


SFMTA Pre-Hearing Question Responses



To: Supervisor Dean Preston

From: Jeffrey Tumlin, Director of Transportation 

Date: July 20, 2021

Subject: Responses to SFMTA Pre-Hearing Questions

We want to thank you for your questions ahead of the July 23, 2021 hearing on SFMTA’s service restoration plans. Below you will find the information requested. Please do not hesitate to contact us with additional questions or concerns and we look forward to Friday’s discussion.

Pandemic-era Service Network

For each suspended line, please explain:

- 1. The reason(s) the particular line was suspended**
- 2. The process for deciding to suspend the line**
- 3. The reason(s) the line has not been returned to service**

For each line, please also specify the circumstances or metrics that would trigger the decision to return a line.

In general, at the start of the pandemic the SFMTA faced urgent questions about how much service a) could be staffed, b) where it was most needed, and c) how physical distancing could be facilitated. The agency relied on existing emergency service operations plans which provide for essential mobility in the event of a major emergency. While designed with an earthquake or similar natural disaster in mind, it is optimized to provide maximum mobility throughout the city while conserving resources. With the benefit of ridership data and stakeholder feedback from the first few weeks of the stay-at-home order, the agency was able to determine what routes had the highest ridership and covered the most geographic area. These two items together formed our April 2020 temporary COVID-19 service plan.

Since this first iteration of what became known as the “Core Network” the agency has continued to reinstate service. Routes and frequencies were restored to a) provide new connections, especially in equity neighborhoods b) fill in service gaps and c) keep pace with growing ridership.

These criteria also form the basis for understanding why some routes were not restored. Routes with overlapping or parallel service (for example, to downtown) were not prioritized.

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2 Clement

The 2 Clement runs parallel to other routes with very high frequencies to the same service area, including the 1 California, 38 Geary, and 38R Geary Rapid.

3 Jackson

The 3 Jackson only serves one unique stop in the Muni system. It runs parallel to other routes with very high frequencies to the same service area, including the 1 California, 38 Geary, and 38R Geary Rapid. The alignment directly overlaps with two other routes that were part of the original Core Network: the 22 Fillmore and 24 Divisadero.

6 Parnassus

The majority of the 6 Parnassus overlaps with the restored 7 Haight/Noriega. The remaining gap along the unique portion in Golden Gate Heights will be served in the August 14 service restoration and was not prioritized sooner over areas with less access and service to communities of concern.

10 Townsend

The 10 Townsend, north of Market, overlaps with the 12 Folsom/Pacific, which was reinstated in that area. Service to Caltrain Depot and SoMa was provided a few blocks away by the N Judah, KT Ingleside/Third Street, 30 Stockton, and 45 Union/Stockton. In Potrero Hill, the route runs near the 19 Polk, which connects to the 48 Quintara/24th Street providing access to General Hospital.

21 Hayes

The 21 Hayes served an area with nearby service by the 5 Fulton, 5R Fulton Rapid, and 7 Haight/Noriega with high frequencies to the same service area.

47 Van Ness

The Van Ness Avenue and Fisherman's Wharf segments of the 47 were covered by the 49 Van Ness/Mission (extended further for the pandemic along North Point). The segments in SoMa were closely covered by the 27 Bryant, N Judah, and KT Ingleside/Third Street.

E Embarcadero

Areas served by the E Embarcadero were served south of Market Street by the N Judah, KT Ingleside Third Street and in the north by the 49 Van Ness Mission (covering an area previously served by the 47 Van Ness) and, starting in May 2021, the F Market and Wharves.

1AX/BX, 30X, 31AX/BX, 38AX/BX, 41, and 88

These routes provide peak-hour only transit service that overlaps with the service area of existing service and primarily serve commuters. There remains significant capacity on regular routes to carry peak hour loads.

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76X Marin Headlands Express

This route provides weekend-only recreational activity access and was not prioritized over areas with less essential access and service to communities of concern.

At what point do you consider a line that has no specified return date to be a route abandonment requiring BOS approval?

The agency considers route abandonment to mean the permanent termination of service along a particular line or service corridor where no reasonably comparable substitute service is offered.

Please provide a copy of any memo, map, email, or other document from January 1, 2020 to present that proposes, discusses, or addresses abandonment of any Muni line. Is there a memo, map, email or other document that shows how temporary changes fit into possible long term changes to Muni lines? If so, please provide.

We have no documents responsive to this request.

Community Engagement

Does the MTA have a community engagement plan?

Public outreach and engagement are an integral part of planning and implementation for every SFMTA project, including Muni service changes. The SFMTA has clear expectations of every project manager, project lead and team member who works with the public. To ensure consistent public communications and outreach across projects, the SFMTA established our Public Outreach and Engagement Team Strategy (POETS). The strategy includes requirements for every project.

Ahead of the 2022 service changes, the agency is planning three rounds of outreach: Initiating Stakeholder Engagement (July – August), Citywide Engagement (August - September) and Addressing What We Heard: Fine-Tuning the Network (October). All outreach will be facilitated with access for limited-English proficient audiences and with multichannel outreach so that stakeholders are able to participate regardless of preferred modes of communication. More information on this process is detailed below.

Have there been any community meetings or public outreach to residents regarding the lines that are currently suspended or being changed?

The agency engaged in a number of outreach measures to inform the public of COVID-19 service changes in advance of implementation. Within the constraints of public health orders, the agency selected methods to ensure multiple channels of communication for distribution of information (digital, analog, and in-person options), particularly emphasizing communication tools used by communities of concern. To ensure outreach was accessible to the widest possible audience, most information was

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offered in four languages (English, Chinese, Spanish and Filipino) and also incorporated visuals, symbols, icons and maps where appropriate.

For service changes on the 83X, 27 Bryant, 15 Bayview Hunters Point Express, the SFMTA deployed multilingual surveys online and via text message. These changes were advertised through multilingual posters at transit stops with information in English, Spanish, Chinese and Filipino and Muni alert emails notifying riders of in multiple languages, including notice of free language assistance in ten languages. Opportunities to comment and provide feedback on service changes were provided in the Muni alert emails and at meetings of the SFMTA Board of Directors.

Members of the public use the City's multilingual information line (311) and post comments on the blogs and on the SFMTA's Twitter account inquiring about service changes. SFMTA staff tracked comments that came in via blogs and social media, supplementing regular feedback from the Customer Service team, to aid in making decisions about which service restoration. In addition, the SFMTA received Customer Service Reports through 311 requesting service changes for specific routes to expand access and address crowding and pass-ups.

The SFMTA leveraged existing channels through which we regularly gather feedback to ensure that we prioritized engagement with communities of concern. The agency also conducted in reach with transit operators and other on-site staff. The agency held numerous meetings with various advocacy groups, District Supervisors' offices, and members of business, merchant and neighborhood groups. Among the groups included were Senior and Disability Action, the SFMTA's Multimodal Accessibility Advisory Committee, the SFMTA's Transportation Working Group, Walk San Francisco, the San Francisco Bicycle Coalition, the West Portal Merchants, the Greater West Portal Neighborhood Association and the San Francisco Transit Riders. Starting in August 2020, agency staff began participating in biweekly Tenderloin Community Benefit District, Tenderloin People's Congress and Tenderloin Traffic Safety Task Force meetings.

SFMTA staff learned a great deal regarding Muni service issues from our work with communities through SFMTA's Bayview Community Based Transportation Plan (CBTP), outreach to HOPE SF Sunnydale, the San Francisco Youth Commission and at the Human Rights Commission (HRC) Open House. We used the qualitative data gathered through this outreach to inform service restoration that addressed key transit needs in the neighborhoods identified by the Muni Service Equity Strategy. In turn, we developed service changes to address these needs, such as the need for the return of certain routes to connect communities to essential businesses and jobs and the introduction of new service.

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What community meetings and public outreach are planned regarding route suspensions, service changes, and/or route abandonment?

A plan for discussing the future of the Muni network is under development. Later this summer, the SFMTA will be sharing three alternatives for how service might be restored in winter and inviting the public to provide feedback on those alternatives. The input received from the public will help the SFMTA Board determine the pattern of Muni service to be implemented in early 2022. The three scenarios the SFMTA will be laying out for the public to consider are:

1. Return the Familiar Network
2. Build a High-Access Network
3. Develop a Hybrid Network

The Familiar Network alternative would put back the routes people are used to from prior to the pandemic. But the service that people are used to isn't always the service that helps the most people get where they need to go. The High-Access approach would shift some patterns of service to expand people's ability to get to more destinations sooner. The Hybrid Network aims to balance the most desirable features of the previous two.

We are planning three rounds of outreach: Initiating Stakeholder Engagement (July – August), Citywide Engagement (August - September) and Addressing What We Heard: Fine-Tuning the Network (October). All outreach will be facilitated with access for limited-English proficient audiences and with multichannel outreach so that stakeholders are able to participate regardless of preferred modes of communication.

The first round includes presentations and discussions with a small number of key community-based organizations and advocacy groups to discuss the three scenarios for the Muni Full Service Network, and involve stakeholders in determining which of the scenarios best suits San Francisco's needs, and identifying any challenges with each of the scenarios with a goal of refining our outreach methodology for the second round of outreach based on what we learn during this round.

The second round includes using StoryMaps to involve the widest possible audience with attention to audiences that have been historically marginalized, in discussing the three scenarios for the Muni Full Service Network, determining which of the scenarios best suits San Francisco's needs, and identifying any challenges with each of the scenarios. With this information paired with transit data, our Transit Planning team will develop a proposal for Muni's Full Service Network.

With the third round of outreach, we will consult with stakeholders engaged in the first two phases, presenting the proposal for Muni's Full Service Network, and providing stakeholders with details about how public feedback influenced the proposal. Once the proposal is refined, it will be brought to the SFMTA Board for its consideration for approval.

Throughout the process, we will solicit and welcome all feedback the Supervisors provide.

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Long Term Goals and Commitments

Is MTA committed to restoring 100% of pre-pandemic lines?

Is MTA committed to restoring 100% of pre-pandemic service hours?

The agency is committed to continuing to increase service to at least 110% of pre-pandemic service levels when we have the staff and financial resources to do so. We are all hopeful the city's pandemic recovery outpaces financial projections, and that this restoration will take place sooner than we're currently anticipating. However, it will take time to understand how the agency is performing against financial recovery projections.

Whether this service is delivered on the original network is a policy question that is currently being examined. The agency has brought on Jarett Walker and Associates to perform a network analysis to better understand how to deploy our existing resources between today and early 2022. This analysis will also provide a framework to direct new resources, when they have been identified, to enhance the city's mobility beyond 2020 levels. These will be challenging and at times emotional questions, which is why this fall the agency will be presenting various options to the public for their input as detailed above.

The 21 and 31

Why is there no timeline for the return of these lines?

Has MTA consulted with any community groups or community advocates regarding these two lines? Who and when?

On July 15, 2021 the agency announced the 31 Balboa will be restored as part of the August 14 service change. The route will be temporarily modified between Cabrillo St and La Playa to Cyril Magnin at Market and will operate daily between 6am and 9pm approximately every 20 minutes.

The 21 Hayes is included in the network analysis that is currently under way. Potential options for the future of this route, and others, will be presented as part of the public outreach process this fall.

The MTA has suspended two major lines through the Fillmore/Western addition. How does that align with the equity goals outlined by the MTA?

Our equity approach focused our limited resources to operate high frequencies on major corridors to keep pace with continued demand during the pandemic. Until June 15, 2021 the SFMTA was operating at limited capacities and needed to ensure the routes with high ridership were served frequently enough to permit mandatory distancing. This limited our ability to restore all routes everywhere. Routes like the 8, 9/9R, 14/14R as well as the 22 and 38/38R operated at 3-5 minute headways due to persistent and high demand.

The Fillmore and Western Addition are served by the 5 and 38/38R traveling east/west and the 22 traveling north/south. These are an essential feature of the pandemic-era service plan. These three

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routes have exceptionally high frequency (operating at 8 min or better) and have run for the duration of the pandemic. This explains why routes like the 19 Polk, 52 Excelsior and 54 Felton—which provide unique coverage areas—were slated for restoration before routes with parallel service like the 21 Hayes. The 31 Balboa, which also serves these neighborhoods, will be restored to service in August.

32 Eddy

According to advocates, there was a plan to restore service along a segment of the 31 from Market to Divisadero. This plan advanced far enough that a “32 Eddy” route designation was programmed into bus headsigns. Is this accurate? If so, why did the agency decide not to pursue this plan?

Responding to public input, the agency worked with stakeholders in the Tenderloin to improve Core Network access in the neighborhood. Along with other options, we socialized the concept of a 32 Eddy publicly in fall 2020. We ultimately made the decision to restore a modified 27 Bryant through the Tenderloin which better addressed equity needs at that stage of the pandemic. The 27 Bryant makes connections for residents of the Tenderloin, Mission and SoMa neighborhoods to essential grocery stores and a food bank. Further, the 31 Balboa is being restored as part of the August 14 service change.

6 Parnassus and 7 Haight/Noriega

The August 7th Service restoration reads as a plan to replace the #6 with the 66 and 52 and the #7 between downtown and the Haight. Please confirm if that is an accurate characterization of the short term plan. What outreach have you done to the impacted neighborhoods and riders? Have you held any community meetings about this proposal? How long will this proposed change last?

The SFMTA’s focus is on closing coverage gaps so residents and other riders have an option. To cover the unique portion of the 6 Parnassus, it was a better use of limited resources to extend two other routes (the 52 and 66) to fill in gaps in Sunset Heights. It was determined that using operators and buses to reinstate the entire 6 Parnassus – at the cost of not covering other areas or reducing the frequency of other routes, including potentially the 7 Haight/Noriega – was an inferior option.

This service change was due to limited resources and represents our best assessment in closing coverage gaps and is considered a temporary measure. This fall the agency will conduct public outreach regarding how this configuration will look into the future.

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Staffing

Thank you for sharing the staffing memo. Why was the decision made to freeze hiring for a year and who made the decision?

On April 21, 2020, the SFMTA board approved a budget plan that anticipated continuing revenue and expenditure uncertainty. This budget plan included expenditure austerity measures such as a hiring freeze for all but mission critical positions, overtime controls, contract expenditure controls and the elimination of the SFMTA board reserve in the event revenues did not begin to recover in fiscal year 2021. These actions were taken to ensure the protection of the workforce and the ability of the agency to sustain the Core Service without disruption.

On December 1, 2020, updated financials were presented to the SFMTA board showing deficit of \$68 million in FY 2021 and \$168 million in FY 2022 due to low recovery rates of enterprise revenues due to the COVID-19 pandemic – the second wave. These funding gaps already took into account the \$118 million in expenditure savings and \$373 million in CARES federal relief the agency had received to date. The SFMTA board began discussions of a deficit reduction plan in the worst-case scenario including possible reductions in service and the workforce.

However, on December 27, 2020, H.R. 133 Consolidated Appropriations Act 2021 was signed into law followed by H.R. 1319 American Rescue Plan Act of 2021, which was signed into law in March 2021. Together these federal bills were anticipated to provide sufficient one-time funding to balance the SFMTA operating budget until calendar year 2023.

As a result, on April 27, 2021 an internal memo was released that eliminated the hiring freeze within the agency. This was based on the expectation that the federal funds will provide sufficient time for enterprise revenues to recover to a point to sustain the additional salary and benefit costs of additional filled positions.

The memo claims we do not currently have the staff to deliver 100% pre-pandemic service. Is this the only reason MTA maintains we cannot deliver 100% pre-pandemic service?

It is impossible to list all of the individual challenges we face to normalizing our service operations. However, one major challenge that predates and which has been exacerbated by the pandemic and its aftereffects, are the agency's staffing levels. As the memo detailed, operators are a major and highly visible concern, however, there remain significant staff shortages throughout the Agency's teams including but not limited to maintenance operations, engineering, planning, and project delivery that continue to hamper operations. Staffing shortages present the primary hurdle for restoring additional service between August 2021 and early 2022.

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By what date will we have the staff to deliver 100% pre-pandemic service?

If we exclude the budgetary concerns from the list of challenges we face, the agency expects to have adequate operator staffing to deliver pre-pandemic service levels by summer 2022. At present, the agency is filling vacancies that were either held open due to the hiring freeze or those that were created over the past year by attrition. As demonstrated in the Staffing Memo, the hiring plan will take time to make gains against the large number of vacancies. If current financial projections do not improve, the agency will slow operator hiring to match attrition in early 2022. Without adequate financial resources to grow and sustain staff and service, the agency cannot continue hiring for growth.

The hiring plan also presents a tremendous opportunity to promote our talented and diverse staff and create a pathway for professional advancement, in particular, to woman and people of color. We are committed to creating job opportunities and playing a direct role in the post-pandemic jobs recovery.

The Staffing memo references that the MTA is evaluating a number of alternatives for public consideration that use the same funding and offer different service choices. What are those alternatives? Do those alternatives include the abandonment of lines?

As mentioned previously, this work is currently under way and will be circulated for public feedback in early fall. The three scenarios the SFMTA will be laying out for the public to consider are:

1. Return the Familiar Network
2. Build a High-Access Network
3. Develop a Hybrid Network, balancing the best features of the first two.

The Familiar Network alternative would put back the routes people are used to from prior to the pandemic. But the service that people are used to isn't always the service that helps the most people get where they need to go. The High-Access approach would shift some patterns of service to expand people's ability to get to more destinations sooner. The Hybrid Network balances the most desirable features of the previous two. The SFMTA does not expect to engage in route abandonment as part of this evaluation or its subsequent implementation.

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Network Evaluation

Director Tumlin has confirmed that Jarrett Walker + Associates will be advising the MTA to assist with defining Jarrett Walker's firm chosen to advise the MTA. Was there an RFP process?

Jarrett Walker and Associates were hired using an on-call consultant contract, as a subcontractor to Fehr & Peers. The on-call bench of consultants was put through a competitive RFP process.

What is the scope of the work with Jarrett Walker?

The scope of work for Jarrett Walker and Associates is to define and build consensus toward a post-COVID network using 85% of pre-COVID service for implementation by January 2022. The work will also guide future expansion as resources become available. This analysis will generate three system alternatives:

1. Familiar Network: The last pre-COVID network with service altered to reflect budget constraints
2. High Access Network: A network that increases frequencies and standardizes routes spacing at a policy level citywide
3. Hybrid Network: A combination of the two previous scenarios

The SFMTA will facilitate the subsequent outreach using this analysis as the foundation for engagement.

Please provide a copy of the contract with Jarrett Walker

Provided as an attachment.

Financial Recovery Projections

The SFMTA's financial decisions regarding service restoration are based on projections of the return of ridership, fare revenue, parking revenue, sales tax and many other factors. Please share the latest projections you are using in your decision-making.

On June 15, 2021 at the SFMTA Board, the latest revenue projection for FY 2021-22 was \$1.305 billion which included \$923 million in ongoing revenue and \$382 million in one-time revenues which primarily includes federal relief and use of fund balance. This revenue estimate includes an \$86.1 million estimate in fare revenue assuming that there is a 25% month-over-month increase in August and similar increases thereafter as the economy begins to recover.

SFMTA is currently doing a thorough review of revenues as part of the development of SFMTA's next two-year budget for FY 2022-23 and FY2023-24. Data that is being considered with this update include, for example, assumptions such as 25% permanent telecommuting and 3% economic growth. These projections come from the San Francisco Controller's March 2021 update and review of comparable agencies such as New York MTA which commissioned a study by McKinsey & Company that found that ridership might reach 80 to 92 percent of pre-pandemic levels by the end of 2024, and that some riders might retain fears about the health or safety of trains and buses.

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San Francisco has a uniquely high number of jobs that are well-suited to work from home; approximately 1/3 of all jobs fall into this category. San Francisco continues to lag, significantly, behind other cities in return to office, with office attendance rates below 20% during the first week of June. Additionally, office vacancies are triple pre-pandemic levels and rising. Tourism and business travel have also shown a very slow recovery—SFO air traffic was only 30% of pre-pandemic levels in April, hotel occupancy is only 30% as of May, and Moscone Center bookings remain significantly below pre-pandemic levels. These indicators influence the agency’s approach to charting a path to financial recovery.

Agency Financial Reserves

What is the current amount in the SFMTA’s reserves? What was the reserve balance immediately prior to the pandemic.

In 2007, the SFMTA Board of Directors adopted a Contingency Reserve Policy (Resolution 07-038), requiring 10% of total operating expenditures be set aside in reserves to maintain the financial stability of the agency and ensure adequate funds are available due to risks and emergencies. The reserve is always 10% of the operating budget and is currently projected at \$128 million in fiscal year 2022, which represents 10% of the agency’s adopted operating budget. Any fund balance above the contingency reserve prior to the pandemic was appropriated as part of the budget for fiscal years 2021 and 2022. The SFMTA anticipated using all its one-time fund balance, outside of the contingency reserve prior to the beginning of the pandemic to close its existing projected deficit. In FY 2022, \$52 million of one-time fund balance was appropriated for the operating budget, this will leave only the reserve for future years.

Since the start of the pandemic, how much funding has the SFMTA taken out of its reserves? Please describe any changes to the reserves since the start of the pandemic.

Since the pandemic, the SFMTA has not used any of its contingency reserves. However, the SFMTA has appropriated all of its one-time fund balance – and was required to do so, prior to the pandemic. There have been no changes to the reserve since the beginning of the pandemic.

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Service Restoration

What was the decision making process, timeline and budget for the MTA to announce that the agency will be extending the 1 California, 5 Fulton, 8 Bayshore, 9 San Bruno, 14 Mission, 22 Fillmore, 30 Stockton, 38 Geary and 49 Van Ness/Mission to have normal service until midnight?

Based on community feedback and in response to the quicker than anticipated June 15 restoration of economic activity, the SFMTA reviewed the decision to begin Owl service at 10pm. Routes with high ridership from 10pm to midnight were prioritized for 15 minute service and routes with medium ridership were prioritized for 20 minute service. The following routes will run till midnight beginning on August 14: 1 California, 5 Fulton, 8 Bayshore, 9 San Bruno, 14 Mission, 22 Fillmore, 24 Divisadero, 25 Treasure Island, 28 19th Avenue, 29 Sunset, 30 Stockton, 38 Geary, 43 Masonic, 44 O'Shaughnessy, 48 Quintara/24th Street, 49 Van Ness, K Ingleside Bus, L Taraval Bus (to Wharf), N Judah Bus, T Third Bus.

When will service past 10pm resume on bus lines such as 7 Haight, 19 Polk, and 27 Bryant?

The agency expects most routes currently in operation to have their regular hours extended through midnight by early 2022. However, the network analysis that is currently under way examines how to make use of existing resources within budgetary constraints. In the event that the agency does not have adequate resources to deliver on the extension of hours for all routes as this analysis is completed, extended hours would be included as a tradeoff for public consideration as part of the outreach process this fall.

At the MTA and CTA board meetings, the cost of bringing all service back to pre-pandemic levels was estimated at \$85 million per year. Does that remain your best estimate of the total cost to bring all service back to pre-pandemic levels?

On April 20, 2021 at the SFMTA Board, the estimated cost to bring back the last 15% of service was estimated at \$85 million. This calculation is based on data from the FTA's National Transit Database using FY 2018-19 as the baseline. This also assumes potentially more overtime, cost-of-living increases and inflation.



May 21, 2021

Sean Kennedy
San Francisco Municipal Transportation Agency (SFMTA)
1 South Van Ness Avenue, 7th Floor
San Francisco, CA 94103

Subject: Post-Covid Transit Network Study

Dear Sean:

Fehr & Peers is excited to submit a proposal to assist SFMTA with define and build consensus toward a post-Covid network and develop a new Service Performance Report, including recommended new measures and revised measures.

This cover letter, along with the attachments described below, comprise our proposal to provide planning and engineering services as part of this task order.

- | | |
|---------------|---|
| Attachment A. | Proposed Scope of Work |
| Attachment B. | Proposed Budget Estimate |
| Attachment C. | Proposed Payment Schedule |
| Attachment D. | LBE, DBE and SBE Involvement Memorandum |

Our team will be comprised of staff from Jarrett Walker + Associates, Transportation Management & Design (TMD), and Civic Edge. We think that you will find our team perfectly suited to the requirements of the effort, with key staff members including:

Jarrett Walker (Jarrett Walker + Associates) – Project Lead: Jarrett is a consulting transit planner, helping to design transit networks and policies for a huge range of communities. He has over 30 years of experience.

Russ Chisholm (TMD) – Service Planning Expert: Russ Chisholm brings over 40 years of experience in developing highly successful market-based, consumer-focused, operationally efficient bus and rail transit as both a consultant and transit system manager. \$

Peter Lauterborn (Civic Edge (formerly Barbary Coast Consulting)) – Engagement Lead: Peter is a San Francisco native with over a decade of experience working on many of the key issues facing San Francisco. With a knack for understanding complicated policies and projects, he knows the right ways to engage the public around key initiatives, both large and small.

We look forward to working with you and your staff on this project. Please contact me at 415-685-4022 if you have any questions or need additional information.

Sincerely,

A handwritten signature in black ink, appearing to read 'ew'.

Eric Womeldorff, PE
Principal

ATTACHMENT A – PROPOSED SCOPE OF WORK

Post-Covid Transit Network Study Task Order Request

SSD As-Needed Environmental & Transportation Analysis & Documentation, SFMTA-2016-03/2

GENERAL PROJECT DESCRIPTION

The SFMTA seeks to define and build consensus toward a post-Covid network using 85% of pre-covid service, for implementation by January 2022 as well as develop a new Service Performance Report, including recommended new measures and revised measures.

PROJECT DEFINITIONS

Project- Post-Covid Transit Network Study
Project Area- City and County of San Francisco
SFMTA- San Francisco Municipal Transportation Agency

PROJECT APPROACH

Project Staffing

Contractor agrees to use the personnel listed under “Contractor’s Team” in Section 2 of this Task Order. SFMTA, in its sole discretion, has the right to approve or disapprove Contractor’s personnel assigned to perform the services under this Task Order at any time throughout the term of this Task Order.

SFMTA shall have the right to interview and review the qualifications of any new personnel not listed under “Contractor’s Team” that are proposed by the Contractor. Any change to Contractor’s personnel must be approved in writing by the City at least fourteen (14) days in advance of assignment of such personnel by the Contractor. Such approval by the City shall not be unreasonably withheld.

Project Roles and Responsibilities

The Contractor’s Project Manager shall manage the Contractor’s Team to ensure that it completes all work and obligations described in this Task Order.

The SFMTA Project Manager will provide oversight of the Project to ensure that the Contractor is meeting staffing, timeline, budget, and work product targets and deliverables described in this Task Order; approve contract payments; and provide oversight of all contract administration matters.

Project Management and Communications

The Contractor’s Team shall schedule and coordinate conference calls/meetings with the SFMTA Project Manager as enumerated in the scope of work. At a minimum, the Contractor’s Team Project Manager shall participate in each conference call/meeting. As part of these meetings, the Contractor’s Team shall report on project tasks and deliverables (including labor hours, expenses, and deadlines) for review, input, decision-making, and approval by the SFMTA Project Manager. Unless otherwise noted in the Scope of Work, the Contractor’s Team is responsible for preparing and providing agendas two business days in advance of every meeting and taking and distributing notes within three business days following every meeting.

Deliverables for Contractor Payment

The Contractor shall provide high quality written deliverables that are professionally organized and presented, and include a completed *Appendix D, Consultant Checklist for Document Submittals* with each draft and final document submittal. The Contractor shall provide deliverables that include the following characteristics:

- Concise, but with sufficient detail to provide comprehensive information; and
- Free of typographical, spelling, and grammatical errors.

The Contractor's Team shall provide the SFMTA Team with deliverables in accordance with the schedule of deliverables detailed below. The SFMTA Project Manager will be responsible for forwarding feedback to the Contractor on behalf of SFMTA.

The SFMTA Project Manager and Contractor shall develop and document standards for SFMTA evaluation and acceptance of deliverables. Payment for work is conditional to work being completed to the satisfaction of the SFMTA Project Manager.

SCOPE OF WORK

TASK 0: Project Initiation, Management, and Reporting

The Contractor will develop a project scope of work, fee, and schedule to be shared with the SFMTA for review and confirmation. These materials will:

- Define the Contractor's deliverables and the Contractor team's roles and responsibilities for the project;
- Define the Contractor's analytical approach, tools, and methods;
- Establish a schedule for meetings, deliverables, and project milestones; and
- Document communication protocols between the Contractor and SFMTA.

The Contractor will attend a project kick-off meeting to confirm scope, data requests and administrative details after receiving a Task Order contract from SFMTA.

The Contractor will coordinate regular check-in virtual meetings to discuss progress, review materials, and confirm next steps.

The Contractor will submit monthly progress reports and invoices to SFMTA containing a detail of staff labor, a summary of any issues and resolutions of note for each month, schedule tracking, and a summary of activities.

Deliverable 0.a: Project scope of work, fee, and schedule

Deliverable 0.b: Project kick-off meeting – no later than June 1st.

Deliverable 0.c: Regular check-in virtual meetings

Deliverable 0.d: Monthly progress reports and invoices

Task 1. Post-Covid Expert Advice

This task includes a workshop with relevant experts in transit service planning and possibly transit equity. We can facilitate this workshop as desired and have budgeted for this, though it may be better that we be present as participants or even have only a spectator or questioning role. As we are competitors of some of the

participants it may be more effective if we are asking questions rather than providing expertise at this event, since of course we will be providing expertise throughout the project.

Identified experts include Russ Chisholm of TMD and ourselves. We recommend that the third expert be a specialist in transit equity or transit justice. A total of \$15000 in compensation is budgeted for these experts.

In the workshop staff will review the constraints and talk through a Post COVID vision to these experts. Experts will provide feedback on 1) the presented system vision 2) ideas on key metrics that should be analyzed and technical methodologies to use in developing the final plan and 3) suggestions on methods and messages/themes that could be used to communicate to the public, elected officials and key stakeholders

Staff has proposed two four-hour charrettes for this purpose. This may be excessive, but we have budgeted for it.

Note: The project cannot wait for this event. Work must proceed on Task 2 immediately upon execution of Notice to Proceed. We will incorporate insights from the workshop as viable when they are received.

Deliverable 1.a: Workshop – as soon as possible and preferably before June 15.

Deliverable 1.b: Summary of workshop – one week after workshop.

Task 2. Post COVID System Alternatives

The post-Covid network to be implemented in early 2022 would be scaled to provide 85% of the revenue hours that were operated in 2019. This task develops three complete alternatives for this post-Covid network:

1. **“Put it back.”** The last pre-Covid network with service reduced to match the new budget. For comparative analysis this will be treated as the baseline network.
2. A new **“high-access network.”** This network standardizes route spacing, increasing walking distances to a policy level that is consistent across the city. A starting point for the design will be the reduced network operated during the pandemic, but with higher frequencies.
3. A **hybrid**, in which routes removed in the high-access network are retained but with very low frequencies.

The purpose of an alternatives process is to make the fundamental “walking vs waiting” trade-off very clear to the public. The presentation of these alternatives will include analysis of key benefits and impacts, including Title VI, as well as our own access analysis approach.

Our approach, costing, and schedule presumes that these networks consist largely of frequency and span change on known lines, rather than changes to lines. However, we can model a moderate number of line changes if needed.

Deliverable 2.a Alternatives Process

Subtask 2.1 Baseline Analysis with Data Viewer

- We will familiarize ourselves with the policy context and with the networks as operated before and during the pandemic.
- We will agree with staff on what measures are to be evaluated.

- If desired we can provide a handy online data viewer, in which key data are overlaid and can be turned on and off for easy analysis and review. For an example see <https://webmap.jwainternal.com/Atlanta/index.html>

Deliverable 2.b Data Viewer – June 7

2.2 Design Workshop

The design workshop will be a workshop of up to two full days in which we work with key staff to define the three networks. These workshops consist of intensive working sessions with ourselves and staff. In these workshops we will settle on any route changes and general frequencies by time of day and day of week. Each day will also have a “4 PM check-in” where a larger group, who cannot be there for the intensive sessions, can review the work and make comments while the work is still in draft and easy to change.

We will provide real-time costing of ideas in the workshop, using our own spreadsheet model to produce estimates of revenue hours and peak fleet requirement. This will enable the workshop to plan exactly to the budget target.

To do this, we will require direction on the following prior to the charrette.

- Speeds to assume.
- Any ratio of peak-only service cost to all-day service cost.
- Minimum layover requirements (minimum layover as a percentage or constant added to driving time on each round trip.)
- Any other key labor contract constraints.

We have the online tools necessary to do such a workshop virtually.

No more than one week following the workshop, we will deliver:

- Our frequency and costing table.
- Remix files for any changed routes.

We will need staff concurrence within one week on any further changes to be made before we proceed with our analysis.

Deliverable 2.c Workshop before June 7 (**schedule this now!**)

Deliverable 2.d Documentation of network alternatives June 10 at latest

Deliverable 2.e Client approval of alternatives by June 17 at latest (including any discussion of outstanding issues leading to resolution by this date). At this point the networks are assumed to be final.

2.3 Mapping and Analysis

We will provide analysis of the alternatives in terms of:

- Walk access to transit: number of people within ¼ mile walk of service of a particular frequency, for the entire population and disaggregated for (a) low income, and (b) people of color.
- Access to opportunity.
 - Sample midday isochrones for up to 10 locations that are especially affected by the changes.
 - Access heatmap showing how access changes in different parts of the city.

- Average access to opportunity across the whole city, also disaggregated by (a) low income and (b) people of color. This can also be disaggregated geographically to focus on neighborhoods especially impacted by the difference between the alternatives.
- Other kinds of analysis that are not highly labor intensive.
- Qualitative description of other positive and negative impacts.

2.4 Alternatives Report Draft

Because all of this work is driving toward public understanding rather than a technical record, we recommend preparing a report in slide format. We know how to use this format to lay out information in a clear and compelling way without succumbing to the cognitive errors that can arise from careless use of slides. We will lay out the tradeoff among the three alternatives in a clear and graphically compelling way that is ready to be the basis of an outreach program.

Deliverable 2.f Alternatives Report Draft - no later than July 23.

2.5 Alternatives Report Final

We will need staff comments one week after the draft, and will deliver a final one week after that. However, we will also need to begin the next task before this one is final.

Deliverable 2.g Client comments on draft – no later than July 30. These comments are about the presentation, not the networks, which were finalized back at the end of Task 2.2.

Deliverable 2.h Final Report – no later than August 6.

Task 3. Communications Tools

Civic Edge joins us starting at this point to help develop a compelling story about the alternatives and approach to outreach. They would be involved throughout Task 3.

General outreach planning will need to start early in the project, including reaching consensus on document formats. The Draft Alternatives Report will provide the remaining content for the outreach, subject to staff comments. We have allowed three weeks from that point to the beginning of an outreach that would run August 15-September 15.

3.1 Story Map

A story map is a GIS-based animation that leads the user through the ideas of the alternatives, helping them understand the basic narrative of the alternatives.

Deliverable 3.a Story Map, due August 15.

3.2 Slide Deck and Talking Points

Although our report will be in slide format, a slide deck for presentations would be much more stripped down, focusing on images and highlights and accompanied by a presentation script in the notes. This would be provided alongside the report.

Deliverable 3.b Slide Deck, due August 15.

3.3 Isochrone Viewer

An isochrone viewer is an online tool that allows a user to look up any location and see how access to opportunity changes with each alternative (the two change alternatives compared to “put it back” as a baseline). The viewer shows what areas can be reached inside a fixed travel time budget, such as 30 or 45 minutes, and how that area grows or shrinks under each alternative. It also shows how many jobs (as a proxy for many other kinds of destinations) can be reached in each time budget under each alternative. The user query can also specify a time of day: weekday midday, weekday peak, weekday evening, Saturday midday, Sunday midday.

Deliverable 3.c Isochrone Viewer, due August 15.

3.4 Outreach Advice

Civic Edge will develop strategic outreach plan, materials and methods of engagement for specific neighborhoods/regions of the City (i.e. “outer Richmond”) that will need a tailored approach to talk through tradeoffs associated with a Post COVID service plan.

Deliverable 3.d Engagement Plan, due August 1

Deliverable 3.e Final Materials, due August 15.

A web survey is usually a critical part of the outreach process. The survey would be brief and multiple choice, since it would be focused on a narrow choice. We assume this will be hosted by SFMTA, but we can host on our server if necessary.

Task 4. Recommended Network

In this task we will provide all necessary support for the fast process of turning the feedback summaries from the outreach process into action. This can include:

- Preparing a brief quantitative summary of outreach results.
- Participating in the Board workshop where they give final direction on which alternative to implement.
- Assisting in developing any details of the final network that differ from either alternative.
- Any further analysis or presentation materials needed to get to approval.

Deliverable 4.a This is a placeholder task, so deliverables are to be negotiated closer to the time. The goal is Board adoption of a network no later than October 1, giving time to implement new service by January 2022.

Task 5. 110% Network

This task would develop a plan for an expansion of Muni service up to 110% of 2019 service levels, for implementation if voters approve a funding measure in November 2022.

The design and analysis process for the 85% network will have generated a clear list of things that would have been included if resources permitted. As a result we anticipate that much less new planning work would be required.

5.1, Baseline analysis and Data viewer

We will prepare Remix files as needed for the recommended 85% network as it emerged from Task 4, and add these to the data viewer. Due October 8.

5.2 Design Workshop and Draft Network

We have allowed for a one day design workshop, similar to that of Task 2.2, anticipating that the issues are relatively straightforward given all the thinking that has been done.

- Workshop complete by October 15.
- Shapefiles for staff review to SFMTA by October 20.
- Resolution of client comments and final decisions about draft network by October 17.

5.3 Analysis, Mapping, and Sensitivity Testing

We will provide analysis of the alternatives in terms of:

- Walk access to transit: number of people within ¼ mile walk of service of a particular frequency, for the entire population and disaggregated for (a) low income, and (b) people of color.
- Access to opportunity.
 - Sample midday isochrones for up to 10 locations that are especially affected by the changes.
 - Access heatmap showing how access changes in different parts of the city.
 - Average access to opportunity across the whole city, also disaggregated by (a) low income and (b) people of color. This can also be disaggregated geographically to focus on neighborhoods especially impacted by the difference between the alternatives.
- Other kinds of analysis that are not highly labor intensive.
- Qualitative description of other positive and negative impacts.

Based on preliminary outcomes, we will also suggest further refinements to the network that would improve access to opportunity, based on informal sensitivity testing. The analysis with slides that will become part of the final product.

Due November 19

5.4 Finalize Plan

We will confer with SFMTA to finalize the 110% network plan proposal. Due by November 30.

5.5 Draft and Final Reports

As with Task 2, our reporting will be in slide format, and much of it will have been presented in earlier tasks. So we envision:

- Draft Report by December 10
- Receipt of reconciled comments by December 17
- Final Report by December 31.

Task 6. System Evaluation Report

The goal of this task is to produce a System Evaluation Report, similar to what King County Metro produces) that can be the model for yearly updates.

The task will incorporate all metrics currently required or expected, including those found in the SF City Charter, SFMTA Strategic Plan, Muni Equity Strategy and Title VI monitoring plan. In addition, it may propose new or updated metrics that should be tracked.

Subtasks:

- 2.1 Review existing evaluation procedures and compliance context.
- 2.2 Access analysis of current network.
- 2.3 Explore how access analysis could replace or deemphasize some existing measures.
- 2.4 Staff workshop.
- 2.5 Draft Service Evaluation Report (based on King Co Metro template).
- 2.6 Staff review, discussion.
- 2.7 Final Draft Service Evaluation Report (based on single set of comments)

We assume that data needed for the report is readily available and does not require much further analysis.

Deliverable 6.a System Evaluation Report Draft February 25, 2022 (assuming timely staff availability for all steps up to this point).

Deliverable 6.b System Evaluation Report Final

Task 7. Staff Training

7.1 Draft User Guide

The user guide will be a document explaining how the documents work and how to update it. It will:

- Explain the principles and purpose of the guide.
- Explain why each measure is important.
- Describe how to collect data and determine if the data is adequate.
- Calculate each metric.
- Assemble the report.

Deliverable 7.a Draft User Guide, March 11, 2022.

7.2 Staff Workshop

We will conduct a workshop with staff on the content of the user guide, to help them understand the tool and collect questions and comments about it.

Deliverable 7.b Staff workshop, March 31, 2022.

7.3 Final User Guide

If comments on the user guide are received within one week, i.e. March 18, 2022, then the final user guide will be delivered two weeks after receipt of all comments, ideally before March 31, 2022.

Deliverable 7.c Final User Guide

ATTACHMENT B - BUDGET ESTIMATE

Post-Covid Transit Network Study

5/21/2021

5/21/2021

Task	Jarrett Walker + Associates (JW+A)							JW+A Total Costs	Civic Edge Total Costs	Expert Total Costs	F&P Mark-up (5%)	Fehr & Peers		Labor Costs	Total Cost
	Project Lead	Project Manager	Project Planner	Project Analysts	Total	Labor Costs	Direct Costs					Principal	Business Administrator		
<i>Hourly Billing Rate:</i>	\$275	\$147	\$109	\$99								\$286.11	\$114.44		
Task 0: Project Initiation, Management, and Reporting	6	12	2	0	20	\$3,632	\$0	\$3,632	\$0	\$0	\$182	40	48	\$16,938	\$20,751
Task 1: Expert Panel Workshop	12	12	8	4	36	\$6,332	\$0	\$6,332	\$0	\$10,000	\$817	0	0	\$0	\$17,149
Task 2: Post COVID System Alternatives	96	102	200	195	593	\$82,499	\$600	\$83,099	\$0	\$0	\$4,155	0	0	\$0	\$87,254
Task 3: Communications Tools		6	55	55	116	\$12,322	\$0	\$12,322	\$75,000	\$0	\$4,366	0	0	\$0	\$91,688
Task 4: Recommended Network	40	40	48	48	176	\$26,864	\$0	\$26,864	\$0	\$0	\$1,343	0	0	\$0	\$28,207
Task 5: 110% Network	48	68	120	150	386	\$51,126	\$1,200	\$52,326	\$0	\$0	\$2,616	0	0	\$0	\$54,942
Task 6: System Evaluation								\$0	\$0	\$0	\$0	0	0	\$0	\$0
Task 7: SFMTA Staff Training					0	\$0	\$0	\$0	\$0	\$0	\$0	0	0	\$0	\$0
Totals	202	240	433	452	1327	\$182,775	\$1,800	\$184,575	\$75,000	\$10,000	\$13,479	40	48	\$16,938	\$299,991

ATTACHMENT C - PAYMENT SCHEDULE

Post-Covid Transit Network Study

5/21/2021

Task	Task Duration (Months)	Payment Schedule									
		Month 1	Month 2	Month 3	Month 4	Month 5	Month 6	Month 7	Month 8	Month 9	Month 10
Task 0: Project Initiation, Management, and Reporting	8.0	14%	14%	14%	14%	14%	14%	14%			
Task 1: Expert Panel Workshop	1.0	100%									
Task 2: Post COVID System Alternatives	3.0	30%	50%	20%							
Task 3: Communications Tools	1.0			100%							
Task 4: Recommended Network	1.0				100%						
Task 5: 110% Network	3.0					33%	33%	33%			
Total Labor	Labor	\$46,289	\$46,591	\$112,103	\$31,172	\$21,279	\$21,279	\$21,279	\$0	\$0	\$0

F&P	\$30,416	10%
CE	\$75,000	25%
JW+A	\$184,575	62%
Expert	\$10,000	3%
	\$299,991	



ATTACHMENT D - MEMORANDUM

Date: May 21, 2021
To: Matthew Boyle
San Francisco Municipal Transportation Agency (SFMTA)
From: Eric Womeldorff, PE, Fehr & Peers
Project: Post Covid Transit Study
Subject: LBE, DBE and SBE Involvement

SF16-0894.00

This memorandum summarizes the LBE, DBE and SBE participation for the Post Covid Transit. Fehr & Peers understands that this task order is locally funded, and therefore LBE participation will be considered.

Table 1: Summary of LBE Participation by Firm

Firm	Certification	Fee Estimate	Participation Rate
Fehr & Peers		\$30,416	10%
Civic Edge (formerly Barbary Coast)	LBE	\$75,000	25%
Jarrett Walker Associates		\$184,575	62%
Transportation Management & Design (TMD)		\$10,000	3%
Godbe Research		\$0	0%
Corey, Canapary, and Galanis	LBE	\$0	0%
ICF		\$0	0%
Nelson Nygaard		\$0	0%
LCW Consulting	LBE, SBE	\$0	0%
Adavant Consulting	LBE, SBE	\$0	0%
Walker Parking Consultants		\$0	0%
AECOM		\$0	0%
Schaller Consulting		\$0	0%
Ramboll Environ		\$0	0%
Fall Line Analytics	LBE, SBE	\$0	0%
Ward & Associates	LBE	\$0	0%



Panorama	LBE, DBE, SBE	\$0	0%
Alfred Williams	LBE, DBE, SBE	\$0	0%
VerPlanck	LBE	\$0	0%
PreVision	LBE, SBE	\$0	0%
Geotechnical Consultants	LBE	\$0	0%
Streetlight Data		\$0	0%
IDAX		\$0	0%
INRIX		\$0	0%
MSA Design and Consulting	LBE	\$0	0%
Task Order Total		\$299,991	100%
LBE Participation		\$75,000	25%

Fehr & Peers team is comprised of Fehr & Peers, Civic Edge (LBE), Jarrett Walker Associates, and Transportation Management & Design. Civic Edge (*whom changed their name from Barbary Coast to Civic Edge in 2017/18 and joined the Fehr & Peers on call team in 2017 as part of the 66 Quintara Reconfiguration Study*) is an LBE that specializes in community engagement, surveying, and feedback. We did not assign work from this task order to any other LBEs for the following reasons:

Corey Canapary & Galanis – Their expertise is in surveying and analysis. This task order does not require such work.

LCW Consulting – Their expertise is in transportation planning and environmental assessment. This task order does not require such work.

Adavant Consulting - Their expertise is in transportation modeling and traffic engineering. This task order does not require such work.

Fall Line Analytics - Their expertise is in developing, conducting, and analyzing the data from intercept surveys and analyzing the data collected from intercept surveys. This task order requires these services, but they are being conducted by Civic Edge, another LBE firm.

Ward & Associates – Their expertise is in planning and environmental consulting. This task order does not require such work.

Panorama - Their expertise is in environmental related studies and projects. This task order does not require such work.

Alfred Williams - Their expertise is in community engagement related activities. This task order does not require such work.



VerPlanck - Their expertise is in historic preservation analysis. This task order does not require such work.

PreVision Graphics - Their expertise is in visual simulations and related graphics. This task order does not require such work.

Geotechnical Consultants – Their expertise is in geotechnical work. This task order does not require such work.

MSA Design and Consulting – Their expertise is in civil and structural engineering work. This task order does not require such work.

Please let us know if you have any questions regarding the information above.

Sincerely,

Eric Womeldorff

Principal

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<p>Electronic Record and Signature Disclosure: Not Offered via DocuSign</p> <p>Sophia Simpliciano sophia.simpliciano@sfmta.com Executive Secretary to the SFMTA DOT San Francisco Municipal Transportation Agency Security Level: Email, Account Authentication (None)</p>	<div style="border: 2px solid blue; padding: 5px; width: fit-content; margin: 0 auto;"> COPIED </div>	<p>Sent: 7/20/2021 8:52:08 AM</p>
<p>Electronic Record and Signature Disclosure: Not Offered via DocuSign</p> <p>Timothy.Manglicmot Timothy.Manglicmot@sfmta.com Manager, Budget and Analysis SFMTA Security Level: Email, Account Authentication (None)</p>	<div style="border: 2px solid blue; padding: 5px; width: fit-content; margin: 0 auto;"> COPIED </div>	<p>Sent: 7/20/2021 8:52:07 AM Viewed: 7/20/2021 8:52:32 AM</p>
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