



Muni Service Equity Strategy

San Francisco Municipal Transportation Agency
Fiscal Year 2023 & Fiscal Year 2024



SFMTA

April 2022

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Executive Summary

Every two years the San Francisco Municipal Transportation Agency (SFMTA) Board of Directors has adopted an updated Muni Service Equity Strategy that outlines transit service investments as part of the budget process. The Fiscal Year 2023 & 2024 Muni Service Equity Strategy focuses on documenting how the guiding principles of the Muni Service Equity Strategy have been used in response to the COVID-19 pandemic and outlines service investments for post pandemic service planning that are included in the Fiscal Year 2023 & 2024 budget.

Based on demand and resource availability, SFMTA reduced daily transit service to 17 core lines in March 2020. As resources became available and demand returned, transit service was restored six times. Each service restoration plan implemented was based on Equity Strategy guiding principles and on supporting essential trips (such as trips to hospitals, grocery stores, neighborhood commercial corridors and essential job centers) and social distancing on-board.

Service restoration using Equity Strategy guiding principles has been very successful and is outlined in this report. All but one Equity Strategy route, the 14X Mission Express, have been restored and service hours allocated to equity routes is higher or similar to pre-pandemic conditions and they are performing better than non-equity routes in the same service category. The data reviewed in this report demonstrates that using the principles in practice to prioritize equity routes is showing in our day-to-day operations.

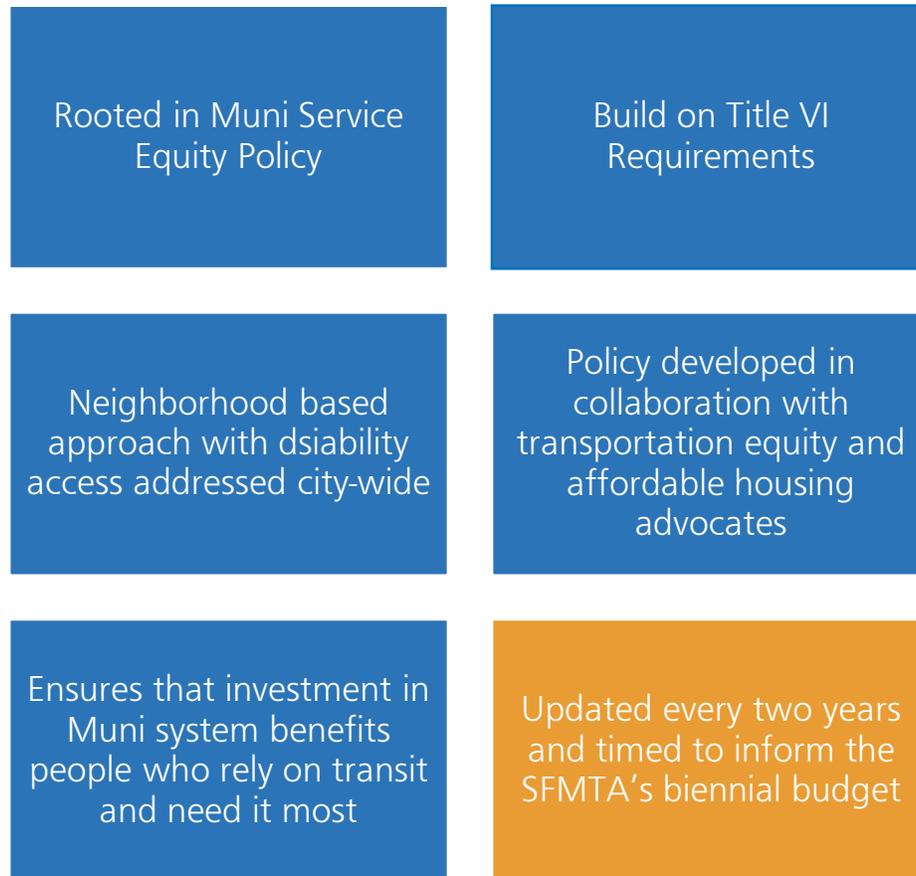
In addition to service restoration, and despite COVID-19 resource constraints on the agency, staff was still able to address in part or fully, 39 of the 41 initiatives that were identified in the previous Equity Strategy. These changes included service increases such as adding capacity to routes, extending service hours and service improvements such as installing TETL (Temporary Emergency Transit Lanes) and quick build projects that have improved service reliability on a number of equity routes.

As the agency began to plan for post-pandemic conditions, a major city-wide outreach effort was made to get feedback on how the Muni System should be restored. During the Summer through Fall of 2021, staff focused on talking with transit operators, the riding public, neighborhood associations, elected officials and a number of other stakeholders to develop the service plan for the [2022 Muni Service Network](#). The SFMTA Board approved these changes in December 2021 and implementation is anticipated in several phases by the Fall of 2022 or soon as resources are available. Many service restorations and other improvements are planned for equity routes and given the agency's current resources, these improvements are what staff recommends be adopted for the FY 23/24 Equity Strategy.

Any further service expansion plans will likely require securing additional operating funds. However, staff will continue to adjust service as resources allow using the equity guiding principles and other relevant policies in service planning decision making. As soon as additional resources are realized beyond what has already been budgeted, staff will update the FY 23&24 Muni Service Equity Strategy and if improvements are significant enough will return to the Board with an updated report to be adopted.

Background

In May 2014, the SFMTA Board of Directors adopted the Muni Service Equity Policy (Equity Policy), a first of its kind policy defining a proactive process for the agency to identify and correct transit performance disparities. The policy was crafted in partnership with advocates focused on seniors, people with disabilities, affordable housing, equity/social justice and public health, collectively known as the Equity Working Group.



The Muni Service Equity Strategy operationalized the Equity Policy in identifying key neighborhoods to focus on for transit needs and improvements. The neighborhood selection methodology used the following criteria, which is specified in the Equity Policy or was determined in consultation with the Equity Working Group:

- Concentration of low-income households
- Concentration of residents who identify with a race other than white
- Private vehicle ownership
- Concentration of affordable and public housing developments
- Muni routes heavily used by persons of color and low-income transit riders

- A full description of the methodology used in selecting the neighborhoods and routes is included in the 2016 Equity Strategy report¹.

Additional neighborhoods including the Oceanview/Ingleside and Treasure Island were added based on input from the Equity Working Group and community feedback. As part of the analysis, SFMTA staff also reviewed Clipper data to identify routes heavily used by seniors and people with disabilities, demographics that are not typically closely tied to geography.

The current neighborhoods and routes identified by the Muni Equity Strategy are listed and shown below:

Figure 1: Map of Equity Neighborhoods & Routes in Service



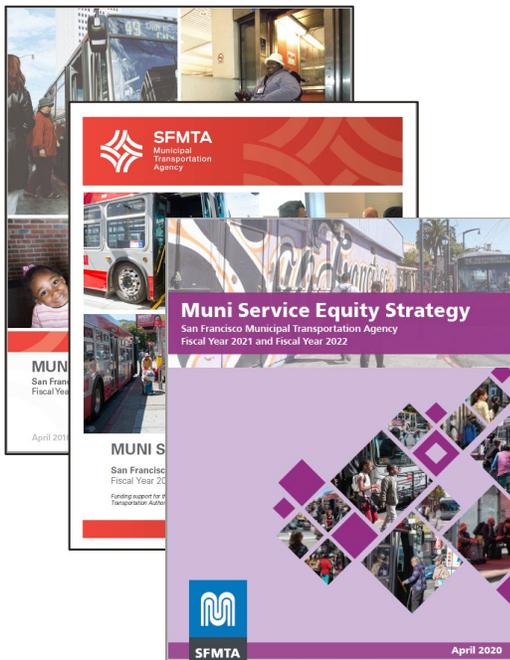
¹ San Francisco Municipal Transportation Agency. April 2016. Muni Service Equity Strategy Report: Fiscal Year 2016-17 and 2017-18. Retrieved from [https://www.sfmta.com/sites/default/files/agendaitems/2016/4-5-16 Item 13 Muni Equity Strategy Report 1.pdf](https://www.sfmta.com/sites/default/files/agendaitems/2016/4-5-16%20Item%2013%20Muni%20Equity%20Strategy%20Report%201.pdf)

Table 1: Equity Routes by Neighborhood and Citywide Accessibility Routes

Citywide Accessibility	Bayview	Chinatown	Excelsior-Outer Mission	Inner Mission	Oceanview-Ingleside	Treasure Island	SoMa-Tenderloin	Visitacion Valley	Western Addition
8 Bayshore	T Third	1 California	8 Bayshore	9 San Bruno	K Ingleside	25 Treasure Island	10 Townsend	T Third	5 Fulton
8AX Bayshore Express	19 Polk	8 Bayshore	8AX Bayshore Express	9R San Bruno Rapid	M Ocean View		12 Folsom	8 Bayshore	5R Fulton Rapid
8BX Bayshore Express	23 Monterey	8AX Bayshore Express	8BX Bayshore Express	10 Townsend	29 Sunset		14 Mission	8AX Bayshore Express	6 Haight-Parnassus
9 San Bruno	24 Divisadero	8BX Bayshore Express	14 Mission	12 Folsom	54 Felton		14R Mission Rapid	8BX Bayshore Express	7 Haight-Noriega
9R San Bruno Rapid	29 Sunset	10 Townsend	14R Mission Rapid	14 Mission			19 Polk	9 San Bruno	21 Hayes
14 Mission	44 O'Shaughnessy	12 Folsom	14X Mission Express	14R Mission Rapid			27 Bryant	9R San Bruno Rapid	22 Fillmore
14R Mission Rapid	54 Felton	30 Stockton	29 Sunset	22 Fillmore			31 Balboa	29 Sunset	24 Divisadero
30 Stockton	56 Rutland	45 Union-Stockton	43 Masonic	24 Divisadero			38 Geary	56 Rutland	31 Balboa
31 Balboa	91 Third St-19th Ave Owl	91 Third St-19th Ave Owl	44 O'Shaughnessy	27 Bryant			38R Geary Rapid	90 San Bruno Owl	
38 Geary	15 Bayview Express		49 Van Ness-Mission	33 Ashbury-18th St			47 Van Ness	91 Third St-19th Ave Owl	
38R Geary Rapid			52 Excelsior	48 Quintara-24th St			49 Van Ness-Mission		
49 Van Ness-Mission			54 Felton	49 Van Ness-Mission					
			91 Third St-19th Ave Owl						

Progress Update

The Muni Equity Strategy was previously presented to the SFMTA Board of Directors before the development of the two-year capital and operating budget and informed the budget process to the extent that resources were available. In addition to informing the budget process, each update has focused on a specific area and built upon the previous one. The FY17&18 update focused on operationalizing the actual equity policy and established the framework of the strategy, the FY19 &20 update conducted a major outreach effort and the FY 21&22 update identified equity policy guiding principles to be used in all aspects of the agency’s transit planning work.



- FY17 & FY18**
 - Focus on operationalizing equity policy
- FY19 & FY20**
 - Focus on outreach and program awareness
- FY21 & FY22**
 - Focus on all aspects of transit planning being informed by equity policy principles
- FY23 & FY24**
 - Focus on applying equity strategy principles in COVID-19 service recovery and expansion

This update continues to build upon the previous ones and provides an overview on how the Equity Strategy guiding principles defined in the previous strategy were used to inform the design of dynamic service changes in response to the pandemic and how the agency plans to further expand the strategy to incorporate additional policies underdevelopment as part of the agency’s Racial Equity Action Plan. Due to the COVID-19 pandemic, ridership recovery trends and financial uncertainty, the SFMTA is not able to expand service beyond what has already been approved as part of the [2022 Muni Service Network](#) project. The FY 23 & 24 Muni Service Equity Strategy recommends these improvements be adopted for this budget cycle.

Core Service Network & Service Planning During Pandemic Response

From the start of the pandemic, drastic service changes were required to ensure services, given the resources available, were still provided where they were needed most. As the

Figure 2: Muni Equity Policy Guiding Principles

Prioritize equity routes when the agency faces constraints on resources

Perform on-going evaluations of customer-reported issues on equity routes

Leverage ongoing community engagement efforts to identify key service and capital needs

availability of resources improved and constraints on resources lifted, the agency used the Muni Service Equity Strategy guiding principles as well as new criteria specific to the pandemic, in decision making for Muni service increases and restorations.

Impacts to Transit Service & Core Service Network

In April 2020, shortly after the COVID-19 pandemic began and the city’s Shelter in Place Health Order was issued, the SFMTA implemented the COVID-19 Muni Core Service Network reducing the number of routes in the Muni system from 79 to 17. The reduction in service was driven by a drop in staff availability and travel demand. The initial core service plan focused on maintaining service for essential trips and to maintain access to transit for 90% of San Francisco within one mile of a transit stop. Since the implementation of the first Core Service Network in March 2020, the SFMTA has restored and increased service over the course of over 10 service changes. Between March 2020 and the fall of 2021, the SFMTA’s ability to restore service levels was limited due to significant constraints on resources that were in place:

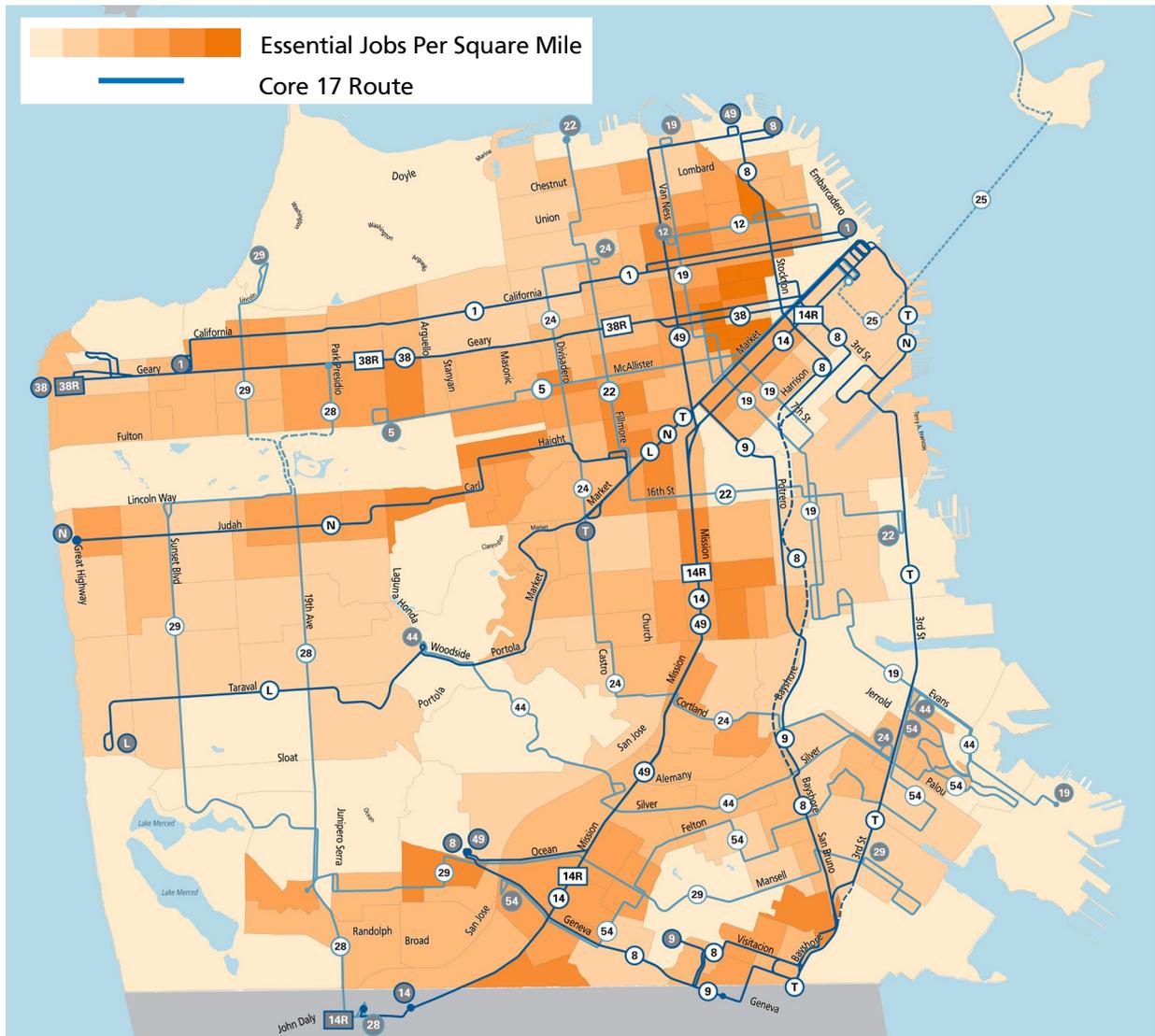
- **Vehicle Capacity:** COVID-19 physical distancing requirements translated to Muni buses only carrying one-third of the usual passenger load from pre-COVID-19 levels. This meant that it took about three buses to move the same number of people as one bus did prior to the pandemic. COVID-19 physical distancing requirements were in place from April 2020 to June 2021. During this time the SFMTA’s approach was to allocate enough vehicles to a subset of higher ridership routes to support physical distancing.
- **Vehicle Availability:** Until mid-2021, the SFMTA’s practice during the pandemic was to return vehicles at the end of each operator’s shift for sanitization, which was more frequent than the industry standard of cleaning vehicles at the end of the day and resulted in fewer vehicles being available for service.
- **Staff Availability:** Due to a 15% vacancy rate pre-pandemic across the agency, and very limited hiring during the pandemic, the SFMTA has vacancies in many service-critical positions from mechanics to supervisors. Additionally, due to local vaccine mandates for city staff going into effect in late 2021 and deferred attrition through retirements and promotions, vacancies have further increased and are significantly impacting service recovery.

Criteria for Expanding Core Service Network

All the constraints described above have significantly limited and slowed the SFMTA’s ability to restore service. In prioritizing service recovery, decision making revolved around equity including the Muni Service Equity Strategy framework in determining where and how services would be increased during the pandemic response when resources allowed. In addition to prioritizing service on Muni Equity Routes, during the pandemic the following criteria were used additionally for service increases and restoration:

1. **Support Essential Travel:** grocery stores, hospitals, essential job centers, recreation, etc.
2. **Prioritize High Frequencies:** maintain physical distancing onboard vehicles
3. **Prioritized Restored Service:** prioritize restoration of service and routes in Muni Equity Strategy Neighborhoods and Accessibility Routes
4. **Restoring Service:** increase coverage citywide and respond to feedback from the public, operators and policy makers as resources allowed

Figure 3 Concentration of Essential Jobs & Core 17 Routes



Status of Service Recovery

As of March 2022, of 35 Muni Equity Routes, only five are not yet restored. All are planned to be restored in 2022 except for the 14X Mission Express. Compared to all routes systemwide, Muni Equity Routes were consistently prioritized for service increases and restoration throughout the pandemic response.

Table 2: Muni Equity Routes Restored

	Core Service Network Original 17 Core Routes	Core Service Network Fall 2020	Post-Core Service Network Fall 2021
Muni Equity Routes in Service	14	22	30
% of Muni Equity Routes	40%	63%	86%
<i>% of All Routes Restored</i>	74%	52%	48%

Advancing FY21 & FY22 Initiatives and New Projects During Pandemic Response

Despite the COVID-19 pandemic’s impacts to service and the agency’s resources, the SFMTA was still able to advance initiatives previously identified in the last Muni Service Equity Strategy report as well as take on new projects in response to the pandemic to improve transit service.



FY21 & FY22 Key Needs and Recommended Initiatives

Out of the 41 proposals made in the previous report, the SFTMA made progress on 39. Except for two, all proposals were either

addressed completely or in part. The below table includes all the previous proposals and updates for each item. Items not addressed will still be considered in future service plans if the need is still relevant.

Table 3: FY21 & FY22 Initiatives Update

Neighborhood	Equity Route	FY21 & FY22 Proposal	Update
Bayview	KT Ingleside-Third	Transit signal priority improvements for improved reliability; explore express service from Bayview to downtown	Transit lane implemented on 4th Street Bridge through TETL program (now made permanent). 15 Bayview Hunters Point Express launched January 2021.
	19 Polk	Continue operator recruitment efforts and address Larkin/O’Farrell “hot spot” with quick build treatment	Quick build not yet implemented to address “hot spot” but hope to implement in the next year. Transit lanes were implemented on 7th/8th streets through TETL program.



Neighborhood	Equity Route	FY21 & FY22 Proposal	Update
	9 San Bruno & 8 Bayshore	Increase weekend service	<u>8 Bayshore</u> - existing transit lanes on Stockton and 4th streets colorized red in 2022. <u>9 San Bruno</u> - weekend service increases from 12 min to 10 min. Transit lanes extended on Market Street from 3rd Street to Main Street in summer 2021 which benefit the 9.
	23 Monterey	Adjust travel time and monitor current construction reroute for impacts and benefits	Route currently under re-route to West Portal, planning to restore pre-covid routing and will evaluate.
	29 Sunset	Continue community-based process to implement service increase and travel time improvements	29 Sunset route project underway and currently implementing outreach in 2 phases for different sections of the route. Quick Build to improve travel time is targeted for 2023. Additionally, 2022 Muni Service Network plan includes increasing service from 10 min to 9 min targeted to be implemented this year.
	44 O'Shaughnessy	Increase service and address "hot spots" on Silver/Bayshore and Woodside/Portola with quick build treatment	Quick build improvements are still in development, with outreach anticipated this year; spot improvements installed at the two locations as part of the TETL program.
	54 Felton	Implement quick build treatment for Van Dyke/3rd "hot spot" and increase evening service	Successful quick build improvement implemented at Van Dyke/3rd, saving 1 minute. Increased evening service from 30 min to 20 min
	Chinatown	8/8AX/8BX Bayshore	Increase service
30 Stockton		Increase service and upsize all vehicles on the line	Vehicles upsized to 60' adding capacity. Existing transit lanes on Stockton and 4th streets were colorized red in 2022. Additionally, minor improvements on North Point nearing completion as part of Van Ness BRT project.
10 Townsend		Adjust running time and continue operator recruitment efforts	Route currently not in service, portion of pre-pandemic route from Potrero Hill to Financial District will be restored and routed on 16th Street to use new transit lanes and improve reliability.
12 Folsom		Implement Rincon Hill extension, including running time adjustment	Route Extension completed in 2021 and transit lanes approved, implementation in 2-3 years.



Neighborhood	Equity Route	FY21 & FY22 Proposal	Update
		and transit lanes on Folsom	
Excelsior/Outer Mission	8/8AX/8BX Bayshore	Increase service	Long/short line service implemented during pandemic with combined 5 min frequency that increased pre-pandemic service. However, due to public feedback, in April 2022 express service will be restored in lieu of maintaining this increase.
	14R Mission Rapid	Increase weekday and weekend service; consider extending evening service span	Short line supplemental service was implemented and increased service from 8 min to a combined 5 min. Time span was also extended and service now runs until 10pm. 24/7 transit lanes implemented on Mission Street in SoMa through TETL program. <i>Note: Short line service is currently suspended due to operator availability.</i>
	29 Sunset	Continue community-based process and implement service increase and travel time improvements	29 Sunset route project underway and currently implementing outreach in 2 phases for different sections of the route. Quick Build to improve travel time is targeted for 2023. Additionally, 2022 Muni Service Network plan includes increasing service from 10 min to 9 min targeted to be implemented this year.
	54 Felton	Implement quick build treatment for Van Dyke/3rd "hot spot" and increase evening service	Successful quick build improvement implemented at Van Dyke/3rd, saving 1 minute. Increased evening service from 30 min to 20 min
Ingleside/Oceanview	KT Ingleside-Third	Separate K Ingleside from T Third when Central Subway opens and begin capital project to better serve two-car trains on Ocean Ave.	Central Subway targeted to open October 2022 - plans still underway to separate K Ingleside from T Third. Muni Forward improvements proposed for Ocean Avenue with outreach beginning in 2022/23
	M Oceanview	Monitor West Portal Pilot for potential long-term improvements; add supervision at critical locations	Evaluated and made permanent changes included in the West Portal Pilot project. Muni Forward improvements planned for Ocean View segment, with outreach anticipated to begin in Summer-Fall 2022.
	14X Mission Express	Continue operator recruitment efforts	Route not yet restored.
	29 Sunset	Continue community-based process and implement service increase and travel time improvements	29 Sunset route project underway and currently implementing outreach in 2 phases for different sections of the route. Quick Build to improve travel time is targeted for 2023. Additionally, 2022 Muni Service Network plan includes increasing service from 10 min to 9 min targeted to be implemented this year.



Neighborhood	Equity Route	FY21 & FY22 Proposal	Update
	54 Felton	Implement quick build treatment for Van Dyke/3rd "hot spot" and increase evening service	Successful quick build improvement implemented at Van Dyke/3rd, saving 1 minute. Increased evening service from 30 min to 20 min
Inner Mission	10 Townsend	Adjust travel time and continue operator recruitment and retention efforts	Route currently not in service, portion of pre-pandemic route from Potrero Hill to Financial District will be restored and routed on 16th Street to use new transit lanes and improve reliability.
	12 Folsom	Implement Rincon Hill extension, including running time adjustment, and implement transit lanes on Folsom	Route Extension completed in 2021 and transit lanes approved, implementation in 2-3 years.
	14 Mission	Continue operator recruitment efforts	Service increased during pandemic and is now 7 min for the full length of the route. Pre-pandemic frequencies ranged from 8-15 mins.
	14R Mission Rapid	Increase weekday and weekend service; consider extending evening service span	Short line supplemental service was implemented and increased service from 8 min to a combined 5 min. Time span was also extended and service now runs until 10pm. 24/7 transit lanes implemented on Mission Street in SoMa through TETL program. <i>Note: Short line service is currently suspended due to operator availability.</i>
	27 Bryant	Implement quick build treatment on 5th/ Mission "hot spot" and adjust running time	The 27 was rerouted so it no longer travels through this "hot spot" location and now takes advantage of new transit lanes on 7th/8th streets. Permanent Muni Forward improvements are approved and anticipated for the north of Market Street segment, starting construction in the next couple years.
Tenderloin/ SoMa	19 Polk	Continue operator recruitment efforts and address Larkin/O'Farrell "hot spot" with quick build treatment	Quick build not yet implemented (may happen this year if there's a feasible solution) transit lanes were implemented in 7th/8th streets through TETL (now made permanent)
	14 Mission	Continue operator recruitment efforts	Service increased during pandemic and is now 7 min for the full length of the route. Pre-pandemic frequencies ranged from 8-15 mins.
	14R Mission Rapid	Increase weekday and weekend service; consider extending evening service span	Short line supplemental service was implemented and increased service from 8 min to a combined 5 min. Time span was also extended and service now runs until 10pm. 24/7 transit lanes implemented on Mission Street in SoMa through TETL program.



Neighborhood	Equity Route	FY21 & FY22 Proposal	Update
			<i>Note: Short line service is currently suspended due to operator availability.</i>
	27 Bryant	Implement quick build treatment on 5th/Mission "hot spot" and adjust travel time	The 27 was rerouted so it no longer travels through this "hot spot" location and now takes advantage of new transit lanes on 7th/8th streets. Permanent Muni Forward improvements are approved and anticipated for the north of Market Street segment, starting construction in the next couple years.
Treasure Island	25 Treasure Island	Adjust running times and increase frequency, Add inspector support at Transit Center to ensure on-time departures., Work with construction routing to enhance signage during construction reroutes	No updates to adjusted running times and frequency.
Visitacion Valley	8/8AX/8BX Bayshore	Increase service	Long/short line service implemented during pandemic with combined 5 min frequency that increased pre-pandemic service. However, due to public feedback, in April 2022 express service will be restored in lieu of maintaining this increase.
	9 San Bruno	Continue operator recruitment efforts	Planned weekend service increases from 12 min to 10 min in late 2022. Transit lanes extended on Market Street from 3rd Street to Main Street in summer 2021 which benefit the 9.
	9 San Bruno & 8 Bayshore	Increase service	<u>8 Bayshore</u> - existing transit lanes on Stockton and 4th streets colorized red in 2022. <u>9 San Bruno</u> - weekend service increases from 12 min to 10 min. Transit lanes extended on Market Street from 3rd Street to Main Street in summer 2021 which benefit the 9.
	29 Sunset	Continue community-based process and implement service increase and travel time improvements	29 Sunset route project underway and currently implementing outreach in 2 phases for different sections of the route. Quick Build to improve travel time is targeted for 2023. Additionally, 2022 Muni Service Network plan includes increasing service from 10 min to 9 min targeted to be implemented this year.
	56 Rutland	Add another bus, extend route to Mansell and connect with 29 Sunset	Route extended to 29 Sunset in fall 2021, planning to further extend route to better connect with Burton High School in April 2022.



Neighborhood	Equity Route	FY21 & FY22 Proposal	Update
Western Addition	24 Divisadero	Increase service, particularly during school hours. Address Mission/Cortland "hot spot" with quick build treatment	Consideration for quick build treatment is still underway. Implemented left turn restrictions on Divisadero to improve travel time and support pedestrian safety.
	5 Fulton Owl	Adjust running time (implemented Feb 2020)	No updates. Initiative already updated.
	7 Haight-Noriega	Add capacity with larger buses (implemented Feb 2020) and increase evening frequency	Service increased during pandemic and is now 12 min frequency for all service hours. Pre-pandemic frequencies ranged from 10-20 mins.
Accessibility	9 San Bruno, 14 Mission	Continue operator recruitment efforts	<u>9 San Bruno</u> - weekend service increases from 12 min to 10 min. Transit lanes extended on Market Street from 3rd Street to Main Street in summer 2021 which benefit the 9. <u>14 Mission</u> - service increased during pandemic and is now 7 min for the full length of the route. Pre-pandemic frequencies ranged from 8-15 mins.
	14R Mission Rapid	Increase service	Short line supplemental service was implemented and increased service from 8 min to a combined 5 min. Time span was also extended and service now runs until 10pm. 24/7 transit lanes implemented on Mission Street in SoMa through TETL program. <i>Note: Short line service is currently suspended due to operator availability.</i>
	9 San Bruno & 8 Bayshore	Increase service	<u>8 Bayshore</u> - existing transit lanes on Stockton and 4th streets colorized red in 2022. <u>9 San Bruno</u> - weekend service increases from 12 min to 10 min. Transit lanes extended on Market Street from 3rd Street to Main Street in summer 2021 which benefit the 9.

New Project Highlights

In addition to progressing on the FY 21-22 proposals, the SFMTA was able to develop new programs, tools and route projects that had major positive impacts on service for equity routes.

Evaluating Core Service Network Changes - Equity Toolkit

In addition to using the Muni equity principles and new pandemic related criteria in prioritizing service restoration, the SFMTA also developed a new tool in measuring job access and other essential services for all Muni Equity Strategy Neighborhoods.

The Equity Toolkit uses transit service data from the six Bay Area regional transit agencies – SFMTA, BART, SamTrans, AC Transit, Golden Gate Transit and Caltrain. The data includes transit routes, schedules and frequencies. This tool shows

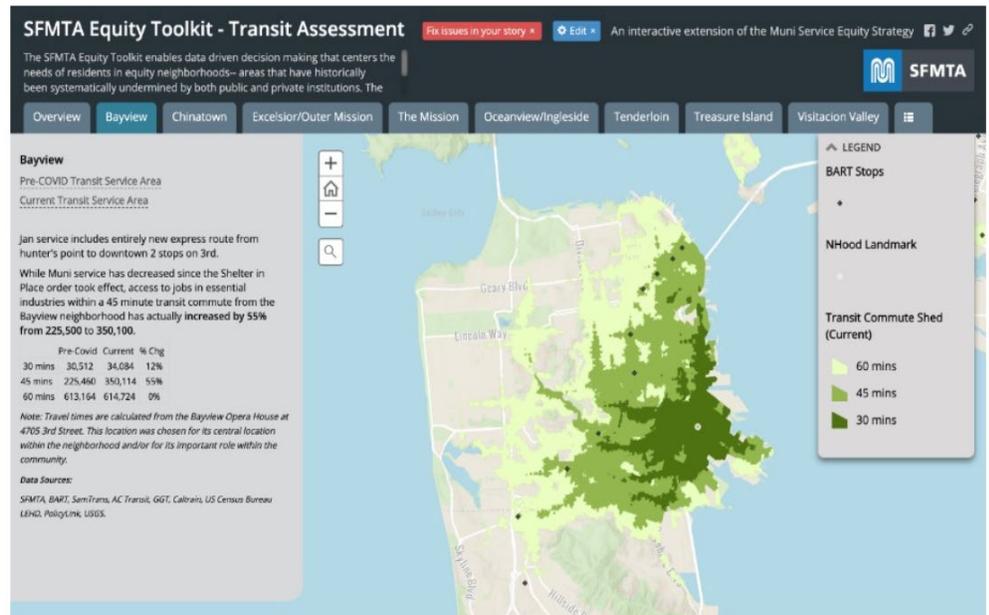
how far a customer can get within 30, 45 and 60 minutes from key neighborhood locations and can compare job access for transit riders before and during the pandemic. With each gradual increase of service, this tool was updated to show how service changes affected access.

Service planners evaluated the gaps detected by the tool to make better informed decisions for subsequent service plans. The toolkit analyzed several service changes that occurred during the pandemic and provided critical information on the impacts of these changes on essential job access for equity neighborhoods.

A project is underway to expand the tool to include a Muni-only service analysis to better understand the agency’s specific gaps in service in addition to regional gaps. Staff are also looking into the possibility of including additional data sources to complement the existing job access numbers, such as educational opportunities.

Temporary Emergency Transit Lanes Program

Figure 4: Equity Toolkit Snapshot



The Temporary Emergency Transit Lanes (TETL) program was a critical piece of the SFMTA’s response to the COVID-19 pandemic. The TETL program installed transit lanes and other transit speed and reliability improvements on key Muni lines to:

- Provide as much frequency as possible despite pandemic-related limitations on resources
- Minimize rider exposure to COVID-19 due to crowded buses
- Support transit resiliency and reliability to ensure an equitable and sustainable economic recovery



A time savings analysis conducted early in the pandemic determined that reduced congestion on city streets resulted in quicker travel times and more reliable trips. Building off this analysis, the SFMTA identified key routes that could benefit from transit lanes that would preserve those speed and reliability improvements as traffic congestion returned. These transit lanes improved speed and reliability, improving rider experience in Muni Service Equity Strategy neighborhoods and throughout the city. The SFMTA Board authorized the TETL program on a temporary basis on June 30, 2020. After thorough evaluation and additional public outreach, the SFMTA Board approved making most of the TETL projects permanent in late 2021 and early 2022.

These new transit lanes were installed on Muni lines that serve 40% of current riders. All of the TETL projects were built on Muni Service Equity Strategy routes. These routes serve nearly all Muni Service Equity Neighborhoods, including Oceanview/Ingleside, Outer Mission/Excelsior, Visitation Valley, Western Addition, Bayview, Inner Mission, SoMa and the Tenderloin.



New Muni Route: 15 Bayview Hunters Point Express

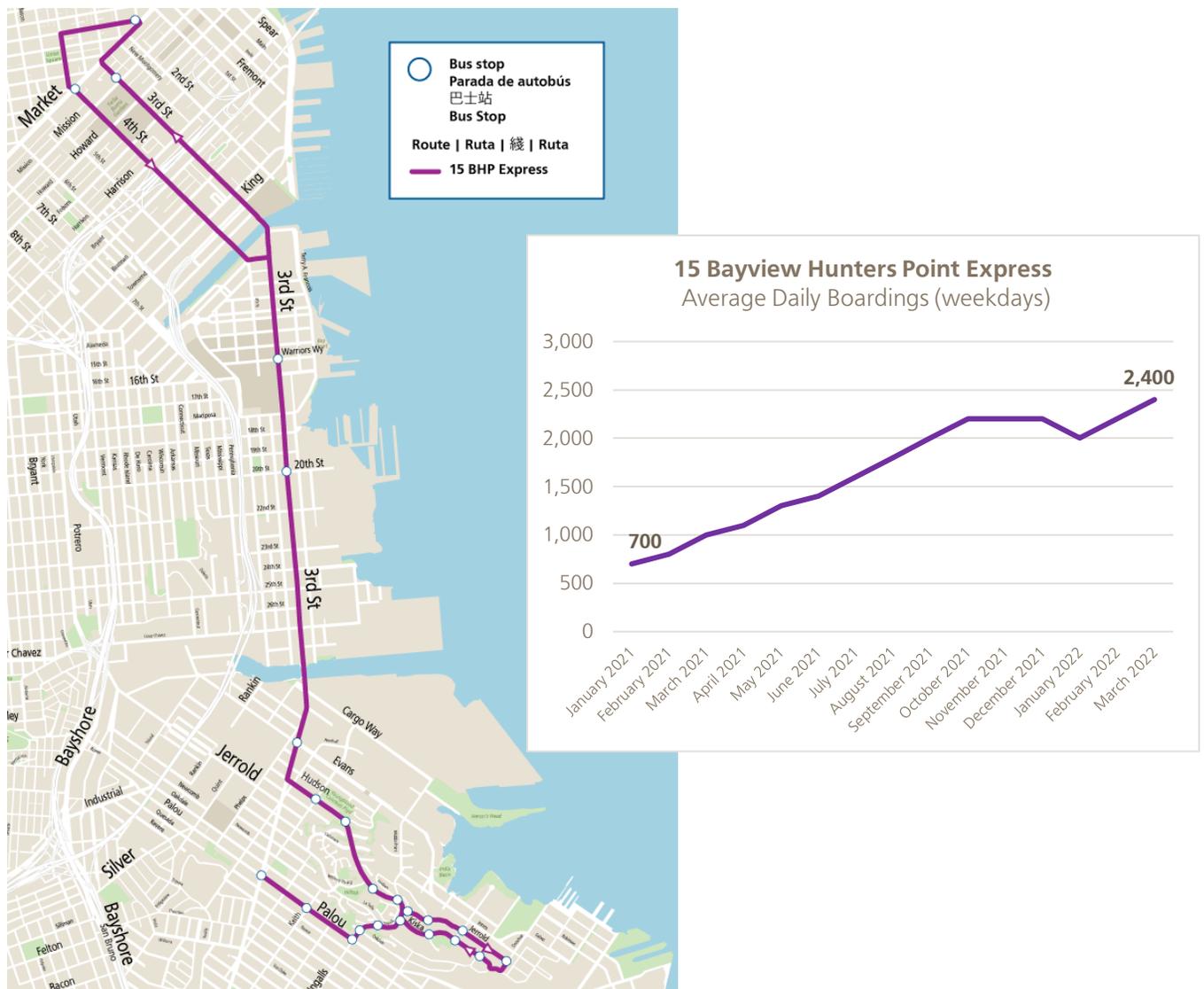
In January 2021, the new 15 Bayview Hunters Point Express line was launched to improve downtown access, reduce commute times and add transit capacity for residents of the Bayview and Hunters Point neighborhoods. Although the agency has limited resources, this new route continues to be critical in

providing additional faster connections and other route options to get downtown for the neighborhood.

To develop the routing and stops of this new route, the SFMTA project team formed the Bayview-Hunters Point Express Working Group to collaborate with and ask the community to vote on their preferred route through a survey. The Working Group comprised of community leaders that have expressed interest in the project or have participated in previous transportation projects as key stakeholders. In partnership with the Working Group, agency staff distributed fliers to residents and conducted door-to-door business outreach along the Third Street corridor to encourage community members to share their opinions online or via text message on their preferred bus route option and to help SFMTA identify the best route to serve the community with express service downtown.

Since the launch of this service, ridership on the 15 Bayview Hunters Point Express has continued to grow and the route currently serves around 2,400 riders a day.

Figure 5: Map of 15 Bayview Hunters Point Express Route and Ridership



2022 Muni Service Network

As the COVID restrictions and constraints lifted and staff resources and availability improved, the SFMTA began to plan for the first major service expansion/post-Core Service Network plan. This led to the formation of the 2022 Muni Service Network project which included a citywide outreach effort to seek input on how Muni service should recover. As a result of the outreach efforts, a proposed plan was put together which included many service improvements and/or increases for Muni equity routes. The plan was approved on December 7, 2021 and a summary of the outreach efforts and the final proposals for Muni Equity routes are provided below.

Community Outreach

In fall 2021, the SFMTA asked the city of San Francisco what Muni service should be prioritized for restoration when the agency is able to do so in 2022. The SFMTA received hundreds of comments via meetings, email and phone, and more than 4,500 survey responses. With this feedback, a plan of proposals was developed that focused on restoring connections and meeting the needs of all San Franciscans, with a targeted focus on Muni Equity neighborhoods and people with disabilities and seniors. Although financial constraints and uncertainty do not make it possible at this time to expanded service further than what has been proposed, the SFMTA also heard a call for increased frequency to reduce crowding and wait times on high ridership lines which the agency plans to address when resources allow.

Outreach tactics included:

- SFMTA.com/2022Network website
- Virtual open houses and office hours series in September and October (interpreters were made available)
- Multilingual online StoryMap, including multichannel survey to collect feedback
- Briefings with key stakeholders, neighborhood associations and community-based organizations with a focus on amplifying outreach in Equity Strategy Neighborhoods
- Multilingual posters at hundreds of locations across the city
- Multilingual media outreach
- Emails to stakeholders
- Blog and social media postings

2022 Muni Service Network Service Improvements

The proposals for service changes developed during the 2022 Muni Service Network project were initially intended to be implemented in early 2022. However, implementation of the service changes have been delayed due to operator and other critical staff availability. The agency still plans to implement these changes in 2022 but in phases as resources are available. Below are all the service improvements planned for Muni Equity routes and neighborhoods for the calendar year and are the recommendations to be adopted as part of the FY 23 & 24 Muni Service Equity Strategy and agency budget.

**Table 4: Muni Equity Route - 2022 Muni Service Network Improvements**

Neighborhood	Equity Route	Service Improvement Planned for 2022	Description
Citywide Accessibility	8 Bayshore	Restore express service	Restore 8AX/8BX service on corridor which improves travel time for 8 Bayshore customers.
	8AX Bayshore Express	Restore express service	Restore 8AX/8BX service on corridor which improves travel time for 8 Bayshore customers.
	8BX Bayshore Express	Restore express service	Restore 8AX/8BX service on corridor which improves travel time for 8 Bayshore customers.
	9R San Bruno Rapid	Adjust frequency but restore when resources are available	Vehicle capacity increased in Winter 2022 and frequency will be adjusted in Spring 2022 from 10 min to 12 min on weekdays due to operator availability. Frequency is planned to be restored to 10 min as resources are available.
	14R Mission Rapid	Increase service with supplemental service	Restore some supplemental service along portion of route from Outer Mission to Downtown, as resources are available.
	30 Stockton	Restore supplemental service	Restore daytime supplemental service from 7 a.m. to 4 p.m. along portion of route from Van Ness and North Point to Caltrain. This service was canceled in Winter 2022 due to operator availability.
	31 Balboa	Route extension	Extend route from Market Street to 4th and King Caltrain Station via SoMa using 3rd and 5th streets.
	49 Van Ness	Improve reliability	Van Ness Bus Rapid Transit Project to be completed in April 2022. Project will improve service reliability.
Bayview	All metro lines (J Church, KT Ingleside-Third Street, M Ocean View, N Judah)	Expand service hours	<i>(completed in Feb 2022)</i> Expand metro service hours on Sundays until midnight from ~9-10pm.
	23 Monterey	Restore pre-pandemic route	Restore route to pre-pandemic alignment on Sloat Boulevard to the San Francisco Zoo from current alignment terminating at West Portal Station.
	29 Sunset	Increase weekday frequency	Increase weekday frequency from 10 mins to 9 mins.
	56 Rutland	Route extension	Extend route to Burton High School to improve access.
Chinatown	1 California	Increase weekday and weekend frequency	Increase frequency on route from 8 mins to 7 mins on weekdays and 12 mins to 10 mins on weekends.
	8 Bayshore	Restore express service	Restore 8AX/8BX service on corridor which improves travel time for 8 Bayshore customers.
	8AX Bayshore Express	Restore express service	Restore 8AX/8BX service on corridor which improves travel time for 8 Bayshore customers.



Neighborhood	Equity Route	Service Improvement Planned for 2022	Description
	8BX Bayshore Express	Restore express service	Restore 8AX/8BX service on corridor which improves travel time for 8 Bayshore customers.
	10 Townsend	Restore service and increase weekday frequency	Restore portion of pre-pandemic route from Potrero Hill to Sansome and Montgomery streets in the Financial District. Restored route will realign in Potrero Hill to operate on 16th Street rather than 17th Street to make use of new transit lanes and improve service reliability. Service to be restored at 20 mins frequency but will increase weekday frequency to 15 mins as resources are available.
	12 Folsom/Pacific Long (to Cesar Chavez and Mission Street)	Restore service and increase weekday frequency	Extend from Jackson Street at Van Ness Avenue to Jackson and Fillmore streets. Increase weekday frequency from 20 min to 15 mins.
	30 Stockton	Restore supplemental service	Restore daytime supplemental service from 7 a.m. to 4 p.m. along portion of route from Van Ness and North Point to Caltrain. This service was canceled in Winter 2022 due to operator availability.
Excelsior-Outer Mission	8 Bayshore	Restore express service	Restore 8AX/8BX service on corridor which improves travel time for 8 Bayshore customers.
	8AX Bayshore Express	Restore express service	Restore 8AX/8BX service on corridor which improves travel time for 8 Bayshore customers.
	8BX Bayshore Express	Restore express service	Restore 8AX/8BX service on corridor which improves travel time for 8 Bayshore customers.
	14R Mission Rapid	Increase service with supplemental service	Restore some supplemental service along portion of route from Outer Mission to Downtown, as resources are available.
	29 Sunset	Increase weekday frequency	Increase weekday frequency from 10 mins to 9 mins.
	43 Masonic	Restore pre-pandemic route	Restore to pre-pandemic alignment by extending to north of Presidio Avenue and California Street to the Presidio, the Marina and Fort Mason.
	49 Van Ness	Improve reliability	Van Ness Bus Rapid Transit Project to be completed in April 2022. Project will improve service reliability.
	52 Excelsior	Restore pre-pandemic route	Return to pre-pandemic alignment terminating at Forest Hill Station.



Neighborhood	Equity Route	Service Improvement Planned for 2022	Description
Inner Mission	9R San Bruno Rapid	Adjust frequency but restore when resources are available	Vehicle capacity increased in Winter 2022 and frequency will be adjusted in Spring 2022 from 10 min to 12 min on weekdays due to operator availability. Frequency is planned to be restored to 10 min as resources are available.
	10 Townsend	Restore service and increase weekday frequency	Restore portion of pre-pandemic route from Potrero Hill to Sansome and Montgomery streets in the Financial District. Restored route will realign in Potrero Hill to operate on 16th Street rather than 17th Street to make use of new transit lanes and improve service reliability. Service to be restored at 20 mins frequency but will increase weekday frequency to 15 mins as resources are available.
	12 Folsom/Pacific Long (to Cesar Chavez and Mission Street)	Restore service and increase weekday frequency	Extend from Jackson Street at Van Ness Avenue to Jackson and Fillmore streets. Increase weekday frequency from 20 min to 15 mins.
	14R Mission Rapid	Increase service with supplemental service	Restore some supplemental service along portion of route from Outer Mission to Downtown, as resources are available.
	49 Van Ness	Improve reliability	Van Ness Bus Rapid Transit Project to be completed in April 2022. Project will improve service reliability.
Oceanview-Ingleside	All metro lines (J Church, KT Ingleside-Third Street, M Ocean View, N Judah)	Expand service hours	<i>(completed in Feb 2022)</i> Expand metro service hours on Sundays until midnight from ~9-10pm.
	29 Sunset	Increase weekday frequency	Increase weekday frequency from 10 mins to 9 mins.
Treasure Island	<i>n/a</i>	<i>n/a</i>	<i>No planned improvements are planned for the 25 Treasure Island in the 2022 Muni Service Network Plan.</i>
SoMa-Tenderloin	10 Townsend	Restore service and increase weekday frequency	Restore portion of pre-pandemic route from Potrero Hill to Sansome and Montgomery streets in the Financial District. Restored route will realign in Potrero Hill to operate on 16th Street rather than 17th Street to make use of new transit lanes and improve service reliability. Service to be restored at 20 mins frequency but will increase weekday frequency to 15 mins as resources are available.



Neighborhood	Equity Route	Service Improvement Planned for 2022	Description
	12 Folsom/Pacific Long (to Cesar Chavez and Mission Street)	Restore service and increase weekday frequency	Extend from Jackson Street at Van Ness Avenue to Jackson and Fillmore streets. Increase weekday frequency from 20 min to 15 mins.
	14R Mission Rapid	Increase service with supplemental service	Restore some supplemental service along portion of route from Outer Mission to Downtown, as resources are available.
	31 Balboa	Route extension	Extend route from Market Street to 4th and King Caltrain Station via SoMa using 3rd and 5th streets.
	38R Geary Rapid	Increase weekday frequency	Increase weekday frequency from 8 mins to 6 mins.
	49 Van Ness	Improve reliability	Van Ness Bus Rapid Transit Project to be completed in April 2022. Project will improve service reliability.
Visitation Valley	All metro lines (J Church, KT Ingleside-Third Street, M Ocean View, N Judah)	Expand service hours	<i>(completed in Feb 2022)</i> Expand metro service hours on Sundays until midnight from ~9-10pm.
	8 Bayshore	Restore express service	Restore 8AX/8BX service on corridor which improves travel time for 8 Bayshore customers.
	8AX Bayshore Express	Restore express service	Restore 8AX/8BX service on corridor which improves travel time for 8 Bayshore customers.
	8BX Bayshore Express	Restore express service	Restore 8AX/8BX service on corridor which improves travel time for 8 Bayshore customers.
	29 Sunset	Increase weekday frequency	Increase weekday frequency from 10 mins to 9 mins.
	56 Rutland	Route extension	Extend route to Burton High School to improve access.
Western Addition	5 Fulton	Increase weekday frequency	Increase daytime weekday frequency from 10 mins to 8 mins.
	6 Haight/Parnassus	Restore service	Restore pre-pandemic routes. Service will be restored at 20 mins frequency.
	21 Hayes	Restore service and increase weekday frequency	Restore portion of pre-pandemic route from St. Mary's Hospital to Civic Center Station and the Main Library. Service to be restored at 20 mins frequency but will increase weekday frequency to 15 mins as resources are available.
	31 Balboa	Route extension	Extend route from Market Street to 4th and King Caltrain Station via SoMa using 3rd and 5th streets.

Data Review

SFMTA’s updates to the Muni Equity Strategy typically include an extensive quantitative data review of service performance to inform service improvements. Analysis of performance and service data has included reviewing headway adherence, crowding, on-time performance, transit-auto time ratio and service delivery. However due to the dynamic and rapid changes of transit service since March 2020, data availability and quality is extremely limited. For this update other metrics were instead identified to focus on the progress of service recovery and service performance based on the most recent service plan implemented. These metrics were also analyzed throughout the pandemic response to ensure service increases and restorations were focused on Muni Equity routes.

Service Levels: Comparing Pre-Core Service, Core Service, & Post-Core Service

To measure the allocation of service levels to Muni Equity routes, service hours were used to analyze how much of Muni’s total service was focused on these routes before, during and after the pandemic. In addition to reviewing this data at a system wide level, service hours were also analyzed by neighborhood to review the changes to service allocation at this level. For each neighborhood and accessibility routes, the total service hours of each equity routes was combined to calculate the total hours allocated and then that was compared to the total service to determine the percent allocated. This metric shows how much of the service is being distributed to equity routes.

The following time periods and their associated data time periods were analyzed:

- **Pre-Core Service Network= February 2020**
 - This was the last service and schedule change made prior to the start of the COVID pandemic response.
- **Core Service Network= May 2020**
 - There were many iterations of the Core Service Network but this was one of the earlier service plans that is representative of the original 17 core routes.
- **Post-Core Service Network= Fall 2021**
 - This is the latest service and schedule change and is the first post-Core Service Network plan implemented. The latest changes considered service restoration and increases beyond essential travel and focused on expanding service coverage and connections.

Table 5: Allocation of Service Hours - Systemwide

Service Hour Comparisons Total	Average Daily Scheduled Revenue Hours		
	Pre-Core Service Network Feb 2020	Core Service Network May 2020	Post-Core Service Network Current (Fall 2021)
All Routes	10,589	4,607	8,613
Equity Routes	7,814	3,940	6,692

**Table 6: Allocation of Service Hours - Neighborhood & Accessibility Routes**

Service Hour Comparisons By Neighborhood	Average Daily Scheduled Revenue Hours			
	Pre-Core Service Network <i>Feb 2020</i>	Core Service Network <i>May 2020</i>	Post-Core Service Network <i>Current (Fall 2021)</i>	Pre & Post % Difference
Citywide Accessibility				
Service Hours Scheduled	2,805	2,042	2,713	
Percentage of Total Service	26%	44%	31%	5%
Bayview				
Service Hours Scheduled	1,613	1,078	1,683	
Percentage of Total Service	15%	23%	20%	5%
Chinatown				
Service Hours Scheduled	1,621	6,49	1,409	
Percentage of Total Service	15%	14%	16%	1%
Excelsior-Outer Mission				
Service Hours Scheduled	2,352	1,739	2,342	
Percentage of Total Service	22%	38%	27%	5%
Inner Mission				
Service Hours Scheduled	2,534	1,756	2,550	
Percentage of Total Service	24%	38%	30%	6%
Oceanview-Ingleside				
Service Hours Scheduled	990	380	872	
Percentage of Total Service	9%	8%	10%	1%
Treasure Island				
Service Hours Scheduled	60	47	61	
Percentage of Total Service	1%	1%	1%	0%
SoMa-Tenderloin				
Service Hours Scheduled	2,472	1,556	2,015	
Percentage of Total Service	23%	34%	23%	0%
Visitacion Valley				
Service Hours Scheduled	1,557	1,196	1,509	
Percentage of Total Service	15%	26%	18%	3%
Western Addition				
Service Hours Scheduled	1,695	583	1,422*	
Percentage of Total Service	16%	13%	17%*	1%

*Based on full 2022 Muni Service Network Implementation and includes 6 Haight-Parnassus and 21 Hayes in service.

Service Levels Findings

Based off this analysis, at a systemwide level the allocation of service hours to Muni Equity routes remained consistent throughout the pandemic response and in the current service plan compared to pre-pandemic service levels. Additionally, although the agency is still not at 100% of pre-pandemic service hours, when looking at how the currently scheduled hours are distributed at a neighborhood

level and to accessibility routes, the percent of hours allocated is higher than or similar to how hours were distributed before the pandemic.

Route Performance: Comparing All Routes Performance to Equity Routes

The service plan currently in effect is the first post-Core Service Network plan which was implemented in Fall 2021. Measuring route performance during the pandemic has been challenging due to rapid changes in service plans and unexpected changes in staff availability. Many of the service changes were done dynamically and outside of the formal process which included not making schedule updates to technology systems that are necessary to measure route performance. Instead of reviewing performance data before, during and after the pandemic, the most current service plan was evaluated to measure route performance and the month of September 2021 was used as the data sample.

Route performance is measured using headway adherence and on-time performance:



- Headway Adherence:** To better manage changing operational conditions, at the start of the pandemic many higher frequency routes were placed on “headway mode” meaning performance is measured by how well the service was delivered to its scheduled headways. *For example: did the route arrive every 10 mins as scheduled?*



- On-Time Performance:** Less frequent routes have continued to be managed by a “timed schedule” meaning performance is measure by how well the service was delivered to its timed schedule. *For example: did the route arrive at 8:01am as scheduled?*

For the purposes of this analysis, both performance type data is combined to show both mode types in one table for comparison.

Table 7: Comparing Route Performance - Systemwide

Route Performance Comparison	Average Performance
All Routes	70%
Equity Routes	72%
Non-Equity Routes	64%

Table 8: Comparing Route Performance - Service Category

Service Category	Average Performance
Metro/Rapid	78%
Equity Routes	77%
Non-Equity Routes	81%
Frequent	74%
Equity Routes	75%
Non-Equity Routes	68%

Service Category	Average Performance
Grid	74%
Equity Routes	74%
Non-Equity Routes	74%
Connector	60%
Equity Routes	66%
Non-Equity Routes	55%
Owl	66%
Equity Routes	66%
Non-Equity Routes	65%

Route Performance Findings

At a systemwide level, Muni Equity routes performed better than non-Muni equity routes at 72% compared to 64%. This trend continued at the service category level with all but the Metro/Rapid service equity routes performing slightly less at 77% compared to 81%. This is due to the performance of the KT Ingleside-Third route. The agency is aware of the route’s performance and is working on signal timing improvements and eventually the K Ingleside and T Third will no longer be interlined when the Central Subway is opened in Fall 2022. Both of these changes will improve reliability for both routes.

Overall, the route performance of Muni Equity routes is better or the same as non-Muni equity routes. The SFMTA has made efforts throughout the pandemic and continues to prioritize service management on Muni Equity routes to deliver reliable service and the performance data shows this effort.

FY 23& FY24 Recommendations

The SFMTA currently has the resources to fund the 2022 Muni Service Network Plan and at this time cannot commit to further service expansion. Therefore these improvements are what is recommended to be adopted as part of the FY 23 & 24 Muni Service Equity Strategy.

There are 21 equity routes with planned service improvements as part of this plan and implementation for equity routes will continue to be prioritized through 2022. The table below shows at a glance which service improvements are planned and which equity routes will benefit, further description of these changes can be found in the 2022 Muni Service Network Section.

Table 9: 2022 Muni Service Network Improvements At A Glance

Service Improvement	Route	Equity Neighborhood
Restoring Service	8AX/BX Bayshore Expresses	Accessibility Routes, Chinatown, Excelsior-Outer Mission, Visitacion Valley
	6 Haight/Parnassus	Western Addition
	10 Townsend	Chinatown, Inner Mission, SoMa-Tenderloin
	21 Hayes	Western Addition
Route Modifications/Extensions	12 Folsom/Pacific	Chinatown, Inner Mission, SoMa-Tenderloin
	23 Monterey	Bayview
	31 Balboa	Accessibility Routes, SoMa-Tenderloin, Western Addition
	43 Masonic	Excelsior-Outer Mission
	52 Excelsior	Excelsior-Outer Mission
	56 Rutland	Bayview, Visitacion Valley
Increase Frequency	1 California	Chinatown
	5 Fulton	Western Addition
	14R Mission Rapid	Accessibility Routes, Excelsior-Outer Mission, Inner Mission, SoMa-Tenderloin
	29 Sunset	Bayview, Excelsior-Outer Mission, Oceanview-Ingleside, Visitacion Valley
	30 Stockton	Accessibility Routes, Chinatown
	38R Geary Rapid	Accessibility Routes, SoMa-Tenderloin

When additional funding resources are identified, the SFMTA will update the Muni Equity Strategy Report to ensure service expansion and improvements are focused on Muni equity routes and neighborhoods. In addition to funding resources, further service expansion is also dependent on hiring plans and staff availability.

Next Steps

In this forth update to the Muni Service Equity Strategy, the SFMTA focused on how the Muni equity guiding principles helped the agency prioritize service on equity routes in response to the impacts of the pandemic and service restoration. Staff will use the next cycle as a time to reflect on the framework of the Muni Service Equity Strategy and adjust future updates to incorporate new equity projects and policies underdevelopment at the agency. Below summarizes work that will be underway over the coming months and years.

New Ridership/Demand Trends

As the city of San Francisco continues to recover from the pandemic, staff will continue to monitor ridership and demand. The system as a whole has not fully recaptured ridership and the SFMTA may need to consider changes to traditional service plans (i.e. changes to peak service, express service, etc.) to be responsive to the new needs of the system in balance with current demand.



Expanding Equity Toolkit

As mentioned in the previous section, staff are working on expanding the toolkit to isolate Muni service in addition to regional service as well as measure access to other opportunities beyond essential jobs. Further exploration will be made to incorporate the toolkit data as a reported metric of access in future equity strategy reports. In the meantime the toolkit will continue to be used to identify service gaps for equity neighborhoods.

Prioritization Exercises

There are many competing needs of the Muni system and future service expansions will need to be balanced between the needs of the system and the resources available. The SFMTA is currently pursuing federal funding to help the agency layout a process that looks at the entire system based on a set of metrics that are currently used and new metrics to help with post-pandemic service planning. This process will identify the key needs of the system as a whole and will use the Muni equity guiding principles and other equity polices to prioritize those needs. This process will also inform recommendations for future equity strategies and budget cycles.

Refresh Demographic Data

The original equity neighborhoods were defined based on data analysis using 2010 Census data. Since 2020 Census data is now available, staff have plans to refresh the data and conduct the same analysis to see if there are any noticeable changes to the results. In addition, accessibility routes were selected based on fare data and a refresh of this dataset is also planned to be conducted. Staff also plan to do

research into other datasets and incorporate any that could be relevant to these analyses. Any recommended changes to equity neighborhoods or routes will be shared with the SFMTA Board of Directors and other community stakeholders to gather feedback before being adopted into future strategies.

Racial Equity Action Plan

The SFMTA Racial Equity Action Plan (RE AP) supports the agency’s prioritization of racial equity within its workplace and service delivery in alignment with citywide legislation (SF Board of Supervisors Ordinance No. 188-19) and in support of the agency’s commitment to racial justice. Legislative mandates require that:

- All city departments, including the SFMTA, submit a RE AP to the Office of Racial Equity by December 31, 2020.
- The RE AP contains indicators to measure current conditions and impact, goals and objectives achieved through changes made within programs or policy, and actions to demonstrate how the SFMTA will address racial disparities within the department as well as in external projects, programs and policies.
- The SFMTA produce annual reports on RE AP implementation progress, as well as update its RE AP every three years.

The RE AP is a process and strategic plan for the SFMTA, guided by the Citywide Racial Equity Framework and the Office of Racial Equity (ORE) to enact institutional and structural change to advance racial equity. Phase 1 of the RE AP was completed in 2021, with a focus on internal structures and processes. Phase 2 will begin development later this year and focus on external structures and processes.

In an effort to consolidate agency efforts, as well as strengthen equity initiatives and programs, future versions of the Muni Service Equity Strategy will incorporate relevant elements and recommendations from the RE AP.

