

Chapter 2: Organizational Governance and Structure

This chapter describes Muni's governance and organizational structure as well as its relationship to other agencies and organizations in the City and the region.

Brief History

The San Francisco Municipal Railway began service in 1912 as one of the first publicly owned and operated transit systems in the United States, competing with privately operated systems, and initiating service to areas of the City not served by those systems. In 1944, Muni absorbed the much larger, privately owned Market Street Railway Company, creating a combined system that was about three times as large as the prior Muni system. The City's acquisition of the California Street Railroad in 1952 conveyed to public control all transit services within San Francisco. From 1932 until 1994, the City's Public Utilities Commission (PUC) governed Muni. In 1993, the City's voters passed Proposition M, which created the Public Transportation Commission and the Public Transportation Department, and removed Muni from the authority of the PUC. Governance of Muni changed again in 1999 with the passage of Proposition E, described below.

Proposition E

On November 2, 1999, the voters of San Francisco passed Proposition E, an amendment to the City Charter governing Muni. The measure received 61% of the vote, and created a new, quasi-independent agency called the Municipal Transportation Agency (SFMTA). Proposition E created a revised budgeting process for Muni, and also established service standards and milestones for Muni to meet in the areas of service delivery, service reliability, safety, staffing, and training. Proposition E provided the SFMTA with a different process for hiring personnel, managing labor relations, administration, budget, and funding mechanism compared with other City departments; and it changed the role of the Mayor and the Board of Supervisors in governing Muni. Proposition E also gave the Board of Supervisors the power to add the Taxi Commission functions to the SFMTA. The text of Proposition E can be found in Appendix A.

Governance

Unlike most large public transit systems in the United States, Muni is not an independent agency or authority. Muni is a department of the City and County of San Francisco, and thus reports to a variety of policy-making bodies for different issues. This structure means that some functions normally contained within a transit agency's own organization are handled for Muni by other City departments. For instance, policies in many areas that directly affect Muni, such as fares and operating budget, require additional approval or input from other City agencies. Some of these structural requirements and relationships are described later in this chapter.

Municipal Transportation Agency Board of Directors

Under the provisions of Proposition E, the SFMTA is governed by a seven-member Board of Directors. The Board is appointed by the Mayor and confirmed by the Board of Supervisors. Directors serve fixed, staggered terms, and continue to serve until they resign, are replaced, or when their term expires. The SFMTA Board is responsible for establishing the basic policies that govern the Municipal Railway's operation within the policies and procedures of the City. The SFMTA Board also has jurisdiction over bus zone changes and traffic-related changes under DPT's purview, but these changes also require approval from the Board of Supervisors.

Members of the SFMTA Board also serve as ex-officio members of the Parking Authority which manages City owned garages and parking lots, nine of which are owned by the SFMTA directly.

Figure 2-1: Municipal Transportation Agency Board of Directors

Director	Term End
Rev. Dr. James McCray, Jr., Chair	3/1/2010
Tom Nolan, Vice Chair	3/1/2009
Cameron Beach	3/1/2011
Shirley Breyer Black	3/1/2010
Wil Din	3/1/2007 (expired)
Peter Mezey	3/1/2008
Leah Shahum	3/1/2008

Municipal Transportation Agency Citizens' Advisory Council

The Municipal Transportation Agency Citizens' Advisory Council (CAC) is an advisory body to the SFMTA and was created by Proposition E. The CAC meets regularly to provide recommendations to the SFMTA with respect to any matter within its jurisdiction. The CAC is composed of fifteen members appointed by the Mayor and the Board of Supervisors. There are four CAC committees: Engineering, Maintenance & Safety, Finance & Administration, Operations & Customer Service, and Planning & Marketing.

Organizational Structure

Muni was reorganized in November 2004. The primary goal of the reorganization was to integrate the functions of DPT and Muni into one SFMTA, as envisioned by Proposition E. Although Muni and DPT had both been reporting to the Director of Transportation since 2002, the latest reorganization was a broader merger of functions. The primary reasons for the reorganization were: to meet the intent of Proposition E; to further improve delivery of both transit and parking and traffic services; to consolidate planning functions and create the leading transportation planning function for San Francisco; and to find efficiencies and increase productivity through consolidation.

As a result of additional reorganizations, the SFMTA now has a Muni Service Delivery Division (Operations/Maintenance), which includes Safety; a DPT Operations Division; and seven other divisions that support these operational functions: the Executive Director's Office; Transportation Planning and Development; Human Resources; External Affairs; Finance and Administration; Information Technology and Security and Enforcement. Overall, the SFMTA has over 4,800 employees to staff the eight divisions.

Figure 2-2 provides a breakdown of the number of employees in each division, including grant-funded positions, budgeted for FY 2008. By far, the largest groups of employees at SFMTA are in the Operations Divisions. For Muni, this includes about 2,200 transit operators and over 1,200 maintenance staff. Security & Enforcement consists of about 325 enforcement personnel and Parking & Traffic includes 90 staff for various parking programs.

Figure 2-2: SFMTA Employees by Division

Division	Budgeted Positions FY 2008 (approx)	% of Total
Muni Service Delivery and Safety (Operations/Maintenance)	3,575	73%
External Affairs	115	2%
Technology Planning	38	1%
Transportation Planning & Development	236	5%
Finance & Administration	155	3%
Executive Office	8	0.2%
Human Resources	72	2%
Security and Enforcement	485	10%
Parking & Traffic/Parking Authority	180	4%
Total	4,865	100%

Labor unions play an important role at the SFMTA. Seventeen unions represent about 4,800 employees, ranging from Transport Workers Union Local 250A, which represents the approximately 2,200 Muni drivers, to the Glaziers Local 718, which represents five employees. Work rules and compensation for these employees are governed by collective bargaining agreements between the unions and SFMTA and the City.

Figure 2-3 shows SFMTA's organization as of June 2007 and following the chart are brief descriptions of the different departmental functions:

Executive Director's Office: The Executive Director's Office provides leadership and management to the agency.

Transportation Planning and Development: This Division provides planning, engineering and project management for projects that involve major rehabilitation, construction, or procurement of new transit equipment, facilities, or systems. It also includes pedestrian and bicycle planning and engineering functions, traffic calming, traffic management, long range planning, and Muni service planning.

External Affairs: This Division includes Community Relations/Customer Services, and Government Affairs and focuses on areas of the SFMTA with extensive public or policy maker interaction. It includes Communications, Marketing, Muni Passenger Services and the Telephone Information Center, and Parking Hearings and Citations.

Technology Planning: This Division provides the agency with the information and transportation technology vision, standards, and policies. It oversees the development and implementation of new systems that are used to run the SFMTA's business applications including the Shop History and Online Parts System (SHOPS), TransitSafe incident and accident reporting system, TRAPEZE scheduling software, and NextMuni passenger information (real time vehicle

arrival predictions). This division includes management of all of the day-to-day information system related functions.

Security and Enforcement: This Division is responsible for managing the security programs for SFMTA and is also responsible for managing parking enforcement, fare inspectors and the SFMTA’s homeland security initiatives.

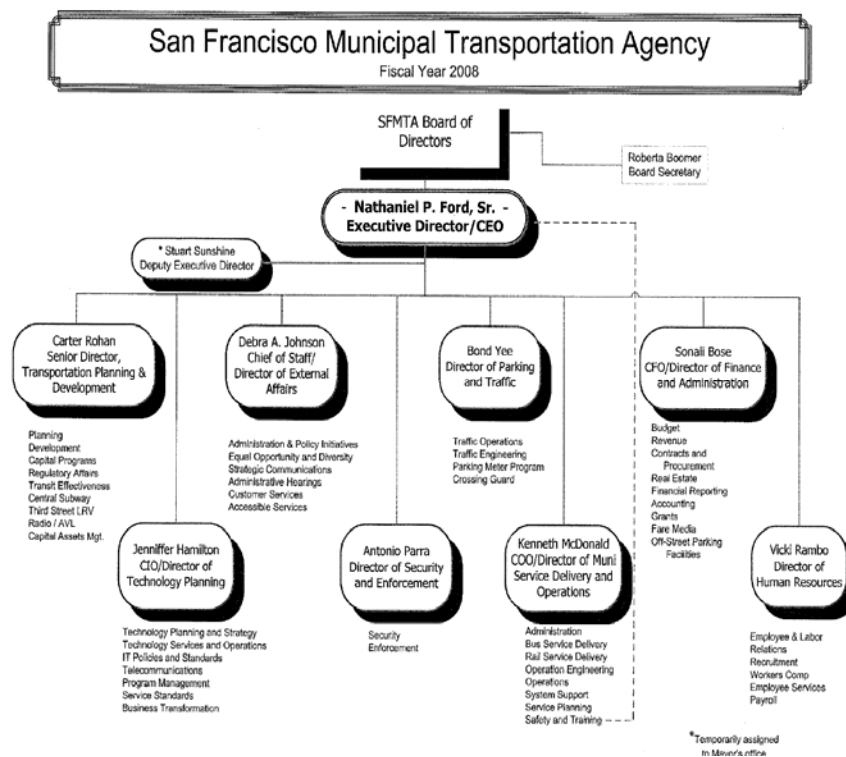
Parking and Traffic (DPT): This Division is responsible for basic traffic engineering and operations functions, as well as for parking management The Parking Authority, which manages the City-owned parking garages, also reports to DPT.

Muni Service Delivery and Operations: This Division comprises the transit operating and maintenance functions, and is responsible for delivering daily bus, light rail, trolley, and cable car service, as well as for maintaining the agency’s transit vehicles and facilities. This division also includes Safety and Training and is the largest division in the SFMTA.

Finance and Administration: This Division manages the organization’s financial resources, including collecting, monitoring, evaluating and reporting on revenues, expenditures, and contracts; establishing financial controls; preparing and reporting budgets; short and long term funding for both operating and capital budgets; and developing policies and procedures to safeguard the organization’s assets and minimize its risks.

Human Resources: This Division is responsible for administering benefits; negotiating and managing the various union contracts; recruiting staff; and managing the SFMTA’s equal employment opportunity program, payroll, workers’ compensation, and drug and alcohol testing programs.

Figure 2-3: SFMTA Organizational Structure



Relationship to Other Agencies

Mayor

The Mayor's Office reviews Muni's annual operating budget. Under the terms of Proposition E, if Muni's budget does not seek more than the formula amount of General Fund support, the Mayor forwards the budget unchanged to the Board of Supervisors for approval as part of the overall budget for the City and County of San Francisco.

Board of Supervisors

The Board of Supervisors approves Muni's annual budget, including any proposed major service changes, funding applications, and construction contracts, and acts on proposed changes to Muni's fare policy. The Board of Supervisors may only reject Muni's budget in total by a two-thirds vote; it may not modify the budget, as long as Muni's request does not seek General Fund support beyond the Proposition E formula amount. The Board of Supervisors also sits as the San Francisco County Transportation Authority Board, which provides a significant portion of Muni's local funding toward capital projects.

The Controller

Under the terms of Proposition E, the Controller is responsible for determining, by formula, the base contribution to the SFMTA budget from the City General Fund and other specified revenue sources. The Controller's Office also is partnering with the SFMTA on the TEP.

San Francisco County Transportation Authority

Pursuant to state enabling legislation, San Francisco voters approved a one-half cent sales tax increase in November 1989 to help finance a 20-year Transportation Expenditure Plan (Proposition B), which is administered by the San Francisco County Transportation Authority (SFCTA). Funds are generated through sales and use transactions within San Francisco. Proposition B was superseded by Proposition K (Prop K) which was passed by 75% of San Francisco voters in November 2003, reauthorizing the half-cent sales tax and the associated expenditure plan and extending it for 30 years. Proposition K funds are used to fund grandfathered operating and maintenance costs of certain capital projects constructed with Proposition B funds, such as the F-Line street car service, the Muni Metro Extension to the Caltrain Terminal and the Third Street Light Rail Initial Operating Segment. As a result, Muni receives annual allocations for operating certain completed projects.

The Commissioners of the SFCTA are the Board of Supervisors, sitting as Commissioners of the Authority. The SFCTA is also the Congestion Management Agency for San Francisco and is responsible for preparing a long-range Countywide Transportation Plan that, among other purposes, provides input, along with Muni, for the MTC Regional Transportation Plan. Sales tax funding is often used as local matching funds that qualify San Francisco to receive larger state and federal grants

Peninsula Corridor Joint Powers Board

The Peninsula Corridor Joint Powers Board (JPB) is the policy body that oversees the operation and administration of Caltrain regional rail service, which serves San Francisco, San Mateo, and Santa Clara counties. Each of the member counties has three representatives on the JPB. The

San Francisco representatives consist of one member each from the Mayor's office, the Board of Supervisors, and the SFMTA Executive Director/CEO.

Each member county contributes operating and capital funding to Caltrain on a formula basis. Beginning in FY2004, San Francisco's contribution to Caltrain is included each year in the SFMTA budget.

Caltrain's northern terminal is in San Francisco at Fourth & King streets, and there are two other San Francisco stops located at 22nd Street, and Bayshore. Fourth & King is the most heavily used station on the Caltrain system, with about 6,600 passengers using this station each weekday. An EIR/EIS is underway for the Caltrain Downtown Extension that will move the Caltrain terminal to a reconstructed Transbay Terminal, described in more detail in the Service Enhancements chapter.

Transbay Joint Powers Authority

The Transbay Terminal Project is now underway and includes the following project elements:

- The design, construction and operation of a new, six-level terminal building at First & Mission Streets (tentatively scheduled to be constructed between 2008 and 2014);
- New elevated bus viaducts leading to the Bay Bridge;
- A 1.3-mile subsurface extension of Caltrain commuter rail service from its present terminal at Fourth & King Streets to the new terminal building (tentatively scheduled to be constructed between 2012 and 2019);
- Temporary and permanent bus terminal and storage facilities; and
- Transit tower and redevelopment area.

The new Transbay Terminal will eventually serve Caltrain, AC Transit, Golden Gate Transit, SamTrans, Greyhound, Amtrak bus service, Muni bus and light rail lines, and BART. The facility will also be able to serve future high speed rail service. The Terminal is located within the Transbay Redevelopment Area, which will include 3,400 units of new housing, 1.2 million square feet of new office space, a hotel, and retail locations when redevelopment is complete. The new Terminal is therefore destined to become the largest intermodal station west of New York City, and a part of the largest transit-oriented residential development in the Western United States.

Participating agencies are the City and County of San Francisco, the Alameda-Contra Costa Transit District, and the Peninsula Corridor Joint Powers Board-Caltrain. The Transbay Joint Powers Authority Board is comprised of a member from SFMTA (the Executive Director/CEO), San Mateo County, Mayor's Office, Board of Supervisors appointee, the TJPA Executive Director, an AC Transit member, and ex-officio Caltrans member.

In 2006, the Authority adopted a Recommended Implementation Strategy, calling for prompt design and construction of the above-ground Transbay Terminal, plus design of the underground rail component of the Terminal, along with proactive efforts to obtain funding for the rail extension. Four teams have been invited to submit design proposals for the Transit Building and Tower. The project's capital cost is estimated at \$3.4 billion, escalated to the year of expenditure (YOE). It is expected to be funded by local, regional, state and federal funds. The first phase,

which completes the above-ground portion of the Transit Center building, is funded at \$983 million (YOE).

Metropolitan Transportation Commission

The Metropolitan Transportation Commission (MTC) is the designated metropolitan planning organization (MPO) for the nine-county Bay Area region. In this role, MTC prepares the long-range Regional Transportation Plan and other key planning documents. San Francisco is represented at MTC by two representatives, one who is a member of the Board of Supervisors, and one appointed by the Mayor.

MTC created the Bay Area Partnership in collaboration with all transit operators, public works departments, congestion management agencies, half-cent sales tax agencies, and other regional transportation stakeholders. The Partnership has a number of working groups with which Muni participates, including the Transit Finance Working Group (TFWG), which is responsible for programming federal formula capital funds. Federal formula capital funds are a primary source of funding for Muni's major vehicle and infrastructure replacement needs. In addition to the TFWG, Muni participates in the Partnership Technical Advisory Committee and the Partnership Board, which review the recommendations from TFWG regarding policy and funding. These recommendations are sent to the Commission for action. Working committees are also formed out of the TFWG to focus on specific funding and policy issues such as implementing a mechanism to fund preventive maintenance with capital funds.

MTC hosts additional working groups for other fund sources, such as Regional Measure 2 (RM2). RM2 is a voter-approved regional measure that increased Bay Area bridge tolls by \$1 to fund transportation programs. Muni participates in working groups to implement RM2 funded initiatives such as Owl Service during hours BART is not in service, and Real Time Passenger Information. Other working groups that Muni participates in are the Regional Connectivity working group and the Intelligent Transportation Systems regional architecture working group.

MTC is also the sponsor of TransLink which is a regional smart card for transit riders. MTC is funding the system's development through a combination of federal, state and regional funds and has a contract with an operator. TransLink is managed by the TransLink Consortium, which includes MTC and the major transit agencies in the nine-county San Francisco Bay Area.

Department of Public Works

The Department of Public Works (DPW) is the City department responsible for designing, constructing, and maintaining much of San Francisco's infrastructure, including the street right-of-way (except water, sewer, streetlights, and traffic signals). Major street construction included in Muni construction projects is usually designed by DPW.

Planning Department

The Planning Department is the City department responsible for adopting and maintaining a comprehensive, long-term general plan for future improvement and development of the City. The Planning Department develops and maintains the General Plan, and formulates policies and standards – including those pertaining to streets and transportation – to ensure a quality living and working environment for San Francisco. Muni works with the Planning Department on compliance with the General Plan on construction projects, as well as on larger planning efforts, such as the Better Streets Plan for the pedestrian environment.

Department of the Environment

The San Francisco Department of the Environment (SF Environment) works to improve, enhance, and preserve the local environment. SF Environment has been a key partner in working with Muni in reducing emissions from transit vehicles and expanding the use of alternative fuel buses. In addition, Muni and SF Environment have been cooperating on other programs, including the Green Building program to design more environmentally friendly facilities, and promoting transit as an affordable alternative to car travel.

SF Police Department

Muni works with the SFPD on an ongoing basis to enhance employee and passenger safety and to improve traffic flow during construction or special events. Muni also works with the police to investigate accidents and incidents and to reduce fraud and criminal activities on Muni.

Mayor's Office of Emergency Services

The Mayor's Office of Emergency Services (MOES) has developed a comprehensive plan for the City to respond effectively to a variety of hazards. Along with other City agencies, Muni participates with the MOES in emergency planning efforts and in periodic tabletop exercises or drills designed to test and improve emergency response.

Department of Human Resources

Proposition E included significant personnel changes for Muni employees, particularly for those employees classified as "service-critical" by the SFMTA. For "service-critical" personnel, who comprise a substantial proportion of Muni's workforce, the SFMTA has generally taken over the functions of the Department of Human Resources (DHR). For example, most "service-critical" personnel after the passage of Proposition E, negotiate contracts directly with the SFMTA, rather than with DHR. DHR continues to administer all health services and retirement benefits for Muni employees which benefits are still determined by the City charter.

Civil Service Commission

As a result of Proposition E, the SFMTA has taken over most functions related to hiring that were previously performed by the DHR. The SFMTA still operates under a civil service merit system according to rules established by the Civil Service Commission, and the Civil Service Commission hears appeals related to personnel hiring.

Purchasing Department

Proposition E transferred the procurement function to SFMTA from the City's Purchasing Department and SFMTA is responsible for all of its procurement of services, materials and goods. In some cases, however, SFMTA has delegated the purchasing function back to the City's Purchasing Department to take advantage of the high volume discounts available through the City.

Department of Telecommunications and Information Services (DTIS)

DTIS provides the MTA's fiber and wide-area networks and supports the telephone exchanges (PBX's).