

Chapter 2: System Organization

This chapter describes Muni's governance and internal organization 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 old Muni system. The City's acquisition of the California Street Railroad in 1952 brought all of the transit services within San Francisco under public control. 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 (MTA). 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 gave the MTA greater power and authority over personnel and labor relations, administration, budget, and funding; and it reduced (but did not eliminate) 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 MTA. 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 a completely independent agency or authority. Muni is a department of the City and County government 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 are described later in this chapter.

Municipal Transportation Agency Board of Directors

Under the provisions of Proposition E, the MTA 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 MTA Board is responsible for establishing the basic policies that govern the Municipal Railway's operation. The MTA Board also has jurisdiction over bus zone changes and other traffic-related changes under DPT's purview. Members of the MTA Board also serve as ex-officio members of the Parking Authority.

Figure 1: Municipal Transportation Agency Board of Directors

Director	Term End
Cleopatra Vaughns, Chair	3/1/2004
Shirley Breyer Black	3/1/2006
Wil Din	3/1/2007
Michael Kasolas, Vice Chair	3/1/2007
Rev. Dr. James McCray, Jr.	3/1/2006
Peter Mezey	3/1/2008
Vacant	

Municipal Transportation Agency Citizens’ Advisory Council

The Municipal Transportation Agency Citizens’ Advisory Council (CAC) is an advisory body to the MTA. The CAC meets regularly to provide recommendations to the MTA with respect to any matter within the MTA’s 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 and 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 MTA, as envisioned by Proposition E. Although Muni and DPT have both been reporting to the Director of Transportation since 2002, the latest reorganization is a broader merger of functions. The new organization particularly focuses on merging the administrative functions (finance and human resources) and the planning functions. The operational functions still remain distinct, though cooperation will continue at all levels. 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.

Figure 2: MTA Employees by Division

Division	Budgeted Positions FY06 (approx)	% of Total
Muni Transportation/Ops	2055	44%
Muni Maintenance	1250	27%
Muni General Manager	281	6%
Muni Construction	161	4%
Muni Finance	156	3%
MTA Executive Office	156	3%
Muni Human Resources	59	1%
Muni Capital Planning	28	1%
DPT (all)	517	11%
Total	4663	100%

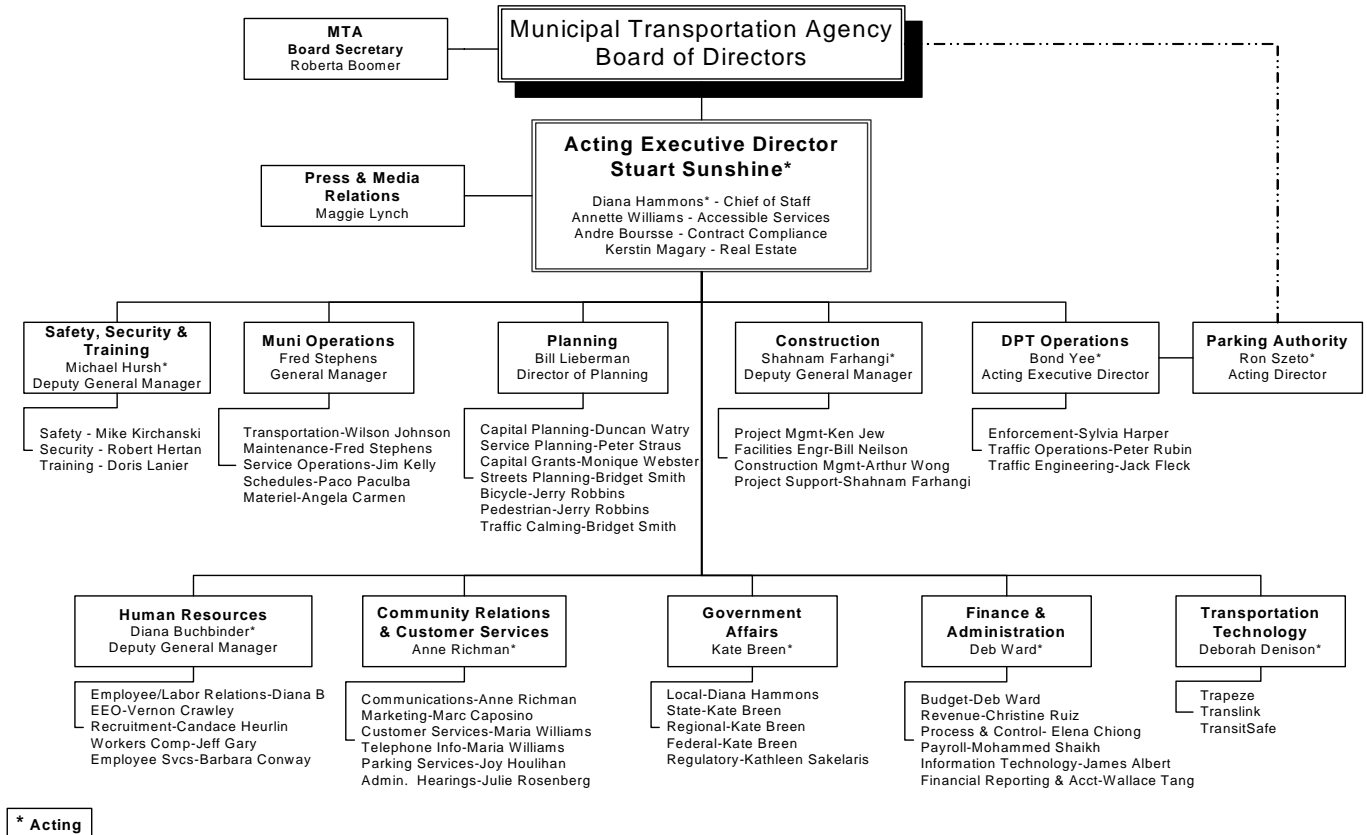
Based on FY06 budget.

As a result of the reorganization, the MTA now has a Muni Operations Division, a DPT Operations Division, and nine other divisions that support these operational functions: the Executive Director’s Office; Safety and Security; Planning; Construction; Human Resources; Community Relations and Customer Service; Government Affairs; Finance and Administration; and Transportation Technology. Overall, the MTA has over 4,600 employees to staff the twelve divisions. Figure 2 provides a breakdown of the number of employees in each division, including grant-funded positions, as budgeted for FY2006. By far, the largest groups of employees at MTA are in the Operations Divisions. For Muni, this includes about 2,200 transit operators and over 1,200 maintenance staff; DPT Operations consists of about 325 enforcement personnel and 90 staff for various parking programs.

Labor unions play an important role at the MTA. Seventeen unions represent about 4,700 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 the City.

Figure 3 shows MTA’s organization as of February 2005. Following are brief descriptions of the different department functions:

Figure 3: MTA Organizational Structure



Muni Operations: Muni Operations comprises the transit operating and maintenance functions, 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 is the largest division in the MTA.

DPT Operations: DPT Operations is responsible for basic traffic engineering and control functions, as well as for parking management. This division includes the enforcement staff (including the Parking Control Officers), the hearings and citations groups, parking services (which administers the Residential

Parking Permit program), and traffic engineering. The Parking Authority, which manages the City-owned parking garages, also reports to DPT Operations.

Construction: The Construction Division provides engineering and project management for projects that involve major rehabilitation, construction, or procurement of new equipment or facilities. Construction works closely with the operating and other divisions, as well as with the community, to identify project needs, plan, design, and construct projects.

Executive Director's Office: The Executive Director's Office provides leadership and management to the agency. In addition to the Executive Director and the Deputy Executive Director, this division includes Media Relations.

Safety, Security and Training: The Safety, Security and Training Division is responsible for managing the safety and security of all MTA employees, facilities and operations. This division is also responsible for managing the MTA's homeland security initiatives. In addition, this division manages the training activities for all MTA staff.

Transportation Technology: Transportation Technology oversees the development and implementation of new operating systems that are used to run the MTA's business applications. The objective of these systems, such as Shop History and Online Parts System (SHOPS), Scheduling System and Operator Dispatch (SSOD,) TransitSafe, and NextMuni, is to improve performance using transit industry best practices.

Human Resources: HR is responsible for administering benefits; negotiating and managing the various union contracts; recruiting staff; and managing the MTA's equal employment opportunity, workers' compensation, and drug and alcohol testing programs.

Community Relations and Customer Services: This new division is focused on areas of the MTA with extensive public interaction. It includes Communications, Marketing, Muni Passenger Services and the Telephone Information Center, and Parking Hearings and Citations. The goal of unifying these functions is to provide consistent and high quality information and services from the MTA.

Government Affairs: Government Affairs is responsible for legislation at the local, state and federal level, and is the primary point of contact for legislators. The division coordinates the federal earmarking process and is also responsible for regulatory activities, such as coordinating the triennial review.

Finance and Administration: The Finance Division manages the MTA's financial resources, including collecting, monitoring, evaluating and reporting on revenues, expenditures, and contracts; putting financial controls in place; preparing and reporting budgets; working with the City to raise long-term capital; and putting policies and procedures in place for revenues and expenditures. This division includes management of all of the day-to-day MIS functions.

Planning: The MTA Planning Division is responsible for developing a long term planning vision for San Francisco's transportation infrastructure and streetscape; launching key "Transit First" initiatives; collaborating with, supporting, and providing planning services for other MTA departments and outside agencies; and monitoring and guiding ongoing street maintenance, engineering, and transportation projects. The Planning Division includes the functions of the former capital planning, grants, service planning, streets planning, bicycle, pedestrian, traffic calming, and real estate groups.

Relationships to Other Agencies

Mayor

Proposition E reduced but did not eliminate the role of the Mayor's Office in overseeing Muni's operations. 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 as determined by the Controller, 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

Proposition E gave the MTA Board greater authority and reduced, but did not eliminate, the role of the Board of Supervisors. The Board of Supervisors approves Muni's annual budget, including any proposed major service changes, funding applications, and construction contracts, and it 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, which provides a significant portion of Muni's local funding toward capital projects.

The Controller

The Controller has a key role in developing the MTA's annual operating budget. Under the terms of Proposition E, the Controller is responsible for determining, by formula, the base contribution to the MTA budget from the City General Fund and other specified revenue sources.

San Francisco County Transportation Authority

Proposition B created the San Francisco County Transportation Authority (SFCTA) in 1989 to administer funds generated by the county's one-half cent transportation sales tax. In its role as the county Congestion Management Agency, the SFCTA programs state and other funds, and monitors and assists in project delivery. 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 Regional Transportation Plan. Funding from the sales tax is essential for the planning, design, and construction of major transportation projects and for paratransit operations within San Francisco. This funding is often used as local matching funds that qualify San Francisco to receive larger state and federal grants. In November 2003, voters passed Proposition K, reauthorizing the half-cent sales tax and the associated expenditure plan and extending it for 30 years. This provides a continuing local capital funding source for San Francisco transportation projects.

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 MTA.

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 in the MTA budget and the funding is provided by the SFCTA.

Caltrain's northern terminal is in San Francisco at Fourth & King streets, and there are two other San Francisco stops 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
- 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 & Townsend Streets to the new terminal building
- temporary and permanent bus terminal and storage facilities.

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 transit-integrating center 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 (composed of the City and County of San Francisco, the San Mateo County Transit District, and the Santa Clara Valley Transportation Authority).

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 Transportation 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 was a voter-approved regional measure to increase 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.

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.

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 MTA. For "service-critical" personnel, who comprise a substantial proportion of Muni's workforce, the MTA has generally taken over the functions of the Department of Human Resources (DHR). For example, most "service-critical" personnel now negotiate contracts directly with the MTA, rather than with DHR, as was previously done. However, DHR continues to administer all health services, and retirement benefits are still determined by the City charter.

Civil Service Commission

As a result of Proposition E, Muni has taken over most functions related to hiring that were previously performed by the DHR. Muni 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.

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