



Memorandum

Date: 02.03.15 **RE:** Plans and Programs Committee
February 10, 2015

To: Plans and Programs Committee: Commissioners Tang (Chair), Christensen (Vice Chair), Breed, Farrell, Yee and Wiener (Ex Officio)

From: Amber Crabbe – Assistant Deputy Director for Policy and Programming *Ac*

Through: Tilly Chang – Executive Director *TCC*

Subject: **ACTION** – Recommend Programming Up to \$5,143,714 in Cycle 4 Lifeline Transportation Program (LTP) Funds to Two San Francisco Municipal Transportation Agency (SFMTA) Projects, Concurrence with Cycle 4 LTP Prop 1B Priorities as Submitted by SFMTA and the Bay Area Rapid Transit District, and Amendment of the Prop K Bus Rapid Transit/MUNI Metro Network 5-Year Prioritization Program

Summary

Metropolitan Transportation Commission's (MTC's) Lifeline Transportation Program (LTP) funds projects that improve mobility for low-income populations primarily by addressing gaps or barriers identified through community-based transportation plans or other substantive local planning efforts. In our role as Congestion Management Agency (CMA), the Transportation Authority prioritizes a portion of LTP funds and helps MTC with administering the overall LTP for San Francisco. For Cycle 4, MTC has assigned \$4.9 million in funds to the Transportation Authority. An additional \$216,000 in Cycle 2 LTP funds is also available for reprogramming due to the cancellation of the San Bruno Transit Preferential Streets project which will be implemented through Muni Forward. In October 2014, we released a call for projects, and by the December deadline, we received four applications from the San Francisco Municipal Transportation Agency (SFMTA) totaling \$6.6 million. Consistent with MTC's guidelines and the prioritization criteria, the evaluation panel reached consensus on the project rankings, and upon consultation with SFMTA, we recommend fully funding Potrero Hill Pedestrian Safety and Transit Stop Improvements and Expanding Late Night Transit Services (Attachment 3). MTC has assigned State Prop 1B funds directly to transit operators to program at their discretion with CMAs' concurrence. Attachment 4 shows a summary of LTP Prop 1B priorities, including SFMTA's Van Ness Avenue Bus Rapid Transit (BRT) (\$6.19 million) and the Bay Area Rapid Transit District's (BART's) Wayfinding Signage and Pit Stop Initiative (\$4.6 million). The proposed LTP Prop 1B programming will allow SFMTA to reduce an equivalent amount of Prop K funds going to the Van Ness Avenue BRT project and direct them to Geary Corridor BRT instead. To reflect the Prop K reprogramming, the requested action includes an amendment to the relevant Prop K 5-Year Prioritization Program (5YPP). **We are seeking a recommendation to program up to \$5,143,714 in Cycle 4 LTP funds to two SFMTA projects, concur with Cycle 4 LTP Prop 1B priorities as submitted by SFMTA and BART, and amend the Prop K Bus Rapid Transit/MUNI Metro Network 5YPP.**

BACKGROUND

The Metropolitan Transportation Commission (MTC) established the Lifeline Transportation Program (LTP) to fund projects improving mobility for low-income populations primarily by addressing gaps or barriers identified through community-based transportation plans or other substantive local planning efforts. In our role as Congestion Management Agency (CMA), the Transportation Authority prioritizes a portion of LTP funds and helps MTC with administering the overall LTP for San Francisco. Over the past three cycles, the Transportation Authority has programmed a total of \$19.1 million and provided concurrence for transit operators' priorities totaling \$13.8 million in LTP state Proposition 1B (Prop 1B) funds. Attachment 1 shows the list of San Francisco's previous LTP priorities.

DISCUSSION

The purpose of this memorandum is to seek a recommendation to program up to \$5,143,714 in Cycle 4 LTP funds to two San Francisco Municipal Transportation Agency (SFMTA) projects, concur with Cycle 4 LTP Prop 1B priorities as submitted by SFMTA and the Bay Area Rapid Transit District (BART), and amend the Prop K Bus Rapid Transit (BRT)/MUNI Metro Network 5-Year Prioritization Program (5YPP).

Available Funding: The LTP is complicated to administer, since it is comprised of multiple funding sources with varying eligibility requirements. MTC has assigned the Cycle 4 LTP's three funding sources as follows:

- State Transit Assistance (STA) and Federal Transit Administration (FTA) Section 5307 Job Access and Reverse Commute (JARC) funds are assigned to CMAs based on each county's share of the regional low-income population. The Transportation Authority's share of funds totals up to \$4.9 million, including up to \$3.8 million in STA and \$1.1 million in Section 5307 JARC funds, for which we released a call for projects in October 2014. Eligibility constraints associated with these fund sources limited grant recipients largely to transit operators, and the scope of projects largely to transit-related projects. Details on the call and guidelines are posted on our Cycle 4 LTP page, www.sfcta.org/lifeline/cycle4call.
- State Prop 1B funds are assigned to transit operators based on their share of the regional low-income ridership and regional low-income population. Upon concurrence from applicable CMAs, transit operators may program Prop 1B funds to transit-related capital projects that are consistent with LTP guidelines. For this cycle, MTC assigned \$6.1 million in Prop 1B funds to SFMTA and \$4.6 million to BART. MTC required transit operators to submit their LTP Prop 1B priorities to CMAs by January 15, 2015.

In addition to the \$4.9 million in STA and Section 5307 JARC funds for this cycle, we are able to program \$216,000 in Prop 1B funds from the Cycle 2 LTP, which have been freed up due to cancellation of the LTP San Bruno Transit Preferential Streets project. The San Bruno project is now advancing as part of SFMTA's Muni Forward program.

Transportation Authority Priorities as Competitively Selected: By the December 18, 2014 deadline, we received four project proposals from the SFMTA totaling \$6.6 million compared to the \$5,143,714 available for programming. Consistent with MTC guidelines, the proposals were reviewed by our Cycle 4 LTP evaluation panel, which consisted of a representative from the MTC Policy Advisory Committee, a representative from Bayview MAGIC (the San Francisco Public Defender's community-based organization), and Transportation Authority staff. Based on the prioritization criteria as described in Attachment 2 and available funding, the panel reached consensus that the two highest scoring projects, i.e. the SFMTA's Potrero Hill Pedestrian Safety and Transit Stop Improvements project and the Expanding Late Night Transit Services project, should receive funding, and that the lowest scoring project, i.e. Multimodal Wayfinding, should not receive funding, given the project's relatively weak focus on low-income residents.

In consultation with SFMTA staff, we are recommending programming all available LTP STA funds and Section 5307 JARC funds, as well as the freed-up \$216,000 Prop 1B funds from the Cycle 2 LTP, to the two top-scoring projects, with the option of using any cost savings from the Potrero project to expand the Late Night Transit Services project. These two projects support recommendations emerging from the Potrero Neighborhood Transportation Plan and the Late Night Transportation Study. Attachment 3 summarizes the proposals and recommendations, highlighting evaluation considerations.

LTP Prop 1B Priorities as Submitted by SFMTA and BART: The SFMTA has proposed programming its entire LTP Prop 1B share of \$6.1 million to the Van Ness Avenue Bus Rapid Transit (BRT) project. This will allow SFMTA to reduce an equivalent amount of Prop K funds going to the Van Ness Avenue BRT project and direct them to Geary Corridor BRT instead. Both BRT projects are LTP-eligible, but Van Ness Avenue BRT will be delivered first and will provide benefits to the public sooner. To reflect the Prop K reprogramming, the requested action includes an amendment to the BRT/MUNI Metro Network 5YPP, which will take effect once SFMTA receives the Prop 1B LTP funds.

BART has proposed programming \$1.2 million of its \$4.6 million share to the Mission Station Wayfinding and Pit Stop Initiative project, which involves collaboration with San Francisco Public Works. Attachment 4 summarizes the LTP Prop 1B priorities as submitted.

Next Steps: MTC requires CMAs to submit their county's LTP priorities, and transit operators to submit their LTP Prop 1B allocation requests, by March 13, 2015. Upon the MTC Commission's approval (scheduled for April 22, 2015), sponsors can submit STA requests to MTC and Section 5307 JARC requests to the FTA, and MTC will forward Prop 1B allocation requests to Caltrans, which manages the Prop 1B allocation process, for their respective approvals.

ALTERNATIVES

1. Recommend programming up to \$5,143,714 in Cycle 4 LTP funds to two SFMTA projects, concurrence with Cycle 4 LTP Prop 1B priorities as submitted by SFMTA and BART, and amendment of the Prop K BRT/MUNI Metro Network 5YPP, as requested.
2. Recommend programming up to \$5,143,714 in Cycle 4 LTP funds to two SFMTA projects, concurrence with Cycle 4 LTP Prop 1B priorities as submitted by SFMTA and BART, and amendment of the Prop K BRT/MUNI Metro Network Prop K, with modifications.
3. Defer action, pending additional information or further staff analysis.

CAC POSITION

The Citizens Advisory Committee (CAC) was briefed on this item at its January 28, 2015 meeting and adopted a motion of support for the staff recommendation, with two members abstaining.

FINANCIAL IMPACTS

There are no direct impacts on the Transportation Authority's adopted Fiscal Year 2014/15 budget associated with the recommended action.

RECOMMENDATION

Recommend programming up to \$5,143,714 in Cycle 4 LTP funds to two SFMTA projects, concurrence with Cycle 4 LTP Prop 1B priorities as submitted by SFMTA and BART, and amendment of the Prop K BRT/MUNI Metro Network 5YPP.

Attachments (4):

1. Cycle 1 – 3 LTP San Francisco Project List
2. Cycle 4 LTP Prioritization Criteria
3. Cycle 4 LTP Transportation Authority Programming Recommendation
4. Cycle 4 LTP Prop 1B Priorities as Submitted by Transit Operators

Attachment 1.
Cycle 1 - 3 Lifeline Transportation Program (LTP)
San Francisco Project List

Project Sponsor ¹	Project Name	LTP Funding (\$)	Total Project Cost (\$)
Cycle 1			
THC	Outreach Initiative for Lifeline Transit Access	\$137,741	\$227,870
SFMTA	Muni Route 109/Treasure Island	\$525,000	\$874,094
SFMTA	Muni Route 29 Service	\$946,222	\$1,182,778
BVHPF	Bayview Hunters Point Community Transport	\$924,879	\$1,156,879
SFMTA	Lifeline Fast Pass Distribution Expansion	\$219,334	\$274,166
<i>Cycle 1 Total</i>		<i>\$2,753,176</i>	<i>\$3,715,787</i>
Cycle 2			
SFMTA	Shopper Shuttle	\$1,560,000	\$1,872,000
SFMTA	Route 108 Treasure Island Enhanced Service	\$1,165,712	\$1,097,000
SFMTA	Route 29 Reliability Improvement Project	\$695,711	\$1,672,560
SFMTA	Persia Triangle Transit Access Improvements Project	\$802,734	\$1,003,418
SFMTA	Randolph/Farallones/Orizaba Transit Access Project	\$480,000	\$599,600
BART	Balboa Park Station-Eastside Connections Project (BART)	\$1,906,050	\$2,801,050
SFMTA	Balboa Park Station-Eastside Connections Project (SFMTA)	\$1,083,277	\$1,354,096
SFMTA	Bus Service Restoration Project	\$1,698,272	\$2,309,000
MOH/SFMTA	Hunters View Revitalization Transit Stop Connection	\$510,160	\$708,176
<i>Cycle 2 Total</i>		<i>\$9,901,916</i>	<i>\$13,416,900</i>
Cycle 3			
SFMTA	Continuation of Bus Restoration	\$2,158,562	\$6,922,000
SFMTA	Route 108 Treasure Island Enhanced Service	\$800,000	\$1,075,677
SFMTA	Route 29 Reliability Improvement Project	\$800,000	\$4,058,492
SFMTA	Free Muni for Low Income Youth Pilot	\$400,000	\$9,900,000

**Lifeline Transportation Program (LTP)
San Francisco Project List**

Project Sponsor¹	Project Name	LTP Funding (\$)	Total Project Cost (\$)
SFMTA	Eddy and Ellis Traffic Calming Improvement	\$1,175,104	\$1,691,823
SFMTA	8X Customer First	\$5,285,000	\$11,637,000
SFMTA	Mission Customer First	\$5,056,891	\$10,440,000
SFMTA	Mission Bay Loop	\$1,381,539	\$6,100,000
<i>Cycle 3 Total</i>		<i>\$17,057,096</i>	<i>\$51,824,992</i>
Grand Total		\$29,712,188	\$68,957,679

¹Project sponsor acronyms include the Bay Area Rapid Transit District (BART), Bayview Hunters Point Foundation for Community Improvement (BVHPF), Mayor's Office of Housing (MOH), San Francisco Municipal Transportation Agency (SFMTA), and Tenderloin Housing Clinic (THC).

CYCLE 4 LIFELINE TRANSPORTATION PROGRAM PRIORITIZATION CRITERIA – SAN FRANCISCO

The Metropolitan Transportation Commission's (MTC's) Guidelines largely dictate the overall criteria. MTC staff has concurred with the San Francisco-specific criteria, marked with *italicized text*.

- **Project Need/Goals and Objectives:** The extent to which the project addresses the unmet transportation need of and improves a range of transportation choices for the low-income populations and/or Communities of Concern (CoCs), as identified through relevant planning efforts, will be considered.
- **Community-Identified Priority:** Strategies emerging from local Community-Based Transportation Plans (CBTPs) or other substantive local planning efforts involving focused outreach to low-income populations will be prioritized. Projects may also demonstrate consistency with the Bay Area's Coordinated Public Transit-Human Services Transportation Plan, countywide or regional welfare-to-work transportation plans, or other documented assessment of need within the designated CoCs. Findings emerging from aforementioned planning efforts may also be applied to other low-income areas, or otherwise be directed to serve low-income constituencies within the county. *Sponsors must demonstrate community and agency support and/or lack of significant opposition at the time of application, in addition to previous public support documented in the CBTPs or local planning efforts.*
- **Implementation Plan and Project Management Capacity:** Projects that demonstrate an ability to meet timely use of funds requirements, *without foreseeable implementation issues that may affect project delivery*, will be prioritized in order to avoid loss of funds to San Francisco. Sponsors should provide evidence of their financial and management capacity to implement the proposed project, commitment from partner agencies, and a successful experience with delivering state or federal projects. For sponsors who have previously received LTP funds, their track record of delivering LTP projects will be considered.
- **Project Budget and Sustainability:** *Projects that have secured funding sources for long-term maintenance beyond the grant period will be prioritized.*
- **Cost-Effectiveness and Performance Indicators:** Projects that will address the identified need of low-income populations in the most cost effective way, based on clear, measurable, outcome-based performance measures, will be prioritized. A plan should be provided for ongoing monitoring and evaluation of the project, and steps to be taken if original goals are not achieved.
- **Coordination and Outreach:** Projects that are coordinated with other community transportation and/or social service resources will be prioritized. Sponsors should clearly identify project stakeholders and how they will keep stakeholders involved and informed throughout the project implementation.
- **Program/Geographic Diversity:** *After projects are evaluated based on all of the above criteria, program/geographic diversity criteria will be applied to the entire draft recommended list. The LTP offers a relatively rare opportunity to fund and test new and creative approaches to improving mobility for low-income San Franciscans, so the Cycle 4 LTP project list as a whole will be reviewed to ensure a diversity of project types and approaches and benefits to multiple constituencies.*

Attachment 3.
Cycle 4 Lifeline Transportation Program (LTP)
Transportation Authority Programming Recommendation

Rank	Sponsor	Project Title	Description	Evaluation Panel Recommendation Considerations	Score (of 40)	Sup. District	Project Type	Total Cost	LTP Requested	LTP Recommended ^{1,2}	LTP Cumulative Remaining
LTP Amount Available¹											\$5,143,714
Recommended											
1	San Francisco Municipal Transportation Agency (SFMTA)	Potrero Hill Pedestrian Safety and Transit Stop Improvements	<p>Improve pedestrian safety, transit access, and a sense of place by defining pedestrian bulbouts with high-impact planting barriers at five intersections in the Potrero Terrace and Annex Public Housing sites (25th at Connecticut and Texas-Dakota; 23rd at Dakota-Missouri and Arkansas, and Missouri at Watchman Way), as recommended through the Potrero Hill Neighborhood Transportation Plan efforts. This space will shorten crossing distances; force traffic to make slower turns; and create space for temporary bus bulbs, seatings, and plantings.</p> <p>The Planning Department will lead the design phase as part of its Pavement-to-Park program.</p>	Panel recommended fully funding this project, given the direct link to needs of and benefits to the community of concern, a quick implementation timeline, and the modest request amount.	34	10	Capital	\$ 477,309	\$ 375,854	\$ 375,854	\$4,767,860
2	SFMTA	Expanding Late Night Transit Service to Communities in Need ²	<p>Support emerging recommendations from the Late Night Transportation Study by improving late-night Owl transit service in key communities of concern for three years by:</p> <ol style="list-style-type: none"> 1) upgrading the 108-Treasure Island Owl frequency; 2) closing gaps in the Owl network through short lines of the 48-Quintara/24th Street (Mission to Dogpatch) and 44-O'Shaughnessy (Bayview to Glen Park); 3) investing in additional service hours, maintenance and supervision in the existing Owl Network to improve performance; and 4) increasing the number of real-time information displays for late-night customers. 	Panel discussed the possibility of recommending less than the requested amount, given the magnitude of the request, to also fund Mobility Management. SFMTA expressed its preference to fully fund this project in order to maximize its effectiveness. Also see notes on Mobility Management.	33	Citywide	Capital, operating	\$ 5,947,860	\$ 4,720,000	\$ 4,767,860	\$0
Not recommended											
3	SFMTA	Mobility Management	<p>Meet the individualized transportation needs of seniors and persons with disabilities by:</p> <ol style="list-style-type: none"> 1) operating a one-stop Transportation Information and Referral Center; 2) providing travel training/program; 3) integrating Paratransit Taxi Debit Card with taxi hailing application (E-Hail); 4) expanding Paratransit Plus, a non-ADA taxi program for riders who may not qualify for ADA paratransit services but need extra assistance; 5) offering Peer Escort Program to assist riders who have difficulties travelling independently; and 6) purchasing tablets for ADA vans to improve communication. 	Panel supported the project but considered a less direct link to the low-income and the slow delivery of mobility management activities from the Cycle 2 LTP. Without Cycle 4 LTP funds, SFMTA can still proceed with this project with FTA Section 5310 New Freedom funds, and is working with us and MTC to incorporate the unfunded portion of the scope into the related Cycle 2 LTP project.	29	Citywide	Operating	\$ 1,568,929	\$ 786,589	\$0	\$0

Attachment 3.
Cycle 4 Lifeline Transportation Program (LTP)
Transportation Authority Programming Recommendation

Rank	Sponsor	Project Title	Description	Evaluation Panel Recommendation Considerations	Score (of 40)	Sup. District	Project Type	Total Cost	LTP Requested	LTP Recommended ^{1,2}	LTP Cumulative Remaining
4	SFMTA	Multimodal Wayfinding	Improve the quality of multimodal trip information, including walking, biking, taxi, and bike/car share, by: 1) conducting needs assessment and existing conditions analysis; and 2) developing a citywide strategy, standards, and templates of on-street multimodal trip planning and signage maps for future implementation at five pilot locations and in coordination with major capital projects.	Panel agreed not to fund this project with LTP funds given its weak focus on low-income residents and uncertain implementation plan.	18	Citywide	Capital (design)	\$ 909,959	\$ 727,967	\$0	\$0
Total								\$ 8,904,057	\$ 6,610,410	\$ 5,143,714	

¹ The available and recommended Cycle 4 LTP amount for CMA programming reflects 1) up to \$3,865,036 in State Transit Assistance funds, 2) \$1,062,678 in Federal Transit Administration (FTA) Section 5307 Job Access and Reverse Commute (JARC) funds, and 3) \$216,000 in State Prop 1B Infrastructure Bond funds that have been freed up from the Cycle 2 LTP due to cancellation of the San Bruno Transit Preferential Streets (TPS) project. The San Bruno project is advancing as part of SFMTA's Muni Forward.

Portions of STA and FTA Sec. 5307 JARC funds are future projections. We will work with SFMTA and MTC to adjust LTP funding amounts to reflect actual revenue levels. In particular, MTC requires CMAs to program 95% of the estimated STA amount and develop a contingency plan for the remaining 5% (i.e. \$193,251 for San Francisco), which we recommend programming to the SFMTA's Expanding Late Night Transit Service project should it become available. SFMTA has confirmed it can adjust the project's LTP amount to accommodate the actual STA revenue levels, as well as \$216,000 in State Prop 1B funds from the San Bruno TPS project.

² Amount recommended for programming to the Expanding Late Night Transit Service to Communities in Need project beyond the requested LTP funds will be used to further expand late night transportation services.

**Attachment 4. Cycle 4 Lifeline Transportation Program (LTP)
Prop 1B Priorities as Submitted by Transit Operators**

Sponsor	Project Title	Description	Sup. District	Total Cost	LTP Prop 1B Amount
San Francisco Municipal Transportation Agency (SFMTA)	Van Ness Bus Rapid Transit (BRT)	<p>The Van Ness BRT project calls for dedicated bus lanes on Van Ness Avenue from Lombard to Mission streets, mainly used by Muni's 49 and 47 lines and Golden Gate Transit. All-door boarding, elimination of most left turns, transit signal priority, and traffic signal optimization will help reduce transit travel time on the corridor by as much as 33 percent. Strengthening transit along this two-mile stretch of Van Ness will also positively affect the efficiency of connecting routes. In addition, pedestrian improvements, signal upgrades, new streetlights, new landscaping, and roadway resurfacing will be implemented throughout the corridor to improve safety and aesthetics. For more information, please visit vannessbrt.org.</p> <p>This project will significantly improve the transit speed, reliability, connectivity, and comfort along the main north-south corridor that serves several Communities of Concern, including Tenderloin/Civic Center, Downtown/Chinatown/North Beach/Treasure Island, Inner Mission, South of Market and Western Addition/Inner Richmond. Many of the project ideas were generated as a result of local planning efforts in these communities. More details about the local planning efforts can be found on the Coordination and Public Participation chapter of the project's Final Environmental Impact Report <http://www.sfcta.org/sites/default/files/content/Planning/VanNess_BRT_EIR/FEIR-FEIS/Volume%20I/08_Van_Ness_BRT_Final_EIS_EIR_Chapter%208_Coordination_and_Public_Participation.pdf>.</p>	2, 3, 5, 6	\$ 162,072,300	\$ 6,189,054

**Attachment 4. Cycle 4 Lifeline Transportation Program (LTP)
Prop 1B Priorities as Submitted by Transit Operators**

Sponsor	Project Title	Description	Sup. District	Total Cost	LTP Prop 1B Amount
Bay Area Rapid Transit (BART)	Wayfinding Signage and Pit Stop Initiative	<p>BART proposes adding \$1 million in Cycle 4 Prop 1B funds to install wayfinding signage at the 16th/Mission and 24th/Mission Stations, similar to those recently installed in the downtown San Francisco stations. This scope received Cycle 3 LTP Prop 1B funds (\$800,000, concurred by the Transportation Authority through Res. 12-55) and Prop K funds (\$200,000 allocated through Res. 14-20, Proj. No. 108.902006) but needed more funds to cover the increase in sign quantities and the addition of transit information displays and station identification pylons.</p> <p>In addition, BART proposes using \$200,000 in Cycle 4 LTP Prop 1B funds to provide high quality portable toilets and sinks with solar-powered lighting, used needle receptacles, and dog waste stations at the 16th/Mission and Civic Center stations through the San Francisco Public Works' Pit Stop Initiative. The scope includes one year of service to operate and monitor the facility Tuesday through Friday from 2 pm to 9 pm. The two stations were selected due to their problematic sanitary conditions, and the need for the Pit Stop facility has been identified through the Planning Department's Mission Street Public Life Plan.</p>	6	\$ 2,525,291	\$ 1,220,233
			Total	\$ 168,322,882	\$ 7,409,287