



# Memorandum

**Date:** 12.03.09 **RE:** Plans and Programs Committee  
December 8, 2009

**To:** Plans and Programs Committee: Commissioners Chu (Chair), Campos (Vice Chair), Chiu, Elsbernd, Maxwell and Dufty (Ex Officio)

**From:** Tilly Chang – Deputy Director for Planning *Tilly Chang*

**Through:** José Luis Moscovich – Executive Director *José Luis Moscovich*

**Subject:** **ACTION** – Recommend Approval of the 2009 San Francisco Congestion Management Program and Recommend Support for Designation of a San Francisco Infill Opportunity Zone by the Board of Supervisors

## Summary

As the Congestion Management Agency (CMA) for San Francisco, the Authority is responsible for developing and adopting a Congestion Management Program (CMP) for San Francisco on a biennial basis. The CMP is the principal policy and technical document that guides the Authority's CMA activities and demonstrates conformity with congestion management law. The 2009 CMP incorporates several substantive updates, including 2009 system performance monitoring results; the updated CMP Capital Improvement Program (CIP); activities related to recent policy developments, notably state climate protection legislation and the Bay Area's new Regional Transportation Plan (RTP); and significant planning progress since 2007. The CMP also sets the policy foundation for the potential designation by the City of an Infill Opportunity Zone (IOZ). SB 1636 (Figueroa) authorizes local jurisdictions to designate IOZs, in which the CMA must use an alternative to automobile level of service (LOS) as the main performance standard for congestion management purposes. The designation of a San Francisco IOZ would allow the Authority's CMP practices to better support the City's Transit First policy and existing land use patterns. Importantly, IOZ designation would also strengthen the current effort of the Authority and the City to reform California Environmental Quality Act (CEQA) transportation impact analyses within San Francisco. We anticipate that the Board of Supervisors will consider designation of a San Francisco IOZ later this month. **We are seeking a recommendation to approve the 2009 San Francisco Congestion Management Program and a recommendation of support for the designation of a San Francisco Infill Opportunity Zone by the Board of Supervisors.**

## BACKGROUND

As the Congestion Management Agency (CMA) for San Francisco, the Authority is responsible for developing and adopting a Congestion Management Program (CMP) for San Francisco, which must be updated every two years. The inaugural CMP was adopted in 1991, and the Authority Board has approved subsequent updates on a biennial basis. The CMP is the principal policy and technical document that guides the Authority's CMA activities. Through the CMP, the Authority also monitors the City's conformity with CMP requirements, per state congestion management law.

Conformance with the CMP is a requirement for the City to receive state fuel tax subventions and for the City's transportation projects to qualify for state and federal funding. State congestion management statutes aim to tie transportation project funding decisions to measurable improvement in mobility and access, while taking into account the impacts of land use decisions on local and regional transportation systems. CMPs also help to implement, at the local level, transportation measures that improve regional air quality.

The original CMP laws were enacted in 1989; since then, multiple legislative actions have amended the CMP requirements. Most recently, SB 1636 (Figueroa) granted local jurisdictions the authority to designate Infill Opportunity Zones (IOZs) in areas meeting certain specified requirements. Within a designated IOZ, the CMA must use an alternative to automobile level of service (LOS) as the main performance standard for congestion management purposes. In San Francisco, an IOZ designation action would be taken by the Board of Supervisors. SB 1636 requires that any IOZ designations be made no later than December 31, 2009.

The purpose of this memorandum is to present an overview of the CMP update, discuss the benefits of IOZ designation, seek a recommendation to approve the 2009 San Francisco CMP, and seek a recommendation of support for the designation of a San Francisco IOZ by the Board of Supervisors.

**DISCUSSION**

The CMP has several required elements, including:

- A designated congestion management network and biennial monitoring of automobile LOS on this network;
- Assessment of multimodal system performance, including transit measures;
- A land use impact analysis methodology for estimating the transportation impacts of land use changes; and
- A multimodal Capital Improvement Program (CIP).

The CMP also contains the Authority’s technical and policy guidelines for implementing CMP requirements, including deficiency plans, travel demand forecasting, and transportation fund programming.

**CMP Update:** The 2009 CMP is a substantive update, reflecting new data collection, activities related to important policy developments at various levels, and significant planning progress since 2007:

- **Roadway LOS Results:** The Authority conducted roadway LOS monitoring on the designated CMP network in spring 2009. Despite the economic downturn, weekday peak-period traffic conditions have remained relatively unchanged since the 2007 monitoring cycle, with the exception of PM peak freeway speeds, as shown in Figure 1, below. Across the network, arterial traffic congestion continues to be highly concentrated in the city’s greater downtown.

**Figure 1. CMP Network Average Automobile Travel Speed, Citywide**

Facility Type	Spring 2007	Spring 2009
Arterial AM	17.8 mph	18.6 mph
Arterial PM	16.5 mph	16.9 mph
Freeway AM	47.8 mph	48.9 mph
Freeway PM	40.3 mph	31.7 mph

- **Transit Speed Analysis:** In parallel with the roadway data effort, we performed an analysis of Muni bus (diesel and trolley coach) speeds using data provided by the Municipal Transportation Agency (MTA) from on-vehicle Automatic Passenger Counters (APCs). APCs, which have been funded by Prop K, collect valuable ridership and speed information used for MTA service

planning. APCs are equipped with Geographic Positioning System (GPS) technology that facilitated our comparative analysis of transit and automobile travel times.

Our findings align with other Authority and MTA analyses: surface-running transit in mixed traffic is severely impacted by traffic congestion. During weekday peak-periods, bus travel times in many corridors exceed auto travel times by a factor of two or more. Although transit travel time also reflects passenger boarding and alighting time, other Authority studies have found that dwell time accounts for about 25 percent of total travel time; signal delays and mixed-traffic conflicts account for the bulk of negative impacts to the speed of surface-running transit. Congestion also impairs the reliability of transit service. This reinforces the need both to proactively manage congestion and to prioritize transit through signal and lane priority, where warranted and feasible.

- **Transportation Demand Management:** The CMP's Transportation Demand Management (TDM) element has been updated to reflect the progress of our On-Street Parking Management and Pricing Study and Mobility, Access and Pricing Study, as well as the MTA's development of variable parking pricing policies for the management of parking spaces under its jurisdiction. These initiatives explore the potential for pricing to be used in combination with new technology and transportation improvements. This element of the CMP also reports on the City's Prop K-funded TDM program and discusses the City's enactment of a landmark Commuter Benefits Ordinance in 2008.
- **Regional and State Policy Developments:** In April 2009, the Metropolitan Transportation Commission (MTC) adopted *Transportation 2035*, the Bay Area's long-range Regional Transportation Plan (RTP). The CMP is San Francisco's local implementation tool for the RTP and guides the development of our long-range Countywide Transportation Plan (CWTP), which is due to be updated in Fiscal Year 2010/11.

The CMP also reports on other recent policy developments affecting the Authority's CMA activities and San Francisco's transportation priorities. Chief among these is SB 375 (Steinberg). SB 375 provides a mechanism for the implementation of AB 32 (Nuñez and Pavley) for the transportation sector, which is responsible for approximately forty percent of California's greenhouse gas (GHG) emissions. MTC's next RTP, scheduled for adoption in 2013, will be subject to SB 375's requirements. Some of the most important considerations in SB 375—effecting a workable relationship between land use and infrastructure investment decisions, forecasting and assessing impacts on the transportation system, and prioritizing funding to efficient and beneficial transportation system improvements—are all central tenets and priorities of the CMP. The Authority's CMP workplan reflects several activity streams related to SB 375 and *Transportation 2035* guidance, including the Authority's investment program, modeling analyses, and transportation planning activities.

- **Capital Improvement Program (CIP):** The CMP's CIP must contain a seven-year CIP that identifies improvements that maintain or improve transportation system performance. The CMP update reflects information for relevant program cycles completed since adoption of the 2007 CMP, most notably the provisionally-adopted 2009 Prop K Strategic Plan and accompanying Five-Year Prioritization Programs (5YPPs); the 2010 State Transportation Improvement Program (STIP); and programming cycles for the Transportation Fund for Clean Air (TFCA). The CMP's CIP is amended concurrently with relevant Authority programming actions.

Over coming two years, the Authority will continue to coordinate transportation investments and support project delivery across multiple agencies and programs, with the Authority playing a key role in major projects including Doyle Drive, the Transbay Transit Center and Caltrain Downtown Extension, potential High-Speed Rail within San Francisco, the Central Subway, and proposed Bus Rapid Transit (BRT) improvements on Van Ness Avenue and Geary Boulevard. The Authority is also participating in a multi-agency effort to streamline and coordinate project selection and delivery as part of the Better Streets Plan implementation effort.

- **Modeling:** State law requires CMAs to develop, maintain, and utilize a transportation computer model to analyze system performance, assess land use impacts, and evaluate potential transportation investments and policies. The Authority's transportation model, known as SF-CHAMP, recently underwent a major overhaul and update. SF-CHAMP has been updated to improve its regional travel forecasting and pricing sensitivity capabilities. These model enhancements are discussed in the 2009 CMP, along with required documentation of consistency with MTC modeling practices.

As required by state law, the CMP confirms San Francisco's project priorities for the Regional Transportation Improvement Program (RTIP), which is adopted by MTC for submission to the state. In November 2009, the Authority Board approved San Francisco's RTIP priorities. In January 2010, MTC will both adopt findings for the consistency of 2009 Bay Area CMPs with the RTP, and approve the 2010 RTIP.

**Infill Opportunity Zones:** This month, the Board of Supervisors will consider designating eligible areas of San Francisco as an IOZ, as allowed by SB 1636. The 2009 CMP discusses the benefits of IOZ designation and assesses the implications of this potential City action for future San Francisco CMP updates.

The adoption of a San Francisco IOZ would strengthen current efforts by the Authority and City agencies to reform California Environmental Quality Act (CEQA) transportation impact analysis practices within San Francisco by replacing the current LOS impact measure with an automobile trips generated (ATG) measure.

In addition, IOZ designation in San Francisco would:

- *Better support San Francisco's Transit First policy through CMP practices.* Automobile LOS standards in the state's congestion management law reflect the original legislation's suburban roots. The City's Transit First policy recognizes that automobile congestion is a likely short-term outcome of efforts to increase transit, bike, and walking mode shares.
- *Formally recognize San Francisco's efficient land use characteristics, alternative-rich transportation network, and current land use planning efforts through CMP practice.* IOZ designation is intended for urban locations with relatively dense and mixed land uses and an established transit system. San Francisco's existing land use patterns and multimodal transportation system warrant a tailored and locally-sensitive approach to congestion management and system performance monitoring.

If a San Francisco IOZ is established, the Authority would continue monitoring system performance in subsequent CMP cycles (i.e., 2011+) on all CMP network segments for planning and evaluation purposes, including those network segments within the IOZ. In addition, the Authority would further its ongoing efforts to enhance the monitoring and reporting of alternative system performance measures.

**We are seeking a recommendation to approve the 2009 San Francisco Congestion Management Program and a recommendation of support for the designation of a San Francisco Infill Opportunity Zone by the Board of Supervisors.**

### **ALTERNATIVES**

1. Recommend approval of the 2009 San Francisco Congestion Management Program and recommend support for the designation of a San Francisco Infill Opportunity Zone by the Board of Supervisors, as requested.
2. Recommend approval of the 2009 San Francisco Congestion Management Program and recommend support for the designation of a San Francisco Infill Opportunity Zone by the Board of Supervisors, with modifications.
3. Defer action, pending additional information or further staff analysis.

### **CAC POSITION**

The CAC will consider this item at its December 9 meeting.

### **FINANCIAL IMPACTS**

While there is no direct impact on the Authority's adopted budget, adoption of the 2009 CMP is needed to ensure the City's continued eligibility for the state gas tax revenues authorized by CMP legislation, as well as state and federal funding eligibility for key transportation projects. Leveraging of these other funds is essential in order to deliver the Authority's Expenditure Plan programs and projects.

### **RECOMMENDATION**

Recommend approval of the 2009 San Francisco Congestion Management Program and recommend support for the designation of a San Francisco Infill Opportunity Zone by the Board of Supervisors.

Enclosures:

- A. Draft 2009 San Francisco Congestion Management Program
- B. CMP Technical Appendices