% Service Restoration

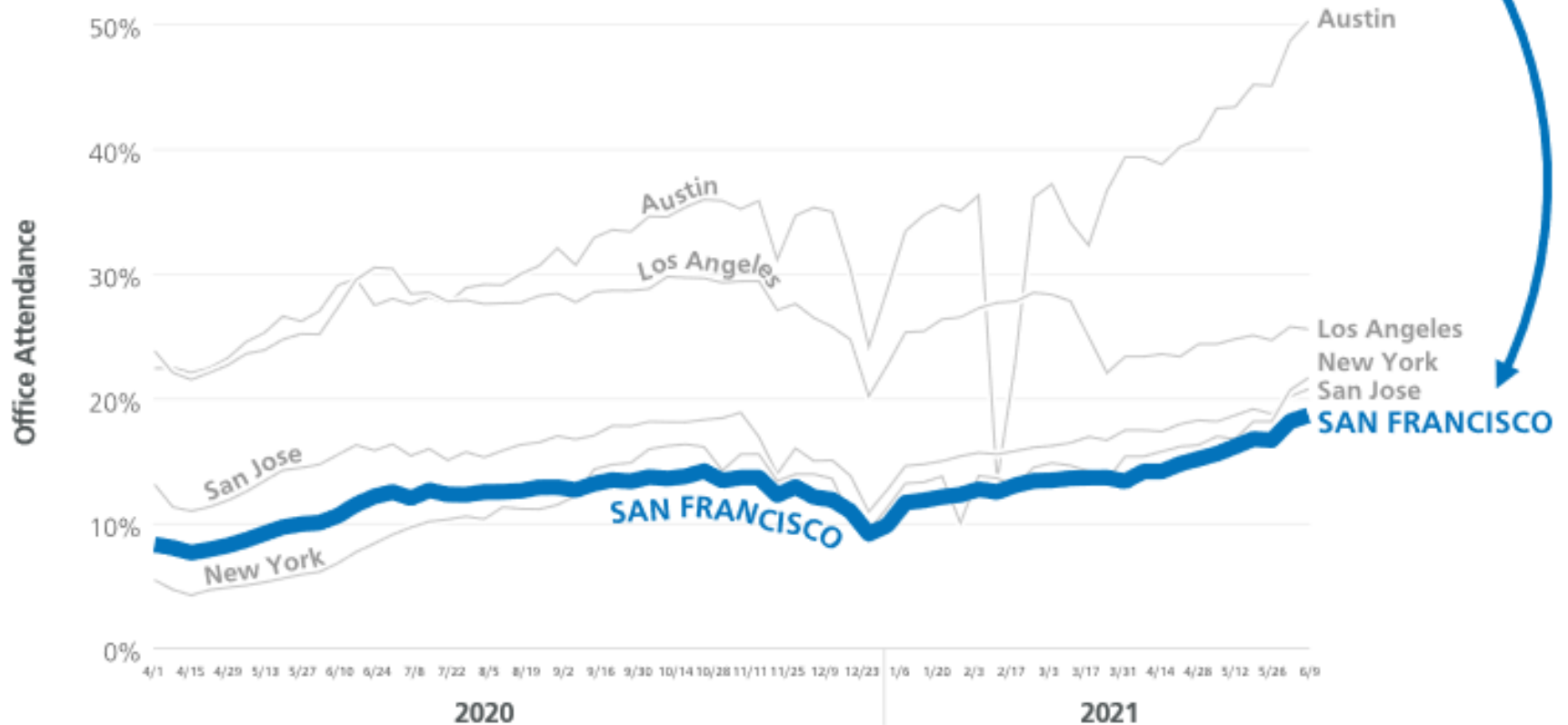
- Three scenarios with different assumptions about how quickly office commutes rebound
  - Baseline Case
  - Middle Case
  - Best Case
- Lost revenue overwhelmingly due to lack of downtown office commuters and related businesses travel
- Controller's office & Bay Area Council both suggest that San Francisco is a global outlier for return-to-office

# Revenues

- Transit fare revenue down 81%
- Parking revenues down 20%



# “San Francisco metro area continues to lag comparable metro areas in office attendance”



Source: Kastle Systems, via [SF Office of the Controller](#)

# Other Variables

- **Fares were kept constant in 2020, worsening the structural deficit in a way that compounds over time**
  - Each scenario resumes indexing of fares in different ways.
- **Pre-COVID, SFMTA planned to expand variable parking pricing to Sundays and evenings**
  - This change was suspended during COVID
  - The scenarios address this fund source in different ways
- **Muni has made significant gains in addressing deferred maintenance**
  - Each scenario sacrifices Muni's state of good repair in different ways to advance service.



# Baseline scenario

<b>Assumptions</b>	<ul style="list-style-type: none"><li>• SFMTA receives \$448 million in federal ARPA funds</li><li>• Transit commute ridership grows to 60% of pre-pandemic levels.</li><li>• Fare indexing is suspended during the entire five-year period (equals \$67 million in foregone revenues)</li><li>• Parking fines and fees hit a plateau in FY 2023 and slowly recover at approximately 2 percent per year</li><li>• Capital funding of \$10 million per year is removed starting in FY 2023 to address \$96.8 million per year in deferred maintenance.</li><li>• Evening and Sunday metering is <i>not</i> implemented, resulting in \$16 million per year of foregone revenue</li></ul>
<b>Fiscal Cliff</b>	<b>The SFMTA would run out of money and be forced to exhaust the agency's contingency reserves in FY 2024.</b>
<b>Deficits</b>	<b>In FY 2024, a \$27.9 million deficit would remain. Deficits would exceed \$175 million in FY 2025 and onward.</b>

# Middle scenario

<b>Assumptions</b>	<ul style="list-style-type: none"><li>• \$480 million in federal ARPA funds</li><li>• Transit commute ridership grows to 75% of pre-pandemic levels (permanent telecommuting for 25% of pre-pandemic San Francisco employees)</li><li>• Automatic fare indexing implemented in the FY 2023 &amp; 2024 budget; adds \$67 million in revenue</li><li>• \$10 million per year in developer fees are included in the operating budget</li><li>• Parking fine and fee revenues grow but do not exceed FY 2019 nominal revenue levels until FY 2024</li><li>• Evening and Sunday metering is <i>not</i> implemented</li></ul>
<b>Fiscal Cliff</b>	<b>The SFMTA would run out of money and be forced to use most of its contingency reserves in FY 2024.</b>
<b>Deficits</b>	<b>In FY 2025, a \$128.3 million deficit would remain. After FY 2025, deficits would exceed \$130 million.</b>

# Best-case scenario

<b>Assumptions</b>	<ul style="list-style-type: none"><li>• \$480 million in federal ARPA funds</li><li>• Transit fare revenue recovers more quickly in FY 2022 but maintains an overall 25% reduction in commuters</li><li>• Automatic fare indexing is implemented in every two-year budget cycle adding \$138 million in revenue</li><li>• \$10 million/year in developer fees included in the operating budget</li><li>• Parking fines and fees recover more quickly</li><li>• Evening and Sunday metering is fully implemented starting in FY 2023</li><li>• The Transportation Network Company Tax is 23% higher</li><li>• Operating grant receipts are 7% higher</li></ul>
<b>Fiscal Cliff</b>	<b>The SFMTA would run out of money and be forced to exhaust its contingency reserves in FY 2026.</b>
<b>Deficits</b>	<b>In FY 2026, a \$46.1 million deficit would remain. After FY 2026, deficits would exceed \$84 million.</b>

# Ongoing Planning Efforts

