CHAPTER 7

LAND USE IMPACTS ANALYSIS PROGRAM

Key Topics:

- **Legislative Requirements**
- **Legislative Intent as Applied to San Francisco**
- **Institutional Framework for a CMP Land Use Analysis Program**
- **Infill Opportunity Zones**
- **Work Program Items - Key Milestones and Next Steps**

1. Legislative Requirements

The California Government Code section 65089 (b) (4) requires that Congestion Management Programs (CMPs) include a program to analyze the transportation system impacts of local land use decisions. These analyses must measure impacts using CMP performance measures, and estimate the costs of mitigating the impacts. The estimates should exclude costs associated with inter-regional travel and provide credit for public or private contributions to regional transportation system improvements. The legislation specifies that land use analysis programs should be coordinated with California Environmental Quality Act (CEQA) efforts, wherever applicable.

The CMP legislation also requires the San Francisco County Transportation Authority (the Authority), as the Congestion Management Agency to "develop a uniform database on traffic impacts for use in a countywide transportation computer model..." that will be used "to determine the quantitative impacts of development on the circulation system... "(California Government Code section 65089 (c)). The database must be consistent with the modeling methodology used by regional planning agencies, the Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG) to comply with the CMP.

The Authority's GIS database including ABAG Projections data, updated CMP networks and numerous other data items (such as roadway level of service, transit ridership, travel behavior survey results, etc.) constitutes the uniform database for San Francisco. In addition, the Authority has an activity-based travel demand forecasting model used in combination with the uniform database. This is further detailed in Chapter 10.

In September of 2002 the legislature passed SB 1636, which is intended to "remove regulatory barriers around the development of infill housing, transit-oriented development, and mixed use commercial development" [65088 (g)] by enabling local jurisdictions to designate "infill opportunity zones." These zones are defined as areas designated for compact, transit-oriented housing and mixed use within 1/3 mile of major transit stops.

The CMP network segments within the IOZ will be exempt from CMP traffic LOS standards. In their place, a city must include these streets "under an alternative areawide LOS standard or multimodal composite or personal LOS standard," [65088.4 (b) (1)], or "approve a list of flexible mitigation options that includes… investments in alternative modes of transportation" [65088.4 (b) (2)].

2. Legislative Intent as Applied to San Francisco

The General Plan and the City Charter are the primary institutional parameters that frame the City's process for reviewing land development impacts on the transportation network. San Francisco is a Charter City and it has a consolidated city and county government. An eleven-member Board of Supervisors serves as the legislative body for the City's unified city and county government. The City Planning Commission (CPC) has responsibility for land use decision-making throughout the City. The Mayor appoints the seven members of the CPC. Among the responsibilities of the CPC are the following:

- Exclusive authority to act on General Plan policies and area land use plans (per City Charter);

- Holding public hearings on all appeals to Negative Declaration determinations and certification of all local Environmental Impact Reports;

- Discretionary actions on Conditional Use permits. (Which can be appealed to the Board of Supervisors) and decisions by the Zoning Administrator, Discretionary Reviews and others that can be appealed to the Board of Appeals.

In addition, both the CPC and the Board of Supervisors must approve all rezoning.

The Planning Department's land use responsibilities do involve transportation policy. They have primary responsibility for assessment of the transportation impacts of development proposals, and to determine consistency with land use and transportation policies in the General Plan. The existing local regulations include measures to mitigate project-specific transportation impacts within the policy and priority framework of the General Plan, the long-range transportation plan and the Capital Improvement Program of the CMP.

As CMA for San Francisco, the Authority ensures that the City complies with CMP requirements including land use impact monitoring. AB 1619, passed by the California State Assembly in 1994, stipulates that the CMA should prepare any countywide transportation plan. Pursuant to a December 1994 action, the Board of Supervisors directed the Authority to prepare a countywide transportation plan, and to coordinate City Departments. A Memorandum of Agreement (MOA), executed in December 1997, between the Authority and the Planning Department, outlines roles and responsibilities for developing the Countywide Transportation Plan. The Plan was adopted by the Board in July of 2004.

2.1. Policy Issues in land use and transportation demand

Local transportation impact analysis
The CMP-based land use analysis program links the City's land development decisions to conditions on the regional transportation system. This link already exists at the regional level in MTC's Regional Transportation Plan, which links long-range planning for transportation investment with estimates of land development based on regional demographic growth and economic development.

The City already has in place an exacting process for evaluating the transportation impacts of land development proposals. This process, which ensures the City's compliance with state and federal environmental review requirements, is the responsibility of the Planning Department. Nevertheless, as CMA the Authority has a role in ensuring that the impacts of land use decisions on the transportation system are analyzed with a uniform methodology, consistent with the long- term strategic goals of the General Plan and the Countywide Plan.

Uniform methodology
The land use inputs to city transportation analyses are not necessarily uniform assumptions, which is the primary reason that we as CMA retain our own GIS database to analyze transportation. . For major land use decisions, the Authority's TAD is used to assess the transportation impacts and ensure that the methodology used to assess them is consistent with MTC models and ABAG data.

One key aspect of the CMP approach to land use impacts analysis is that, pursuant to state law, the Authority will also be responsible for reviewing transportation analysis of specific development projects under CEQA, and determining the consistency of these "sub-area" analyses with the citywide model. Examples of this role include our work preparing the Bayview Redevelopment Area EIR and the Market/Octavia Better Neighborhoods Plan EIR.

The primary purpose of the land use analysis program is, therefore, to inform decisions on the supply of transportation infrastructure to the City

and how we should best spend scarce transportation dollars. This program adds no new requirements to the existing local project environmental review process, but it provides a long-term transportation investment policy context for local environmental review information. It also informs decisions making in the reverse direction: as CMA, the Authority is responsible for commenting on local land use decisions and making these decisions with an understanding of how land use choices will shape future transportation demand.

We continue to work on a fourth component to the CMP Land Use Impacts Analysis Program: a cumulative land use impacts analysis methodology which incorporates land use inputs from the Planning Department and the Redevelopment Agency and forecasts impacts on transportation system performances using the travel demand forecasting model. The Northeast Waterfront Strategic Analysis Report (NEW SAR) is an example of a recent application of this cumulative impacts methodology.

Consistency with Long Term Strategic Goals of General Plan and Countywide Transportation Plan

San Francisco has been able to maintain one of the highest levels of transit use among U.S. cities because of its relatively high-density development, and because topography and geography limit vehicular access routes to and from the City.

There have been significant numbers of non-resident commuters into the City for over a century. San Francisco's daytime population is about 1.1 million, compared with a resident population of about 746,000, and non-resident commuters fill about half of its approximately 580,000 jobs.[1]

To improve the balance of housing with jobs, during the 1980s, San Francisco actively promoted new residential development. Extensive revisions to the City's General Plan and rezonings were undertaken. Each of these land use plans - the Downtown Plan, Rincon Hill, North of Market, Chinatown, Neighborhood Commercial, Van Ness Avenue, South of Market, and Mission Bay - incorporated measures to retain and enhance opportunities for residential development. In addition, housing development has been promoted by the policies of the San Francisco Redevelopment Agency in the Rincon Point/South Beach, Yerba Buena Center, Transbay and the Western Addition Redevelopment Plan Areas.

In the past few years the City has approved a re-scoped Mission Bay project, as well as plans for a new UCSF campus in that area. The recently completed 3rd Street Light Rail Transit line and Muni Metro extension provide the ideal transportation complement to these projects, and ensure that transit will continue to address a large share of transportation needs in this key growth area of the City.

San Francisco's continued role as a regional employment center and its continued policy of housing development have had an impact on the demand for transportation in the City. A primary mission of the Authority is to strategize investment in the city's transportation infrastructure to meet this demand. Infrastructure investment is intended both to address future growth in transportation demand and to improve the city's current transportation system.

In past decades San Francisco's primary transportation challenge was to absorb new jobs downtown without proportionately increasing the number of workers commuting by car. That challenge was successfully met with the construction of BART and MUNI services focused on downtown commuting.

Today San Francisco's transportation challenges are much different. In fact, transportation downtown works relatively well: the challenges are many and are in the neighborhoods. They include competitive transit service for non-commute trips; neighborhood parking needs; and safety for pedestrians and bicyclists.

NOTE:
California Government Code Section 65089(b)(4) requires the land use program to assess the impacts of land development on regional transportation systems. In the 1991 San Francisco CMP this was interpreted to mean impacts on the CMP roadway network. However, the federal Intermodal Surface Transportation Efficiency Act (ISTEA), passed in 1991, explicitly requires the

[1] Source for the mode shares: *Commute Profile 2001*, prepared by Rides for Bay Area Commuters, Inc. September 2001.

development of a metropolitan transportation system (MTS), including both transit and highways. The Metropolitan Transportation Commission has contracted with the San Francisco County Transportation Authority, acting as Congestion Management Agency to help develop the MTS and to use the CMP process to link land development decisions to impacts on the MTS. For purposes of the land use analysis program, the San Francisco CMP will use the San Francisco component of the MTS, but conformance with roadway level of service (LOS) standards will continue to be assessed using the CMP roadway network, which is a subset of the MTS.

3. Institutional Framework for a CMP Land Use Analysis Program

3.1. Prop K Mandate

When voters approved Prop K on November 4 2003, they approved the following policies and priorities in the Expenditure Plan designed to implement San Francisco's Transit First policy, and coordinate land use and transportation:

Transit investment accounts for 65% of the San Francisco transportation sales tax expenditure plan (74% if paratransit is included), and the location of virtually all investments supports concentrations for existing or future development.

The Plan directs that authority to "give priority for funding to major capital projects that are supportive of adopted land use plans with particular emphasis on improving transit supply to corridors designated for infill housing and other transit-supportive land uses."

The Plan goes on to define transit-supportive land uses as "those which help to increase the cost-effectiveness of transit service by improving transit ridership and reducing traffic along transit corridors."

All projects must also demonstrate consistency with the Prioritization Criteria in the Expenditure Plan. This includes "compatibility with existing and planned land uses, and with adopted standards for urban design and for the provision of pedestrian amenities; and supportiveness of planned growth in transit-friendly housing, employment and services."

Finally, the Expenditure Plan provides funding for neighborhood planning studies and local match for regional planning and capital grants such as the Transportation for Livable Communities (TLC)/Housing Incentive Program (HIP) grant programs. These programs support transit oriented development and fund related improvements for transit, bicyclists, and pedestrians including streetscape beautification improvements such as landscaping, lighting and street furniture.

3.2. MTC/CMA Transportation/Land Use Work Plans

In fall 2003, MTC approved the San Francisco CMA's Transportation – Land Use Coordination Work Program. Pursuant to MTC's CMA Transportation / Land Use initiative, the TA will focus on the following activities to help integrate transportation and land use decisions.

First, we will prioritize transportation planning funds and capital investments that meet performance criteria or demonstrate a strong vision for coordinated land use and transportation development.

We will provide technical guidance and assistance with the planning process to partner agencies, communities and project sponsors, including neighborhood planning, thereby facilitating access to TLC/HIP grants.

We will promote legislative activities that encourage smart growth, more sustainable transportation and development-related investment decisions by the city and developers, and more efficient travel decisions by all transportation system users.

Finally, we will conduct project and program delivery oversight to ensure efficient use of funds and effective project delivery.

4. Infill Opportunity Zones

As the CMA for San Francisco, the Authority has an important role to play in encouraging appropriate land use decisions, so that the investments we make in transportation infrastructure are more productive. The Legislature passed state Senate

Bill 1636 by Senator Figueroa, in September 2002. SB1636 amended Section 65088 of the Government Code on Congestion Management Programs (CMP) to allow cities and counties to define Infill Opportunity Zones. The legislation exempts IOZs from traditional Level of Service standards required under the Congestion Management Program, but it requires the use of multimodal performance measures or approve a list of flexible mitigation options, to foster transit supportive development.

The County of San Francisco does not currently have any designated Infill Opportunity Zones.

5. Transportation Impact Analysis

San Francisco's approach to conformance with the CMP land use impacts analysis requirements is based on the existing process administered by the Planning Department. The Planning Department works from their Transportation Impact Analysis Guidelines for Environmental Review.

5.1 Uniform Land Use Analysis Methodology

The periodic updates of the long-range plan and its list of investment priorities will be the main vehicle for addressing the transportation needs generated by land use changes in the City. In updating the long-range plan the Authority will use land use forecasts developed by the Planning Department (subject to regional requirements for consistency with ABAG), generate new estimates of future travel demand, and test alternative projects and investment strategies to address those future transportation needs. The detailed methodology for accomplishing this is outlined in the long-range Countywide Transportation Plan.

6. Work Program Items - Key Milestones

The Authority will continue to work jointly with City departments and regional agencies, as part of development of the long-range Countywide Transportation Plan, on the detailed methodology for analysis of future land use and investment scenarios. In addition, the Authority will:

- Review the San Francisco Travel Demand Forecasting Model and MTC regional model transportation network assumptions, including transit service levels, and, in consultation with City departments, recommend changes to reconcile with the CIP and expected project delivery schedules – As needed

- Develop a rational and replicable approach to developing and updating San Francisco Model land use inputs that will support model application and analysis of project-level land use changes -- Ongoing

- Develop guidelines to help identify appropriate and inappropriate project-level model applications considering factors such as the scale of projects and current model capabilities – Ongoing

- Continue to develop applications of land use data within the GIS database to multimodal performance measurement (e.g., the relationship of land use patterns to transit routing and coverage) -- Ongoing

- As noted above, the Authority will also advance a number of activities and initiatives in T-PLUS workplans as agreed with MTC.